

A WOMEN'S SPORTS
FOUNDATION
RESEARCH REPORT



Women in the 2006 Olympic and Paralympic Winter Games: An Analysis of Participation, Leadership and Media Coverage

November 30, 2006



A Force for Change

Advancing the lives of girls and women
through sports and physical activity

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Authorship and Acknowledgments

This report was authored by Lisa Zurn, Ph.D., Collaborative Initiatives; Donna A. Lopiano, Ph.D., Women's Sports Foundation; and Marjorie A. Snyder, Ph.D., Women's Sports Foundation, with the assistance of Terri Lakowski, Julie Foudy, Carole A. Oglesby, Ph.D., and Don Sabo, Ph.D. We also thank Wayne Wilson and the staff of the Paul Ziffren Resource Center, Amateur Athletic Foundation of Los Angeles, for patiently answering our many questions and clarifying the Olympic structure. Special thanks to Lauren Bivona and Sara Clements for their assistance with data collection and to Rachel Gary and Deana Monahan for their editorial expertise. The Women's Sports Foundation also thanks its national sponsors: Advanta, Gatorade and Russell Athletic.

Preferred citation: Zurn, L.; Lopiano, D.; and Snyder, M. (2006). *Women in the 2006 Olympic and Paralympic Winter Games: An Analysis of Participation, Leadership and Media Coverage*. East Meadow, NY: Women's Sports Foundation.

Published November 30, 2006, by the
Women's Sports Foundation®
Eisenhower Park
East Meadow, NY 11554
Info@WomensSportsFoundation.org
www.WomensSportsFoundation.org
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Women in the 2006 Olympic and Paralympic Winter Games: An Analysis of Participation, Leadership and Media Coverage Corrections as of January 30, 2007

Pages 4,17, 29; Table 14 (Page 19): The original report stated that "Only two women (13.3%) serve on the 15-member International Paralympic Committee." In fact, according to the IPC, its Governing Board is made up of 14 members; 12 are elected by the General Assembly, and two are ex-officio. Of the 14, two are women (14.3%). One of them is ex-officio. This change did not affect the assigned grade (F) or the category grade (D).

Page 6: The original report recommended that "The IPC should establish a Women and Sport Commission that would produce similar reports on women's participation and program evaluation." In fact, the IPC established a Women in Sport Commission in 2002, and in 2005, the IPC General Assembly elevated it to a Standing Committee. In 2004, the IPC Women in Sport Commission produced its first quadrennial report on women's participation in the Paralympic Games and IPC decision-making structure. This report is available to the public on the IPC Web site.

Pages 11, 29; Table 3 (Page 11): The original report stated that women competed in 28 of 58 events (48.3%) at the 2006 Paralympic Winter Games. In fact, there is also one mixed gender event, wheelchair curling, in which women competed. Therefore, women competed in 29 of 58 events (50%) while men competed in 30 of 58 events (51.7%). This change did not affect the assigned grade (A) or the category grade (C-).

Page 11: The original report neglected to include the total medal statistics for the 2006 Paralympic Winter Games. A total of 174 medals (gold, silver, bronze) were awarded in the 2006 Paralympic Winter Games, with females receiving 87 (50%) medals (including three medals for mixed wheelchair curling event).

Table 8 (Page 15): There were several errors in quota section of Table 8. These errors had no substantive effect on the bottom-line percentages. The entire table is reprinted here:

Sport	Male Quota	Female Quota	Difference	Male Entries	Female Entries	Difference
Alpine Skiing	170	80	-90	146	44	-102
Ice Sledge Hockey	120	0	-120	112	0	-112
Nordic Skiing	110	70	-40	88	44	-44
Wheelchair Curling (Mixed)	30	10	-20	29	11	-18
Total	430	160	-270	375	99	-276
Percent	72.9%	27.1%	62.8% fewer opportunities	79.1%	20.9%	73.6% fewer opportunities

(IPC, 2006)

Additional Acknowledgment:

Xavier Gonzalez, CEO, International Paralympic Games

Additional Reference:

International Paralympic Committee. "IPC Women in Sport Committee Progress Report." December 2005. <http://www.paralympic.org/release/Main_Sections_Menu/IPC/Organization/Standing_Committees/Commission_Women_Sport/2006_05_08_revised_WISC_Report_to_GB_March_2006.pdf>

Women in the 2006 Olympic and Paralympic Winter Games:

An Analysis of Participation, Leadership and Media Coverage

Table of Contents

Executive Summary	2
International Report Card	3
United States Report Card	3
Major Findings	4
Policy Recommendations	5
Introduction	7
International Findings	8
Comparison of Olympic and Paralympic Winter Games Male and Female Sports and Medal Events	8
Sports and Medal Events in the Olympic Winter Games	8
Sports and Medal Events in the Paralympic Winter Games	11
Comparison of 2002 and 2006 Olympic and Paralympic Winter Games Male and Female Athlete Participation	12
The 2002 and 2006 Olympic Winter Games	12
The 2002 and 2006 Paralympic Winter Games	15
Women in International Sport Governance Structure Leadership Positions	17
Women in International Olympic Committee, National Olympic Committee and International Federation Leadership Positions	17
Women in International Paralympic Committee Leadership Positions	18
United States Findings	19
United States Olympic Committee and U.S. National Sport Governing Body Obligations	19
The Ted Stevens Olympic and Amateur Sports Act	19
The USOC Data Report	21
Comparison of 2002 and 2006 Olympic and Paralympic Winter Games United States Male and Female Athlete Participation	21
The 2002 and 2006 Olympic Winter Games United States Participation	21
The 2002 and 2006 Paralympic Winter Games United States Participation	22
Racial and Ethnic Diversity on the U.S. Olympic Teams for the 2002 and 2006 Olympic Winter Games	23
Women in United States Sport Governance Structure Leadership Positions	24
Women in USOC and NGB Leadership Positions	24
Women in U.S. Paralympic Committee Leadership Positions	25
Women of Color and Women with Disabilities	25
Media Coverage of the 2006 Olympic Winter Games	26
Policy Recommendations	27
Appendix A: Report Card Grade Data Analysis	28
References	31

Executive Summary

Increasing women's participation in the Olympic Movement as participants and leaders has been a slow and challenging process. While the number of "events" open to female athletes has increased steadily during the past 30 years, the actual number of female Olympic and Paralympic Winter Games participants and the number of opportunities to medal within those events has yet to equal the number of male participants or medals. The 2006 Paralympic Winter Games statistics are a good illustration of this discrepancy; while there are nearly an equal number of events open to female athletes, the total number of female Paralympic athletes was 99 of 474 or 20.9%. And, while women's participation has attempted to "catch up" with small increases in participation numbers, men's events and participation opportunities have continued to increase, thereby perpetuating and increasing the participation gap. For instance, there were 1,006 women (38.3%) and 1,627 men (61.7%) in the 2006 Olympic Winter Games compared to 886 women (36.9%) and 1,513 men (63.1%) in 2002. Interestingly, the same continued growth of men's sport and, as a result, the perpetuation of the gender gap has occurred in U.S. high school and college sport in the wake of Title IX's push for gender equity (BFHSA, 2006; NCAA, 2006).

Some countries claim that the lack of women in their delegation is a result of lack of funding. The majority of these countries cite other reasons for the exclusion of women, such as social, cultural and religious differences (Good, 2002). However, the Olympic Charter specifically states that "Any form of discrimination with regard to a country or a person on grounds of race, religion, politics, gender or otherwise is incompatible with belonging to the Olympic Movement." (IOC, 2004). Thus, social, cultural and religious differences between men and women are not legitimate justifications for the lack of women in delegations.

While the International Olympic Committee (IOC) has made significant efforts to play a leadership role in growing women's participation, it has had limited success in encouraging the International Paralympic Committee (IPC), the 203 National Olympic Committees (NOC) and international winter sport federations (IF) to commit to gender equality.

Women are also significantly underrepresented in the IOC and on IF boards of directors, the international governance structures that determine whether women's sports are offered in Olympic, Paralympic and world championship competition. There are few women serving as members of National Olympic Committees (NOC), such as the United States Olympic Committee (USOC), that determine the size and composition of their respective national Olympic and Paralympic delegations and whether developmental programs are offered to support women's sports participation.

And, like the situation in the United States, the underrepresentation of women is also reflected within each country's respective National Sports Governing Bodies (NSGB) boards of directors (e.g., USA Hockey, U.S. Figure Skating, etc.) and at community leadership levels where grassroots participation opportunities ultimately determine the Olympic and Paralympic participation pipeline. Without strong leadership from governing boards at all levels, insufficiencies in financial support and programmatic infrastructure will continue and the number of female Olympic and Paralympic athletes will continue to lag behind men.

Olympic status raises the visibility of both sports and athletes, opening new doors to media visibility, high earnings through prize money and endorsements, college scholarships and jobs and key influencer connections. More significantly, Olympic status also ignites the aspirations of millions of girls who are inspired to participate by the heroes they see. With an estimated audience of 2 billion, the Olympic Winter Games is the most widely viewed forum for winter sports (USA Weekend, 2006). Thus, it is important to regularly examine the state of women's participation as leaders and athletes in the Olympic and Paralympic Games. This report specifically examines such participation and leadership in the Olympic and Paralympic Winter Games from both an international and United States perspective.

This report examines the extent to which both the international and U.S. sports communities are providing equitable sports participation and leadership opportunities for women and assigns grades based on the assumption that men and women should have equal opportunities as athletes and leaders and be equally represented in media coverage. The evidence gathered here sheds empirical light on the extent to which the IOC and USOC are living up to their ideals and existing legal statutes. Specifically, the following data are reviewed and evaluated:

International

- (1) The participation rates of female athletes compared to male athletes in the Olympic Winter Games and Paralympic Winter Games from 1924 through 2006
- (2) The current involvement of men and women in leadership roles within the International Olympic Committee, national Olympic committees and international sport federations

United States

- (3) The current participation rates and ethnic and racial diversity of U.S. male and female athletes in Olympic Winter and Paralympic Winter Games
- (4) The membership patterns and extent of ethnic and racial diversity among men and women in selected staff and volunteer board of directors leadership positions within the United States Olympic Committee (USOC) and U.S. national sport governing bodies (NGBs) for winter sports
- (5) The media coverage of female and male athlete participation in the 2006 Olympic Winter Games

Grades are summarized below. A complete explanation of the grading scale can be found in Appendix A.

International Report Card	
2006 Olympic Winter Games Participation	B
2006 Paralympic Winter Games Participation	C-
2006 IOC Governance	F
2006 IF Executive Committees	F
2006 IPC Governance	D
2005 National Olympic Committee Governance 70.7% of NOCs have fewer than 20% women on their governing committees	F
2006 National Olympic Delegations 70.6% of countries attending included female athletes in their delegations	C-
2006 National Paralympic Delegations 69.2% countries attending included female athletes in their delegations	C-

United States Report Card	
2006 U.S. Olympic Participation of Women	B
2006 U.S. Paralympic Participation of Women	D+
2006 U.S. Olympic Team Racial/Ethnic Diversity	Incomplete
2006 USOC Board of Directors	F
2006 U.S. Olympic/Paralympic NGB Boards of Directors	F ¹
2006 U.S. Olympic/Paralympic NGB Executive Committees	F ²
2006 U.S. Media Coverage	C+
¹ except skating received a B	
² except skating received an A and skiing a D+	

Major Findings

International Findings

- 1. Sports and Medal Events for Women are Close to Equitable.** In the 2006 Olympic and Paralympic Winter Games, women competed in 47.6% and 48.3%, respectively, of all sports and 45.3% and 48.3%, respectively, of all medal events. Women still do not compete in ski jumping, Nordic combined, four-person bobsled (also referred to as bobsleigh) or doubles luge in the Olympic Winter Games and ice sledge hockey in the Paralympic Winter Games.
- 2. Participation Opportunities Lag Far Behind.** While female participation numbers grow, men's participation is increasing more, creating backsliding in the percentage of women competing in the Olympic and Paralympic Winter Games:

Olympic Winter Games

- ◆ There were 1,006 women (38.3%) and 1,627 men (61.7%) in 2006, compared to 886 women (36.9%) and 1,513 men (63.1%) in 2002.
- ◆ Of 80 total countries, 20 delegations did not send any female participants and four delegations did not send any male participants in 2006. In 2002, 77 countries competed with 22 delegations sending no females, compared to one delegation that sent no males.

Paralympic Winter Games

- ◆ There were 99 women (20.9%) and 375 men (79.1%) in 2006, compared to 88 women (21.1%) and 328 men (78.9%) in 2002.
- ◆ Of the 39 participating countries, 12 delegations did not send any female participants and five delegations did not send any male participants in 2006, compared to 36 countries with 10 delegations sending no female participations and two delegations sending no males in 2002.

- 3. Women's Representation in Governance Structures at all Levels is Dismal.** In the last 10 years since the IOC adopted goals of 10% for women's leadership participation in the NOCs and IFs by 2000 and 20% by 2005, these governance entities have come no more than one quarter of the way toward the 20% goal.
 - ◆ Only 29.3% of the NOCs (54 of 181) and 28.6% of Olympic winter sport IFs (10 of 35) have achieved 20% representation of women on their respective boards of directors. At this rate it will take another 30 years before each NOC and IF has at least 20% women.
 - ◆ Only 13% of the IOC membership is female.
 - ◆ Only two women (13.3%) serve on the 15-member International Paralympic Committee.
 - ◆ There is only one woman (14.3%) among the top paid staff and top volunteer positions of the seven winter sports IFs.

The United States Findings

- 1. The United States is Not Fulfilling Its Gender, Race and Disability Equality Obligations Under the Ted Stevens Olympic and Amateur Sports Act (ASA).** Women, particularly women of color and disabled women, are significantly underrepresented in participation and leadership opportunities in Olympic and Paralympic winter sports in the United States. The findings below also confirm that the U.S. NGBs are not fulfilling their ASA obligations or quadrennial reporting requirements under the ASA.

U.S. Olympic Winter Games Participation

- ◆ There were 90 women (42.2%) and 122 men (57.8%) in 2006, compared to 91 women (42.9%) and 121 men (57.1%) in 2002.
- ◆ In 2006, the U.S. delegation ranked 10th in the percentage of women athletes, compared to other countries sending at least 10 athletes.

U.S. Paralympic Winter Games Participation

- ◆ There were 11 women (19.6%) and 45 men (80.4%) in 2006, compared to 16 women (28.1%) and 41 men (71.9%) in 2002.
- ◆ Of the 39 participating countries, the U.S. delegation tied for first in numbers of female athletes participating but was only ranked sixth in terms of the percentage of female athletes among delegations of at least 10 athletes.

U.S. Team Racial and Ethnic Diversity

- ◆ Unofficial USOC data indicates that while the U.S. Olympic winter team's racial and ethnic diversity has more than doubled since the 1990s, among the 212 male and female U.S. winter Olympians in 2006, there were 20 athletes (9.4%) who identified as African-American, Asian or Latino. Only seven athletes of color were women, comprising only 7.9% of the entire U.S. female delegation of 89 athletes. This is an increase of one athlete since 2002.
- ◆ No data exists for U.S. Paralympic athletes.

Women in USOC and NGB Leadership

- ◆ Women were significantly underrepresented in leadership positions on the USOC Board of Directors (27.3%) and as members of key USOC committees (0% on Audit Committee and 25% on Governance Committee).
- ◆ With the exception of skating (42.9% on Board of Directors, 55.6% on Executive Committee), gender diversity on the governing boards of U.S. NGBs was minimal.
- ◆ There were no women in the top paid staff or top volunteer positions in any U.S. winter sports NGB.

- 2. Media Coverage of Women Participating in the Olympic Winter Games Far Exceeds Daily U.S. Print and Electronic Media Coverage.** Editorial and photographic coverage by the *New York Times* (38.2% and 36%, respectively) and NBC television coverage (42.7%) of women in the 2006 Olympic Winter Games far exceeded average daily U.S. editorial (8%) and televised (6.3%) coverage of women in sports. One historic event that did occur during the 2006 Games was the broadcast of the entire Olympic women's ice hockey tournament, a first in U.S. television history.

Policy Recommendations

International Olympic and Paralympic Governance

- ◆ The IOC should add women's ski jumping, double luge, four-person bobsled and Nordic combined to the events contested in the 2010 Olympic Winter Games and consider early future admission for other sports and events in which women are not currently participating.
- ◆ The IPC should add women's ice sledge hockey to the 2010 Paralympic Winter Games program and establish a minimum of two players of each gender (currently one) on each five-person mixed team in wheelchair curling.

- ◆ The IOC should provide financial incentives to countries that demonstrate measurable progress towards equity in their delegations, training programs and governance structures.
- ◆ The IOC and IPC should allocate financial incentives to IFs in order to increase the number and quality of technical assistance programs provided to NOCs in events in which women are underrepresented. Similar incentives should be offered to those sports not currently included on the Olympic or Paralympic Winter Games calendar for women.
- ◆ The IOC, through its IOC Women and Sport Commission, should produce a quadrennial report that provides reliable data on the participation of women in national and world championship competitions in winter sports and as staff members and members of governance and committee structures in the IOC, the NOCs and the winter sport IFs. Such quadrennial reports should describe and analyze efforts made within the IOC, NOC and IF programs to increase the participation of women as athletes, administrators and members of governance structures. The IPC should establish a Women and Sport Commission that would produce similar reports on women's participation and program evaluation.
- ◆ The IOC should substantially increase its current 20% goal for representation of women on the IOC, NOC and IF governing boards. A goal of 50% would establish a clear vision of gender balance for policy development in sports governance.

United States Olympic and Paralympic Governance

- ◆ The USOC Board of Directors and all USOC committees and task forces should be required to reflect the gender, race, ethnic and disability diversity of the U.S. population. Women, persons of color and disabled persons are underrepresented in U.S. sport as athletes, coaches, trainers, managers, administrators and officials. Achieving diversity and eliminating discrimination must start with a commitment to diversity at the highest levels of decision-making within the U.S. Olympic Movement. The USOC Board of Directors should consider setting minimum standards for NGBs, such as the 20% minimum NOC representation of women requirements adopted by the IOC and, after a reasonable time, increase the goal to 50%.
- ◆ The USOC should institute clear and evidence-based NGB reporting requirements with regard to current patterns and improvements about NGB gender, race and disability. More specifically, the following measures should be considered by the USOC Board of Directors to encourage diversity progress by each NGB:
 - ◆ Require that each NGB complete its quadrennial reporting obligations under the ASA before receiving USOC funding or reimbursement for expenditures.
 - ◆ Require each NGB to have a program in place to increase the participation of women, racial minorities and/or disabled individuals if one or more of these populations are underrepresented. Quadrennial reports on those programs should include reliable participation numbers in each program and evidence-based measures of progress.
 - ◆ Utilize the Women's Sports Foundation and other expert groups to assist the USOC and its NGBs in their efforts to design and implement diversity programs and to identify women, minorities and disabled persons to be recruited for volunteer service or employment.
 - ◆ Tie USOC staff performance measures and bonuses to improvements in NGB data collection and program evaluation that take diversity into account.
 - ◆ USOC data collection related to race and ethnicity should conform to U.S. census data methodology in order to permit comparative analysis.
- ◆ Each NGB should be required to have a small and diverse Board of Directors with a majority of independent directors. Setting minimum diversity goals with deadlines should be considered.

Introduction

The International Olympic Committee has made women's participation in the Olympic Games one of its major concerns. Sport has been recognized as "an important means of communication and emancipation, which can contribute to developing physical well-being. Through sport, women and young girls can become aware of their role in society (IOC, 2005)." As a result of this conclusion, the IOC has taken the role "to encourage and support the promotion of women in sport at all levels and in all structures, with a view to implementing the principle of equality of men and women" (Rule 2, paragraph 7, Olympic Charter, 2004).

Similarly, the United States Olympic Committee, as mandated by the Ted Stevens Olympic and Amateur Sports Act, a federal law, is obligated to provide equal participation opportunities, equitable support and governance board leadership opportunities for women within the USOC and its national sports governing bodies.

This report examines the extent to which both the international and U.S. sports communities are providing equitable sports participation and leadership opportunities for women and assigns grades based on the assumption that men and women should have equal opportunities as athletes and leaders and be equally represented in media coverage. The evidence gathered here sheds empirical light on the extent to which the IOC and USOC are living up to their ideals and existing legal statutes. Specifically, the following data are reviewed and evaluated:

International

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- (3) The current participation rates and ethnic and racial diversity of U.S. male and female athletes in Olympic Winter and Paralympic Winter Games
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- (5) The media coverage of female and male athlete participation in the 2006 Olympic Winter Games

International Findings

Comparison of Olympic and Paralympic Winter Games Male and Female Sports and Medal Events

Summary of Findings

2006 Olympic Winter Games

B-

- ◆ Women competed in 40 (47.6%) of all 84 events; there were 37 (44%) female events, and 44 (52.4%) male events and three mixed events.
- ◆ Women still do not compete in ski jumping, Nordic combined, four-person bobsleigh or doubles luge.
- ◆ A total of 258 medals (gold, silver, bronze) were awarded in the 2006 Winter Games with females receiving 117 (45.3%) and male athletes receiving 141 (54.7%).

2006 Paralympic Winter Games

C-

- ◆ Women competed in 29 (48.3%) of 58 events; there were 28 (48.3%) female events, 29 (50%) male events and one mixed event.
- ◆ Events were contested in four sports: Alpine skiing, ice sledge hockey, Nordic skiing and wheelchair curling. Women did not compete in ice sledge hockey.

Sports and Medal Events in the Olympic Winter Games

The first Olympic Winter Games were held in 1924 in Chamonix-Mont-Blanc, France. These Games included six sports and 16 events. Only sports widely practiced in at least 25 countries and on three continents may be included in the program of the Olympic Winter Games. A two-thirds vote of the IOC Board of Directors is required for a sport to be added to the Olympic program.

An Olympic "event" is a competition in an Olympic sport or in one of its disciplines that results in a ranking and the awarding of medals and diplomas. The Olympic Charter is not specific about the criteria for inclusion of an event in the Olympic Winter Games. At the first Olympic Winter Games in 1924, of the 16 events, women were only included in individual and mixed pair figure skating.

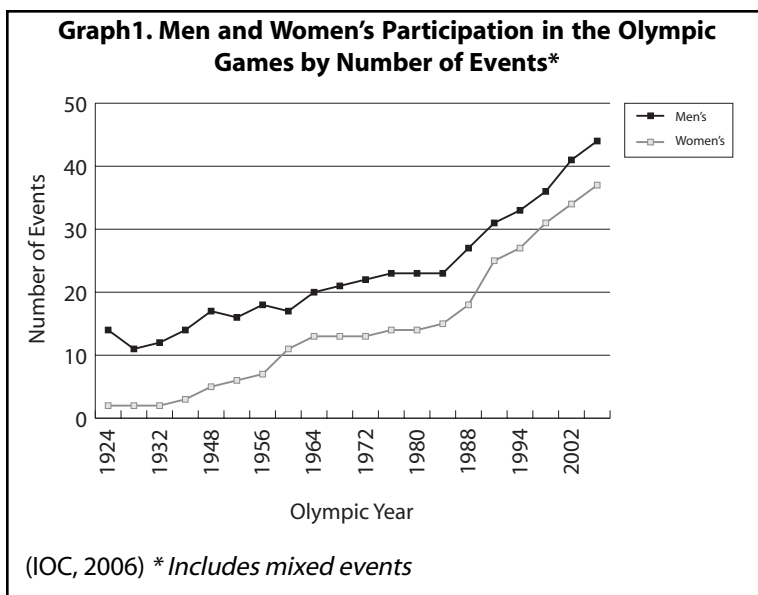
As Table 1 (on page 12) indicates, it was not until 1936 that a second sport, Alpine skiing, was added for women. Of the events that women currently participate in, 11 appeared significantly later than the men's original event debuted, 17 appeared at the same time as the men's event and two appeared before the men's event. Out of 84 events at the 2006 Games, women still do not compete in ski jumping, Nordic combined, four-person bobsled or doubles luge.

Table 1. First Appearance of Sports and Events in the Olympic Winter Games Program and the Gender Gap (Years)

Sport	Event	Men's Participation (Years)	Women's Participation (Years)	Female Participation Gap (Years)
Figure Skating*	Individual	1924	1924	0
	Pair (mixed)	1924	1924	0
Alpine Skiing	Combined	1936	1936	0
	Downhill	1948	1948	0
	Slalom	1948	1948	0
	Giant Slalom	1952	1952	0
Cross Country Skiing	10km	1992	1952	40
	Relay 3x5km	NA	1956	NA
Speed Skating	500m	1924	1960	36
	1000m	1976	1960	16
	1500m	1924	1960	36
	3000m	NA	1960	NA
Luge	Single	1964	1964	0
Cross Country Skiing	5km	NA	1964	NA
	Relay 4x5km	NA	1972	NA
	20km	NA	1984	NA
Speed Skating	5000m	1924	1988	64
Alpine Skiing	Super Giant slalom	1988	1988	0
Biathlon	7.5km	NA	1992	NA
	15km	NA	1992	NA
	Relay 3x7.5km	NA	1992	NA
Short Track	500m	1992	1992	0
	Relay 3000m	NA	1992	NA
Cross Country Skiing	15km	1956	1992	36
	30km	1956	1992	36
	Combined pursuit	1992	1992	0
Freestyle skiing	Moguls	1992	1992	0
Biathlon	Relay 4x7.5km	1968	1994	26
Short track	1000m	1992	1994	2
Freestyle skiing	Aerials	1994	1994	0
Curling		1924	1998	74
Ice Hockey		1924	1998	74
Snowboarding	Giant slalom	1998	1998	0
	Halfpipe	1998	1998	0
Biathlon	Pursuit	2002	2002	0
Bobsled	2-person race	1932	2002	70
	Skeleton	1928	2002	74
Short Track	1500m	2002	2002	0
	Sprint	2002	2002	0
Speed Skating	Team pursuit	2006	2006	0
Biathlon	Mass Start	2006	2006	0
Snowboarding	Cross	2006	2006	0

(IOC, 2002 and 2006)

*Figure skating was in the Olympic Games of 1908 and 1920. Women competed in the same events in 1908 and 1920 as they did in 1924.



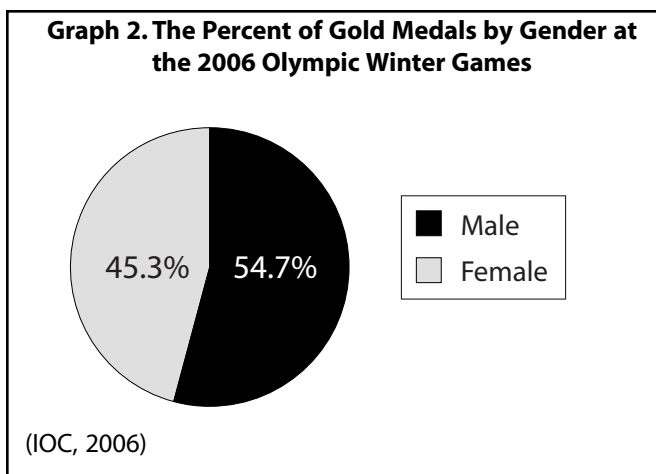
As illustrated by Graph 1 and Table 2, over the past 82 years, the number of events in which women can compete in during the Olympic Winter Games has increased from two (including mixed pairs skating) to 37. Men's events also increased over this time period. The most significant strides occurred after 1960, when the percent of women's events increased dramatically by 10%, only to remain steady for the next seven Olympiads. Not until 1992 did another significant increase in the number of women's events occur, largely as a result of a 1991 IOC decision that any new sport seeking to be included in the Olympic program had to include women's events. Since the 2002 Olympic Winter Games, three new event opportunities have been extended to women: speed skating team pursuit,

biathlon mass start and snowboard cross (USOC, 2006). However, women still are not competing in ski jumping, Nordic combined, four-person bobsled and doubles luge. The qualifying rules for all these events except ski jumping and doubles luge specifically prohibit women. In ski jumping and doubles luge, although there is no specific prohibition against women, as a practical matter it seems highly unlikely that any woman could meet the qualifying standards.

As illustrated by Table 2, in 2006, there were 37 (44%) female events, 44 (52.4%) male events and three mixed events. Doubles luge is counted as a mixed event although women rarely compete in the event. Therefore, women competed in 40 of 84 events (47.6%), while men competed in 47 of 84 events (56%).

Table 2. The 2006 Number of Olympic Events by Gender

SPORT/Discipline	# Events Male	# Events Female	# Events Mixed	Total
BIATHLON	5	5		10
BOBSLED	3	2		5
CURLING	1	1		2
ICE HOCKEY	1	1		2
LUGE	1	1	1	3
SKATING				
Speed Skating	6	6		12
Short-Track	4	4		8
Figure Skating	1	1	2	4
SKIING				
Cross-Country	6	6		12
Ski Jumping	3			3
Nordic Combined	3			3
Alpine	5	5		10
Freestyle	2	2		4
Snowboard	3	3		6
TOTAL	44	37	3	84



A gold, silver and bronze medal is awarded in each event, with great public recognition and significance and, in many cases, corporate and national sport ministry or NOC monetary rewards to medal winners. As illustrated in Graph 2, a total of 258 medals (gold, silver, bronze) were awarded in the 2006 Olympic Winter Games with females receiving 117 (45.3%) and male athletes receiving 141 (54.7%). This represented an increase in the number of events/medal opportunities for women from 34 (43.6%) and two mixed in 2002 to 37 (44.1%) and three mixed in 2006. (IOC, 2006)

Sports and Medal Events in the Paralympic Winter Games

The first organized sports competition for people with disabilities was organized in 1948 by Sir Ludwig Guttmann, involving British World War II veterans with spinal cord-related injuries in Stoke Mandeville, England. Competitors from Holland joined the competition four years later in 1952, and the multi-national Paralympic-style games were born. In 1960 the first Olympic-style games for athletes with a disability were organized in Rome. In 1976, other disability groups were added, and the idea of merging together different disability groups for international sports competitions was born. In the same year, the first Paralympic Winter Games took place in Sweden.

At the 2006 Paralympic Winter Games 474 athletes from 39 countries participated. As described in Table 3, 58 medal events were contested in four sports: Alpine skiing, ice sledge hockey, Nordic skiing and wheelchair curling. Of those 58 events, women competed in 48.3% and did not compete in sledge hockey.

Table 3. The Number of Paralympic Events by Gender in 2006

Sport	# Events Male	# Events Female	# Events Mixed	Total
Alpine Skiing	12	12		24
Ice Sledge Hockey	1	0		1
Nordic Skiing	16	16		32
Wheelchair Curling			1	1
TOTAL	29	28	1	58

(IPC, 2006)

Comparison of 2002 and 2006 Olympic and Paralympic Winter Games Male and Female Athlete Participation

Summary of Findings

Olympic Winter Games **B**

- ◆ There were 1,006 women (38.3%) and 1,627 men (61.7%) in 2006, compared to 886 women (36.9%) and 1,1513 men (63.1%) in 2002.
- ◆ Of 80 total countries, 20 delegations did not send any female participants and four delegations did not send any male participants in 2006, compared to 77 countries with 22 delegations sending no females and one delegation sending no males in 2002.

Paralympic Winter Games **C-**

- ◆ There were 99 women (20.9%) and 375 men (79.1%) in 2006, compared to 88 women (21.1%) and 328 men (78.9%) in 2002.
- ◆ Of 39 countries participating, 12 delegations did not send any female participants and five delegations did not send any male participants in 2006, compared to 36 countries with 10 delegations sending no female participations and two delegations sending no males in 2002.

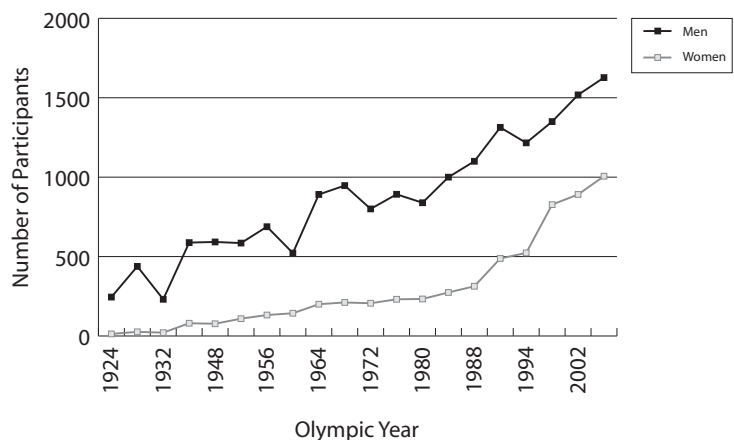
The 2002 and 2006 Olympic Winter Games

As the number of events has increased for women, so has the number of female participants, as displayed in Graph 3. It took 28 years for the number of women participants to grow by 10% (1924-1952); the next 10% increase in participation took 40 years (1952-1992); it only took six years for the next 10% increase (1992-1998); however, since 1998, the percentage of female athletes has not significantly increased.

In the 2002 Games there were 886 women (36.9%) and 1,1513 men (63.1%), and in 2006 there were 1,006 women (38.2%) and 1,627 men (61.8%).

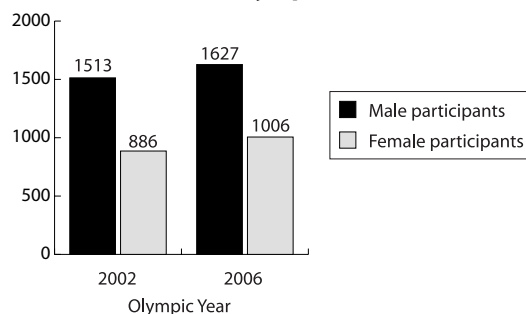
When the IOC offers fewer sports and events for women than for men, this sport and event unavailability is one factor in explaining differing participation numbers. The IOC determines the numbers of participation opportunities or "quotas" that are to be available in the Games. These quotas appear to be "targets" rather than fixed limits in many sports. However, it is a different matter when the IOC offers the opportunity to participate and countries do not bring athletes to take advantage of those opportunities. The extent that IOC quotas

Graph 3. The Number of Female and Male Athletes in the 1924-2006 Olympic Winter Games*



(IOC, 2006) * Includes mixed events

Graph 4. The Number of Participants by Gender in the 2002 and 2006 Olympic Winter Games



(Salt Lake Organizing Committee for the Olympic Games, 2002; Torino Organizing Committee for the Olympic Games, 2006)

are filled is a function of whether male and female participants meet qualifying standards, whether countries offer training programs that produce both men and women able to meet qualifying standards or whether the sports for men and women are financially or culturally supported by NOCs and sports structures within that country. None of these factors were examined as part of this study; Table 4 illustrates the gap between numbers of participation quotas available and 2006 Olympic Winter Games entries.

TABLE 4. 2006 Olympic Winter Games Quotas vs. Actual Entries*

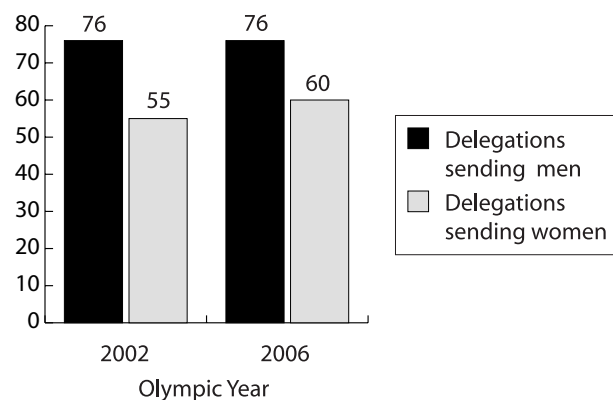
SPORT/Discipline	Male Quota	Female Quota	Difference	Male Entries	Female Entries	Difference
BIATHLON	113	107	-6	111	103	-8
BOBSLED/SKELETON	135	35	-100	147	51	-96
CURLING	50	50	0	50	50	0
ICE HOCKEY	276	160	-116	287	160	-127
LUGE	80	30	-50	78	31	-47
SKATING						
Speed Skating	90	80	-10	98	78	-20
Short-Track	55	55	0	55	55	0
Figure Skating	74	74	0	74	73	-1
SKIING						
Cross-Country	120	120	0	200	131	-69
Ski Jumping	75		-75	88		-88
Nordic Combined	55		-55	67		-67
Alpine	135	135	0	187	136	-51
Freestyle	60	60	0	66	53	-13
Snowboard	70	70	0	108	79	-29
TOTAL	1388	976	-412	1616	1000	-616
PERCENT	58.7%	41.3%	29.7% fewer	61.8%	38.2%	38.1% fewer

(compiled from International Federation Web sites, 2006; Torino Organizing Committee for the Olympic Games data, 2006)

*Note: There are slight discrepancies between "participation figures" used in Graph 3 and Graph 4 and "entries" used in Table 4, probably because these data were obtained prior to the start of the Games while the "participation figures" were provided post-Games. In addition, "participation figures" reflect total athletes who participated, while "entries" would count multi-sport athletes in each event in which they participated.

As shown in Graph 5, out of 77 total delegations, 22 delegations had no female participants at the 2002 Olympic Winter Games at Salt Lake City (IOC, 2002), and out of 80 total delegations, 20 delegations did not send any female participants to the 2006 Olympic Winter Games in Torino (Albania, Andorra, Belgium, Bermuda, Costa Rica, Cyprus, Ethiopia, the Islamic Republic of Iran, Kenya, Kyrgyzstan, Madagascar, Nepal, Portugal, Senegal, San Marino, South Africa, Thailand, Tajikistan, Chinese Taipei and Venezuela) (IOC, 2006). Only one delegation (Hong Kong) failed to send

Graph 5. The Number of Delegations by Gender in the 2002 and 2006 Olympic Winter Games



(IOC, 2002, 2006)

male participants in 2002, and four delegations were without male participants in 2006 (Denmark, Hong Kong, Luxembourg, Virgin Islands).

Some countries claim that the lack of women in their delegation is a result of lack of funding. The majority of these countries cite other reasons for the exclusion of women, such as social, cultural and religious differences (Good, 2002). However, the Olympic Charter specifically states that “Any form of discrimination with regard to a country or a person on grounds of race, religion, politics, gender or otherwise is incompatible with belonging to the Olympic Movement.” (IOC, 2004). Thus, social, cultural and religious differences between men and women are not legitimate justifications for the lack of women in delegations.

Not surprisingly, the largest delegations present at the 2006 Games also had the greatest number of female delegates, as shown in Table 5. However, when the percent of female athletes is compared to the percent of male athletes (with delegations above 10 athletes), many of the largest delegations dropped in standing, most notably the United States, as illustrated in Table 6. It is a limitation of this report that there was no data available on whether women did not meet qualifying standards due to injuries or other occurrences that had nothing to do with the level of USOC or NGB athlete support, like entry caps that limit the number of athletes who could compete in events. Conversely, one reason that some teams may have had a higher percentage of women on their teams may have been that their male athletes did not qualify for as many events as did the men in other countries. This may be particularly true in the case of the United States, which has the highest number of female Olympic Winter Games competitors but falls short on the percentage ranking. Attempts should be made in future studies to examine these factors.

Table 6 also shows that only four of the 33 delegations comprised of 10 or more athletes in 2006 (12%) had at least 50% representation of women. For the most part, the countries with the lowest percentage of female athletes in their delegations were from Eastern Europe, as listed in Table 7. Of those countries with fewer than 10 athletes in their delegations, on average only 36.5% of their teams were women.

Table 5. The 2006 Olympic Winter Games: Top 10 Delegations by Number of Women

	Country	# of Women
1.	United States of America	89
2.	Canada	86
3.	Russian Federation	76
4.	Italy	75
5.	Germany	66
6.	Switzerland	54
7.	Japan	53
8.	Sweden	45
9.	China	42
10.	France	35

(Compiled from data from the Torino Organizing Committee for the Olympic Games, 2006)

Table 6. The 2006 Olympic Winter Games: Top 10 Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)

	Country	% of Women	# of Women
1.	Spain	56.3	9
2.	China	53.8	42
3.	Netherlands	51.4	18
4.	Belarus	50	14
5.	Bulgaria	47.6	10
6.	Japan	47.3	53
7.	Canada	43.8	86
8.	Russian Federation	42.6	76
9.	Australia	42.5	17
10.	United States of America	42.2	89

(Compiled from data from the Torino Organizing Committee for the Olympic Games, 2006)

Table 7. The 2006 Olympic Winter Games: Top 10 Worst Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)

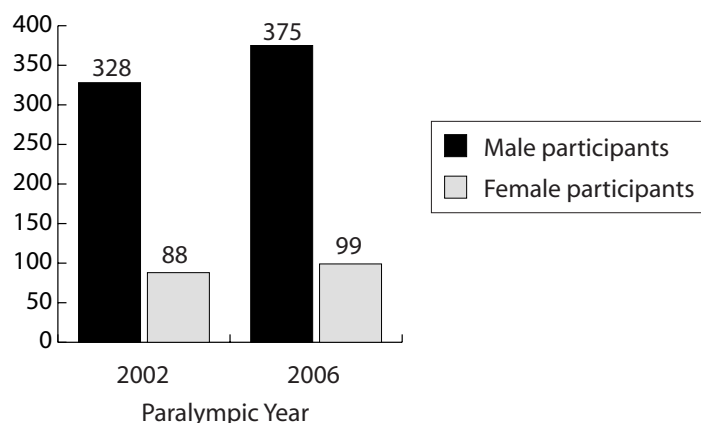
Country	% of Women	# Women	Country	% of Women	# Women
1. Latvia	13.7	8	7. Brazil	30	3
2. Kazakhstan	21.4	12	8. Estonia	32.1	9
3. Slovakia	22.5	14	9T. Croatia	33	8
4. Austria	23.5	20	9T. Poland	33	16
5. Czech Republic	25.8	22	9T. Slovenia	33	14
6. New Zealand	27.7	5	10. Korea	35	14

(Compiled from data from the Torino Organizing Committee for the Olympic Games, 2006)

The 2002 and 2006 Paralympic Winter Games

As indicated in Graph 6, while the number of female Paralympic athletes has increased from 88 (21.1%) in 2002 to 99 (20.9%) in 2006, the actual percentage of females participating has remained flat due to the increase in male participation. Table 8 illustrates the gap between numbers of participation quotas available and 2006 Paralympic Winter Games entries.

Graph 6. The Number of Participants by Gender in the 2002 and 2006 Winter Paralympic Games

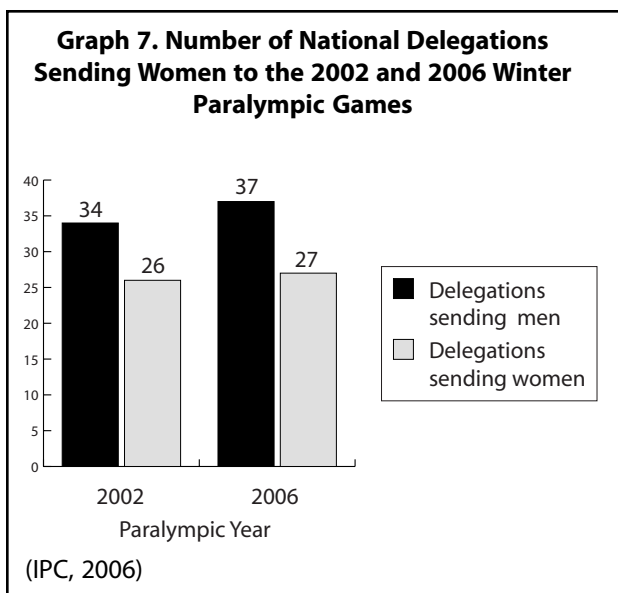


(IPC, 2006)

Table 8. The 2006 Winter Paralympic Games Quotas vs. Actual Entries

Sport	Male Quota	Female Quota	Difference	Male Entries	Female Entries	Difference
Alpine Skiing	465	147	-318	146	44	-102
Ice Sledge Hockey	112	0	-112	112	0	-112
Nordic Skiing	264	139	125	88	44	-44
Wheelchair Curling (Mixed)	40	40	0	29	11	-127
Total	881	326	-555	375	99	-276
Percent	73%	27%	63% fewer	79.1%	20.9%	73.9% fewer

(IPC, 2006)



As depicted in Graph 7, out of 36 delegations, 10 delegations had no female participants at the 2002 Paralympic Winter Games at Salt Lake City. Out of 39 delegations, 12 delegations did not send any female participants to the 2006 Paralympic Winter Games in Torino. These delegations were Chile, Croatia, Greece, Iran, Kazakhstan, Korea, Latvia, Mexico, Mongolia, New Zealand, Slovenia, and South Africa. Two delegations failed to send male participants in 2002, and two delegations were without male participants in 2006. One country, Greece, is listed as an official delegation in 2006 but sent no male or female participants.

Not surprisingly, the largest delegations present at the 2006 Games also had the greatest number of female delegates, as shown in Table 9. However, when the percentage of female athletes is compared to the percentage of male athletes, many of the largest delegations dropped in standing, most notably the United States, which dropped to sixth place (20.9%).

As described in Table 10, only one of the 16 Paralympic delegations comprised of 10 or more athletes in 2006 (6.3%) had at least 50% representation of women.

Table 9. The 2006 Winter Paralympic Games: Top 5 Delegations by Number of Women

Country	# of Women
1. Russian Federation	11
1. United States of America	11
3. Canada	7
3. Japan	7
5. Italy	6
5. Ukraine	6

(IPC, 2006)

Table 10. The 2006 Paralympic Winter Games: Top 5 Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)

Country	% of Women	# of Women
1. Ukraine	50	6
2. Russian Federation	37.9	11
3. Poland	30	3
4. France	26.3	5
5. Canada	21.2	7

(IPC, 2006)

Table 11. The 2006 Paralympic Winter Games: Top 5 Worst Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)

Country	% of Women	# of Women
1. Switzerland	10	2
1. Australia	10	1
1. Great Britain	10	2
4. Norway	10.7	3
5. Sweden	11.1	2

(IPC, 2006)

As indicated in Table 11, there were several delegations comprised of 10 or more athletes that sent very few women to the Paralympic Games. Switzerland had the lowest percentage of women, sending 19 men but only one woman.

Women in International Sport Governance Structure Leadership Positions

Summary of Findings

International Olympic, NOC and IF Structures

F

- ◆ In the last 10 years since the IOC adopted goals for women's leadership participation in the NOCs and IFs, these governance entities have come no more than one quarter of the way toward the 20% goal.
 - ◆ Only 29.3% of the NOCs (54 of 184) and 28.6% of winter sport IFs (10 of 35) had achieved 20% representation of women on their respective boards of directors (IOC, 2004)
 - ◆ Just 13% of IOC membership is female.
 - ◆ At this rate it will take another 30 years before each NOC and IF has at least 20% women.
 - ◆ There is only one woman (14.3%) among the top paid staff and top volunteer positions of the seven winter sports IFs.

2006 Paralympic Winter Games

D

- ◆ Only two women (13.3%) serve on the 15-member IPC

Women in International Olympic Committee, National Olympic Committee and International Federation Leadership Positions

The Olympic women's movement, led by the IOC, began in the late 1980s. Thus, the quest for gender equity is in its infancy, and much remains to be done at the leadership level, particularly the management and administration of sport organizations. The IOC continues to encourage equity through a multi-sector approach. Over the past 20 years, the IOC has worked to enlarge the women's program at the Olympic Games, in cooperation with the respective International Sports Federations and the Organizing Committees for the Olympic Games (OCOGs). This mission was reinforced by the requirement that all new sports seeking inclusion in the Olympic Games must include women's events.

The IOC is governed by a 115-member* Board of Directors, of which 15 members serve as an Executive Board (as of February 2006). At the 84th IOC Session in Baden-Baden, in 1981, the IOC elected its first two female members. They were Pirjo Haggman of Finland and Flor Isava-Fonseca of Venezuela. It was that same year that the IOC began work on women's involvement at leadership level, beginning with efforts to elect more women as IOC members. In 1990, the IOC elected the first woman to the Executive Board (Flor Isava Fonseca, Venezuela), and in 1997, the IOC named the first woman vice president, Anita DeFrantz of the USA. By 2005, 15 members out of 116 were women (10.3%), and of the 15-member Executive Board, one was a woman (6.6%).

In 1996, the IOC adopted the following motion with regard to NOCs and IFs:

"The IOC strongly encourages, by appropriate means, the promotion of women in sport at all levels and in all structures, particularly in the executive bodies of national and international sports organizations with a view to the strict application of the principle of equality of men and women."
(Rule 2, paragraph 5, Olympic Charter)

In 1994, IOC President Juan Antonio Samaranch asked the Study Commission for the Centennial Olympic Congress to examine women's participation in the Games, and in 1995, he created the IOC Women and Sport Working Group to create strategies for implementing the Congress' recommendations. In 1996, IOC endorsed the proposal of the Congress that all NOCs and IFs reserve for women 10% of offices in all their decision-making structures by the year

*The IOC Web sites list varying numbers of active IOC members from 113 to 115.

2000 and 20% by 2005. (DeFrantz, 2006) Finally, in 2004, the Working Group became a full Commission, which “advises the IOC President and the Executive Board on which policies to adopt in order to increase female participation in sport at all levels (IOC, 2005).”

The data in Tables 12 and 13 indicate that in 10 years women’s leadership participation has come no more than one quarter of the way toward the IOC goal of 20% representation of women. At this rate it will take another 30 years before each NOC and IF has at least 20% women.

Table 12. International Federations by Percentage of Women – 2006 Olympic Winter Games

International Federations	Top Paid Staff Position (CEO/Exec.Dir.)	Top Volunteer Position	Total Exec. Committee Total Members	Exec. Committee (Female Members) % Female
Biathlon	Male	Male	7	(0) 0%
Bobsled	Male	Male	7	(0) 0%
Curling	Male	Male	7	(1) 14.3%
Skating	Male	Male	17	(6) 35.3%
Ice Hockey	Male	Male	5	(0) 0%
Luge	Male	Male	16	(4) 25%
Skiing	Female	Male	5	(1) 20%

(Compiled from information on the Web sites of each International Federation, August 2006)

Table 13. The Current Status of Women in the IOC, NOC and IF Governance Structures

In the IOC:

- ◆ One woman was serving on the Executive Board (6.6%). (IOC, 2006)
- ◆ 15 women were IOC members (13%). (IOC, 2006)
- ◆ 36 women were part of various IOC Commissions (15.3%). (IOC, 2006)

In the NOCs:

- ◆ 54 NOCs (29.3%) were comprised of more than 20% women. (IOC, 2004)
- ◆ 181 NOCs (98.4%) had at least one woman serving on their executive bodies. (IOC, 2004)

In the IFs of Olympic sports:

- ◆ 10 IFs (29%) were comprised of more than 20% women. (IOC, 2004)
- ◆ 32 IFs (91%) had at least one woman serving on their executive bodies. (IOC, 2004)

Women in International Paralympic Committee Leadership Positions

The International Paralympic Committee (IPC) is the international governing body of sports for athletes with a disability and acts as the International Federation for 13 sports. Founded in 1989, it supervises and coordinates the Paralympic Summer and Winter Games and other multi-disability competitions, e.g., world championships. The IPC also supports the recruitment and development of athletes at the local, national and international level across all performance levels. The IPC underwent a reorganization in 2005 and is currently comprised of a 15-member

governing body, four councils and 11 standing committees. As indicated in Table 14, two women serve on the governing body (13.3%), 14 women serve on councils (36.8%), and 17 women serve on standing committees (37%).

	Governing Body	Advisory Councils	Standing Committees
Female	2 (13.3%)	14 (36.8%)	17 (37%)
Male	13 (86.7%)	24 (63.2%)	29 (63%)
Total	15	38	46

(IPC, 2006)

There is still a significant amount of progress necessary before equity is attained at the highest level of international sports governance.

United States Findings

United States Olympic Committee and U.S. National Sport Governing Body Obligations

Summary of Findings

The United States is not fulfilling its gender, race and disability equality obligations under the Ted Stevens Olympic and Amateur Sports Act (ASA). Women, particularly women of color and disabled women, are significantly underrepresented in participation and leadership opportunities in Olympic and Paralympic winter sports in the United States. As the women lag behind the men, it is quite apparent the U.S. NGBs are not fulfilling their ASA obligations or quadrennial reporting requirements under the ASA.

The Ted Stevens Olympic and Amateur Sports Act

The Amateur Sports Act of 1978 (now the “Ted Stevens Olympic and Amateur Sports Act, 36 U.S.C. § 220501, et seq.” hereinafter referred to as the “Amateur Sports Act”) established the current governance structure for amateur and Olympic sports in the United States. The U.S. Olympic Committee was charged with governing amateur and Olympic sports. The USOC, in turn, was given the authority to recognize one national governing body to govern each sport. Each NGB was in turn given the authority to make rules, choose teams for international competitions, certify officials, conduct national championships, and other similar responsibilities. NGBs were charged with developing their respective sports from the grassroots level through Olympic level and are prohibited from discriminating on the basis of race, color, religion, age, sex or national origin with regard to participation and leadership opportunities. Thus, besides providing coverage to elite-level amateur athletes, the law applies to many amateur sports organizations, leagues and tournaments played in cities and towns across the United States. Any competition sanctioned by an NGB is covered by this law.

The ASA specifically mandates that the USOC and the NGBs take measures to address discrimination – gender, race and disability. Specifically:

1. **The USOC must encourage women’s sports and increased participation of the disabled and minorities.** Sections 220503, (12), and 220504 (13 and (14) note that the USOC’s purposes include to encourage and provide assistance to amateur athletic activities for women, the disabled and minorities.
2. **NGBs must provide equal opportunity.** Section 220522 (a) (8) mandates that an amateur sports organization cannot be recognized as an NGB unless it “provides an equal opportunity to amateur athletes, coaches, trainers, managers, administrators and officials to participate in amateur athletic competition, without discrimination on the basis of race, color, religion, age, sex or national origin, and with fair notice and opportunity for a hearing to any amateur athlete, coach, trainer, manager, administrator or official before declaring the individual ineligible to participate.”
3. **NGBs must have minorities and women on their boards.** Section 220522 (a) (9) follows the previous provision, declaring that an amateur sports organization cannot be recognized as an NGB unless it “is governed by a board of directors or other governing board whose members are selected without regard to race, color, religion, national origin or sex, except that, in sports where there are separate male and female programs, it provides for reasonable representation of both males and females on such board of directors or other governing board.”
4. **NGBs must provide equitable support for women and the disabled.** Sec. 220524(6) says that a national governing body is under a duty to “provide equitable support and encouragement for participation by women where separate programs for male and female athletes are conducted on a national basis.” Section 22054 (7) has a similar requirement for athletes with disabilities.
5. **USOC must report participation data.** The USOC must conduct a quadrennial data collection to gather baseline participation data and to report on the participation of women, disabled individuals and racial minorities. Section 220511 of the TSA requires as follows:
 - (a) Submission to the President and Congress — The USOC shall, on or before the first day of June, 2001, and every fourth year thereafter, transmit simultaneously to the President and to each House of Congress a detailed report of its operations for the preceding four years, including—
 - (1) a complete statement of its receipts and expenditures;
 - (2) a comprehensive description of the activities and accomplishments of the corporation during such four-year period;
 - (3) data concerning the participation of women, disabled individuals, and racial and ethnic minorities in the amateur athletic activities and administration of the corporation and national governing bodies; and
 - (4) a description of the steps taken to encourage the participation of women, disabled individuals, and racial minorities in amateur athletic activities.
 - (b) Availability to the Public — The corporation shall make copies of the report available to interested persons at a reasonable cost.

It should be noted that §§ 220511(a)(1) and (2) are not new requirements. Since the inception of the Act in 1978, the USOC has been required to produce an annual report including a financial statement and summary of activities and accomplishments. Items (3) and (4) of this section were new expectations adopted in 1999 that were to take effect with the 2001 Report to Congress.

The USOC Data Report

The addition of the USOC data report requirement in 1999 was intended to provide baseline data so that progress on gender, race, ethnicity, disabled athletes and leadership diversity could be more objectively assessed. While the USOC itself has provided data on the USOC as required, it has not held its NGBs to its obligations to provide the same data as mandated by the Amateur Sports Act.

The 2000 and 2004 reports show that data collection is still lacking and incomplete within the NGBs. In 2000, data from NGBs was only provided in the aggregate. In 2004, the data collected from the individual NGBs was provided but in many cases, there were significant gaps where no data was provided by some NGBs. A complete analysis of the progress that each individual NGB has made cannot be conducted until the USOC releases the individual NGB data it collected from each NGB in 2000 so comparisons are possible. Attempts to acquire 2000 NGB data were unsuccessful.

Even in the 2004 report, which did provide individual NGB data, not all NGBs responded, and those that did respond did not provide complete information, such as the general membership or athlete delegation count. Six NGBs provided no data in 2004: figure skating, fencing, rowing, swimming, modern pentathlon and karate. Seventy-five percent of NGBs did not report data on race/ethnic background or disabilities.

Comparison of 2002 and 2006 Olympic and Paralympic Winter Games United States Male and Female Athlete Participation

Summary of Findings

Olympic Winter Games

B

- ◆ There were 89 women (42.2%) and 122 men (57.8%) in 2006, compared to 91 women (42.9%) and 121 men (57.1%) in 2002.
- ◆ In 2006, the U.S. delegation ranked 10th in the percentage of women athletes, compared to other countries sending at least 10 athletes

Paralympic Winter Games

D+

- ◆ There were 11 women (19.6%) and 45 men (80.4%) in 2006, compared to 16 women (28.1%) and 41 men (71.9%) in 2002.
- ◆ Of 39 countries participating, the U.S. delegation ranked second in numbers of female athletes participating but only sixth in percentage of female athletes among delegations with at least 10 athletes.

The 2002 and 2006 Olympic Winter Games United States Participation

The 2002 U.S. Olympic winter team was comprised of 42.9% women (91 of 212); however, the 2006 team showed a very slight drop, to 42.2% women (89 of 211) with an actual numbers decline of two, as illustrated in Graph 8 and Table 15. The 2006 U.S. team ranked 10th for percentage of female athletes in its delegation, when compared with other delegations sending more than 10 athletes (see Table 6 on page 15). U.S. women had 35.6% fewer opportunities than U.S. men.

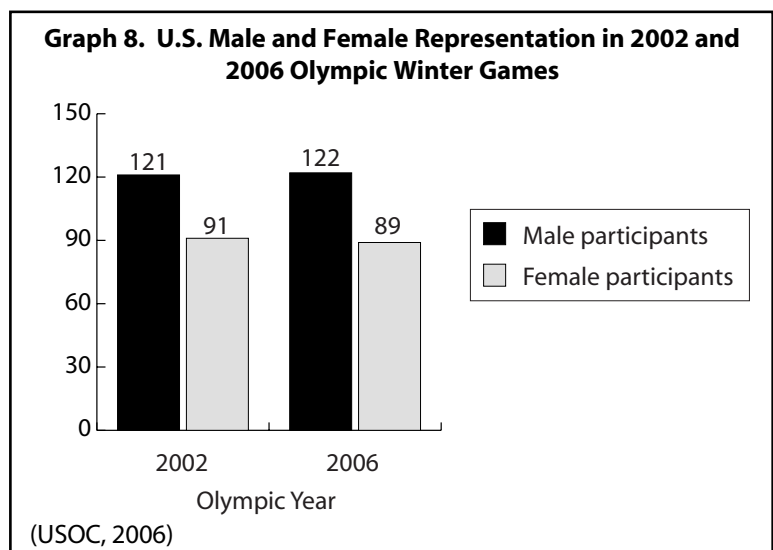


Table 15. U.S. Representation by Sport in 2002 and 2006 Olympic Winter Games (USOC, 2006, Deseret News, 2002):

Sport	2002		2006	
	# of Female Athletes	# of Male Athletes	# of Female Athletes	# of Male Athletes
Biathlon	4	4	5	5
Bobsled	4	11	5	9
Skeleton	2	3	1	3
Curling	5	5	5	5
Skating				
Figure Skating	7	7	8	8
Speedskating	7	10	8	10
ShortTrack	6	6	5	5
Ice Hockey	20	23	20	23
Luge	3	6	3	7
Skiing				
Alpine	11	11	10	9
Cross-country	8	8	7	10
Freestyle				
Aerials	2	4	2	4
Moguls	4	4	4	4
Ski Jumping	0	5	0	5
Nordic Combined	0	7	0	6
Snowboarding				
Halfpipe	4	4	4	4
Parallel Giant Slalom	4	3	2	1
Snowboard cross	—	—	1	4
Total	91	121	90*	122

* Note: Only 89 females comprised the 2006 U.S. Olympic team but, because Sarah Konrad participated in both biathlon and cross-country skiing, when doing the breakdown of athletes by sport, there are 90 females.

The 2002 and 2006 Paralympic Winter Games United States Participation

The 2002 U.S. Paralympic winter team was comprised of 28.1% women; however, the 2006 team showed a drop, to 19.6% women, as shown in Graph 9. The 2006 U.S. team ranked second in number of female athletes in its delegation (see Table 9 on page 17), but only sixth in percentage of females among delegations with at least 10 athletes. Table 16 provides a by sport comparison of 2002 vs. 2006.

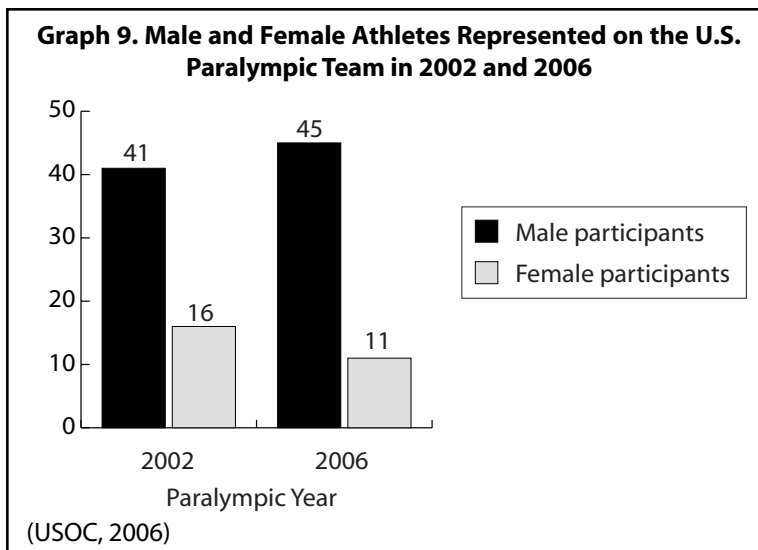


Table 16. U.S. Paralympic Winter Representation by Sport in 2002 and 2006

Sport	2002		2006	
	# of Female Athletes	# of Male Athletes	# of Female Athletes	# of Male Athletes
Alpine Skiing	13	19	7	20
Nordic Skiing	3	7	3	6
Ice Sledge Hockey	0	15	0	15
Wheelchair Curling*	NA	NA	1	4
Total	16	41	11	45
Percent	28.1%	71.9%	19.6%	80.4%

*Mixed team of five players at least one of whom must be of the opposite sex of the others

Racial and Ethnic Diversity on the U.S. Olympic Teams for the 2002 and 2006 Olympic Winter Games

Summary of Findings *INCOMPLETE*

While the U.S. Olympic winter team's racial and ethnic diversity has more than doubled since the 1990s, among the 212 U.S. winter Olympians in 2006, there were 20 athletes (9.4%) who identified as African-American, Asian or Latino, and only seven were women. This is 7.9% of the entire U.S. female delegation of 89 athletes. This is an improvement of one athlete since 2002.

Racial and Ethnic Diversity on U.S. Olympic Teams

The USOC does not maintain data related to the racial or ethnic heritage of U.S. Olympic team members. In conjunction with the 2006 Olympic Winter Games, however, the USOC Media Department, in response to press inquiries, conducted an informal survey of the ethnicity of U.S. winter Olympians through interviews with team members and administrators. The USOC does not guarantee the survey's accuracy. The results of the survey, presented in Graph 10 and Table 12, should not be construed as complete or final.

Table 17. U.S. Olympic Team Diversity for 2002 and 2006 Olympic Winter Games

	2002		2006	
	Male	Female	Male	Female
Asian	1	3	2	4
Latino	1	1	4	2
African-American	4	1	7	1
Native American	0	1	0	0
White	116	84	108	84

(Unofficial data from the USOC, 2006)

Based on the informal survey of 2006 U.S. winter Olympians, of the 20 athletes who identified as African-American, Asian or Latino, seven were women. This is 7.9% of the entire U.S. female delegation of 89 athletes. This is only an improvement of one athlete since 2002. However, the U.S. Olympic winter team's racial and ethnic diversity has more than doubled since the 1990s when, with regard to race/ethnicity, the U.S. sent two female athletes in 1992, one female athlete in 1994 and three female athletes in 1998. Although there are longstanding economic, geographic and cultural factors that are beyond the control

of the USOC and the sample size is quite small, minority representation on the 2006 U.S. Olympic winter team still falls far below the representation of those minorities in the general U.S. population.

According to 2005 data from the U.S. Census Bureau, the U.S. population is 4.3% Asian, 12.8% African-American, 1% Native American and 14.4% Latino. Unfortunately, the diversity data presented in the paragraph above cannot be compared to these percentages because the USOC data collection methodology required athletes to select one race or ethnic category while the U.S. Census data treats racial and ethnic categories separately (i.e., a person can be African-American and Latino).

Women in United States Sport Governance Structure Leadership Positions

Summary of Findings

Women are significantly underrepresented in leadership positions on the USOC Board of Directors (27.3%) and significant committees (0-25% on Audit and Governance Committees). Gender diversity on the governing boards of U.S. NGBs is minimal (0-20.7%), with the exception of skating, and there are no women in the top paid staff or top volunteer positions on any U.S. winter sports NGB.

Women in USOC and NGB Leadership Positions *F*

According to the latest ASA-mandated data report by the USOC (December 31, 2004), roughly 50% of the USOC professional staff is comprised of women; however, with regard to governance structures, several significant boards and committees have no or very low numbers of women: the Audit Committee has no women, the Nominating and

Governance Committee is 25% women (one woman) and the Board of Directors is only 27.3% women (three women, eight men).

Table 18. U.S. NGBs by Percentage of Women – 2006 Olympic Winter Games

NGB	Top Paid Staff Position (CEO/Exec. Dir.)	Board of Directors % Female	Executive Committee % Female	Top Volunteer Position
Biathlon	Male	0%	0%	Male
Bobsled	Male	0%	6.7%	Male
Curling	Male	20.7%	20%	Male
Skating	Male	42.9%	55.6%	Male
Ice Hockey	Male	12.5%	6.3%	Male
Luge	Male	8.3%	8.3%	Male
Skiing	Male	11.5%	33.3%	Male

(Compiled from information from NGB Web sites, August 2006)

Committees that almost have an equal percentage of women and men are the USOC Delegation Mission Staff for the 2002 Olympic Winter Games (46.5% women; 85 women), the Ethics Committee (50% women; two women) and the Compensation Committee (60% women; three women).

An examination of the 2006 USOC Board of Directors reveals a composition of 27.3% persons of

color and no disabled persons. (USOC, 2006)

As indicated in Table 18, within the U.S. winter sport NGBs, gender diversity is almost non-existent.

From 2000 to 2004, more NGBs reported programs undertaken to increase diversity; however, the reports of the diversity programs were not comprehensive as they did not include information on the reach or impact of the program (Tables 19 and 20).

U.S. Paralympic winter sports are governed by the same NGBs as U.S. Olympic winter sports.

Table 19. Olympic Winter Sports U.S. NGBs Reporting Diversity Initiatives in 2000

Sport	Gender	Disabilities	Race/Ethnic
Biathlon			
Bobsled	x		x
Curling			
Skating		x	
Ice Hockey			x
Luge			x
Skiing			

(USOC, 2006)

Table 20. Olympic Winter Sports U.S. NGBs Reporting Diversity Initiatives in 2004

Sport	Gender	Disabilities	Race/Ethnic
Biathlon	x	x	x
Bobsled	x	x	x
Curling	x	x	x
Skating	x		
Ice Hockey	x	x	x
Luge	x	x	x
Skiing	x	x	x

(USOC, 2006)

Women in U.S. Paralympic Committee Leadership Positions **F**

U.S. Paralympics is a division of the USOC, formed in 2001 to increase support for Paralympic sport in the United States. U.S. Paralympics coordinates the preparation and selection of athletes to U.S. Paralympic teams. It has no separate Board of Directors (U.S. Paralympics, 2006).

Women of Color and Women with Disabilities

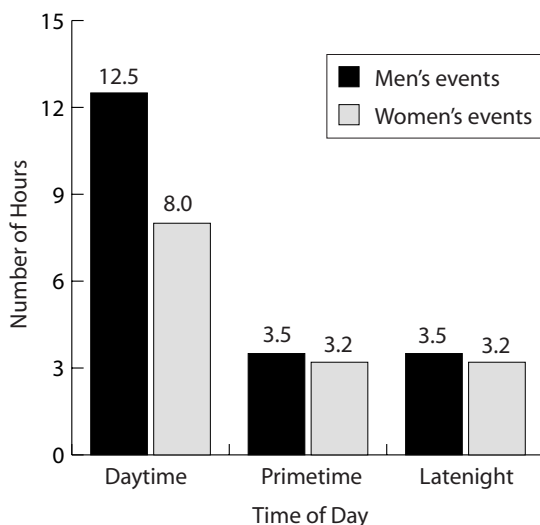
No diversity data was available on women of color or women with disabilities in U.S. sports governance structures.

Media Coverage of the 2006 Olympic Winter Games

Summary of Findings **C+**

Editorial and photographic coverage of women in the 2006 Olympic Winter Games by the *New York Times* (38.2% and 36%, respectively) and NBC television coverage (42.7%) far exceeded daily U.S. media coverage of women in sports (8%). One historic event that did occur during the 2006 Games was the broadcast of the entire Olympic women's ice hockey tournament, a first in United States television history.

Graph 10. Television Coverage of 2006 Olympic Winter Games in the United States by NBC: Average Number of Hours per Day by Gender



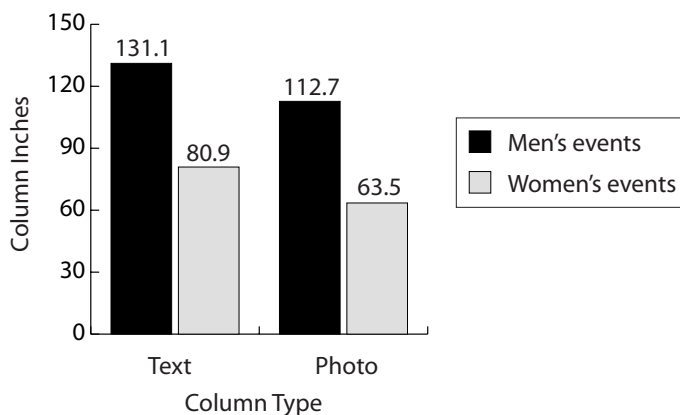
U.S. Print and TV Coverage of the 2006 Olympic Winter Games

In the United States, women generally receive less than 8% of print (Project for Excellence in Journalism, 2005) and 6.3% of television coverage (AAFLA, 2005). The Olympic picture is much brighter. Television networks in the United States featured 416 hours of coverage of the 2006 Olympic Games, an increase of more than 40 hours from the 2002 Olympic Games. About 200 hours of live television coverage was featured on the NBC networks, compared to the 140 hours of live coverage from the 2002 Games (AP, Feb. 9, 2006) (Table 21). Time allocated for women's sports in 2006 was very similar to men's sports during the primetime and late-night periods; however, as illustrated in Graph 10, substantially more time was designated for male sports during the day. One historic event that did occur during the 2006 Games was the broadcast of the entire Olympic women's ice hockey tournament, a first in United States television history.

Table 21. Television Coverage of 2006 Olympic Winter Games by NBC by Hours and Percentage

	Daytime		Primetime		Latenight		Total	
	Men	Women	Men	Women	Men	Women	Men	Women
	200 (60.9%)	128.5 (39.1%)	56 (51.9%)	52 (48.1%)	56.5 (52.1%)	52 (47.9%)	312.5 (57.3%)	232.5 (42.7%)
Average	12.5	8.03	3.5	3.3	3.5	3.3	20	14.5

Graph 11. New York Times Print Coverage of 2006 Olympic Winter Games: Average Daily Column and Photo Size by Gender



* Column length was measured between February 11, 2006, and February 27, 2006.

Coverage of men's events was a great deal higher than coverage for women's events in the print media. (*New York Times, 2006*). As indicated in Graph 11, both the average number of column inches of text and photo column inches for men were much higher than for women (Table 22).

Table 22. New York Times Print Coverage of 2006 Olympic Winter Games by Column Inches

	Text Column Inches		Photo Column Inches	
	Men	Women	Men	Women
Total	2228.8	1375.2	1917.5	1079.5
Percent	61.8%	38.2%	64.0%	36.0%
Daily Average	131.1	80.9	112.79	63.5

Policy Recommendations

International Olympic and Paralympic Governance

- ◆ The IOC should add women's ski jumping, double luge, four-person bobsled and Nordic combined to the events contested in the 2010 Olympic Winter Games and consider early future admission for other sports and events in which women are not currently participating.
- ◆ The IPC should add women's ice sledge hockey to the 2010 Paralympic Winter Games program and establish a minimum of two players of each gender (currently one) on each five-person mixed team in wheelchair curling.
- ◆ The IOC should provide financial incentives to NOCs that demonstrate measurable progress towards equity in their delegations, training programs and governance structures.
- ◆ The IOC and IPC should allocate financial incentives to IFs in order to increase the number and quality of technical assistance programs provided to NOCs in events in which women are underrepresented. Similar incentives should be offered to those sports not currently included on the Olympic or Paralympic Winter Games calendar for women.
- ◆ The IOC, through its IOC Women and Sport Commission, should produce a quadrennial report that provides reliable data on the participation of women in national and world championship competitions in winter sports and as staff members and members of governance and committee structures in the IOC, the NOCs and the winter sport IFs. Such quadrennial reports should describe and analyze efforts made within the IOC, NOC and IF programs to increase the participation of women as athletes, administrators and members of governance structures. The IPC should establish a Women and Sport Commission that would produce similar reports on women's participation and program evaluation.
- ◆ The IOC should substantially increase its current 20% goal for representation of women on the IOC, NOC and IF governing boards. A goal of 50% would establish a clear vision of gender balance for policy development in sports governance.

United States Olympic and Paralympic Governance

- ◆ The USOC Board of Directors and all USOC committees and task forces should be required to reflect the gender, race, ethnic and disability diversity of the U.S. population. Women, persons of color and disabled persons are underrepresented in U.S. sport as athletes, coaches, trainers, managers, administrators and officials. Achieving diversity and eliminating discrimination must start with a commitment to diversity at the highest levels of decision-making within the U.S. Olympic Movement. The USOC Board of Directors should consider setting minimum standards for NGBs, such as the 20% minimum NOC representation of women requirements adopted by the IOC and, after a reasonable time, increase the goal to 50%.
- ◆ The USOC should institute clear and evidence-based NGB reporting requirements with regard to current patterns and improvements about NGB gender, race and disability. More specifically, the following measures should be considered by the USOC Board of Directors to encourage diversity progress by each NGB:
 - ◆ Require that each NGB complete its quadrennial reporting obligations under the ASA before receiving USOC funding or reimbursement for expenditures.
 - ◆ Require each NGB to have a program in place to increase the participation of women, racial minorities and/or disabled individuals if one or more of these populations are underrepresented. Quadrennial reports on those programs should include reliable participation numbers in each program and evidence-based measures of progress.
 - ◆ Utilize the Women's Sports Foundation and other expert groups to assist the USOC and its NGBs in their efforts to design and implement diversity programs and to identify women, minorities and disabled persons to be recruited for volunteer service or employment.

- ◆ Tie USOC staff performance measures and bonuses to improvements in NGB data collection and program evaluation that take diversity into account.
- ◆ USOC data collection related to race and ethnicity should conform to U.S. census data methodology in order to permit comparative analysis.
- ◆ Each NGB should be required to have a small and diverse Board of Directors with a majority of independent directors. Setting minimum diversity goals with deadlines should be considered.

Appendix A

Report Card Data Analysis

Basic descriptive statistics were generated in order to identify patterns and to make comparisons between the 2006 Olympic and Paralympic Winter Games and future Olympic and Paralympic Winter Games. The “report card” format was developed in order to enable readers to evaluate the level of participation women experienced in the 2006 Olympic and Paralympic Winter Games. Letter grades were calculated and assigned according to the presence of women during the Games. Logically, those areas that achieved substantial proportionality received the highest grades of “A” and “A-.”

Interpreting the Olympic and Paralympic Report Card		
% Points Below Equity	Scale of 100	Grade
0-2	96-100	A
2.1-4	92-95.9	A-
4.1-6	88-91.9	B+
6.1-8	84-87.9	B
8.1-10	80-83.9	B-
10.1-12	76-79.9	C+
12.1-14	72-75.9	C
14.1-16	68-71.9	C-
16.1-18	64-67.9	D+
18.1-20	60-63.9	D
20.1-22	56-59.9	D-
22.1	55.9 or less	F

The grading procedure for this study is based on the assumption that equity exists when the female and male Olympic and Paralympic athletes are provided equal opportunities to participate. For this study, the percentage of female presence was obtained by dividing the female presence by the total presence of athletes (male and female). Then to calculate the Percentage Points Below Equity, we subtracted the percentage of female presence for a particular area from 50%. The closer an area scored to 50% (equal presence of males and females), the lower the Percentage Points Below Equity would be. For example, the number of events for women in the 2006 Olympic Winter Games should be 50% of the total number of events. In fact it was 46.7%, 3.3 points below equity. According to the scale below, a 3.3 would be equal to 6.6 points on a scale of 100 for a score of 93.4, or an A-. A description of the grading procedure appears below.

Category grades were calculated for the 1) International Olympic Committee for inclusion of women in governance structures and Olympic Winter Games female participation; 2) the International Paralympic Committee for inclusion of women in governance structures and Paralympic Winter Games female participation; 4)

National Olympic Committee governance inclusion of women, 3) USOC for inclusion of women in governance structures and Olympic and Paralympic female athlete participation and 4) Media Coverage.

It should be noted that the grading system is based on the assumption that women should participate at a level of 50% of all contestants. It is a limitation of this report card grading exercise that NGBs may be penalized even there were qualifying standards in some events that women did not meet due to injuries or other occurrences that had nothing to do with the level of USOC or NGB athlete support, like entry caps that limit the number of athletes who could compete in events. Conversely, one reason that some teams may have had a higher percentage of women on their teams may have been that their male athletes didn’t qualify for as many events as did the men in other countries. This may be particularly true in the case of the United States, which has the highest number of female Olympic Winter Games competitors, but falls short on the percentage ranking. Attempts should be made in future studies to examine these factors.

The grades (including pluses and minuses) for each area appear here.

Grades for 2006 Olympic and Paralympic Winter Games

International	Points Below Equity	Scale of 100	Grade
2006 Olympic Winter Games Participation			
# of Events for Women	3.4	93.2	A-
# of Women Athletes	11.8	76.4	C+
Category Grade		84.8	B
2006 Paralympic Winter Games Participation			
# of Events for Women	1.7	96.6	A
# of Women Athletes	29.1	41.8	F
Category Grade		69.2	C-
2006 IOC Governance			
# of Women on the Executive Board	43.4	13.2	F
# of Women Members	37	26	F
# of Women on Commissions	35.1	30	F
Category Grade		23.1	F
2006 IPC Governance			
# of Women on the Governing Board	36.7	26.6	F
# of Women on Committees	13	74	C
# of Women on Councils	13.2	73.6	C
Category Grade		58.1	D
2006 IF Executive Committees			
Biathlon	50	0	F
Bobsled	50	0	F
Curling	35.7	28.6	F
Skating	14.7	70.6	C-
Ice Hockey	50	0	F
Luge	25	50	F
Skiing	30	40	F
Category Grade		27	F

International cont.	Points Below Equity	Scale of 100	Grade
2006 National Olympic Committee Governance			
70.7% of NOCs have fewer than 20% women on their governing committees	NA	29.3	F
2006 National Olympic Committee Delegations			
70.6% Delegations with Women	NA	70.6	C-
2006 National Paralympic Committee Delegations			
69.2% Delegations with Women	NA	69.2	C-

United States	Points Below Equity	Scale of 100	Grade
2006 U.S. Olympic Committee Board of Directors			
	22.7	54.6	F
2006 U.S. Olympic Participation			
# Women Athletes	7.8	84.4	B
2006 U.S. Paralympic Participation			
# Women Athletes	30.4	39.2	F
2006 U.S. Olympic/Paralympic Governance			
<i>NGB Boards of Directors (% Female)</i>			
Biathlon	50	0	F
Bobsled	50	0	F
Curling	29.3	41.4	F
Skating	7.1	85.8	B
Ice Hockey	37.5	25	F
Luge	41.7	16.6	F
Skiing	38.5	23	F
Category Grade		27.4	F

United States cont.	Points Below Equity	Scale of 100	Grade
<i>NGB Executive Committees (% Female)</i>			
Biathlon	50	0	<i>F</i>
Bobsled	43.3	13.4	<i>F</i>
Curling	30	40	<i>F</i>
Skating	-5.6	111.2	<i>A+</i>
Ice Hockey	43.7	12.6	<i>F</i>
Luge	41.7	16.6	<i>F</i>
Skiing	16.7	66.6	<i>D+</i>
Category Grade		37.2	<i>F</i>
2006 Media Coverage			
TV	7.3	85.4	<i>B</i>
<i>New York Times</i> Newspaper articles	11.8	76.4	<i>C+</i>
<i>New York Times</i> Newspaper photos	14	72	<i>C</i>
Category Grade		77.9	<i>C+</i>

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