MAKING INFRASTRUCTURE WORK FOR GENDER EQUALITY

IWDA POSITION PAPER ON THE AUSTRALIAN INFRASTRUCTURE FINANCING FACILITY FOR THE PACIFIC

As part of a range of new initiatives under the Pacific Step-Up, the Australian Government has established the Australian Infrastructure Financing Facility for the Pacific (AIFFP)¹. The AIFFP includes \$1.5 billion in loans and \$500 million in grants for infrastructure projects in the Pacific region, and represents a significant shift in the way that Australia finances development.

As the AIFFP is rolled out over the coming years, it will be critical to ensure that the Facility is meeting the development needs of the Pacific region. This includes addressing gender inequality and climate change, two of the most significant issues facing the Pacific today.² Both of these issues can be exacerbated by unsustainable infrastructure which does not address the needs of women, and financial models which contribute to national debt and inequality.

The AIFFP will invest in telecommunications, energy, transport, water, and "other priority infrastructure," and notes that the facility will be delivered in line with DFAT's existing Economic Infrastructure Development Strategy.³ This strategy notes the need for investment in both 'hard' infrastructure (ie: building the physical components of infrastructure) as well as 'soft', defined as "capacity building and technical assistance" to support partner countries to better attract finance, increase competition, or manage existing infrastructure assets.⁴ The AIFFP has committed to prioritising infrastructure that contributes to gender equality outcomes, and to ensuring that the design of the facility incorporates climate resilience and gender analysis across the roll out of infrastructure investments. At the same time, the AIFFP's objectives aim to deliver benefit to

both Australia and Pacific nations, while making Australia a "partner of choice" for infrastructure investment in the Pacific. The extent to which the AIFFP can live up to all these commitments will be critical to the success of the facility. The framework for delivering is in place; the only thing remaining for Australia to be a global leader in infrastructure for gender equality is the political will to follow through on these commitments and deliver high quality, gender sensitive, climate resilient infrastructure for the Pacific.

IWDA AND INFRASTRUCTURE

As a feminist organisation, IWDA is working in partnership with women's rights organisations across Asia and the Pacific to promote women's leadership, safety and security, and economic empowerment, and to create systemic change towards gender equality. All of these domains can be positively or negatively impacted by new investments in infrastructure. IWDA has a long history of feminist analysis of international development policy, and holding the Australian Government accountable for its commitments to gender equality. IWDA will continue to monitor the design, implementation and reporting of the AIFFP with a feminist lens to ensure that it is meeting the needs of diverse Pacific women.



PROMOTE WOMEN'S LEADERSHIP & PARTICIPATION

Infrastructure plays a role in addressing the constraints that can hinder women from taking on leadership roles. Increasing women's leadership at all stages of infrastructure development is critical to ensuring consideration of women's needs.

STRENGTHEN WOMEN'S SAFETY AND SECURITY

Infrastructure can increase women's safety, but gender analysis across the infrastructure lifecycle is critical to guard against unintended harmful consequences. Infrastructure should contribute to communities' climate resilience and must not contribute further to the effects of climate change.

ACCELERATE WOMEN'S ECONOMIC EMPOWERMENT

Infrastructure can help facilitate access to education and markets and reducing women's time burden and contribute to women's economic empowerment. Incentives can help women led businesses to benefit from investment.

ADVANCE SYSTEMIC CHANGES TOWARDS GENDER EQUALITY

Pro-poor, gender sensitive infrastructure must be backed up by investment in other areas of development to ensure progress towards overall development gains and gender equality.

BACKGROUND

The AIFFP has been established in the context of China's increased presence in the Pacific region, and has generated debate about the geostrategic importance of the Pacific to Australia's military, economic and diplomatic interests. Alongside the announcement of the AIFFP, the Prime Minister announced an expansion in callable capital for overseas infrastructure investments to be financed by Export Credit Australia (ECA, formerly EFIC), which included a change to the legislation to introduce an "Australian benefit test" to infrastructure funded by ECA overseas. Australia has also entered into a trilateral agreement with the US and Japan to fund infrastructure in the region, and recently announced they will jointly loan \$1bn for an LNG project in Papua New Guinea.⁵

In this context, it will be critical that Australia's interests are not prioritised at the expense of Pacific development in projects funded by the AIFFP. This will require leadership from the highest levels of Australian Government as well as mechanisms to better understand and act on the interests of Pacific peoples, such as representation from Pacific civil society organisations (including representation of women and gender specialists) on the planned AIFFP advisory panel. Additionally, the \$500 million loan component of the AIFFP will be funded from within the existing aid portfolio. In the context of a shrunken and stagnant aid budget, this necessarily requires money to be reallocated from other areas, and the aid budget must be rebuilt in order to ensure a balanced portfolio.

RECOMMENDATIONS:

The Australian Government should:

Recommendation 1: Prioritise the development needs of partner countries in determining infrastructure investments and ensure representation from Pacific civil society organisations (including women and gender specialists) on the planned AIFFP advisory panel.

Recommendation 2: Rebuild the aid budget to ensure that existing development projects are not cut in order to fund the new facility



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INFRASTRUCTURE AND GENDER EQUALITY

There is a significant need for increased investment in infrastructure globally, and welldesigned infrastructure that meets the needs of diverse women and girls can have a positive impact on reducing poverty. DFAT's infrastructure strategy refers to estimates that US\$750 billion per annum worth of infrastructure investment in the Asia/Pacific region will be required to sustain economic growth at current levels.⁶ Resilience to climate change, and consideration of how investments in infrastructure in mining and resource extraction sectors can exacerbate climate change, must also be central considerations if the AIFFP is to meet the needs of Pacific nations and contribute towards gender equality outcomes.

The AIFFP design commits to aligning investments with DFAT's existing strategies on infrastructure, gender and disability inclusion. Gender equality is a core priority of the Australian aid program and DFAT's existing infrastructure strategy identifies that "gender issues need to be taken into account throughout all stages of infrastructure development".⁷ Applying and reporting against existing performance mechanism on gender such as the target "[m]ore than 80 per cent of investments, regardless of their objectives, will effectively address gender issues in their implementation" will help guide funding decisions, facilitate ongoing performance monitoring and strengthen the accountability of AIFFP investments.⁸

ADDRESSING DIVERSE WOMEN AND GIRLS' INFRASTRUCTURE NEEDS CONTRIBUTES TO DEVELOPMENT OUTCOMES

Infrastructure can have a positive impact on reducing poverty. "Pro-poor" infrastructure enables people to better participate in and benefit from economic growth by increasing access to markets, reducing risk and vulnerability, and improving health and education outcomes.⁹ Infrastructure can reduce the time women spend on unpaid care and household work by improving access to clean water, cooking fuels and electricity.¹⁰ This can lead to economic benefits by freeing up women's time to take on paid work, as well as time for rest, leisure and family.¹¹ Access to safe, gender sensitive transport options can enable women to travel to places of work or business, reducing vulnerability to violence and facilitating greater economic empowerment.¹² Investments that employ women in fields that are traditionally male-dominated, such as construction and transport, can contribute to shifting gender norms around what is considered "women's work" while expanding women's employment options.¹³

There are additional benefits to be found in infrastructure investment that accounts for the needs of different groups of women. For example, investment in rural infrastructure can benefit food security for all.¹⁴ Infrastructure that is accessible for people with disabilities can enable more women with disabilities to participate in education or paid work, and decrease the workload of women who are carers for people with disabilities.¹⁵ Considering the needs of women at different ages can ensure that all women are able to benefit from infrastructure investment.¹⁶ Fewer than 60% of the population in most Pacific countries are covered by electricity services

Data collected by using the Individual Deprivation Measure in Fiji found that 91% of women reported exposure to fumes from cooking and heating compared to 65% of men, and on average women were exposed to fumes related to cooking and heating for over four times as long (Fisk & Crawford 2018).



The OECD identifies prioritising donor interests over the needs of local populations and a focus on physical assets over long-term service delivery as limiting factors on the effectiveness of infrastructure on poverty-reduction.¹⁷ It will be critical for the AIFFP to avoid these pitfalls. Systemic approaches – which connect investments in hard infrastructure with support for the institutions engaged in service delivery, as well as other parts of the development program – will be needed to ensure infrastructure can continue to contribute to development in the long term.¹⁸

Infrastructure is most effective at reducing poverty when it meets the needs of local populations, and includes a focus on longterm service delivery rather than just physical assets

HUMAN RIGHTS BASED APPROACHES CAN GUARD AGAINST NEGATIVE IMPACTS OF INFRASTRUCTURE

Grounding the AIFFP in human rights based approaches and ensuring compliance with all relevant human rights treaties and principles will be critical to anticipate and mitigate against negative outcomes often associated with infrastructure. Experience from the mining industry highlights the potential for serious human rights violations in the form of water pollution, forced displacement, loss of agricultural land and income, and civil unrest.¹⁹ Other Australian-financed projects such as the PNG LNG project have been criticised by women's rights organisations, which claim that Australia is failing to meet its extraterritorial obligations under the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) by not ensuring women's equal access to community decision processes or financial benefits.²⁰

Displacement of communities to make way for infrastructure, the impact of construction on the health and wellbeing of nearby communities – including the potential to increase violence or conflict – must be carefully considered and mitigated by principles of free, prior and informed consent, with compensation where required.²¹ Looking across the lifecycle of infrastructure development – from the impact of construction crews on women's safety in communities, through to the ongoing upkeep of assets – is critical to ensure women are not adversely impacted at any stage and can benefit equally from investment.

Additionally, the downstream impacts and unintended outcomes of infrastructure investments must be taken into account to fully understand how the investment will impact women. For example, while information and communications technology (ICT) can facilitate greater access to knowledge, business and learning opportunities for women, it can also present risks in the form of technology-assisted violence. This could include new forms of violence such as online harassment, cyberstalking and so-called 'revenge porn' (blackmail using real or photo-shopped illicit images) as well as using technology to facilitate psychological or economic abuse (for example, controlling a partners' online accounts and passwords, keeping track of web browsing, texts or phone calls).²² The potential for harmful downstream impacts underscores the need to do comprehensive gender impact analysis and pair infrastructure investments with work to shift harmful gender norms, in order to ensure the investment does not cause harm.

"States shall consult and cooperate in good faith with the indigenous peoples concerned through their own representative institutions in order to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures that may affect them" - Article 19, UN **Declaration on the Rights** of Indigenous Peoples

Information and communications technology infrastructure can be both a source of empowerment for women, but can also provide new avenues for violence against women.



INFRASTRUCTURE AND CLIMATE CHANGE

Pacific leaders have identified climate change as "the single greatest threat to the livelihoods, security and wellbeing of the peoples of the Pacific."²³ In this context, commitments to climate resilience in the AIFFP design are welcome. However, and more importantly, the AIFFP must avoid investments in fossil fuel industries which will contribute to worsening the effects of climate change. The OECD recommends that "[n]ew infrastructure assets should be prioritised, planned, designed, built and operated to account for the climate changes that may occur over their lifetimes."²⁴ This requires modelling potential future impacts of climate change to enable planning based on the best available evidence, and using flexible, adaptive approaches to minimise the impacts of uncertainty about these impacts.

Other factors, such as reduced economic growth as a result of climate change, must also be taken into account. This is particularly pertinent in the Pacific, where the Asian Development Bank estimates the effect of climate change on crop productivity, fisheries, tourism revenue, and human health in the Pacific could cost countries between 2.2% and 3.5% of GDP by 2050.²⁵ Resilience to climate change is influenced by a range of socio-economic factors, including poverty, mobility and norms around the roles that men and women play in society, meaning that women are often in more vulnerable positions. Infrastructure which increases gender equality can play a role in increasing community resilience.²⁶ While this may require a greater upfront investment, evidence shows that the benefits of investing in resilience outweigh the costs in the longer term.²⁷

"[C]limate change remains the single greatest threat to the livelihoods, security and wellbeing of the peoples of the Pacific" – Boe Declaration on Regional Security

The Asian Development Bank estimates the effect of climate change on crop productivity, fisheries, tourism revenue, and human health in the Pacific could cost countries between 2.2% and 3.5% of GDP by 2050

"Ensuring that infrastructure is climate resilient will help to reduce direct losses and reduce the indirect costs of disruption" – OECD policy guidance for donors on promoting pro-poor growth

RECOMMENDATIONS:

Recommendation 3: Report annually against DFAT's commitments and performance standards on gender equality, including the 80% target, for investments funded under the AIFFP.

Recommendation 4: Ensure meaningful consultation (including funding support) with Women's Rights Organisations and Disabled People's Organisations in the Pacific to ensure that infrastructure investments meet the needs of local populations.

Recommendation 5: Conduct gender analysis across the infrastructure lifecycle and facilitate greater employment of women across all phases including design, planning and construction, and provide opportunities for women owned businesses to tender for contracts.

Recommendation 6: Bundle physical infrastructure with investments in education, health, social services and programs aimed at shifting harmful gender norms.

Recommendation 7: Ensure investments under the AIFFP align with OECD guidance including prioritising needs of local populations in their diversity and funding services and upkeep alongside investments in physical infrastructure.

Recommendation 8: Conduct gender-sensitive human rights impact assessments of all investments under the AIFFP to ensure that they comply with all relevant human rights principles including free, prior and informed consent of communities impacted by construction.

Recommendation 9: Require comprehensive analysis of, and annual reporting on, the gendered impact of all new investments and take a do no harm approach to ensure that downstream impacts of investments do not compromise women's safety.

Recommendation 10: Comprehensively assess the climate impact of new investments and prioritise investment in low emission technology, particularly in the energy sector.

Recommendation 11: Prioritise investments that increase communities' resilience to climate change, accounting for the gendered and socioeconomic factors that impact resilience.



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GENDER AND DEVELOPMENT FINANCE, LOANS AND DEBT

Feminists have long called for governments to better integrate issues affecting women in development finance and macroeconomic policy. Economic policy is often viewed as a complex field requiring technical skills, which presents a barrier to participation by 'nonexperts.' Women's unequal access to resources and decision-making (exacerbated by other factors such as class) means that they are often underrepresented in these spaces where decisions about economic policy are made.²⁸ Additionally, decisions about finance are often treated as though they are gender neutral, and most economic policy fails to account for the unpaid work that is disproportionately undertaken by women, which can lead to additional costs for women.²⁹

The UN's Human Rights Council has recently adopted new guiding principles on human rights impacts of economic reforms, including reforms associated with debt servicing, in response to the Independent Expert on Foreign Debt and Human Rights' 2018 report on the impact of sovereign debt on the enjoyment of human rights, particularly for women.³⁰ This includes requirements both upon countries taking on sovereign debt, as well as creditor states, to conduct a human rights assessment of proposed reforms to ensure they will not impact on the enjoyment of human rights.

The AIFFP is predicated on a loan-based financial model, which will require countries or commercial partners to take on debt. As a current sitting member of the Human Rights Council, Australia can be at the forefront of this normative shift in economic policy making, by considering countries' ability to realise human rights within the economic assessments that are made around loan eligibility.

ECONOMIC POLICY AFFECTS PEOPLE DIFFERENTLY BASED ON THE GENDERED ROLES THEY PLAY IN SOCIETY

When a country decides to take on debt, it must make decisions about how to finance loan repayments. Historically, governments have tended to cut public spending and/or privatise areas such as health, education, child- and aged-care in order to service debt repayments.

These cuts have a different impact on women in multiple ways because of the gendered roles women play in the economy:

Loss of employment: More women than men are employed in public service jobs, meaning that women are more likely to lose their paid work in times of austerity.³¹

Unpaid care: The work associated with providing child or aged care is picked up by women on an unpaid basis, restricting their ability to engage in paid work.³²

Women undertake more than 75 per cent of all unpaid care work done worldwide



Negative health outcomes: Low income women are more likely to have poor health and are less able to pay for private care. Research in Canada on the privatisation of home health services found that women formed the majority of those missing out on health care as a result of the changes, with income-level, ethnicity/indigeneity, remoteness and age all compounding factors.³³

Risk of violence: In times of austerity, financial pressure within families coupled with cuts to services aimed at preventing and responding to violence against women can lead to an increased risk of violence for women and children. ³⁴

All of these impacts will be felt differently by women based on their class, age, ethnicity, ability, and other drivers of marginalisation.³⁵ In the context of the AIFFP, it will be critical for the Australian Government to take a gendered analysis to the financial mechanisms associated with the facility in order to ensure that it does not contribute to perpetuating gender inequality throughout the region.

When governments stop investing in child- or agedcare, women's unpaid care burden increases

When school fees were abolished following debt cancellation in Africa, more families were able to send girls to school

FAILURE TO CONSIDER GENDERED IMPACTS OF POLICY CAN LEAD TO COSTS FOR WOMEN

Failure to consider the gender-differentiated impacts of macroeconomic policy can lead to enormous costs for women; for example, research in the UK found that since 2010 women had borne 86% of the cost of austerity policies imposed by the British Government in the wake of the global financial crisis.³⁶

Even when gender equality and women's empowerment are considered, they are often viewed through a narrow frame. For example, the Addis Ababa Action Agenda (the outcome of the Third International Conference on Financing for Development, which coincided with the agreement of the Sustainable Development Goals in 2015) commits to ensuring gender equality and women and girls' empowerment as both a goal of and a means to development (eg: via women's participation in the formal economy).³⁷ However the agenda fails to note the differentiated impacts of various forms of revenue on men and women (eg: the cost of regressive taxation measures is borne more heavily by women due to their lower than average income and role as the primary caregiver) or ways in which women are affected in times of austerity.³⁸

Additionally, women often bear the cost when loans are granted to private sector actors, rather than governments. Privatised services commonly use a user-pays system. Even when costs are tailored to the average family income, they tend to be borne by women, who are more likely to fulfil the caring roles that come into contact with these services and to spend their income on their family's wellbeing, contributing to greater inequality within the household.³⁹ "Austerity hits women harder" – UN Independent Expert on foreign debt and human rights, Juan Pablo Bohoslavsky

Women in the UK have borne 86% of the cost of austerity policies since 2010

Privatisation makes essential services like health, education and public transport more expensive. These costs are disproportionately borne by women.



3

AUSTRALIA CAN LEAD THE WORLD ON HUMAN RIGHTS ASSESSMENTS OF ECONOMIC POLICY

The UN's Human Rights Council – of which Australia is a sitting member – recently adopted new guiding principles on human rights impacts of economic reforms. Based on the 2018 report of the Independent Expert on foreign debt and human rights, Juan Pablo Bohoslavsky, the Human Rights Council adopted new principles which "should guide all efforts to design and implement economic policies."⁴⁰

The Independent Expert's report outlines the disproportionate impact of austerity measures on women, and argued that a "human rights perspective, combined with a feminist economics analysis, can help to expose such policy biases, for which a gender-sensitive human rights impact assessment of economic reform policies is essential."⁴¹

In alignment with these principles, DFAT must ensure robust, gender-sensitive, human rights based assessment of the AIFFP's impact on partner countries' economies. Australia has the opportunity to be at the forefront of this normative shift in economic policy making, not only by considering countries' ability to realise human rights within the economic assessments that are made around loan eligibility, both as the donor/creditor, but also by supporting partner governments to undertake this analysis in line with their own commitments.

By enabling women's participation, resourcing gender expertise, and conducting gender analysis of the macroeconomic impacts of AIFFP's financial model, Australia can ensure that women can benefit from – rather than bear the costs of – our investments in infrastructure. Australia has identified gender equality as one of its five priority areas for its term as a member of the Human Rights Council

"Obligations under human rights law should guide all efforts to design and implement economic policies. The economy should serve the people, not vice versa" UN Independent Expert on foreign debt and human rights, Juan Pablo Bohoslavsky

RECOMMENDATIONS:

Recommendation 12: Conduct detailed macro-economic analysis to determine eligibility for loans, including the ability of countries to repay loans taken out under the facility without cutting public spending on essential services, particularly services for women.

Recommendation 13: Factor in the cost of upkeep and maintenance of infrastructure to loan agreements and avoid privatised or 'user pays' models which exclude low income groups, particularly women, from the benefits of infrastructure investments.



ENDNOTES:

¹ DFAT 2019
² Pacific Islands Forum 2018
³ DFAT 2019
⁴ DFAT 2015
⁵ Hodachi 2019
⁶ DFAT 2015, 1
⁷ DFAT 2015, pp 4, 7
⁸ DFAT 2014
⁹ OECD 2007, 226
¹⁰ GADNET and FEMNET 2019, 9
¹¹ Chopra 2018, 10-12
¹² ICED 2019, 1
¹³ ICED 2019, 7
¹⁴ Khan 2018, 3
¹⁵ OECD 2007, 238

- ¹⁶ ICED 2019, 2
- ¹⁷ OECD 2007, 229
- ¹⁸ OECD 2007, 229; CSW63 Expert Group 2018
- ¹⁹ Asia Pacific Forum on Women, Law and Development (APWLD) 2009, 3-4
- ²⁰ HELP Resources Inc et al. 2018
- ²¹ For a detailed explanation of FPIC see: FAO 2016
- ²² Fascendini and Fialová 2011, 21-24
- ²³ Pacific Islands Forum 2018
- ²⁴ OECD 2018, 2-3
- ²⁵ Asian Development Bank 2013, xii, 79
- ²⁶ OECD 2018, 7; Dwyer and Woolf 2018
- ²⁷ OECD 2018, 2-3
- ²⁸ Elson 1993, 6; Benería and Sen 1982,162; Lambert 2008, 90-93

- ²⁹ Lambert 2008, 91; Elson 1993, 7
- ³⁰ Bohoslavsky 2018a; 2018b
- ³¹ Bohoslavsky 2018a, Para 11
- ³² Musindarwezo 2018, 8; Bohoslavsky 2018a, Para 12, 15-22
- ³³ Lambert 2008, 207-8
- ³⁴ Sanders-mcdonagh, Neville, and Nolas 2016
- ³⁵ Bohoslavsky 2018a, Para 29-30
- ³⁶ Stewart 2017
- ³⁷ UNGA 2015, Para 2

³⁸ Women's Working Group on Financing for Development 2015

- ³⁹ Elson 1993, 10; OECD 2007, 237
- ⁴⁰ Bohoslavsky 2018b, Para 2
- ⁴¹ Bohoslavsky 2018a, 2

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