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# Infrastructure Development Investment Program for Tourism in Himachal Pradesh and Punjab

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INDIA GENDER EQUALITY RESULTS CASE STUDY  
INFRASTRUCTURE DEVELOPMENT  
INVESTMENT PROGRAM FOR  
TOURISM IN HIMACHAL PRADESH  
AND PUNJAB

MARCH 2019



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MARCH 2019



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About the cover: Women overcoming skill barriers for economic empowerment (photos from the Himachal Pradesh Tourism Development Board and Punjab Heritage & Tourism Promotion Board).

# Contents

<b>Abbreviations</b>	iv
<b>Executive Summary</b>	v
<b>Introduction</b>	1
<b>Project Aims and Expected Outcomes</b>	3
<b>Opportunities and Challenges of Gender-Inclusive Tourism Development</b>	5
<b>Practical Approaches to Gender-Inclusive Tourism Development</b>	9
<b>Gender Equality Results: Key Achievements</b>	10
Achievements in Human Capital and Economic Empowerment	11
Achievements in Creating Spaces for Women’s Voices to Be Heard	12
Achievements in Promoting Equal Rights of Women and Men	18
<b>Project Features Contributing to the Achievement of Gender Equality Results</b>	20
<b>Lessons and Ways Forward</b>	23
<b>Appendixes</b>	
1 Tranche 1 Design and Monitoring Framework: Gender Targets and Gender Action Plan Achievements Matrix	25
2 Guide Questions and Methodological Framework	32

# Abbreviations

ADB	Asian Development Bank
CBT	community-based tourism
DMF	design and monitoring framework
GAP	gender action plan
GDP	gross domestic product
GEWE	gender equality and women's empowerment
IDIPT	Infrastructure Development Investment Program for Tourism
IEC	information, education, and communication
HPTDB	Himachal Pradesh Tourism Development Board
PHTPB	Punjab Heritage & Tourism Promotion Board
PTDC	Panchayat Tourism Development Committee
SHG	self-help group
TTDC	Town Tourism Development Committee

# Executive Summary

In this case study report, the Asian Development Bank (ADB) South Asia Department (SARD) shares the results of a gender assessment of the ADB-financed **Infrastructure Development Investment Program for Tourism (IDIPT)** (Tranche 1) in the states of Himachal Pradesh and Punjab in India. IDIPT seeks to contribute to economic growth through gender-inclusive community-based tourism (CBT) infrastructure development. The long-term vision is to develop the tourism sector as a key driver for sustainable and inclusive economic growth in the participating states. The objectives of the case study are to examine the contributions of IDIPT to gender equality in the two states and to identify effective gender mainstreaming approaches in tourism development. Lessons could serve as stepping stones to improve knowledge and actions for achieving gender equality results in the tourism sector.

To mainstream gender in IDIPT, the main approaches used were the incorporation of performance indicators and targets for gender equality and women's empowerment (GEWE) in the project's design and monitoring framework (DMF) and the preparation and implementation of a gender action plan (GAP). The main gender features of the DMF and the GAP—with the last five features considered in this case study as supporting or facilitating factors of the first five features—are the following:

- (i) Development and operationalization of gender-inclusive management and master plans for nature and culture-based tourist destinations.
- (ii) Establishment of community-based societies and tourism development units (with targeted 30% women members) for the management of natural and cultural heritage sites.
- (iii) Ensuring women's participation (target of 30%) in consultative processes on the selection of subproject sites, employment and training opportunities on core labor standards, and all decision-making processes and structures supported by the project.
- (iv) Gender-responsive value chain analyses to establish the strong link between tourism and local economies and develop gender-responsive tourism-based livelihood schemes.
- (v) Provision of training (with targeted 30% women participants) in heritage management and tourism-related skills, environment, culture, tourism planning, coordination, monitoring, and marketing.
- (vi) Ensuring equal employment opportunities (skilled and unskilled jobs) for women and men in all project-financed subprojects.
- (vii) Training of staff of tourism state offices and organizations (tour operators and guides) in gender mainstreaming and implementation of the GAP.



- (viii) Training of contractors on the core labor standards, including the importance of encouraging women's employment, observing nondiscriminatory practices at work sites, and providing equal wages for work of equal value.
- (ix) Production of gender-responsive guidebooks, brochures, and websites.
- (x) Awareness campaigns and dissemination of gender-sensitive information, education, and communication (IEC) materials to promote gender equality in tourism development and mitigate the gender-related risks associated with tourism infrastructure development.

To assess the intermediate outcomes of IDIPT in the two states, human impact stories were collected through focus group discussions, in-depth interviews, and key informant interviews with the beneficiaries, project staff, and other important stakeholders. These stories are grouped in this report into three results areas: (i) human capital endowment and economic empowerment, (ii) creation of spaces for women's voice (also voices) to be heard, (iii) and promotion of women's rights (also of equal rights of women and men).

## Human Capital Endowment and Economic Empowerment

- The newly learned tourism-related livelihood skills drove women to venture into new livelihood endeavors.
- The training and exposure to new livelihood and employment opportunities enabled women to break away from their traditionally restricted mobility due to socio-cultural factors, transform their stereotyped roles in the family, and become role models.

## Creation of Spaces for Women's Voice (also Voices) to Be Heard

- IDIPT provided women with opportunities to become leaders.
- The experience of becoming leaders developed women's self-confidence. Women also earned the recognition and respect of their families (including men) and communities.

## Promotion of Women's Rights (also of Equal Rights of Women and Men)

- Women and men were provided with personal protective equipment while working in the construction site, accommodation inside the construction building, separate toilets, potable drinking water, liquefied petroleum gas for cooking, medical assistance (first aid in case of accidents and medical consultations), and equal wages for work of equal value.
- Ten wage laborers in Punjab shared that the crèche was very helpful for women with small children.

The success of IDIPT in optimizing the opportunities provided by tourism development for GEWE has been largely attributed to the embedding of gender affirmative actions in the investment program and in tranche 1. This includes the (i) promotion and adoption of CBT development program and structures, which allowed women and disadvantaged groups to participate; (ii) sensitivity to the needs and constraints of women during the preparation of plans for the management of natural and cultural heritage sites; (iii) robust implementation and reporting mechanisms as well as the well-defined responsibility centers, which facilitated the proactive involvement of government agencies and other stakeholder groups; (iv) strong commitment of officials and concerted efforts of dedicated staff and consultants of the executing and implementing agencies; (v) support of contractors and families in the local communities, including men, whose mind-sets were transformed by the various trainings organized by the project which they attended and successes of the women; and (vi) gender sensitivity of the IEC materials used. The success stories of self-help groups (SHGs) have inspired women's economic participation that was formerly limited due to the paucity of options as well as restrictive social mobility norms. These stories have not only fueled the aspirations of other women and girls but have also made a significant impact on men's mind-sets regarding women's potential to succeed.

For upscaling and sustainability of income-generating activities, SHGs need mentoring in the packaging of products and labeling. Credit and institutional linkages must also be provided. Marketing strategy needs to be chalked out. The current trend of organizing multiple training courses for SHGs, without ensuring regular income generation, poses the risk of women losing faith and interest in the process. The project should also leverage other government schemes and programs and plan effective convergence to support these SHGs in packaging, pricing, and marketing of products. A marketing strategy targeting tourists is also much needed.

The overall assessment provides evidence of the capacity of gender-responsive tourism development in generating opportunities for community participation and the enhancement of the status of women, as envisaged in the National Tourism Policy 2002. The interventions have supplemented the growth of women's human capital and synergized their economic and leadership potential. These have also enhanced women's voices and decision-making capacities and brought about a marked change by transforming mind-sets in favor of gender equality.



# Introduction

Tourism is one of the world's largest and fastest growing export sectors contributing to 9% of the global gross domestic product (GDP) and accounting for 1 of 11 jobs worldwide. In India, the total contribution of the sector to GDP is forecasted to increase by 5.0% per annum to \$280.5 billion by 2025 and account for 7.2% of GDP.<sup>1</sup> Given this growth potential of the sector and opportunity to create large-scale employment of a diverse range, the Ministry of Tourism of the Government of India prepared the National Tourism Policy 2002. The objective of the policy is to position “tourism as an engine of economic growth and harness its direct and multiplier effects on employment and poverty eradication in an environmentally sustainable manner.”<sup>2</sup>

Since the adoption of the National Tourism Policy 2002, the government—through its five-year plans (e.g., Tenth Five-Year Plan, 2002–2007; Eleventh Five-Year Plan, 2007–2012; and Twelfth Five-Year Plan 2012–2017) and the current three-year action agenda (2017–2020)—has consistently reconfirmed its positioning of the tourism sector as a national priority. The tourism sector is viewed as providing better prospects for promoting pro-poor growth than many other sectors because it can generate employment for a wide spectrum of job seekers from the unskilled to the specialized even in the remote parts of the country. Moreover, the approach paper to the Twelfth Five-Year Plan, 2012–2017 assessed that, compared to other modern sectors, a higher proportion of tourism benefits (jobs, petty trade opportunities) could accrue to women.<sup>3</sup> This underscores the potential of the tourism sector to realize direct and multiplier impacts on women's economic empowerment including creating spaces for women to participate in decision-making.

The Asian Development Bank (ADB) assisted the government to prepare the Road Map for the Development of Tourism Infrastructure (2008–2017).<sup>4</sup> The road map identified a market-based spatial and strategic framework for sustainable and inclusive tourism infrastructure development. Four states—Himachal Pradesh, Uttarakhand, Punjab, and Tamil Nadu—participated, and individual state tourism road maps were developed. The ADB-financed Infrastructure Development Investment Program for Tourism (IDIPT), which ADB approved on 28 September 2010 as a multitranches financing facility, is an

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1 United Nations World Tourism Organization (UNWTO). 2015. *Tourism Statistics and Tourism Satellite Account (TSA)*. [http://cf.cdn.unwto.org/sites/all/files/factsheet\\_june2015.pdf](http://cf.cdn.unwto.org/sites/all/files/factsheet_june2015.pdf).

2 Government of India, Ministry of Tourism & Culture, Department of Tourism. 2002. *National Tourism Policy 2002*. New Delhi. <http://tourism.gov.in/sites/default/files/policy/National%20Tourism%20Policy%202002.pdf>.

3 Government of India, Planning Commission. 2011. *Faster, Sustainable and More Inclusive Growth: An Approach to the Twelfth Five Year Plan*. New Delhi. p. 119.

4 ADB. 2007. *Sector Assessment (Summary): Tourism* based on Technical Assistance for Preparing the Inclusive Tourism Infrastructure Development Project. Manila (TA 7014-IND) para 14 accessed from <https://www.adb.org/sites/default/files/linked-documents/40648-01-ind-ssa.pdf>.

integral part of this road map. Two tranches were implemented, Tranche 1, with a total loan of \$43.42 million approved on 4 October 2010, implemented in Himachal Pradesh and Punjab was completed in 2018. Similarly, Tranche 2, approved on 15 December 2011 for a total loan of \$43.84 million, which covered Uttarakhand and Tamil Nadu closed in 2018. Tranche 3, currently active was approved on 11 December 2014 and will be completed on 30 June 2020. This tranche covers Himachal Pradesh, Punjab, and Uttarakhand. A fourth tranche which supports Tamil Nadu in the preservation and development of natural and cultural heritage, creation of tourism support and connectivity infrastructure, and capacity development for improved destination management and marketing has just become effective and is set to be closed in September 2020.

This case study report presents a gender assessment of IDIPT as implemented in the states of Himachal Pradesh and Punjab under tranche 1.

# Project Aims and Expected Outcomes

The long-term vision of IDIPT is to develop the tourism sector as a key driver for sustainable and inclusive economic growth in the participating states. Its envisioned five-pronged results are (i) enhanced quality of natural and cultural attractions; (ii) greater participation of local communities in tourism-related economic activities; (iii) improved basic urban infrastructure and services at tourist destinations and attractions; (iv) improved connectivity and strengthened capacity of sector agencies and local communities for planning, development, management, and marketing of tourist destinations and attractions; and (v) strengthened capacity of concerned sector agencies and local communities for planning, development, management, and marketing of tourist destinations and attractions (see Box 1 for basic project information).<sup>5</sup> IDIPT is also envisaged to contribute to gender equality and women's empowerment (GEWE) through the development of gender-inclusive community-based tourism (CBT) infrastructure and livelihood opportunities in the preservation and development of natural and cultural heritage and incidental services.

In Himachal Pradesh and Punjab, the key elements of the gender action plan (GAP) are the following:

- (i) Development and operationalization of gender-inclusive management and master plans for nature and culture-based tourist destinations.
- (ii) Establishment of community-based societies and tourism development units (with targeted 30% women members) for the management of natural and cultural heritage sites.
- (iii) Ensuring women's participation (target of 30%) in consultative processes on the selection of subproject sites, employment and training opportunities on core labor standards, and all decision-making processes and structures supported by the project.
- (iv) Gender-responsive value chain analyses to establish the strong link between tourism and local economies and develop gender-responsive tourism-based livelihood schemes.
- (v) Provision of training (with targeted 30% women participants) in heritage management and tourism-related skills, environment, culture, tourism planning, coordination, monitoring, and marketing.
- (vi) Ensuring equal employment opportunities (skilled and unskilled jobs) for women and men in all project-financed subprojects.

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<sup>5</sup> ADB. 2010. India: Infrastructure Development. *Facility Administration Manual: India: Infrastructure Development Investment Program for Tourism*. Manila. <https://www.adb.org/sites/default/files/project-document/63023/40648-01-ind-fam.pdf>.

- (vii) Training of staff of state tourism offices and organizations (tour operators and guides) in gender mainstreaming and implementation of the GAP.
- (viii) Training of contractors on the core labor standards, including the importance of encouraging women's employment, observing nondiscriminatory practices at work sites, and providing equal wage for work of equal value.
- (ix) Production of gender-responsive guidebooks, brochures, and websites.
- (x) Awareness campaigns and dissemination of gender-sensitive information, education, and communication (IEC) materials to promote gender equality in tourism development and mitigate the gender-related risks associated with tourism infrastructure development.

The expected impact is enhanced contribution of the tourism sector to sustainable and inclusive economic growth to be indicated by a (i) 50% increase in local employment created by tourism at each participating state (at least 30% of employed are women), and (ii) 30% increase in aggregate contribution of tourism to GDP of each participating state.

### Box 1: Tranche 1 Basic Project Information

Project Name	Infrastructure Development Investment Program for Tourism – Tranche 1
Project Cost	\$43.42 million
Strategic Agendas	Environmentally sustainable growth and inclusive economic growth
Subsector	Transport/Urban roads and traffic management; Water and other urban infrastructure and services/Other urban services – Renovation and protection of cultural heritage
Gender Mainstreaming Category	Effective gender mainstreaming (EGM) <sup>a</sup>
Impact	Enhanced contribution of the tourism sector to sustainable and inclusive economic growth
Project Approval	4 October 2010
Executing Agency	Department of Tourism & Civil Aviation, Government of Himachal Pradesh; Department of Tourism, Government of Punjab
Implementing Agency	Himachal Pradesh Tourism Development Board; Punjab Heritage and Tourism Promotion Board
Location	Himachal Pradesh and Punjab

<sup>a</sup> In the Asian Development Bank (ADB) gender categorization system, an EGM category means that the program or project can contribute significantly to gender equality and signals the project designers to include gender-related performance targets and indicators in the project's design and monitoring framework, prepare a gender action plan (GAP), and allocate adequate resources (human, funds, and materials) for the implementation of the GAP. For more details, see ADB. 2012. *Guidelines for Gender Mainstreaming Categories of ADB Projects*. Manila.

Source: Project Data Sheet <https://www.adb.org/projects/40648-023/main#project-pds>.

# Opportunities and Challenges of Gender-Inclusive Tourism Development

There is enough evidence to establish the link between the tourism sector, inclusive growth, and gender. According to the **Global Report on Women in Tourism**, if a gender perspective is integrated into planning and implementation processes, the sector offers huge potential to promote GEWE at the household, community, national, and global level.<sup>6</sup> This report was the first attempt to develop a quantitative framework for monitoring the status of women working in tourism across the globe. Box 2 summarizes its key findings.

In India, during the design phase of IDIPT, the results of a socioeconomic survey in the project sites showed the need for “(i) small-scale tourism infrastructure that would benefit community-based tourism [CBT]; (ii) larger-scale connectivity and utilities that would improve accessibility to, and the quality of life in, the tourist destinations for both tourists and host communities; and (iii) training courses and credit for tourism-based livelihood development.”<sup>7</sup> These needs were in line with a product development strategy of the National Tourism Policy 2002, i.e., to “promote the development of village tourism as the primary tourism product.”<sup>8</sup> Also at the time of the designing of IDIPT, government statistical data showed that women’s work participation rate was considerably lower than men’s in both the rural and urban areas of Himachal Pradesh and Punjab—in Himachal Pradesh, 50.6% of women and 55.5% of men in the rural areas and 24.1% of women and 61.1% of men in the urban areas; in Punjab, 32.2% of women and 54.9% of men in the rural areas and 13.3% of women and 57.2% of men in the urban areas.<sup>9</sup> Enhancing the situation of women is similarly among the basic principles of the tourism policy.<sup>10</sup>

The tourism sector is well-positioned to help in promoting community participation in tourism and in enhancing the situation of women. Foremost, the Ministry of Tourism—in line with the Constitution of India, specifically Articles 15, 16, and 39 that prohibit discrimination of any form against women and with its promotion of equal work opportunity and equal pay for work of equal value for women and men—includes gender sensitization and the promotion of the equal rights of women among its concerns.<sup>11</sup>

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6 UNWTO and United Nations Entity for Gender Equality and the Employment of Women (UN Women). 2011. *Global Report on Women in Tourism 2010: Preliminary Findings*. Madrid.

7 ADB. 2010. *Infrastructure Development Investment Program for Tourism: Summary Poverty Reduction and Social Strategy*. Manila. p. 1.

8 Footnote 2, p. 15.

9 Government of India, Central Statistical Office. 2010. Women and Men in India 2010. Table 28 (based on the National Sample Survey Organisation, 61st round. (July 2004–June 2005). <http://mospi.nic.in/publication/women-and-men-india-2010>.

10 Footnote 2, p. 5.

11 Government of India, Ministry of Tourism. Annual Report 2015–2016. <http://tourism.gov.in/sites/default/files/Annual%20Report%202015-16.pdf>.



### Box 2: Key Findings of the Global Report on Women in Tourism

- Women make up a large proportion of the formal tourism workforce.
- Women are well represented in service and clerical level jobs but poorly represented at professional levels.
- Women in tourism are typically earning 10%–15% less than their male counterparts.
- The tourism sector has almost twice as many women employees as other sectors.
- One in five tourism ministers worldwide are women.
- Women make up a much higher proportion of own-account workers in tourism than in other sectors.
- A large amount of unpaid work is being carried out by women in family tourism businesses.

Source: United Nations World Tourism Organization and United Nations Entity for Gender Equality and the Employment of Women. 2010. *Global Report on Women in Tourism 2010: Preliminary Findings*. Madrid. [http://www2.unwto.org/sites/all/files/pdf/folleto\\_globalr\\_report.pdf](http://www2.unwto.org/sites/all/files/pdf/folleto_globalr_report.pdf).

In both Himachal Pradesh and Punjab, tourism is recognized as one of the most important sectors of the economy and a major engine of growth. In 1996, the Government of Punjab accorded tourism a special status by declaring it an industry.<sup>12</sup> Himachal Pradesh consistently topped all the states and union territories in the number of domestic leisure and non-leisure visitors from April 2011 to March 2012.<sup>13</sup>

However, the tourism sector has faced big challenges. In the National Tourism Policy 2002, one of the main internal threats identified was the failure to involve the communities in the decision-making process for tourism development and to adopt and implement sustainable development and management principles and practices in tourism sites. This also implies the lack of involvement of women in the communities. Moreover, according to the Ministry of Tourism annual reports from 2014 to 2017, in the India Tourism Development Corporation—a public sector undertaking within the administrative control of the Ministry of Tourism, playing a key role in the development of tourism infrastructure in the country—women consistently comprised only 14.5% of its total employees (excluding direct contract employees). The scheduled castes comprised 20.7%–30.0%, the scheduled tribes 2.0%–2.3%, and the other backward classes 5.0%–5.7%. This low representation of women in the India Tourism Development Corporation appears to be unrepresentative of the overall number of women in the tourism sector because, according to the annual reports (such as for 2016–2017) of the Ministry of Tourism, the sector as a service industry has a strong presence of women.<sup>14</sup> These reports, however, do not provide data to substantiate this claim.

<sup>12</sup> Government of Punjab, Department of Tourism and Cultural Affairs. Punjab Tourism Policy, 2003. [http://punjabtourism.gov.in/Downloads/Policies/Punjab\\_Tourism%20Policy\\_2003.pdf](http://punjabtourism.gov.in/Downloads/Policies/Punjab_Tourism%20Policy_2003.pdf).

<sup>13</sup> ACNielsen ORG-MARG. Tourism Survey for the State of Himachal Pradesh (April 2011–March 2012): Final Report. Submitted to the Ministry of Tourism (Market Research Division), Government of India. [http://tourism.gov.in/sites/default/files/Other/Himachal%20Pradesh%20Final%20Report\\_%20new.pdf](http://tourism.gov.in/sites/default/files/Other/Himachal%20Pradesh%20Final%20Report_%20new.pdf).

<sup>14</sup> Government of India, Ministry of Tourism. Annual Report 2016–17. [http://tourism.gov.in/sites/default/files/annualreports/MoT%20Annual%20Report%202016-17\\_English.pdf](http://tourism.gov.in/sites/default/files/annualreports/MoT%20Annual%20Report%202016-17_English.pdf).

The problem cited in Box 2—the relegation of women to service and clerical level jobs and their poor representation at the professional levels—is linked to gender stereotyping, i.e., women mainly perform jobs associated with their reproductive roles or household chores such as cooking, cleaning, and providing hospitality. Furthermore, according to the Global Report on Women in Tourism, tourism is linked with the sex industry, which makes women and children more vulnerable to sexual exploitation.

This link between tourism and the sex industry is supported by studies that show an increase in sex tourism in countries hosting major sporting events. In India, reports disclose that hundreds of children have been kidnapped from all around the country to serve as sex workers during these events.<sup>15</sup> In response, the Ministry of Tourism, the United Nations Office on Drugs and Crime, the Pacific Asia Travel Association, and Save the Children jointly developed and adopted a code of conduct in 2010 “to protect the dignity, safety and right to freedom from exploitation of all tourists and local residents involved in or impacted by tourism” (footnote 15). During the signing of the code, the then union minister for tourism, Government of India declared, “Through signing this pledge we are conveying a strong message to the world that neither we nor our organizations will be party to activities that exploit women and children” (footnote 15). It was acknowledged, however, that pledging adherence to the code was not enough. Rather, awareness campaigns and training of staff of all signatories must be done.

There was also an experience in Kumarakom, Kerala, where the locals did not benefit from the new tourism businesses.<sup>16</sup> Some problems encountered were the workers’ lack of job security (contracts were terminated without sufficient reasons) and the loss of access of the villagers to the canals, bays, lakes, and shores, which they traditionally used for fishing, collecting shells, and as a means for transportation. These were closed to satisfy the tourists’ need for privacy and tranquility. With these negative effects of the conventional approach to tourism development, the Government of Kerala shifted to the Responsible Tourism approach in 2007. Within 1 year of its implementation, visible favorable outcomes emerged such as an increase in local agricultural production, creation of 20 Kudumbashree units with a total of 250 women, and creation of five microenterprises focused on women.<sup>17</sup> Women were given a special role in the Responsible Tourism initiatives and projects. In partnership with the Kudumbashree, 760 women were included in the cultivation program, 35 in retail activities, 30 in art and cultural groups, and 45 in the village tour group. This was regarded as an important step toward women’s empowerment in Kumarakom, as the women participated in the decision-making processes and their status in their families and within the society improved. The Government of India considered the learning experience in Kumarakom as a successful pro-poor tourism model for replication across the country and adopted this approach to further the objectives of the Twelfth Five-Year Plan (2012–2017).

15 United Nations Office on Drugs and Crime. 2010. *Taking Exploitation Out of Tourism in India*. [http://www.unodc.org/unodc/en/frontpage/2010/October/india\\_-\\_a-pledge-and-a-commitment-for-safe-and-honorable-tourism.html](http://www.unodc.org/unodc/en/frontpage/2010/October/india_-_a-pledge-and-a-commitment-for-safe-and-honorable-tourism.html).

16 Government of India, Planning Commission. 2013. *Twelfth Five Year Plan (2012–2017): Economic Sectors Volume II*. New Delhi: SAGE Publications India Pvt Ltd. pp. 377–379.

17 Kudumbashree is a community organization of neighborhood groups of women in Kerala and has been recognized as an effective strategy for empowering women in rural and urban areas. It was conceived as a joint program of the Government of Kerala and the National Bank for Agriculture and Rural Development and implemented through community development societies of poor women, serving as the community wing of local governments. Kudumbashree. Overview. <http://www.kudumbashree.org/pages/7>.

While the tourism sector was not among the sectors it diagnosed, ADB's **India: Gender Equality Diagnostic of Selected Sectors** underscored the importance of seizing women's livelihood opportunities in the expansion of community participation in tourism-related activities and proposed to conduct a gender analysis.<sup>18</sup> In this gender analysis, it proposed to include "(i) an overview of women's engagement in the tourism industry at all levels, (ii) the extent to which women are mobilized in SHGs or other community social structures that could provide a base for further engagement, and (iii) an assessment of possible ways to support women in equitable access to skills development for paid employment or entrepreneurial activities in tourism that could result from the investment."<sup>19</sup>

This case study report aims to examine the contributions of IDIPT to gender equality in Himachal Pradesh and Punjab and to identify effective gender mainstreaming approaches in tourism development. Lessons could serve as stepping stones to improve knowledge and actions for achieving gender equality results in the tourism sector.

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<sup>18</sup> ADB. 2013. *India: Gender Equality Diagnostic of Selected Sectors*. Manila.

<sup>19</sup> Footnote 17, p. 119.

# Practical Approaches to Gender-Inclusive Tourism Development

To mainstream gender in IDIPT, the main approaches used were the incorporation of performance indicators and targets for GEWE in the project's design and monitoring framework (DMF) and the preparation and implementation of a gender action plan (GAP). Box 3 presents an overview of the mechanisms used to design, implement, monitor, and evaluate the achievement of the GEWE elements of the DMF and the GAP.

## Box 3: Gender Mainstreaming Enabling Mechanisms

### Project Preparation and Approval

- **Gender analysis at project preparation stage.** The project's poverty reduction and social strategy, which was developed based on the results of a gender analysis, underscored the potential of the program to contribute to the promotion of gender equality and women's empowerment (GEWE) through the adoption of gender-inclusive community-based tourism development structures and the provision of tourism-related livelihood opportunities for women.
- **Project performance management system.** The design and monitoring framework, which is the project's performance management system, includes GEWE performance indicators and targets. A gender action plan (GAP) was prepared and implemented to ensure the achievement of the GEWE performance targets of the project.

### Project Implementation and Monitoring

In Himachal Pradesh

- The implementation, monitoring, and reporting of the GAP was coordinated by the social and environmental safeguards specialist at the project management unit (PMU), project management consultants, and the design and supervision consultants (DSC).
- At the field level, site engineers of the project implementation unit (PIU), DSC, and the contractors were responsible for oversight and data maintenance.
- The marketing and training officer and social and environmental safeguards specialist at the PMU and the community development officer (CDO) at the PIU provided the training. The CDO was also responsible for the implementation of community-based activities.

In Punjab

- The PMU had a CDO and a gender specialist who were responsible for GAP implementation and reporting.
- GAP focal points were mobilized at the PIU level, and a community development specialist is assigned in the DSC and the PMS teams.
- The responsibility for GAP implementation, monitoring, and reporting for the first 5 years (2011–2016) was with the CDO, Amritsar, and environmental specialist at the PMU. Thereafter, a gender specialist was deployed.

The implementing agencies in Himachal Pradesh and Punjab regularly update and submit their GAP implementation progress reports with the project quarterly progress reports.

Source: Project documents and interviews with the executing and implementing agencies.

# Gender Equality Results: Key Achievements

Reports on the implementation of IDIPT in Himachal Pradesh and Punjab showed the following major outputs (see Appendix 1 for details):<sup>20</sup>

- **Integration of gender-related community needs in management plan-based investments for natural and cultural heritage sites.** All management plans developed in Himachal Pradesh and Punjab under IDIPT include gender considerations wherever applicable (e.g., separate toilets for men and women, illumination for the safety of tourists especially women and children, CCTV cameras for safety measures, etc.).
- **Establishment of community-based societies and organizations for the management of natural and cultural heritage sites with women's participation.** In Himachal Pradesh, there were 35 SHGs with 360 members, of whom 307 or 85% are women, and 96 CBT units, of which 66 or 69% are women-led. The Panchayat Tourism Development Committee (PTDC) and the Town Tourism Development Committee (TTDC) have 102 members with 34 or 33% women. In Punjab, there were 15 SHGs with 172 members, of whom 164 or 95% are women, and 46 bed-and-breakfast and 4 farm stay units, of which 10 or 20% are headed by women.
- **Training in heritage management and tourism-related skills.** In Himachal Pradesh, the total number of participants of 41 trainings held was 3,771, of whom 1,789 or 47% were women; and in Punjab, the total number of participants of 19 trainings was 586, of whom 227 or 39% were women.
- **Gender-responsive value chain analysis to establish stronger links between tourism and local economies and development of tourism-based livelihood schemes.** In Himachal Pradesh, value chain analysis was conducted in all the CBT clusters. The analysis focused on the identification of livelihood activities for women micro-entrepreneurs in tourism-related skills such as pine needles, knitting, pickle making, crochet, paper bag making, and homestay management. This resulted in 5,371 individuals, of whom 2,774 (52%) were women, trained in tourism-related skills. In Punjab, the value chain analysis was designed to identify different products of women's livelihood such as water hyacinth, craft, knitting, crochet, processed food, and washing powder. Tourism-based livelihood schemes designed and implemented for women were (i) bed-and-breakfast, (ii) farm stay, and (iv) *Pure Dhaba* (roadside food stall) Scheme. The implementing agency also created the Punjab Heritage & Tourism Promotion Board for water hyacinth craft products marketing through interlinkage between Krishi Vigyan Kendra (an agricultural extension center created by the Indian Council of Agricultural

<sup>20</sup> Based on the GAP status assessment report of the implementing agencies in the two states as of 31 March 2018.

Research), Department of Agriculture Cooperation and Farmers Welfare, and *panchayat* (village council).

- **Equal employment opportunities for women and men.** In Himachal Pradesh, women make up 24.5% of total employed by the project (245 or 25.0% of 980 workers in the construction site and 30 or 23.3% of 129 project staff). In Punjab, women composed 25.8% of total employed (25.6% at support staff level and 27.0% at executive level, 74.6% in unskilled category and 25.4% in skilled category). The following job opportunities were created: (i) building of four bus shelters in four villages—Keshopur, Magarmudian, Maini, and Dala; (ii) construction of watch towers, bird hides, pause points, and interpretation center; (iii) connectivity improvement in Matwan roads; and (iv) development of the drain structure of Magar Mudian and cremation ground in Keshopur, Maini, and Dala.<sup>21</sup>

To assess the intermediate outcomes of IDIPT in the two states, human impact stories were collected through focus group discussions, in-depth interviews, and key informant interviews with the beneficiaries, project staff, and other stakeholders (see Appendix 2 for the instrument used). These stories were grouped in this section into three results areas—human capital and economic empowerment, creation of spaces for women’s voice to be heard, and promotion of equal rights).<sup>22</sup> In Punjab, the stories were collected from Chandigarh, Amritsar, and Gurdaspur districts in October 2016. Detailed interviews and group discussions were also conducted with project staff in Chandigarh and Amritsar and with the Punjab Forest Department officials in Gurdaspur. Women beneficiaries, both in the skilled and unskilled categories, were interviewed. Discussions were conducted with contractors at construction and renovation sites. Focus group discussions, in-depth interviews, and interactions were conducted with women members of six SHGs in Gurdaspur. In Himachal Pradesh, the stories were gathered in the project sites of Shimla, Pragpur, Naina Devi, Chintpurni, and Pong Dam from November to December 2016. Two state-specific reports were prepared and presented to executing and implementing agencies in a validation workshop in March 2017. The findings were validated, firmed up based on the suggestions of, and feedback from, the executing and implementing agencies, and updated based on their reports in March 2018.

## Achievements in Human Capital and Economic Empowerment

Human capital refers to the stock of knowledge, skills, and personal attributes (e.g., health, motivation, values) needed to enable an individual to produce and earn.<sup>23</sup> It is a key ingredient of economic empowerment as well as of greater political participation and social inclusion. The tourism infrastructure development in Himachal Pradesh and Punjab under IDIPT was considered a good opportunity to boost women’s human capital and economic empowerment opportunities.

<sup>21</sup> Keshopur, Magarmudian, Maini, Dala, and Matwan are *gram panchayats* (village councils) in the district of Gurdaspur, Punjab.

<sup>22</sup> These areas are the envisioned core gender equality results of ADB operations as shown in the framework for ADB’s *Gender Equality and Women’s Empowerment Plan, 2013–2020*.

<sup>23</sup> Forum for the Future. *The Five Capitals*. <https://www.forumforthefuture.org/project/five-capitals/overview>.

In Punjab, the various types of training were on tailoring and embroidery, washing powder making, water hyacinth handicraft work, interior decoration, food processing, dairy farming, poultry farming, and mushroom cultivation. Seven types of handicrafts were identified for skill upgrade and marketing support under the skill development outreach cell. Other trainings were on heritage conservation and tour guide skills (nature and bird-watching and tour of cluster sites) for women. SHGs in Keshopur have already used their acquired skills and started earning from selling their products in local fairs.

The skills-based trainings in Himachal Pradesh were tailor-made given the huge tourist inflows in the state. Like those in Punjab, the CBT activities provided opportunities for local communities to participate in the management of tourism activities through organized groups. The SHGs in each cluster received specialized trainings such as basic communication and marketing skills in areas as diverse as traditional local cuisine. Trainings include bird-watching, advanced-level boating and water-based activity, organic farming and WWOOFing (organic farming and volunteer farming through World Wide Opportunities on Organic Farms [WWOOF]), ancillary service provider trainings for taxi drivers, and basic-level residential campsite management training.

Women members of SHGs interviewed during field visits in both states were optimistic about having regular sources of income with their learned skills (Boxes 4 and 5). The project has succeeded in building confidence and creating a thirst for entrepreneurial aspirations. However, there is still a long way to go to sustain the impetus. Means of packaging and labeling are yet to be institutionalized. There are no regular accessible markets. SHGs are dependent totally on occasional and seasonal fairs for the sale of their produce. Members of several SHGs expressed their need for help in finding more regular and accessible markets.

## Achievements in Creating Spaces for Women's Voices to Be Heard

The IDIPT gender strategy employed affirmative measures to ensure women's participation in the project activities. The gender action plan (GAP) aimed at women's equitable participation in all consultative meetings and representation in community-based organizations.

**Representation in community consultation meetings and community-based tourism units.** In all consultation meetings at the project sites and with line agency departments, women's participation was mandatory. In Punjab, women's representation and participation was ensured in awareness building and consultation processes, which were undertaken to conserve and strengthen the Keshopur Chhumb Community Reserve. Vijay Rani, former *sarpanch* (head of the *panchayat*) of Keshopur, was part of the community consultations organized by IDIPT in convergence with Forest Department, Government of Punjab. She recalled the announcements made on loudspeakers and how the project staff created awareness among the community members and mobilized women to attend these meetings. The project staff were popularly known as "*Jheel wala maajmaa*," which means the group that came for the wetland meetings. In Himachal Pradesh, women representatives were included in the citizen forums that were tasked with the

## Box 4: Women's Economic Empowerment Stories from Punjab

### Skilling for Economic Independence

After the death of her husband, Rani Devi and her daughter Savita were dependent entirely on the remittances sent by her two sons who worked in Pune. When the Infrastructure Development Investment Program for Tourism (IDIPT) formed the self-help group (SHG), Shrichand Magarmodian, in Gurdaspur district, Punjab, to which Rani became the president, she and Savita participated in the trainings in stitching, embroidering, and making washing powder. Savita shares that she has started stitching suits for neighbors since then (see photo). The demand soars around festive times, and she feels excited about her newfound livelihood, which boosts her self-worth. She hopes to be able to start her boutique later with her savings.



**Newfound livelihood.** Savita displays the *lehenga* she has stitched after the training provided by IDIPT (photo by ADB).

### Ladoo Recipe Learned at Camp as Source of Income for Women

As part of the Nutrition Awareness Camp organized in September 2015, IDIPT—in association with Krishi Vigyan Kendra, Amritsar—taught women of Keshopur and Miani Jhamela how to make *rava ladoo* (sphere-shaped sweets from the Indian subcontinent), a traditional Maharashtrian sweet made with roasted *rava* (*sooji*) (semolina), coconut, ghee, sugar, and nuts.<sup>a</sup> The recipe is simple, and the *laddoos* are nutritious and a good alternative to junk food. The women were also trained in packaging and marketing the *laddoos* for *Diwali Melas* (festival fair). The idea of income generation through simple skills fired the entrepreneurial ambition of the trained women so that they started making and selling *rava ladoos* in the market. The *laddoos* became a big hit, and the women were happy with their income.

### Water Hyacinth Handicraft Production by Poor Rural Women in Punjab



**Skill enhancement.** One of the SHGs at the completion of training in fabric painting in the district of Gurdaspur, Punjab (photo by ADB).

In partnership with the Project Implementation Cell Forest under the Forest Department of the Government of Punjab, IDIPT formed 15 SHGs in the Gurdaspur district of Punjab and trained 172 members in a range of income-generating activities. Pragati, which was registered in 2013, was one of these SHGs. All members of Pragati belong to the scheduled caste<sup>b</sup> community and are most marginalized. Except for the president of the SHG, none of the group members own land. All families are dependent on wage labor for survival.

*continued on next page*



**Box 4** *continued*

In March 2015, 11 members (mostly young unmarried women) of Pragati attended training on water hyacinth craft organized by the North Eastern Development Finance Corporation Limited, Assam. They were trained in each step of the process from identifying mature plants, to harvesting, splitting, processing, weaving, surface decoration, and labeling. After the training, with the water hyacinth plant supplied by the Forest Department free of cost, flattening machine and the molds provided by the Forest Department, and a small room in the house of the president of the SHG serving as the place for operations, the members of the SHG started to make products out of the water hyacinth plant. Each one specializes in a production step. For instance, the oldest member (*Chachi*) puts the finishing touches on products, while the young women do the flattening and the weaving. There are no fixed working hours. Members finish their household chores and come to this room and work for a few hours, or whatever time they can spare.



**Marketing is key support.** Women SHG members selling their products in open-air market (*haat*) in Punjab (photo by ADB).

Marketing is at a very nascent stage. Members sell their products in open-air markets (*haats*) and festivals (*melas*) whenever these *haats* and *melas* are organized. The money earned from the sale is divided equally among members. However, apart from the seasonal *melas* and *haats*, there is no other regular avenue for sale of these products. The young members share that their new livelihood has enabled them to make decisions on how to best spend the money. A young girl in the group, whose family comprises four sisters and one

<sup>a</sup> An agricultural extension center created by Indian Council for Agricultural Research, Department of Agriculture Cooperation and Farmers Welfare, Government of India.

<sup>b</sup> The scheduled castes and scheduled tribes are official designations given to various groups of historically disadvantaged people in India. The terms are recognized in the Constitution of India, and the various groups are designated in one of the or other categories.

Source: Focus group discussions and interviews with members of SHGs in Punjab.

responsibility of preparing the master plans and comprehensive mobility plans. Also, under the CBT model, women representatives of the PTDC, TTDC, and SHG members were consulted in the planning of activities and selection of products to be developed. Consultations, trainings, and other activities were planned in consideration of women's availability and convenience. In Himachal Pradesh and Punjab, community-based societies or organizations have been established and involved in the management of natural and cultural heritage sites. The SHGs, which are composed of mostly poor rural women, serve as the first tier of community-based organizations involved in CBT activities.

By 31 March 2018, a total of 44 consultations had been held in Himachal Pradesh with 840 participants, of whom 316 or 37.6% were women. Some of the matters discussed in

## Box 5: Women's Economic Empowerment Stories from Himachal Pradesh

### Women Transforming Forest Menace into an Economic Opportunity

Sunita is a 21-year-old member of the self-help group (SHG), Shrijan, which was formed under the Infrastructure Development Investment Program for Tourism (IDIPT). Together with other members of Shrijan, she was trained in livelihood skills, which honed her artistic abilities and empowered herself economically. From the training, she learned the art of making pine needle products and jute bags. During the interview, she says, "My parents were very happy when I was trained and started to earn some money. The long 1-hour walk to the training venue was worth it. Before the training, we used pine needles only for making bedding for our cattle. We considered these pine needles as a menace because they are fire hazards with their inflammable nature. However, the trainings taught us to use this abundant resource into artifacts that have high economic returns. The raw material is available free of cost, and the skilling under IDIPT has made us realize that we can earn a living out of it." Sunita further shares that her new skills have given her a sense of purpose and confidence.

### Women Learn to Work and Earn Together

The SHG group in the Naina Devi cluster deserves the credit for being recognized as the most active SHG group in the locality. Naina Devi town is famous for its religious shrines, and the majority of its members belong to the priest community that follows age-old traditions and beliefs. The community members through their sheer grit and determination have not only broken age-old barriers restricting their social mobility but have also successfully engaged in a traditionally prohibitive vocation. Their training in pickle making (for which they have given a brand name) under IDIPT and the consistent advocacy support by the implementing agency have helped them overcome these barriers and become role models for the new generation of women within their community by transforming prevailing stereotypes on the roles and capabilities of women. The members' interest to learn new vocations and skills and their zeal to assert their economic potential have created an example for other SHGs to emulate. The SHG members are consistent in their participation in economic activities and very punctual in various trainings and events organized under the CBT component.



**Building brands.** Packaged pickles produced by women SHG members (photo by ADB).



**Learn to work and earn together.** Women trained under CBT (photo by Himachal Pradesh Tourism Development Board).

*continued on next page*

**Box 5** *continued***Churning Money from Craft**

Radha Sharma and Anjana Sharma jointly formed their SHG in August 2015 with the support of their families. This was when they became aware of the SHG formation by the *aanganwadi* (childcare center) workers as part of the IDIPT awareness campaign. Under IDIPT, they were trained in various livelihood skills such as pickle making, producing paper bags, knitting, and handicrafts. IDIPT also created opportunities for them to participate in various festivals organized annually in Himachal Pradesh. This helped them develop their confidence and marketing networks. The members shared that they saved almost 30% of their earnings from the sale of their products. They used the



**Women entrepreneurs.** Women members of self-help groups proudly demonstrate their products, which they sell during festivals (photo by Himachal Pradesh Tourism Development Board).

savings to invest in the raw materials for superior quality products. The festivals also provided a platform for feedback from customers and helped them develop better quality products. When they participate in marketing events, they are better positioned to assess customer response. At the time of the interviews, they were preparing for festivals where they expected sales of over ₹100,000. They were very hopeful that the support provided under IDIPT will be extended to the marketing of products and will provide the much-needed boost to their business.

these consultations were (i) issues related to selection of subproject sites; (ii) opportunities for employment, training, and income-generating activities; (iii) core labor standards; (iv) scope of civil work including CBT components; and (v) dos and don'ts of homestay. In Punjab, a total of 51 consultations were held with 1,059 participants, of whom 336 (31.7%) were women.

**Women emerging as leaders.** The process of forming SHGs under the project was initiated in 2012. In Punjab, 14 of the 15 SHGs are chaired by women. In Himachal Pradesh, the majority of the 35 SHGs across the five clusters of Dhameta, Pragpur/Kangra, Chintpurni, Naina Devi, and Shimla have women leaders.<sup>24</sup> The PTDC and Town Tourism Development Committee include women's representation in the executive body. Women leaders feel a sense of pride and a marked shift in perception of their abilities and self-worth (Boxes 6 and 7). They also experience a change in attitudes in the form of respect, recognition, and admiration from family and community members, peers, and government functionaries (Box 8).

24 ADB. 2016. Social Monitoring Report: IND: Infrastructure Development Investment Program for Tourism – Tranche 1. Manila. <https://www.adb.org/sites/default/files/project-document/180298/40648-023-smr-02.pdf>.

## Box 6: Stories of Women Leaders in Himachal Pradesh

### A Woman Is a Hero

Kamala Devi joined the self-help group (SHG) in Himachal Pradesh in July 2016. She was elected as ward member and vice president of Panchayat Tourism Development Committee (PTDC). Since she has trodden a long path from skilling in handicrafts (mainly products with pine needles) to managing her SHG and now as president of PTDC, she remarks that the project has facilitated her journey from “zero” to a hero. She feels insignificant when she is not involved in the SHG and PTDC activities and is engaged full time in household chores. All members of her SHG belong to the scheduled caste community known as Harijans. She shares, “Now we take out time to work for making craft products instead of wasting time in gossiping. I feel so happy when all of us work together. We have now realized the value of pine needles. We used to look at it as useless waste. Now, we use it as raw material for our craft products.”



From “zero” to a hero. Kamala Devi leads the SHG activity (photo by ADB).

Source: Field interview for this case study.

## Box 7: Voices of Self-Help Group Leaders from Punjab

### Women Earning Recognition as Leaders

Baljinder Kaur is the president of the self-help group (SHG), Sukhmaniin Magarmodian. SHG formation under the project has provided her the opportunity to serve as a leader. On her first experience as a leader, she speaks about her responsibilities and workload and remarks, “I have got an identity outside my home. Bank managers recognize me and give me a lot of respect.” She considers it her responsibility to represent the group at fairs and festivals. She makes decisions in consultation with the group.

Renu is the president of SHG Pragati, Mianijhamela, in Gurdaspur district. She is in her 30s and has been married for 14 years. When the SHG was formed, she was appointed president. Her brother-in-law served thrice as the *pradhan* (chief) of the village, and, in 2013, when the seat was reserved for women candidates, she contested the *panchayat* elections and won. As president of the SHG, she makes decisions in consultation with the most senior member (*Chachi*) of the group and attends *gram sabha* meetings.<sup>a</sup> She shares her experiences as a leader and the obstacles she faces as a woman leader. She also mentions that despite being a leader, she still consults with, and seeks the approval of, her husband for every decision. Renu’s mother-in-law remarks that she feels very happy about her daughter-in-law being a leader.

<sup>a</sup> The *gram sabha* is a meeting of all adults—18 years old or more—who live in hamlets covered by the *panchayat*.

Source: Field interviews for this case study.

### Box 8: Men Recognize and Support Women's Progress

Arun Kumar Sharma, one of the self-help group (SHG) members, shares that he has been working with the group since July 2016 as a cashier in the local village development committee Panchayat Vikas Samiti. He is also a representative in the public health project in ward no. 9. He feels a sense of pride to see his ward progressing. He mentions that villagers will often do labor work only, but since the project implementation, community members have had more work options. He thinks that the greatest change has been in the lives of women and perceptions about their capabilities. He feels that women in the SHGs have changed significantly; they are confident now. The opportunities provided to women members in the form of exposure visits have also given them an edge. He is confident that women will soon break prevalent stereotypes and increase their incomes. This will lead to a better standard of living for all. He believes that the members of these groups have become role models for other not-so-privileged women in the community.



**Keep the balance right.** Arun Kumar Sharma shares his support to women's economic empowerment and gender equality (photo by ADB).

Source: Field interview for this case study.

## Achievements in Promoting Equal Rights of Women and Men

Considering women's low work participation rate in the two states, many women benefited from the employment opportunities created under the project (Box 9). IDIPT encouraged and facilitated women's employment in various construction-related activities. Women wage laborers were employed at construction and renovation sites in large numbers in the unskilled category. In the project's workplaces, compliance with core labor standards to ensure women's right to equal wages and decent work conditions and to observe nondiscriminatory practices was consistently promoted and closely monitored. The project trained implementing agencies on contractual arrangements and modalities to enforce the government's commitment to gender equality and core labor standards. In addition to orientation workshops, contractors were also regularly instructed or reminded to include women laborers and adhere to the core labor standards across all camps.

Women wage laborers at all construction sites spoke emphatically about the good working conditions and increased awareness on various social issues, especially in comparison with prior experience in other construction sites. The contractors provided safety signages for women, personal protective equipment (e.g., helmet, shoes, etc.) for women and

### Box 9: A Woman Tourist Guide in Punjab

Gurwinder considers her appointment in 2012 as a tourist guide in the Panj Sarovar Walk in Amritsar, Punjab as a life changer, especially given her husband's lack of a regular job. Despite her business management degree, she was struggling to make ends meet for her family. The Infrastructure Development Investment Program for Tourism (IDIPT) trained and employed her as a guide. The job not only assures her economic security but also helps her gain rich experience and exposure. She is also happy that she can give her son better the best of opportunities. She is always excited about her work and the opportunity it offers of meeting diverse people. She shares, "My son has started going to school. I can now invest to secure a bright future for him, and I can also fulfill my wishes. I am no longer dependent on anyone and no longer have to ask somebody for money. I used to hesitate a lot in talking. Now I am confident."

Source: Field interview for this case study.

men, separate toilets and bathing facilities for women, potable water, hygienic and safe environment, equal wages for work of equal value, awareness about the risks of sexually transmitted infections (including HIV), and crèche for the care of the workers' children. The workers were encouraged to send children to nearby *aanganwadi* centers.<sup>25</sup> At sites where *aanganwadi* centers were not available, the contractor assigned a worker to take care of the children. One contractor in Himachal Pradesh provided paid maternity benefit for 3 months including gift hampers to two pregnant women at work sites.

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<sup>25</sup> *Aanganwadi* is a childcare center in India.

# Project Features Contributing to the Achievement of Gender Equality Results

The following gender features in the DMF and GAP of IDIPT are considered factors that facilitated the achievement of the gender equality results in Himachal Pradesh and Punjab:

- Capacity development of staff of tourism state offices and organizations (tour operators and guides) in gender mainstreaming and implementation of the GAP

In Punjab, a total of 1,721 staff and officers, of whom 797 or 46% were women, were trained in gender mainstreaming, GAP implementation, social and environmental safeguards policies, communication skills, hygiene, health, cleanliness, safe and sustainable tourism environment, culture tourism planning, coordination, monitoring, and marketing (see Box 10 for innovative training solutions used). In Himachal Pradesh, a total of 2,513 staff, of whom 1,474 or 59% were women of tourism state offices and organizations (tour operators and guides), were trained in gender-responsive culture tourism planning, coordination, monitoring, and marketing.

The capacity development of executing and implementing agencies and other stakeholders is strategic in achieving effective and sustainable gender mainstreaming within sectoral investments. The training activities facilitated the development of strong commitment among the officials and led to the needed concerted efforts of dedicated staff and consultants of the executing and implementing agencies.

All 43 bidding documents (24 in Punjab and 19 in Himachal Pradesh) included the following clauses to ensure compliance with core labor standards in civil works under the project:

#### **Clause 64.5**

“The Contractor shall not make employment decisions based upon personal characteristics unrelated to job requirements. The Contractor shall base the employment relationship upon equal opportunity and fair treatment, and shall not discriminate with respect to aspects of the employment relationship, including recruitment and hiring, compensation (including wages and benefits), working conditions and terms of employment or retirement, and discipline. The Contractor shall (a) provide equal wages and benefits to men and women for work of equal values or type (b) ensure that the percentage of women are employed in construction as per prevailing labor laws.”

### Box 10: Innovative Training Solutions: Infrastructure Development Investment Program for Tourism, Punjab

The project included a strong gender mainstreaming and community development component that required the capacity building of a range of stakeholders, including contractors and field staff. The project team, with the objective of using innovative approaches to effectively train the workers on subjects related to gender and social safeguards, developed a customized “snakes and ladders” game technique to educate contractors and field staff on relevant provisions. The project prepared a life-sized snakes and ladders game that included dos and don'ts on issues related to gender, core labor standards, and social safeguards, thereby making learning process fun, interesting, and informative. In the game, every positive clause or practice, such as equal wages, is awarded a chance to climb up the ladder, whereas negative practices, such as unhygienic construction sites, are reprimanded by the snake, thereby bringing the trainee to a lower score. This interactive game allows adults, especially a heterogeneous group with varying levels of education, to learn the importance of the gender-related provisions of the core labor standards and social safeguards.



**Learning is fun.** Life-sized snake and ladder game designed by the project to raise awareness on issues related to gender (photo by Punjab Heritage and Tourism Promotion Board).

Source: Project report.

#### Clause 67.1

“The Contractor shall conduct, health and safety programs for workers employed under the project, and shall include information on the trafficking of women and the risk of sexually transmitted diseases, including HIV/AIDS in such programs.”

The above gender clauses enjoined all contractors to comply with the core labor standards and support gender mainstreaming in tourism subprojects. To elicit the full support of the contractors, the government trained them. In Himachal Pradesh, the training of contractors had 448 participants, of which 76 (17%) were women workers. Training done by site project managers and safety officers for laborers had 458 participants, of whom 88 or 19% were women. In Punjab, of the 22 consultation meetings held, 16 were exclusively for contractors and laborers.

The major topics discussed were, among others, core labor standards, equal wages for work of equal value, and toilet and bathing facilities hygiene habits, awareness of sexually transmitted infections (including HIV), safety of women at the workplace, and crèche facilities.



In Punjab, to ensure women’s participation in the constructions sites, the contractors provided crèche center facility and common kitchen facilities in some work sites and paid labor wages to the workers’ savings bank accounts.

- Awareness campaigns; dissemination of gender-sensitive information, education, and communication (IEC) materials; and production of gender-responsive guidebooks, brochures, and websites to promote gender equality in tourism development and mitigate gender-related risks associated with tourism infrastructure development

In Himachal Pradesh and Punjab, all needs and constraints of women that were identified during the consultation meetings, as well as risks associated with tourism infrastructure development, were considered in the preparation of IEC materials. In Himachal Pradesh, there were 58 IEC materials, 3,000 stickers, and signages and posters to enumerate the risks and mitigating steps. In Punjab, there were 7,000 gender-sensitive posters of 16 types, and various billboards displayed at all the construction sites with information on women helpline number, police helpline number, health services, etc.

- Robust implementation and reporting mechanisms coupled with well-defined responsibility centers (Box 11)

This is one of the core strengths of both states.

### Box 11: Robust Gender Action Plan Implementation and Monitoring Mechanisms

- **Punjab**

The project management unit (PMU) has a community development officer (CDO) and a gender specialist who are responsible for the gender action plan (GAP) implementation and reporting. GAP focal points are also mobilized at the project implementation unit (PIU) level. There is also a provision for community development specialist in the design and supervision consultant (DSC) and the project management consultant (PMC). The responsibility for GAP implementation, monitoring, and reporting for the first 5 years (2011–2016) was with the CDO, Amritsar, and PMU environmental specialist. Thereafter, a gender specialist has been deployed. GAP progress reports are updated and submitted timely with the quarterly progress reports.

- **Himachal Pradesh**

GAP implementation is coordinated by social and environmental safeguard specialists at PMU, PMC, and DSC. At the field level, site engineers of PIU, DSC, and contractors are responsible for oversight and data maintenance. Trainings are coordinated and implemented by the PMU marketing and training officer, PMU safeguard specialist (social and environmental), and PIU CDO. Additionally, community-based activities are implemented by CDO. PMU safeguard specialist, PIU community development specialist, and PMC social safeguard specialist are responsible for monitoring and reporting. All project managers should implement, monitor, and report the same at subproject level along with their safeguard officers.

Source: Based on discussion and validation by the implementing agency.

# Lessons and Ways Forward

The success of IDIPT in transforming tourism development infrastructure and services into an enabling environment for gender equality and women's empowerment (GEWE) has been largely attributed to the following embedding of GEWE in the investment program and tranche 1:

- Promotion and adoption of community-based tourism (CBT) development program and structures (such as SHGs and CBT units), which allow women and disadvantaged groups to participate.
- Sensitivity to the needs and constraints of women during the preparation of plans for the management of natural and cultural heritage sites.
- Strong commitment of officials and concerted efforts of dedicated staff and consultants of the executing and implementing agencies.
- Support of contractors and families, including men, whose mind-sets were transformed by the various trainings and successes of the women.
- Gender sensitivity of the IEC materials.
- Robust implementation and reporting mechanisms as well as well-defined responsibility centers, which facilitated the proactive involvement of government agencies and other stakeholder groups.

Moreover, the success stories of SHGs have inspired women's participation in the economic sphere that was formerly limited due to the paucity of options as well as restrictive social mobility norms. These stories have not only fueled the aspirations of women and girls but have also made a significant impact on men's mind-sets regarding women's potential to succeed. The above list, as well as the shared experiences of women entrepreneurs, can be replicated to make the development of tourism infrastructure and services promotive of GEWE.

For upscaling and sustainability of income-generating activities, SHGs need mentoring in the packaging of products and labeling. Credit and institutional linkages must also be provided. Marketing strategy needs to be chalked out. The current trend of organizing multiple training courses for SHGs, without ensuring regular income generation, poses the risk of women losing faith and interest in the process. The project should also leverage other government schemes and programs and plan effective convergence to support these SHGs in packaging, pricing, and marketing of finished products. A marketing strategy targeting tourists is also much needed.

The overall assessment provides evidence of the capacity of gender-responsive tourism development in generating opportunities for community participation and the enhancement of the status of women, as envisaged in the National Tourism Policy 2002. The interventions have supplemented the growth of women's human capital and synergized their economic and leadership potential. These have also enhanced women's voices and decision-making capacities and brought about a marked change by transforming mind-sets in favor of gender equality.

## APPENDIX 1

# Tranche 1 Design and Monitoring Framework: Gender Targets and Gender Action Plan Achievements Matrix<sup>1</sup>

Tranche 1 DMF Outputs <sup>a</sup>	Gender Indicators/Targets in the DMF	GAP Activities, Indicators, Targets Corresponding with DMF Output Gender Indicators/Targets	Achievements (as of March 2018)
<b>DMF Output 1.</b> Enhanced quality of natural and cultural attractions	<b>DMF Gender Target 1.</b> Gender-sensitive community needs incorporated in all management plan-based investments for natural and cultural heritage sites	<p><b>Activity 1.</b> Incorporate gender-differentiated community needs in all management plan-based investments for natural and cultural heritage sites</p> <p><b>Indicator/Target 1.</b> Number of management plan-based investments in which gender-differentiated community needs are incorporated (target: 100%)</p> <p><b>Activity 2.</b> Prepare, produce, and endorse management and master plans for nature and culture-based tourist destinations and make them operational</p> <p><b>Indicator/Target 2.</b> Number of management and master plans for nature and culture-based tourist destinations that include a section on gender-related aspects (target: 100%)</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>A total of 20 detailed project reports or plans have been prepared. All these plans visibly include gender aspects wherever applicable, e.g., separate toilets for male and female, illumination for the safety of tourists especially women and children, CCTV cameras for safety measures, etc.</li> <li>Under Comprehensive Mobility Plan, citizen forum meeting was convened at Chintpurni, Kangra, and Naina Devi clusters. The forum included several key stakeholders such as the Town and Country Planning Department, municipal council, Mahila Mandals, Vyapaar Mandal (association of local business community).</li> <li>Educational institutions, taxi union, doctors, Forest Department, Fire Department, etc.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>Two management plans prepared—management plan for culture-based tourism destination (Gobindgarh Fort) with gender aspects; and management plan for Keshopur wetland (which primarily deals with the environmental part) managed by five <i>panchayats</i>, of which three are headed by women only</li> <li>Gender will also be incorporated in the management part of the interpretation center coming in Keshopur.</li> </ul> <p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>A total of 20 detailed project reports or plans have been prepared. All these plans visibly include gender aspects wherever applicable, e.g., separate toilets for male and female, illumination for the safety of tourists especially women and children, CCTV cameras for safety measures, etc.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>The United Nations World Tourism Organization has prepared a comprehensive master plan for tourism in Punjab. Two management plans prepared—one management plan for culture-based tourism destination (Gobindgarh Fort) with gender aspect; and management plan for Keshopur Wetland (which primarily deals with the environmental part) managed by five <i>panchayats</i>, of which three are headed by women only.</li> <li>Gender will also be incorporated in the management part of the interpretation center coming in Keshopur.</li> </ul>

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<sup>1</sup> Gender Action Plan Implementation Progress Reports by Himachal Pradesh Tourism Development Board and Punjab Heritage and Tourism Promotion Board: March 2018.

Appendix 1 *continued*

Tranche 1 DMF Outputs <sup>a</sup>	Gender Indicators/ Targets in the DMF	GAP Activities, Indicators, Targets Corresponding with DMF Output Gender Indicators/Targets	Achievements (as of March 2018)
<b>DMF Output 2.</b> Greater participation by local communities in tourism-related economic activities	<p><b>DMF Gender Target 2.</b> Community-based societies established and functional in the management of natural and cultural heritage sites (target: 30% women)</p> <p><b>DMF Gender Target 3.</b> Around 125 individuals spread over six communities trained on heritage management and tourism-related skills (target: 30% women)</p>	<p><b>Activity 3.</b> Establish community-based societies or organizations functional in the management of natural and cultural heritage sites</p> <p><b>Indicator/Target 3.</b> Number of community-based societies or organizations established for the management of natural and cultural heritage sites (target: 30% female representation in each community-based organization)</p> <p><b>Activity 4.</b> Train around 200 individuals on heritage management and tourism-related skills</p> <p><b>Indicator/Target 4.</b> Number of females trained in heritage management and tourism-related skills (target: 30% females trained)</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>Community-based societies or organizations have been established and involved in the management of natural and cultural heritage sites: 35 self-help groups (SHGs) with 360 members (307 or 85% are women); the Panchayat Tourism Development Committee (PTDC)<sup>b</sup> and the Town Tourism Development Committee (TTDC)<sup>c</sup> have 102 members with 34 or 33% women trained for greater involvement in the tourism sector. SHGs/PTDC/TTDC members also attended Cultural Interpretation Guide Training. The total number of participants was 118, of whom 32 (27%) were women. After being trained under community-based tourism (CBT) program, three women (from SHGs) were employed in the Regional Water Sports Centre and Boating Institute in Pong Dam.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>15 SHGs established in five villages of Keshopur with 172 members, of whom 164 or 95% are women</li> </ul> <p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>A total of 41 trainings in heritage management and tourism-related skills conducted with 3,771 participants (1,789 or 47% women). The trainings included marketing and communication, mobile camping, campsite management, residential cultural group, tour guide training, homestay management, and others.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 19 trainings in heritage management and tourism-related skills with 586 participants, of whom 227 (39%) were women.</li> </ul>
<b>DMF Output 4.</b> Improved connectivity	<b>DMF Gender Target 4.</b> Women's participation in consultative processes for selection of subprojects sites encouraged (target: 30% women), women's equal access to employment and training opportunities on core labor standards (including equal wages for work of equal value) promoted (target: 30% women)	<p><b>Activity 5.</b> Encourage women's participation in consultative processes for selection of subproject sites, and promote women's equal access to employment and training opportunities</p> <p><b>Indicator/Target 5.</b> 30% female representation in opportunities for equal access to job opportunities and trainings</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>At construction sites, a total of 1,709 residents and tourists including 245 (14%) women were consulted. The key consultation issues were (i) ongoing project activities; (ii) positive and/or negative impacts of the subproject components; (iii) problems or grievance issues; (iv) right use of personal protection equipment; (v) provisions at sites, toilet use and maintenance; (vi) sanitation and hygiene issues; (vii) welfare programs at sites, (viii) environment protection, specific needs, problems, etc.</li> <li>At CBT level, a total of 1,333 people including 920 (69%) women participated in consultation meetings on (i) rationale of selection of subproject sites; (ii) benefits from tourism infrastructure being developed; (iii) formation of SHGs, their functions, savings, income-generating activities, marketing linkages, capacity and capabilities, training requirements, work interest area, and others.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 99 consultative meetings were held with 1,652 participants, of whom 559 (34%) were women.</li> <li>In the Keshopur wetland, 20 different trainings were held with 403 participants, of whom 309 or 77% were women.</li> </ul>

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Appendix 1 *continued*

Tranche 1 DMF Outputs <sup>a</sup>	Gender Indicators/ Targets in the DMF	GAP Activities, Indicators, Targets Corresponding with DMF Output Gender Indicators/Targets	Achievements (as of March 2018)
<p><b>DMF Gender Target 5.</b> Information, education, and communication (IEC) and awareness campaigns carried out to mitigate health and social and gender-related risks associated with infrastructure development</p>	<p><b>Activity 6.</b> Encourage women's participation in consultative processes for selection of subproject sites and promote women's access to employment and training opportunities on core labor standards</p> <p><b>Indicator/Target 6.</b> 30% females included in the consultation on selection of project sites, opportunities created for equal access to job opportunities and trainings</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>A total of 44 consultations were held with 840 participants (including 316 or 37.6% women). Key discussion points were (i) issues related to selection of subproject sites; (ii) opportunities for employment, training, and income-generating activities; (iii) core labor standards; (iv) scope of civil work including CBT components; (v) dos and don'ts of homestay; and (vi) risk associated with the tourism infrastructure.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 51 consultation meetings were held with 1,059 participants, of whom 336 (31.7%) were women.</li> <li>The following job opportunities were created: (i) building of four bus shelters in four villages—Keshopur, Magarmudian, Maini, and Dala; (ii) construction of watch towers, bird hides, pause points, interpretation center; (iii) connectivity improvement in village Matwan roads; and (iv) development of the drain structure of Magar Mudian and cremation ground in Keshopur, Maini, and Dala.</li> </ul>	
	<p><b>Activity 7.</b> Mitigate gender-related risks associated with infrastructure development through IEC and awareness campaigns</p> <p><b>Indicator/Target 7.</b> Women's needs and constraints—as identified during the consultative processes—considered in the preparation of all IEC and awareness materials (target: 100%)</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>A total of 384 formal and informal consultations were held at construction sites. There were 245 women employed in the subprojects and randomly selected residents and tourists who were consulted. Key issues identified during these consultations were (i) provisions at site for women health and curative measures, toilet facility, and sanitation; (ii) smoking and drinking; (iii) women safety at work site; (iv) child labor; (v) savings; and (vi) project impact. All needs and constraints of women, as well as risks, were considered in the preparation of 58 IEC materials and 3,000 stickers. Signages and posters enumerating the risks and mitigating steps are on display.</li> <li>All gender-specific needs (e.g., separate toilets, proper lighting, water provision, emergency treatments, welfare programs, health care, awareness of social issues, etc.) identified during the consultations were included in the IEC materials developed under this component.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 25 awareness programs were held with 1,031 participants, of whom 511 or 50% were women. Women's needs and constraints identified during the consultations processes were taken into account in the design of the IEC materials.</li> </ul>	

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Appendix 1 *continued*

Tranche 1 DMF Outputs <sup>a</sup>	Gender Indicators/Targets in the DMF	GAP Activities, Indicators, Targets Corresponding with DMF Output Gender Indicators/Targets	Achievements (as of March 2018)
		<p><b>Activity 8.</b> Finalize gender-responsive guidebooks, brochures, and websites on risks and impacts associated with tourism infrastructure development</p> <p><b>Indicator/Target 8.</b> Number of gender-responsive IEC materials on risk and impacts associated with tourism infrastructure development prepared (target: 100%)</p> <p><b>Activity 9.</b> Mitigate gender-related risks associated with infrastructure development carried out through IEC and awareness campaigns</p> <p><b>Indicator/Target 9.</b> Women's needs and constraints as identified during the consultative processes taken into account in the preparation of all IEC and awareness materials (target: 100%)</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>The total number of types of IEC materials prepared was 69 (3,000 stickers on 58 types of slogan and messages on safe and honorable tourism, 4 types of manuals, 1 brochure, 1 website, 5 banners, etc.). Website developed is <a href="http://www.incredibleruralhimachal.com">www.incredibleruralhimachal.com</a>. All IEC materials prepared were in Hindi and English. These materials include (i) manuals on homestay, solid waste management, housekeeping, and cooking; (ii) dos and don'ts of homestay; (iii) stickers on women's safety; and (iv) brochures on <i>panchayat</i> or SHG information. Women's needs and concerns are incorporated into these materials.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 7,000 gender-sensitive posters of 16 types were developed; various billboards displayed at all the construction sites have information on women helpline number, police helpline number, fire and emergency helpline number, health services, etc.; and website of Punjab Tourism is gender sensitive.</li> </ul> <p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>IEC materials (16 signages and posters and 4 banners, slogan, and paintings) for CBTs prepared, incorporating needs and constraints as identified during the consultative processes</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 7,000 gender-sensitive posters of 16 types were developed; various billboards displayed at all the construction sites have information on women helpline number, police helpline number, fire and emergency helpline number, health services, etc.; and website of Punjab Tourism is gender sensitive.</li> <li>All gender-specific needs (e.g., separate toilets, proper lighting, water provision, emergency treatments, welfare programs, health care, awareness of social issues, etc.) identified during the consultations were included in the IEC materials developed under this component.</li> </ul>
<p><b>DMF Output 5.</b> Strengthened capacity of concerned sector agencies and local communities for planning, development, management, and marketing of tourist destinations and attractions</p>	<p><b>DMF Gender Target 6.</b> 250 staff of tourism offices and related organizations (tour operators and guides) trained in environment, culture, tourism planning, coordination, monitoring, and marketing (target 30% women)</p>	<p><b>Activity 10.</b> Train 1,000 staff of state offices related to tourism and related organizations (tour operators and guides) in environment, culture tourism planning, coordination, monitoring, and marketing</p> <p><b>Indicator/Target 10.</b> Number of staff of tourism-related state offices and related organizations (tours and operators) trained (target: 30% female participation)</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>A total of 2,513 staff of state offices and organizations (tour operators and guides) related to tourism trained in environment, culture tourism planning, coordination, monitoring, and marketing with a total of 1,474 (59%) women participants.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 1,721 stakeholders (including staff or officers of tourism-related state offices and related organizations), of whom 797 (46%) were women, were trained in environment, culture tourism planning, coordination, monitoring, and marketing.</li> </ul>

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Appendix 1 *continued*

Tranche 1 DMF Outputs <sup>a</sup>	Gender Indicators/ Targets in the DMF	GAP Activities, Indicators, Targets Corresponding with DMF Output Gender Indicators/Targets	Achievements (as of March 2018)
	<p><b>DMF Gender Target 7.</b> Adequate community-level tourism development units set up and made functional by the state project implementation units (target: 30% women)</p>	<p><b>Activity 11.</b> Create and make functional CBT units (50) in the tourism organizations</p> <p><b>Indicator/Target 11.</b> Number of CBT units created (target: 50 units represented by 30% women)</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>The total number of CBTs established was 96, of which 66 (69%) are owned and managed by women. Of these (i) 63 CBT units (33 or 52% owned by women) are functional; (ii) 35 SHGs have been formed with 30 SHGs headed by women; (iii) 27 homestays are registered, 2 of which are owned by women; and (iv) 1 CBT shop at Naina Devi is owned by women.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 46 bed-and-breakfast and 4 farm stay units in Amritsar have been registered with the Department of Tourism, of which 10 (20%) are headed by women.</li> </ul>
	<p><b>DMF Gender Target 8.</b> Gender-sensitive value chain analyses undertaken to establish stronger links between tourism and local economies</p>	<p><b>Activity 12.</b> Undertake value chain analysis to establish stronger links between tourism and local economies</p> <p><b>Indicator/Target 12.</b> Value chain analysis effectively incorporates gender-related aspects.</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>Value chain analysis was conducted in all the CBT clusters. The analysis focused on the identification of livelihood activities for potential women microentrepreneurs. This resulted in 5,371 individuals trained in tourism-related skills, of whom 2,774 (52%) women will gain entry into the tourism sector.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>Value chain analysis was carried out, and a flowchart was prepared to incorporate gender-related aspects in community livelihoods generation activities. The value chain analysis was designed to identify different products of women's livelihood such as water hyacinth, craft, knitting, crochet, processed food, and washing powder.</li> </ul>
	<p><b>DMF Gender Target 9.</b> Schemes for tourism-based, gender-responsive livelihood generation involving social mobilization and microfinance services designed and implemented</p>	<p><b>Activity 13.</b> Design and implement schemes for tourism-based livelihoods generation involving social mobilization and microfinance services</p> <p><b>Indicator/Target 13.</b> Gender-responsive tourism-based livelihood generation scheme designed and implemented</p>	<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>Sustainable Tourism Policy for Himachal Pradesh has been amended by the Department of Tourism, with recommendations for increased livelihoods opportunity for women. A separate scheme can be introduced in tranche 3.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>Schemes designed and implemented were for bed-and-breakfast, farm stay, and <i>Pure Dhaba</i> (roadside food stall) Scheme. These schemes were designed with women members of communities in mind. The trained women members of SHGs/CBTs benefited from these schemes. The purpose was to increase women's greater income benefits toward their empowerment and enhanced exposure.</li> <li>The implementing agency, i.e. the also created community level initiative for water hyacinth craft products marketing through interlinkage between Krishi Vigyan Kendra (an agricultural extension center created by Indian Council for Agricultural Research, Department of Agriculture Cooperation and Farmers Welfare, Government of India, and <i>panchayat</i> for the development of SHGs. Convergence with other departments has been achieved under this scheme. Since the majority of beneficiaries in the SHGs are women, the purpose is to increase greater income benefits for women contributing toward their enhanced exposure and empowerment.</li> </ul>

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Appendix 1 *continued*

Tranche 1 DMF Outputs <sup>a</sup>	Gender Indicators/ Targets in the DMF	GAP Activities, Indicators, Targets Corresponding with DMF Output Gender Indicators/Targets	Achievements (as of March 2018)
<b>GAP Indicators/Targets with No Correspondence in the DMF</b>			
<p><b>Activity 14.</b> Ensure women’s equitable participation in all consultative processes for the prioritization of project plans and in all decision-making processes and structures supported by the project</p> <p><b>Indicator/Target 14.</b> 30% female representation in all project-related consultative and decision-making processes and structures</p>		<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>At the CBT level, 1,036 women (94%) out of total 1,108 members of SHGs were involved in consultation processes to ensure their participation in the prioritization of project plans and decision-making processes and in structures supported by the projects. Also discussed were (i) manuals on homestay, (ii) solid waste management and cooking, (iii) dos and don’ts on homestay, (iv) stickers on women safety, (v) brochures on <i>panchayat</i>/SHG information, (vi) bird-watching, and (vii) handicraft and cookery items.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>A total of 97 consultative meetings were held with 1,652 participants, of whom 559 (34%) were women.</li> <li>The SHGs have 172 members, of whom 164 (95%) are women. Of the targeted 15 SHGs, 14 (93%) are chaired by women leaders.</li> </ul>	
<p><b>Activity 15.</b> Ensure equal employment opportunities (skilled and unskilled job) for women in all project-financed subprojects</p> <p><b>Indicator/Target 15.</b> 20% in unskilled category (or number) of women employed at different levels of subproject implementation</p>		<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>Achievement was 24.5%: In the construction site, 245 (25%) of 980 workers are women; in the implementing agency, 30 (23%) of the 129 staff are women; in the CBTs, 3 (13%) of 24 consultant team members are women.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>Women make up 25.8% of the total employed in all project-financed subprojects, including the project management unit, project implementation units (2), design and supervision consultant (1), and project management consultant (1)—25.6% at support staff level and 27% at executive level; 75% in unskilled category and 25% in skilled category.</li> </ul>	
<p><b>Activity 16.</b> Ensure that all bidding documents include a clause requiring contractors to adopt sex-disaggregated targets for the employment of laborers and the provision of core labor standards (including equal wages for work of equal value)</p> <p><b>Indicator/Target 16.</b> Number of bidding documents incorporating targets and women-related core labor standards (target: 100%)</p>		<p><b>Himachal Pradesh and Punjab</b></p> <ul style="list-style-type: none"> <li>All 43 bidding documents (24 in Punjab and 19 in Himachal Pradesh) included the following clauses to ensure compliance with core labor standards in civil works under the project:</li> </ul> <p><b>Clause 64.5</b></p> <p>“The Contractor shall not make employment decisions based upon personal characteristics unrelated to job requirements. The Contractor shall base the employment relationship upon equal opportunity and fair treatment, and shall not discriminate with respect to aspects of the employment relationship, including recruitment and hiring, compensation (including wages and benefits), working conditions and terms of employment or retirement, and discipline. The Contractor shall (a) provide equal wages and benefits to men and women for work of equal values or type (b) ensure that the percentage of women are employed in construction as per prevailing labor laws.”</p> <p><b>Clause 67.1</b></p> <p>“The Contractor shall conduct, health and safety programs for workers employed under the project, and shall include information on the trafficking of women and the risk of sexually transmitted diseases, including HIV/AIDS in such programs.”</p>	

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Appendix 1 *continued*

Tranche 1 DMF Outputs <sup>a</sup>	Gender Indicators/ Targets in the DMF	GAP Activities, Indicators, Targets Corresponding with DMF Output Gender Indicators/Targets	Achievements (as of March 2018)
	<p><b>Activity 17.</b> Orient contractors at the time of issuing work orders on the implementation of the clause elaborating actions related to gender and core labor standards</p> <p><b>Indicator/Target 17.</b> Training sessions for implementing agencies on contractual arrangements and modalities to enforce government's commitment to gender and core labor standards provided (target: once/year in each of the participating states)</p>		<p><b>Himachal Pradesh</b></p> <ul style="list-style-type: none"> <li>A total of 95 staff, with 27 (28%) women staff, of implementing agencies trained on contractual arrangements and modalities to enforce government's commitment to gender and core labor standards—one program per year from 2013 onward.</li> <li>Training for the contractors had 448 participants, of whom 76 (17%) were women workers. The 44 trainings facilitated by safeguard specialists at construction sites had 430 participants, of whom 76 (18%) were women. Training done by site project managers and safety officers for laborers had 458 participants, of whom 88 (19%) were women. The major topics discussed were safety issues, hygiene habits, HIV awareness, safety of women and children at workplace, crèche facilities, disaster management, etc.</li> </ul> <p><b>Punjab</b></p> <ul style="list-style-type: none"> <li>Out of the 22 consultation meetings held, 16 were on core labor standards exclusively for contractors and laborers to educate the laborers on the environment and social safeguards policies, importance of hygienic and safe environment, equal wages, and toilet and bathing facilities.</li> <li>From 2012 to 2017 there were altogether 14 training/workshop/conferences/seminars for the implementing agencies with 140 participants, of whom 40 (29%) were women.</li> <li>The following were provided to ensure female participation in constructions sites: (i) crèche center facility; (ii) common kitchen facilities for laborers in some sites; (and) labor wages directly to their savings bank account.</li> </ul>

DMF = design and monitoring framework, GAP = gender action plan.

<sup>a</sup> This matrix includes DMF outputs which have gender-related targets/indicators specifically in output 1, output 2, output 4, and output 5. The DMF does not include Output 3 as this does not have any gender-related targets/indicators.

<sup>b</sup> It is a structure created by the Department of Tourism, Government of Himachal Pradesh, to ensure village-level community participation in tourism development activities.

<sup>c</sup> It is a structure created by the Department of Tourism, Himachal Pradesh, to ensure town-level community participation in tourism development activities.

Note: The sequence and numbering of activities and indicators or targets in the GAP—column 3 below—has been rearranged to align with the equivalent gender indicators and targets in the DMF.

Sources: Project implementing agencies in Punjab and Himachal Pradesh.

## APPENDIX 2

# Guide Questions and Methodological Framework

	Assessment Parameter and Methodology	Scope	Guide Questions
Gender Action Plan (GAP) Design and Implementation	Desk review of relevant documents, questionnaires, and interviews of project staff	Entire project	<p><b>Qualitative assessments:</b></p> <ul style="list-style-type: none"> <li>• Is there a clear rationale for involving and benefiting women and other marginalized groups?</li> <li>• Has the GAP design leveraged opportunities by way of optimizing the provisions as indicated in the tourism sector policies, guidelines, and/or schemes of the Government of India and state government?</li> <li>• Do the GAP indicators include baselines and targets? If yes, what is the basis of assigning the same?</li> <li>• Is there an effort to include female participation in decision-making?</li> <li>• Is there an effort to enhance skills of women through actions, as included in the GAP design?</li> <li>• What are the provisions included for the marginalized women?</li> <li>• GAP: strengths, critiques, and recommendations</li> </ul> <p><b>GAP achievements:</b></p> <ul style="list-style-type: none"> <li>• Cumulative achievements for the respective project state</li> <li>• Good practices related to GAP implementation, monitoring, and reporting (including convergence initiatives)</li> <li>• Constraints and opportunities</li> </ul>
Impact Assessment of Select GAP Activities	<p><b>GAP activity:</b> Ensure equal employment opportunities for women in all project-financed subprojects (skilled and unskilled jobs)</p> <p>Desk review, open-ended and in-depth interviews, questionnaires</p>	Entire spectrum of project-financed subproject employment opportunities that were created	<p><b>Quantitative assessments:</b></p> <ul style="list-style-type: none"> <li>• Number and type of employment opportunities created across all subprojects</li> <li>• Number of persons employed, self-employed, recruited, sex-disaggregated (including project management and implementation structures created under the project)</li> <li>• Number of training courses to build career progression opportunities, with sex-disaggregated data on trainees</li> </ul> <p><b>Qualitative assessments:</b></p> <ul style="list-style-type: none"> <li>• Provisions made to ensure equal employment opportunities, affirmative actions planned and implemented to ensure equal employment opportunities, interviews with project staff, and desk review of relevant documents (advertisements, etc.)</li> <li>• In-depth interview with women employed (beneficiaries) across various subproject opportunities that were created—sample 10 females across a range of vocations</li> </ul>

*continued on next page*

Appendix 2 *continued*

Assessment Parameter and Methodology	Scope	Guide Questions	
Impact Assessment of Select GAP Activities	<p><b>GAP activity:</b> Finalize gender-responsive guidebooks, brochures, and websites on risks and impacts associated with tourism infrastructure development</p> <p>Desk review, open-ended and in-depth interviews, questionnaires</p>	Entire gamut of information, education, and communication (IEC) materials developed in the course of the project	<p><b>Quantitative assessments:</b></p> <ul style="list-style-type: none"> <li>Number and type of IEC materials developed</li> </ul> <p><b>Qualitative assessments:</b></p> <ul style="list-style-type: none"> <li>Are specialists involved to ensure that women's needs and constraints, more specifically risks on safety and security of local women and tourists and provision of employment, are highlighted in the IEC materials?</li> <li>What are the gender-specific tourism infrastructure development related risks and impacts that were identified and highlighted in the IEC materials?</li> <li>Is any specific strategy adopted in planning, creation, and dissemination to ensure that outreach of the IEC is equitable across all stakeholders (community members and tourists)?</li> </ul>
	<p><b>GAP activity:</b> Incorporate gender-differentiated community needs in all management plan-based investments for natural and cultural heritage sites</p> <p>Desk review, open-ended interviews, focus group discussions (FGDs), and testimonials with pictures</p>	A sample of management plan-based investments (sample size to be ascertained in inception workshop)	<p><b>Quantitative assessments:</b></p> <ul style="list-style-type: none"> <li>Number of management plan-based investments for natural and cultural heritage sites prepared and implemented</li> </ul> <p><b>Qualitative assessments (limited to select sample):</b></p> <ul style="list-style-type: none"> <li>Provisions to ensure that gender-differentiated community needs are incorporated</li> <li>Examples of gender-specific inclusions in plans and design</li> <li>FGDs with community members to understand participation and voice in planning infrastructure at natural and cultural heritage sites</li> </ul>
	<p><b>GAP activity:</b> Establish community-based societies (CBS) or community-based organizations (CBO) functional in the management of natural and cultural heritage sites</p>	A sample of CBS/CBO/CBT (sample size to be ascertained in inception workshop)	<p><b>Quantitative assessments:</b></p> <ul style="list-style-type: none"> <li>Number of CBS/CBO established and officially endorsed and number of members (sex-disaggregated)</li> <li>Number of CBT units created and officially functional, alongside members (sex-disaggregated)</li> <li>Number and types of training courses provided to CBS/CBO and CBT members with sex-disaggregated data on trainees</li> </ul> <p><b>Qualitative assessments (limited to select sample):</b></p> <ul style="list-style-type: none"> <li>Are provisions made to ensure that CBS/CBO and CBT have women members, along with opportunities for leadership roles?</li> <li>What are the role and responsibilities of the CBTs, and how can it be strengthened further to benefit the tourism sector and communities at large?</li> <li>Are in-depth interviews conducted with female CBT members (select sample), preferably from those in leadership roles?</li> </ul>
	<p><b>GAP activity:</b> Community-based tourism (CBT) units (50) in tourism organizations created and functional</p> <p>Desk review, open-ended and in-depth interviews and testimonials with photographs</p>		
	<p><b>GAP activity:</b> Value chain analyses undertaken to establish stronger links between tourism and local economies</p>	A sample of four value chains, two in each state—Himachal Pradesh and Punjab (sample to be ascertained in inception workshop)	<p><b>Qualitative assessments:</b></p> <ul style="list-style-type: none"> <li>A state-specific overview, alongside sector-specific policy analysis and labor force participation across the select value chain (production, processing, and marketing)</li> <li>Project/subproject-based interventions to build capacities and provide skills and employability in the select trades in each state (to be ascertained across the value chain—production, processing, and marketing [market demand and utility value])</li> <li>Gender-responsive measures including female participation across the value chain to be established for select project areas (to be ascertained in the inception workshop)</li> <li>Assessment of gender-specific complexities and technology-based skill gap</li> <li>FGDs with women groups active in any segment of the value chain (sample size to be ascertained in the inception workshop)</li> </ul>

Source: The framework designed by Gender Team at ADB India Resident Mission for the preparation of this case study in May 2016.

## **India Gender Equality Results Case Study—Infrastructure Development Investment Program for Tourism in Himachal Pradesh and Punjab**

This case study examines the gender aspects of the Infrastructure Development Investment Program for Tourism in Himachal Pradesh and Punjab. The program has contributed to economic growth, and provides evidence of the capacity of gender-responsive tourism development to promote community participation in tourism and enhance the status of women. This report looks at results in three areas: human capital and economic empowerment, the creation of spaces for women’s voices to be heard, and the promotion of equal rights. The case study affirms that a gender-inclusive design, coupled with effective implementation, gives women and men equal access to project benefits.

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