



November 2010

## Women in the 2010 Olympic and Paralympic Winter Games

An Analysis of Participation,  
Leadership and Media Opportunities



## Authorship and Acknowledgments

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<b>Executive Summary</b>	<b>2</b>
International	3
United States	3
<b>Major Findings</b>	<b>4</b>
Major International Findings	4
Major United States Findings	5
<b>Introduction</b>	<b>6</b>
Historical Background of Women's Participation in the Olympic Winter Games	6
Olympic and Paralympic Events that Included No Women in 2010: Ski Jumping, Nordic Combined and Sledge Hockey	6
<b>International Findings</b>	<b>9</b>
Comparison of Olympic and Paralympic Winter Games Male and Female Sports and Medal Events	9
Comparison of 2002, 2006 and 2010 Olympic and Paralympic Winter Games Female and Male Athlete Participation	14
Women in International Sport Governance Structure Leadership Positions	21
<b>United States Findings</b>	<b>25</b>
United States Olympic Committee and U.S. National Sport Governing Body Obligations	25
Comparison of 2002, 2006 and 2010 Olympic and Paralympic Winter Games Female and Male Participation	29
The 2002, 2006 and 2010 Paralympic Winter Games U.S. Participation	32
Women in United States Sport Governance Structure Leadership Positions	35
<b>Media Coverage of the 2010 Olympic Winter Games</b>	<b>37</b>
U.S. Print and TV Coverage of the 2010 Olympic Winter Games	37
<b>Conclusions</b>	<b>42</b>
<b>Policy Recommendations</b>	<b>43</b>
International Olympic and Paralympic Committees	43
United States Olympic and Paralympic Committees	44
<b>References</b>	<b>45</b>

## Executive Summary

The International Olympic Committee (IOC) maintains that the growth of women's participation in the Olympic Movement is one of its major goals. Indeed, the stated goal is: "The IOC encourages and supports 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 in force from July 7, 2007.

The IOC has, over the past decade, made noteworthy attempts to support the inclusion of greater numbers of women in the international sporting scene. At the first Olympic Winter Games held in 1924, 11 women (4.3% of the participants) competed in individual and mixed pair figure skating. Since this time, the number of female winter Olympians and women's events has gradually increased. By 1960, 21.7% of the Winter Games athletes were female. Yet, it took another 34 years until women accounted for more than 30% of the athletes (30.1% in 1994). At the most recent Olympic Winter Games hosted in Vancouver in 2010, 1,043 female athletes, the highest number in Winter Games history, accounted for 40.4% of the athletes. Female Paralympians have not fared nearly as well as their Olympic counterparts, representing only 24.1% of the 2010 Paralympic participants.

The IOC created a Women and Sport Commission and held its 4th IOC World Conference on Women and Sport in 2008. However, the IOC rhetoric has only gained minimal response from the National Olympic Committees, the International Federations and the International Paralympic Committee (IPC)—most of which still struggle to meet the IOC's request that women be represented at a minimal 20% standard in leadership positions. With so few women serving in leadership positions and lack of commitment among the male-dominated leadership, there has been little progress on supporting women as athletes and leaders, from the grassroots, developmental levels all the way to the upper echelons of competitive Olympic and Paralympic sport.

Through the Ted Stevens Olympic and Amateur Sports Act (1978) the United States Olympic Committee (USOC) is prohibited from discriminating on the basis of race, color, religion, age, sex, disability or national origin with regard to participation and leadership opportunities and is mandated to work to expand opportunities for women, women and men of color, and women and men with disabilities. The good news is that female athletes accounted for 43.5% of American athletes at the 2010 Olympic Winter Games in Vancouver, slightly more than the 42.6% American female participation rate at the 2006 Games. Women, however, are underrepresented in leadership positions on the U.S. national sport governing bodies (NGB) for winter sports; currently only one of the eight has a female president, there are no female executive directors of these NGBs, and 23 of the 98 individuals on councils or the boards of directors of the NGBs are women (23.5%).

The USOC exceeds the IOC recommended 20% threshold; four out of the 10 members of the USOC Board of Directors are female (40%). There are 16 additional individuals listed on the USOC website as "Key Executives." This list includes CEO Scott Blackmun and a number of other "Chiefs." Of these individuals, five are female (31.2%). This number also exceeds the 20% threshold set by the IOC.

The opportunity to be an Olympian or Paralympian brings with it numerous rewards. It gives the athlete the chance to secure prize money and lucrative endorsement deals. More importantly, perhaps, is the fact that it gives unprecedented visibility to outstanding, elite female athletes. The millions of young girls and women who watch the Winter Games every four years see stellar role models who inspire sports participation. There are also abundant returns that come to women who serve in a leadership capacity in sport. And, although these women work behind the scenes, they are an integral part of the team, actively advocating for women as athletes. Thus this report will examine the recent past and current

status of women in the Olympic and Paralympic Winter Games as athletic participants and the place of women in the International and U.S. Olympic and Paralympic sport hierarchy.

This report analyzes the representation and participation of women in international and U.S. Olympic organizations. In addition it examines the types and extent of opportunities that are provided for women in administrative and leadership roles within these structures and the chances women have to compete in the Games themselves. This report also assesses the extent to which the IOC, the International Paralympic Committee (IPC) and USOC are fulfilling their stated missions with respect to fairness and gender equity and whether or not legal statutes are being upheld.

This report includes an analysis of:

### **International**

- Participation rates of female and male athletes at the Olympic Winter Games and Paralympic Winter Games with a focus on the 2010 Games.
- The types and extent of women's opportunities for leadership roles in the organizational structures of the International Olympic Committee, National Olympic Committees, the International Paralympic Committee and International Sports Federations.

### **United States**

- Participation rates of female and male athletes in the 2010 Olympic and Paralympic Winter Games.
- The types and extent of women's opportunities for leadership roles in the organizational structures of the U.S. Olympic Committee and the U.S. National Sport Governing Bodies for winter sports.

## Major Findings

### Major International Findings

- 2010 Olympic Winter Games: There were 1,043 women (40.4%) and 1,536 men (59.6%) in 2010, compared with 1,006 women (38.2%) and 1,627 men (61.8%) in 2006, and 886 women (36.9%) and 1,513 men (63.1%) in 2002.
- 2010 Olympic Winter Games: Of 82 total countries, 19 delegations did not send any female athletes, and two delegations did not send any male participants in 2010. In 2006, 80 nations competed, with 20 delegations sending no female athletes and four delegations sending no male participants. In 2002, 77 nations competed, with 22 delegations sending no females and one delegation sending no males.
- 2010 Paralympic Winter Games: There were 121 women (24.1%) and 381 men (75.9%) in 2010, compared with 99 women (20.9%) and 375 men (79.1%) in 2006, and 88 women (21.2%) and 328 men (78.8%) in 2002.
- 2010 Paralympic Winter Games: Of 44 total countries, 10 delegations did not send any female athletes, and four delegations did not send any male athletes. In 2006, 39 nations competed, with 12 delegations sending no female athletes and five delegations sending no male participants. In 2002, 36 nations competed, with 10 delegations sending no females and two delegations sending no males.
- Women's winter Olympic sport participation exceeded 20% for the first time in 1960; however, it dropped over the next two winter Olympiads and did not exceed 20% again until 1972.
- Women are excluded from competition in ski jumping and Nordic combined events.
- The IOC established a 20% threshold for the inclusion of women in the leadership structures within the Olympic Movement to be achieved by 2005.
  - The IOC still has not reached the 20% threshold for the inclusion of women on the IOC (16.6%).
  - There has never been more than one female member of the Executive Board of the IOC at one time.
  - There has never been a female IOC President.
  - Only seven of the 25 IOC commissions meet the 20% threshold. Two of the commissions meet or exceed 50% inclusion of women.
  - Only two women serve as chairs of IOC commissions.
  - The top two leadership positions among the 205 National Olympic Committees (NOCs) continue to be overwhelmingly male-dominated. There

are nine female NOC presidents (4.4%) and 17 female secretary generals (8.3%).

- There are currently no female presidents of winter sport International Federations.
- The IPC President and Vice President are both male. Three of the 10 council members of the IPC are female (30%).
- There has never been a female IPC President.

### **Major United States Findings**

- 2010 Olympic Winter Games: There were 93 women (43.4%) and 121 men (56.6%) on the American Olympic team in 2010, compared with 89 women (42.6%) and 120 men (57.4%) in 2006, and 91 women (42.9%) and 121 men (57.1%) in 2002.
- 2010 Olympic Winter Games: In 2010, the U.S. ranked No. 1 in the number of female athletes in its delegation with 93. However, the U.S. ranked 14th among delegations sending at least 10 athletes in the percentage of female athletes; China was the top-ranked nation with 66.3%. In 2006, the U.S. ranked 10th in percentage of female athletes, with 42.6%, well behind Spain's top-ranked 56.3%.
- 2010 Paralympic Winter Games: There were 13 women (26%) and 37 men (74%) on the American Paralympic team in 2010, compared with 11 women (19.6%) and 45 men (80.4%) in 2006, and 16 women (28.1%) and 41 men (71.9%) in 2002.
- 2010 Paralympic Winter Games: Of the 44 participating nations, the U.S. ranked second in the total number of female athletes participating, but only ranked seventh in terms of the percentage of female athletes among the 18 delegations of at least 10 athletes. In 2006, the U.S. ranked first among delegations for the total number of female athletes and was ranked sixth in percentage of female athletes among delegations of at least 10 athletes.
- The USOC Chair of the Board of Directors (BOD) and CEO are both male.
- The USOC BOD is currently 40% female.
- Only one of eight U.S. NGBs has a female president (U.S. Figure Skating).
- Twenty-one of the 98 individuals on councils or the boards of directors of the NGBs are women (21.4%).
- The Chief of U.S. Paralympics is male.
- There are 18 women on IPC councils (34.6%), but the total percentage of women is down, as the membership of these councils has increased (52 vs. 38 in 2006).

## Introduction

### Historical Background of Women's Participation in the Olympic Winter Games

The International Olympic Committee (IOC) was established by Pierre de Coubertin and a group of 13 men in 1894. One of the reasons de Coubertin started the IOC and the Games was to create a festival where young men could display their athletic prowess. De Coubertin was strongly influenced in his decision to restrict the competitors to men by traditions derived from the ancient Olympic Games as well as contemporary social mores. The first Modern Olympic Games were held in Athens in 1896 and included no female competitors, coaches or officials. Women were included for the first time in the 1900 Games in Paris, in the sports of golf and tennis (Findling & Pelle, 1996). Great Britain's Charlotte Cooper was crowned the first female Olympic champion, in the sport of tennis. As the Games grew in the first third of the 20th century, women were slowly added to the program, performing admirably in swimming, diving and fencing. Stereotypical beliefs about women's limited physical capabilities, as well as cultural acceptance of competitive sport as a display of upper- and middle-class masculinity, were the primary factors resulting in restrictions on women's involvement.

Figure skating, an event now held during the Olympic Winter Games, was first contested in summer at the 1908 Games in London, and then again in 1920 during the Antwerp Games. Women were included as participants in the ladies' figure skating event as well as the mixed pairs event. The Olympic Winter Games were established in 1924. The "International Winter Sports Week" held that year in Chamonix, France, was, in 1925, retroactively named the first Olympic Winter Games. Women made up 11 of 258 participants in these first Winter Games (4.3%). The Games included six sports and 16 events; of these 16 events, women were only included in individual and mixed pairs figure skating. It was not until 1936 that a second sport, Alpine skiing, was added for women. Women continued to be included in all Olympic Winter Games with the percentage of female participants exceeding

20% for the first time in 1960 in Squaw Valley (21.7%), although the percentage of women dipped down below 20% over the next two Winter Olympiads, finally coming back above 20% in the 1972 Games in Sapporo (20.4%). The participation of women exceeded 30% for the first time in 1994 in Lillehammer (30.1%), and the 2006 Winter Games in Turin included 38.2% women participants. Of the events that women currently participate in, 11 were initiated significantly later than the respective men's events, 17 began at the same time as the respective men's events, and two were initiated before the respective men's events. Out of 84 events at the 2006 Games, women did not compete in ski jumping, Nordic combined, four-person bobsled or doubles luge. At the 2010 Games in Vancouver, women did not compete in ski jumping and Nordic combined. Ski cross was introduced for female and male athletes at the 2010 Games.

### Olympic and Paralympic Events that Included No Women in 2010: Ski Jumping, Nordic Combined and Sledge Hockey

Hofman, Vertinsky and Jette (2010; also see Vertinsky, Jette & Hofmann, 2009) have examined the participation of female athletes in ski jumping over the century, including the recent legal challenges by the female ski jumpers filed against the Vancouver Organizing Committee (VANOC) and the IOC. Individual world championships have been conducted since 2009 for women in the sport of ski jumping. The first were at the 2009 Nordic World Ski Championships in Liberec, Czech Republic. Team championships will be held for the first time in 2011. Prior to the 2010 Games, an international group of 15 current and former women ski jumpers sued VANOC in British Columbia Provincial Court, claiming discrimination under Section 15 of the Canadian Charter of Rights and Freedoms. The courts sympathized with the women's case, agreeing that they were being discriminated against, but were unable to support the women's lawsuit as it was determined that the IOC did not fall under the Canadian Charter (Berkes, 2009).

During the 2010 Games a number of articles appeared in the popular media that discussed the exclusion of women from these contests. In an article for Time Magazine, for example, Joe Lamb, the U.S. ski team representative for the International Ski Federation's (FIS) ski jumping committee claimed that "I don't think there's any discrimination going on," suggesting that additional issues were factors in the decision. In the same article, Canadian IOC member Richard Pound cautioned against complaining too vehemently, stating: "If in the meantime you're making all kinds of allegations about the IOC and how it's discriminating on the basis of gender," he warned, "the IOC may say, 'Oh yeah, I remember them. They're the ones that embarrassed us and caused us a lot of trouble of trouble in Vancouver; maybe they should wait another four years or eight years.'" (Suddath, 2010) Many interpreted Pound's remarks as directly intimidating the female ski jumpers.

The inaugural Winter Youth Olympic Games, to be held in 2012 in Innsbruck, Austria, will allow for the inclusion of women in ski jumping, but not in the Nordic combined, which will remain a male-only event ("Innsbruck 2012," 2008). Because women have not been admitted into the Olympic Games as ski jumpers, it is unlikely Nordic combined will be introduced for women until women have established themselves in Olympic ski jumping. A female athlete would have no reason to train in the two different disciplines of ski jumping and cross country skiing in the absence of organized competition combining the two events.

Perhaps in an effort to avoid the controversy of excluding female athletes from a sport, the IPC announced in 2009 that it would allow for one additional roster spot reserved for a female athlete in the sport of sledge hockey. This is similar to their policy for wheelchair rugby, a sport in the summer Paralympic Games. In wheelchair rugby, a roster is comprised of 11 male athletes, but a team may carry 12 athletes if the 12th athlete is a female. At the 2008 Games, three countries included a female athlete on their roster. Wheelchair rugby is considered a mixed

sport due to the inclusion of female athletes. At the 2010 Paralympic Games, no country included a female athlete on its sledge hockey team, and it was not considered a mixed sport.

The exclusion of women from ski jumping heightened the media coverage of women's participation in the 2010 Games. Writing for USA Today, sports columnist Christine Brennan reported that IOC President Jacques Rogge claimed to see 50-50 participation for female and male athletes as his goal. Brennan noted the unlikelihood of this happening due in part to the attitudes of Rogge and other IOC members. Of the chances of 50-50 gender equity occurring in the Olympic Winter Games, Donna Lopiano, president of Sports Management Resources, suggested, "The chances are you're not going to see it (percentage of female athletes) jump up much because he'd (Rogge would) have to add quite a few women's spots at the same time for that to happen." (Brennan, 2010a) Richard Lapchick, chair of the DeVos Sport Business Management Program at the University of Central Florida, echoed Lopiano's sentiment saying, "I'm someone who pays more attention to somebody's actions than what they say. I'm disappointed that his (Rogge's) actions have been the way they've been." Much of the disappointment, at least from the American perspective, has been Rogge's complicit approval of the addition of new sports at the expense of softball; a sport dominated by the United States, which some believe led to its demise at the hands of an IOC member vote. At the 2010 Games, Canada and the United States dominated women's ice hockey, leading some to speculate that women's ice hockey would be the next sport for the IOC to vote out.

Brennan addressed the various inequities between female and male athletics during the 2010 Games, including the habit of IOC members to refer to female athletes as ladies, while male athletes were called men. She wrote, "You have to wonder if there's not some bizarre, 19th century mindset permeating the IOC. It still insists on labeling some women's athletes as 'ladies,' but doesn't return the favor for

the men by calling them ‘gentlemen,’” referring both to the participation of female athletes, as well as IOC membership, which she cited at 15% female (Brennan, 2010a; 2010b). The current IOC member representing the U.S., Anita DeFrantz, expressed her frustration over the lack of female IOC membership, saying, “There are more women participating in the Olympics than ever before, so you would think there would be more women available to run Olympic sports. But they are not getting the opportunity, and it’s shocking, really.” (Brennan, 2010b) Brennan cites the responsibility of the USOC and its governing bodies to rectify the lack of female leadership in sport, suggesting the USOC adopt a “Rooney Rule” (a rule implemented in the National Football League that requires teams hiring a head coach to interview at least one minority candidate for the position) for Olympic sport organizations requiring vacant positions to include at least one female candidate in the interview process (Brennan, 2010b).

These issues of equity in the Olympic Winter Games—the exclusion of women from the sports of ski jumping and Nordic combined, the unequal participation of women in numerous events, the absence of females in governance organization leadership positions and the recent decisions by the IOC to eliminate sports from the offerings for female athletes—are causes of concern for advocates of girls and women in sport.

## International Findings

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

#### Summary of Findings

##### 2010 Olympic Winter Games

- Women competed in 41 (47.7%) of 86 events; there were 38 (44.2%) women's events, 45 (52.3%) men's events and three (3.5%) mixed events (figure skating pairs, ice dancing pairs, doubles luge).
- Women still do not compete in ski jumping, Nordic combined, four-man bobsleigh or doubles luge (although doubles luge is considered a mixed event).
- A total of 258 medals (gold, silver, bronze) were awarded at the 2010 Olympic Winter Games, with females receiving 114 (44.2%), male athletes receiving 138 (53.5%), and female and male skating partners sharing six medals (2.3%).

##### 2010 Paralympic Winter Games

- Women competed in 32 (50%) of 64 events; there were 31 (48.4%) women's events, 32 (50%) men's events and one (1.6%) mixed event (wheelchair curling).
- There were five sports in the Paralympic Winter Games: Alpine skiing, biathlon, cross country skiing, sledge hockey and wheelchair curling. Women did not compete in sledge hockey.
- A total of 192 medals (gold, silver, bronze) were awarded at the 2010 Paralympic Winter Games, with females receiving 93 (48.4%) and male athletes receiving 96 (50%). Male and female athletes in wheelchair curling shared three medals (1.6%).

#### Sports and Medal Events in the Olympic Winter Games

Since the first Olympic Winter Games in 1924, the number of events in which women are permitted to

compete has increased from two (including mixed pairs skating) to 41 (including three mixed events: mixed pairs skating, mixed pairs ice dancing and doubles luge, in which women do not participate, but are technically allowed to participate) (see Table 1 and Graph 1 on following pages). With the number of women's and men's events inching closer to equity, it is especially important to examine the lower rates of female participation. While not participating in men's events does account for a lower percentage of female participation, equally culpable is the number of women and men allowed to compete in their respective sports. For example, in Alpine skiing, there were 130 female athletes (42.2%) and 178 male athletes (57.8%) competing in the same number of Alpine skiing events (five each) (see Table 3 on page 16). Like Alpine skiing, several other sports offer relatively equal participation opportunities: curling (50% female, 50% male), figure skating (49.3% female, 50.7% male), freestyle skiing (49.7% female, 50.3% male), and short track speed skating (50.5% female, 49.5% male). In these sports, the difference in male and female participation is explained by fewer countries entering female athletes, as well as some countries entering more male athletes than female athletes. Other sports account for a serious lack of equitable participation opportunities for women because the IOC imposes lower limits the number of female entries, the most notable being luge (26.9% female, 73.1% male), bobsleigh (26.1% female, 73.9% male) and ice hockey (37.8% female, 62.7% male). Part of the differential for ice hockey is the number of teams admitted, with eight women's teams and 12 men's competing in 2010. Men's teams are also allotted two additional rosters spots for a total of 23 per team, while women have 21 per team.

In addition to fewer participation opportunities, female athletes compete in races with shorter lengths than their male counterparts, contributing to age-old myths about the frailty of women. For example, in Alpine skiing, in all five events, the distances for female athletes are shorter than for male athletes, even in the relay event (see Table 1 on following page).

Table 1. The Number of Olympic Events by Gender, 2010

Sport/Discipline	Women's events	Men's Events	Mixed Events
Biathlon	5 events 7.5km sprint 10km pursuit 12.5km mass start 15km individual 4x6km relay	5 events 10km sprint 12.5km pursuit 15km mass start 20km individual 4x7.5 relay	
Bobsleigh - Skeleton	1 event Women's event	1 event Men's event	
Bobsleigh	1 event Two-man	2 events Two-man Four-man	
Ice Hockey	1 event Women's event	1 event Men's event	
Luge	1 event Singles	1 event Singles	1 event Mixed
Skiing - Snowboard	3 events Half-pipe Parallel giant slalom Snowboard cross	3 events Half-pipe Parallel giant slalom Snowboard cross	
Skiing - Ski Jumping	No women's events	3 events Individual large hill Individual normal hill Team large hill	
Skiing - Alpine Skiing	5 events Downhill Giant slalom Slalom Super combined Super-G	5 events Downhill Giant slalom Slalom Super combined Super-G	
Skiing - Freestyle Skiing	3 events Aerials Moguls Ski cross	3 events Aerials Moguls Ski cross	
Skiing - Nordic Combined	No women's events	3 events Individual large hill and 10km Individual normal hill and 10km Team large hill and 4x5km relay	
Skiing - Cross Country Skiing	6 events 10km interval start 2x7.5km pursuit 30km mass start 4x5km relay Sprint Team sprint	6 events 15km interval start 2x15km pursuit 4x10km relay 50km mass start Sprint Team sprint	
Curling	1 event Women's team	1 event Men's team	

Sport/Discipline	Women's events	Men's Events	Mixed Events
Skating - Speed Skating	6 events 500m 1,000m 1,500m 3,000m 5,000m Team pursuit	6 events 500m 1,000m 1,500m 5,000m 10,000m Team pursuit	
Skating - Short Track Speed Skating	4 events 500m 1,000m 1,500m 3,000m relay	4 events 500m 1,000m 1,500m 5,000m relay	
Skating - Figure Skating	1 event Individual	1 event Individual	2 events Ice dancing Pairs
<b>TOTALS</b>	<b>38 women's events</b>	<b>45 men's events</b>	<b>3 mixed events</b>

This is true for the cross country ski events as well as the distance events in speed skating and the relay event in short track speed skating. Moreover, the starting line for luge is lower for women than for men, so their race course is shorter. Keeping female and male athletes from competing in the same distance races does not allow for any comparison of performances, which appears to be at least one reason why the IOC has been reluctant to add ski jumping to the women's events.<sup>1</sup> Prior to the 2010 Games, ski jumper Lindsey Van (not to be confused with Alpine skier Lindsey Vonn) established the course record on the normal hill at Vancouver, which only some of the male competitors bettered during the Olympic competition ("Van wins," 2009). Van was part of the group of female ski jumpers suing VANOC for entry into the 2010 Games.

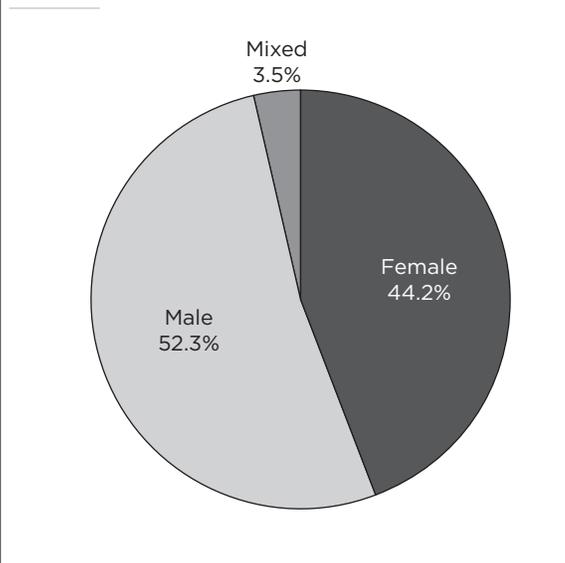
<sup>1</sup> Identical events could lead to comparisons between male and female performances, which, in events where sheer physical strength is not such a distinct advantage, could lead to female competitor's performance being better than her male counterparts'. For example, Olympic shooting has had two instances when this has occurred. In 1976 the United States' Margaret Murdock and Lanny Basham tied in the mixed three position small bore rifle competition. Basham, however, was declared the winner when the International Shooting Union (ISU) decided that he had more consecutive bulls-eyes than his female competitor. Basham was embarrassed and argued there should have been two winners declared and at the medal ceremony invited Murdock to share the podium with him ("U.S. Markswoman," 1976). In the 1992 Games in Barcelona, during the mixed gender skeet shooting event, China's Zhang Shan defeated all the men to win the Olympic event. The ISU then did away with the mixed event (arguing that since so few women ever qualified for the finals of this event it was not appropriate to have it continue as a mixed-gender event). Unfortunately for Zhang she was unable to defend her title in 1996 as the Atlanta Games did not include skeet shooting for women (Beijing 2008).

## Sports and Medal Events in the Paralympic Winter Games

Female and male athletes in the Paralympic Winter Games competed in a total of 64 events, with women competing in 31 women's events and one mixed event (wheelchair curling) (see Graph 2 and Table 2). Ice sledge hockey, the only sport that excludes women in the Paralympic Winter Games, accounted for 117 male participation opportunities (making up 23.3% of all Winter Paralympic athletes). The relatively equitable number of events in the Paralympic Winter Games but alarmingly low percentage of female participation is a result of the unmatched 117 participation opportunities for male athletes in ice sledge hockey and the unequal participation opportunities in the remaining four sports. In wheelchair curling, the rules require each five-person team to have at least one person from each gender on the team. Of the 10 teams in 2010, five teams included one female athlete, and five teams included two female athletes. No team had a majority of female athletes. In Alpine skiing, there were 56 (29.3%) female athletes and 135 (70.7%) male athletes (see Table 3 on page 16).

Distances of races for female and male winter Paralympic athletes differ in the biathlon and cross country skiing, as do the classifications in each event. For example, in biathlon, women compete in the 10km individual race in one classification, sitting. Men compete in the 12.5km individual race in three classifications (sitting, standing and visually impaired).

Graph 1. The Percentage of Gold Medals by Gender at the 2010 Olympic Winter Games



Graph 2. The Percentage of Gold Medals by Gender at the 2010 Paralympic Winter Games

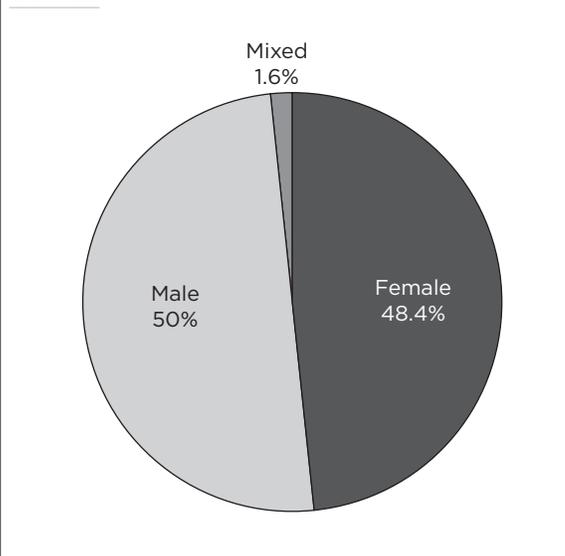


Table 2. The Number of Paralympic Events by Gender in 2010

Sport	Women's events	Men's events	Mixed events
Alpine Skiing	15 events Downhill Giant Slalom Slalom Super Combined Super-G Each event has three classifications: Sitting, Standing, Visually Impaired	15 events Downhill Giant Slalom Slalom Super Combined Super-G Each event has three classifications: Sitting, Standing, Visually Impaired	
Biathlon	6 events 10 km individual (sitting) 12.5km individual (standing, visually impaired) 2.4km pursuit (sitting) 3km pursuit (standing, visually impaired)	6 events 12.5km individual (sitting, standing, visually impaired) 2.4km pursuit (sitting) 3km pursuit (standing, visually impaired)	
Cross Country Skiing	10 events 1km sprint (sitting, standing, visually impaired) 10km (sitting) 15km (standing, visually impaired) 3x2.5 relay (open) 5km (sitting, standing, visually impaired)	10 events 1km sprint (sitting, standing, visually impaired) 10km (sitting, standing, visually impaired) 15km (sitting) 1x4/2x5 relay (open) 20km (standing, visually impaired)	
Ice Sledge Hockey	No events	1 event Men's team	
Wheelchair Curling			1 event Mixed teams
<b>Totals</b>	<b>31 events</b>	<b>32 events</b>	<b>1 event</b>

## Comparison of 2002, 2006 and 2010 Olympic and Paralympic Winter Games Female and Male Athlete Participation

### Summary of Findings

#### Olympic Games

- There were 1,043 women (40.4%) and 1,536 men (59.6%) in 2010, compared with 1,006 women (38.2%) and 1,627 men (61.8%) in 2006, and 886 women (36.9%) and 1,513 men (63.1%) in 2002.
- Of 82 total countries, 19 delegations did not send any female athletes, and two delegations did not send any male participants in 2010. In 2006, 80 nations competed, with 20 delegations sending no female athletes and four delegations sending no male participants. In 2002, 77 nations competed, with 22 delegations sending no females and one delegation sending no males.

#### Paralympic Games

- There were 121 women (24.1%) and 381 men (75.9%) in 2010, compared with 99 women (20.9%) and 375 men (79.1%) in 2006, and 88 women (21.2%) and 328 men (78.8%) in 2002.
- Of 44 total countries participating in 2010, 10 delegations did not send any female athletes, and four delegations did not send any male athletes. In 2006, 39 nations competed, with 12 delegations sending no female athletes and five delegations sending no male participants. In 2002, 36 nations competed, with 10 delegations sending no females and two delegations sending no males.

### The 2002, 2006 and 2010 Olympic Winter Games

As the number of sports and events has increased for women, so has the number of female participants (see Graph 3). The growth of women's participation in the Olympic Winter Games has experienced three stages: during the first period, between 1924 and 1952 (28 years), women's participation increased

by 10%; the second period, between 1952 and 1992 (40 years), women's participation grew by another 10%; the final 10% gain in women's participation came in the third period, between 1992 and 1998 (six years). Since 1998, women's participation in the Olympic Winter Games has been steadily increasing and now stands at its highest percentage of winter Olympic participants (40.4%).

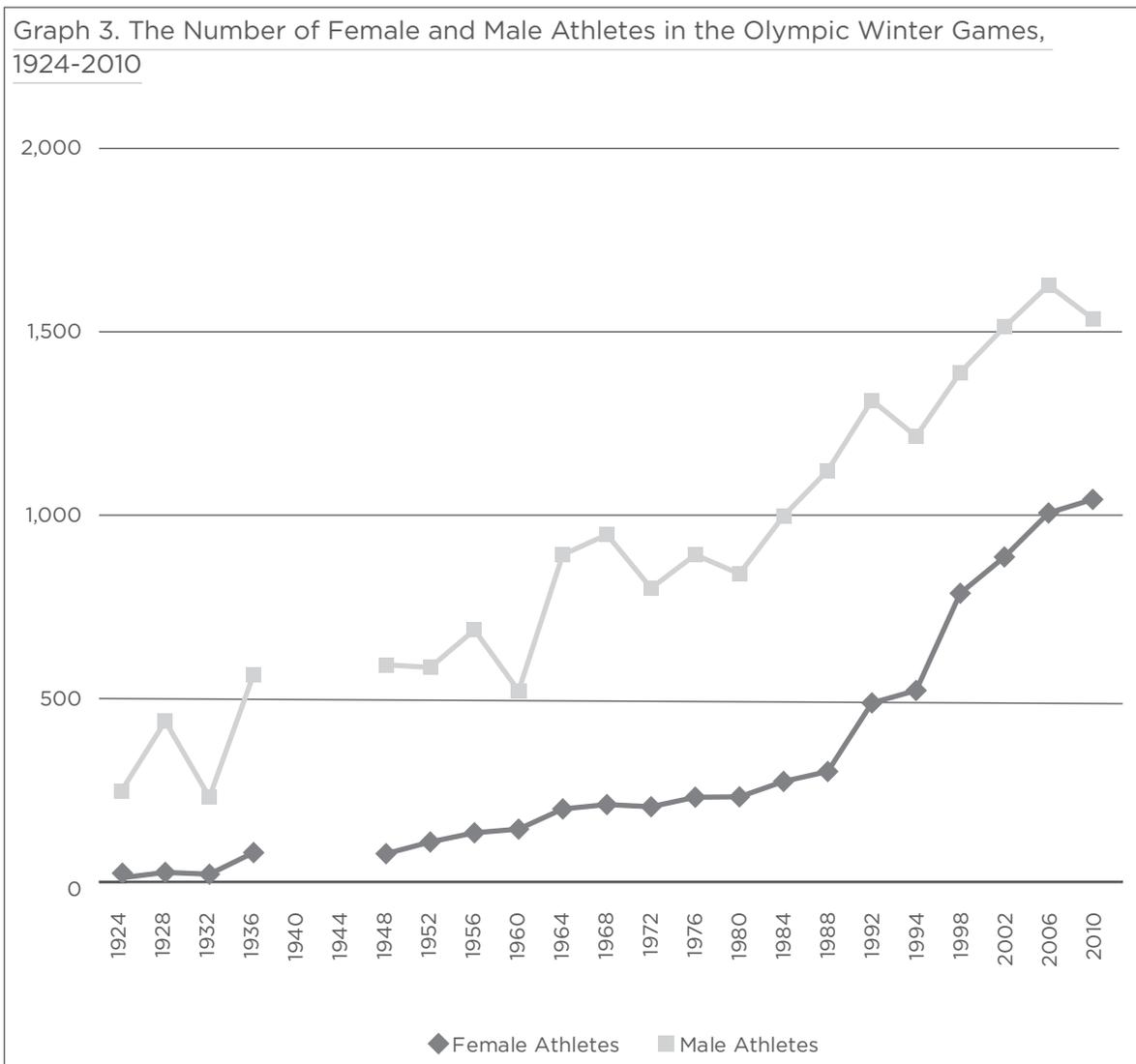
In 2002, 886 women (36.9%) and 1,513 men (63.1%) competed in the Olympic Winter Games. Four years later, the number of women had increased to 1,006 women (38.3%) and 1,627 men (61.7%). At the 2010 Olympic Winter Games, there were 1,043 women (40.4%) and 1,536 men (59.6%). As the number of women increases, the number of men increases, making any gains in percentage of female participation harder to achieve. At the 2010 Games, the number of male athletes decreased (from 1,627 to 1,536), which boosted female percentage without a similar gain in total women participants (increased from 1,006 to 1,043) (see Graph 4 on page 16).

In considering the percentage of sports and events offered to women (46.5%, not including doubles luge, which is considered a mixed event in theory, but not in practice; doubles luge is comprised of two male athletes competing, not a female and male athlete), it would be reasonable to expect men's and women's participation rates to reflect a similar percentage. If the pronounced goal of the IOC to achieve 50-50 participation rates for women and men is to occur, structural changes would be required—namely, the same number of participation opportunities would need to be increased. Whether this is adding an additional sport for women that would not be available to men or allowing women to compete in sports and events they are currently excluded from, the participation opportunities in existing sports would need to be altered to allow for equal participation. For example, as noted earlier, Alpine skiing accounted for 130 women and 178 men, although each gender participated in the same five events. (See Table 3 on page 16 for more percentages)

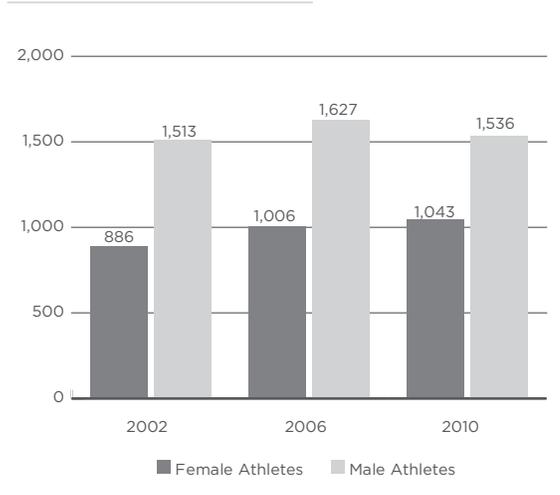
by sport). The Olympic Winter Games include sports and events that involve individual athletes rather than teams. Teams are more prevalent in the summer Games and offer more participation opportunities due to the large rosters required to field teams. Two sports in the Winter Games require a team roster, curling

and ice hockey. The size of an ice hockey squad (21 for females and 23 for males) can certainly impact a country's ratio of female to male athletes if one of the sexes does not field a team. For example, China's female participation exceeded 60% because it fielded a women's ice hockey team with no men's team.

Graph 3. The Number of Female and Male Athletes in the Olympic Winter Games, 1924-2010



**Graph 4. The Number of Participants by Gender in the 2002, 2006 and 2010 Olympic Winter Games**



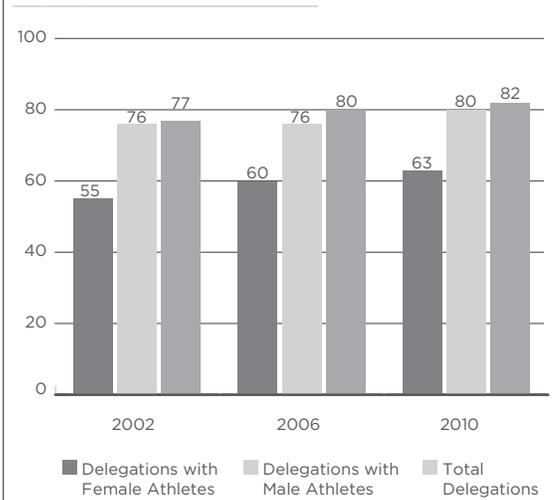
**Table 3. 2010 Olympic Winter Games Athletes by Sport/Discipline**

Sport/Discipline	Females	Males	Totals
Alpine Skiing	130 (42.2%)	178 (57.8%)	308
Biathlon	94 (46.3%)	109 (53.7%)	203
Bobsleigh	42 (26.1%)	119 (73.9%)	161
Cross Country Skiing	128 (44.4%)	160 (55.6%)	288
Curling	50 (50%)	50 (50%)	100
Figure Skating	72 (49.3%)	74 (50.7%)	146
Freestyle Skiing	88 (49.7%)	89 (50.3%)	177
Ice Hockey	168 (37.8%)	276 (62.2%)	444
Luge	29 (26.9%)	79 (73.1%)	108
Nordic Combined	0	52 (100%)	52
Short Track Speed Skating	55 (50.5%)	54 (49.5%)	109
Skeleton	20 (41.7%)	28 (58.3%)	48
Ski Jumping	0	67 (100%)	67
Snowboarding	84 (44.4%)	105 (55.6%)	189
Speed Skating	83 (46.4%)	96 (53.6%)	179
<b>Totals</b>	<b>1,043</b> <b>(40.4%)</b>	<b>1,536*</b> <b>(59.6%)</b>	<b>2,579*</b>

\*Haralds Silovs, Latvia, participated in both short track speed skating and speed skating. Silovs was counted in the totals for each sport, but was not counted twice for the total number of male athletes and total number of 2010 winter Olympians.

In 2010, there were 82 participating countries in the Olympic Winter Games. Thirty-three delegations had at least 10 athletes (see Graph 5). Nineteen countries (Albania, Algeria, Bermuda, Cayman Islands, Ethiopia, Ghana, India, Jamaica, Mexico, Montenegro, Morocco, Nepal, Pakistan, Portugal, San Marino, Senegal, South Africa, Chinese Taipei and Tajikistan) sent no female athletes, and two countries (Colombia and Hong Kong) each sent only one woman and no male athletes. Every country that failed to send at least one female athlete only sent one or two male athletes to the Winter Games, with the exception of India, which sent three male athletes. For the first time ever, Iran sent a female athlete (Alpine skiing) to the Winter Games. This failure to send a female athlete to the Winter Games is the result of three possible explanations: the country wants to at least participate in the Games and sends one male rather than one female; religious discrimination, which has been the main reason attributed to several countries that have failed to send a female athlete to the summer Olympic Games; or these countries do not compete in the Olympic Winter Games, in part because of geographical reasons that prohibit them from being competitive in winter Olympic sports.

**Graph 5. The Number of Delegations by Gender in the 2002, 2006 and 2010 Olympic Winter Games**



Of the 33 delegations made up of 10 athletes or more, the number of female athletes and the percentage of female athletes were assessed (see Tables 4-7).

The United States (93), Canada (83) and Russia (81) had the delegations with the largest number of female participants. Russia, however, was the only one of the three delegations to rank among the top 10 delegations in terms of percentage of females in the delegation, ranking eighth. China brought 61 female athletes (ranked fourth among delegations in terms of number of women) and was the top-ranked nation for percentage of female participants (66.3%). Only four other countries exceeded 50% in terms of female participation: Hungary (60%), Netherlands (53.1%), Australia and Denmark (both at 50%).

Among the 33 delegations of 10 or more athletes, Bulgaria, Croatia and New Zealand were the delegations with the lowest number of female athletes in their delegation, with seven for each. Several countries failed to achieve 40% female participation, with Latvia being the country with the worst percentage of female participants (of delegations with 10 or more athletes) with 15.5%. Surprisingly, France, which ranked 10th in terms of total number of female participants, was among the worst delegations in terms of percentage of female participation, ranked sixth among the 10 worst delegations with 25.6%. This was true for Italy as well, which ranked ninth in total number of female participants, but was ranked ninth among the 10 worst delegations in terms of percentage of female participation.

**Table 4. The 2010 Olympic Winter Games: Top 10 Delegations by Number of Women**

Rank	Country	Number of Female Athletes
1.	United States	93
2.	Canada	83
3.	Russia	81
4.	China	61
5.	Switzerland	58
6.	Germany	56
7.	Sweden	46
8.	Japan	45
9.	Italy	40
10.	France	37

**Table 5. The 2010 Olympic Winter Games: Top 10 Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)**

Rank	Country	Percentage	Number of Female Athletes
1.	China	66.3%	61
2.	Hungary	60%	9
3.	Netherlands	53.1%	17
T4.	Australia	50%	19
T4.	Denmark	50%	9
6.	Japan	48.4%	45
7.	Great Britain	46.2%	24
T8.	Russia	45.5%	81
T8.	Ukraine	45.5%	20
10.	Poland	44.7%	21

**Table 6. The 2010 Olympic Winter Games: 10 Worst Delegations by Number of Women (of delegations comprised of 10 or more total athletes)**

Rank	Country	Number of Female Athletes
T1.	Bulgaria	7
T1.	Croatia	7
T1.	New Zealand	7
T4.	Romania	8
T4.	Spain	8
T6.	Denmark	9
T6.	Hungary	9
T6.	Latvia	9
9.	Estonia	13
10.	Belarus	14

**Table 7. The 2010 Olympic Winter Games: 10 Worst Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)**

Rank	Country	Percentage	Number of Female Athletes
1.	Latvia	15.5%	9
2.	Czech Republic	23.9%	22
3.	Norway	25.5%	25
4.	Romania	32.1%	8
5.	Austria	35.5%	27
6.	France	35.6%	37
T7.	Finland	36.2%	34
T7.	Slovenia	36.2%	17
9.	Italy	36.7%	40
10.	Bulgaria	36.8%	7

## The 2002, 2006 and 2010 Paralympic Winter Games

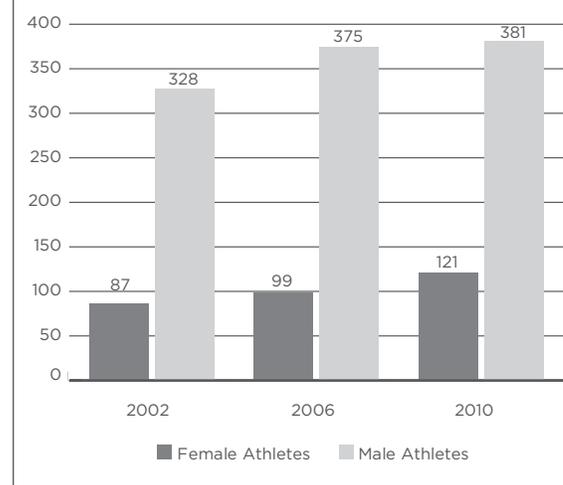
As the number of sports and events has increased for women, so has the number of female participants (see Graph 6).

At the 2010 Paralympic Winter Games, women achieved their highest total with 121 female participants, accounting for 24.1% of all athletes. In 2006, 99 women participated, up from 87 women in 2002. There were 381 male athletes participating in 2010, an increase from the 375 male athletes in 2006 and 328 male athletes in 2002. In 2002, 886 women (36.9%) and 1,513 men (63.1%) competed in the Olympic Winter Games. Both female and male athletes enjoyed an increase in total participants, though female percentage increased to 24.1% (up from 21.2% in 2002 and 20.9% in 2006), while male percentage dropped slightly from 78.8% in 2002 and 79.1% in 2006 to 75.9% in 2010, nowhere near equity for female and male Paralympic winter athletes.

Considering the number of sports and events offered to women (50%, including wheelchair curling, a mixed sport in the Paralympic Winter Games), it is reasonable to expect women's participation rates would reflect a similar percentage. If the IPC hopes to achieve 50-50 participation rates for women and men, structural changes would be required—namely, the same number of participation opportunities would need to be increased. Whether this is adding an additional sport for women not available to men or allowing women to compete in sports and events they are currently excluded from, the participation opportunities in existing sports would need to be altered to allow for equal participation. For example, as noted earlier, ice sledge hockey accounts for 23.3% of all Paralympic athletes, accounting for 117 male participation opportunities not available to female athletes. Other sports, which offer the same number of events, also account for the discrepancy in female and male participation rates (see Table 8 for more percentages by sport).

Both female and male participation in the Paralympic Winter Games peaked in 1998, when 121 women accounted for 21.6% of the total athletes. Male athletes, totaling 440, made up the remaining 78.4% in 1998 (see Graph 7). It took three more Winter Games and 12 years for women to equal that 121 total. While 2010 marks the highest percentage of female athletes ever in the Paralympic Winter Games, it should be noted that in the second Paralympic Winter Games held in 1980, 70 women accounted for 23.4% of the total 299 athletes. Since the inception of the Paralympic Winter Games in 1976, female athlete participation has been between 18.9% (at the first Games in 1976) and 24.1% (at the 2010 Games), indicating a paltry 5.2% increase over 36 years of Paralympic Winter Games competition.

Graph 6. The Number of Participants by Gender in the 2002, 2006 and 2010 Paralympic Winter Games



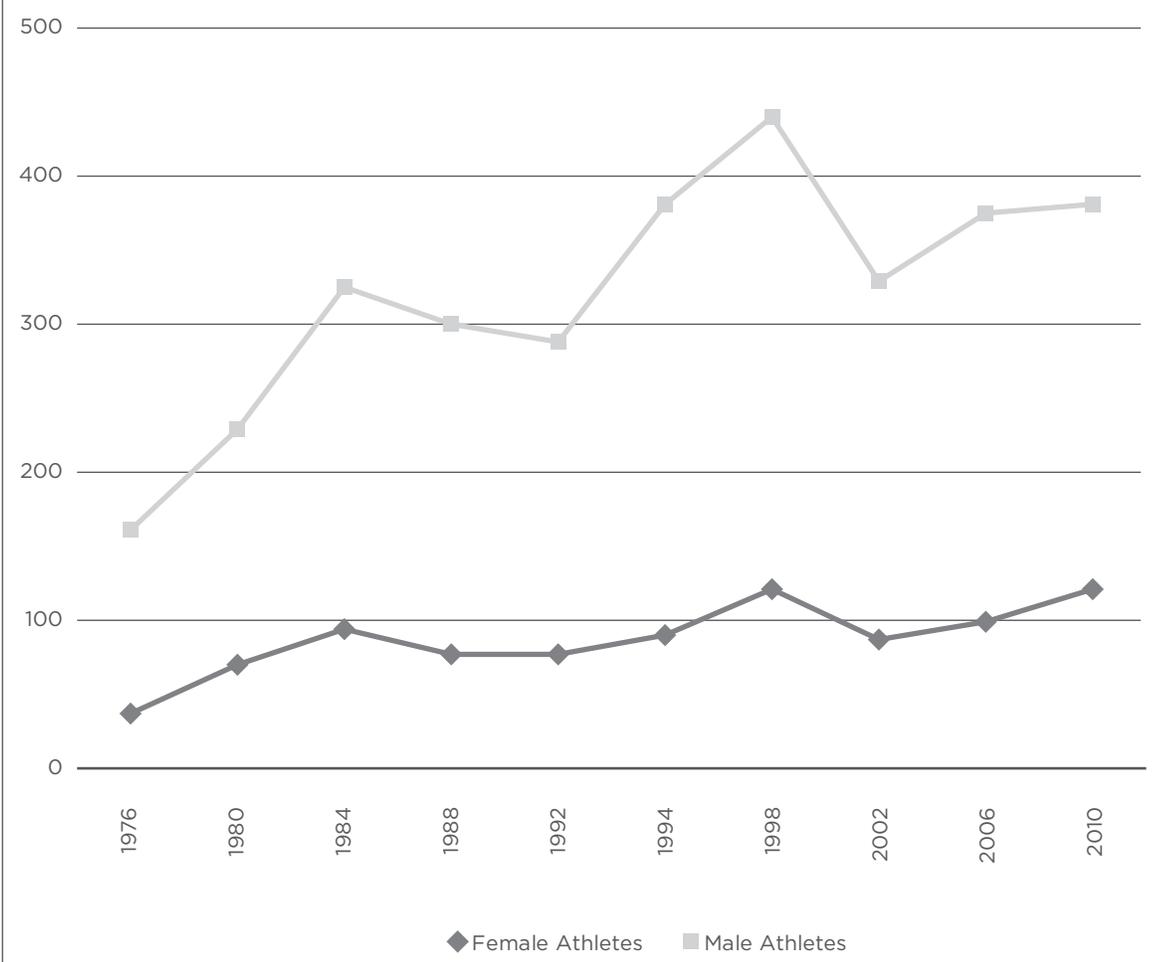
**Table 8. 2010 Paralympic Games Athletes by Sport/Discipline**

Sport	Female Athletes	Male Athletes	Total Athletes
Alpine Skiing	56	135	191
Biathlon	34*	61*	95*
Cross Country Skiing	49*	93*	142*
Ice Sledge Hockey	0	117	117
Wheelchair Curling	15	35	50
<b>Totals</b>	<b>121*</b>	<b>381*</b>	<b>502*</b>

\*Every biathlete was also entered and competed in cross country skiing, but was only counted once in the total numbers. Source: International Paralympic Committee website. ([www.paralympic.org](http://www.paralympic.org))

In 2010, 44 delegations participated, with 12 countries (Argentina, Bosnia-Herzegovina, Chile, Iran, Kazakhstan, Mexico, Mongolia, Netherlands, New Zealand, Serbia, South Africa and Spain) sending no women and four (Belgium, Denmark, Iceland and Romania) sending no men. Every team that failed to send a female athlete only sent one or two male athletes. Similarly, teams that failed to send a male athlete only sent a team of one or two female athletes. In 2006, 39 delegations participated, with 12 sending no women and five sending no men. In 2002, 36 delegations participated, with 10 sending no women and two sending no men (See Graph 8 on following page).

**Graph 7. The Number of Female and Male Athletes in the Paralympic Winter Games, 1976-2010**

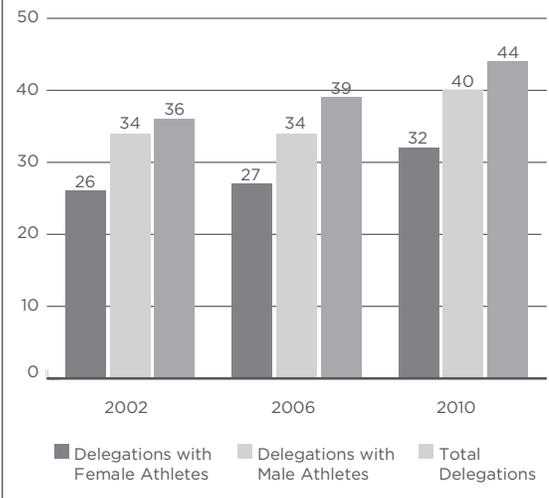


Canada led the delegations in the number of total female athletes with 14. The United States was ranked second with 13, Russia brought 12, and Japan and Ukraine both brought eight female athletes. The top three countries in the number of female Paralympians were also the top three countries in terms of the number of female athletes on their respective Olympic teams. Despite bringing the most female Paralympians, Canada ranked only fifth in terms of the percentage of female participation with 31.1%. No country brought a delegation that had female participation above 43%, with Ukraine ranked at the top of the list with 42.1% (see Tables 9 and 10).

The Czech Republic brought only one female athlete, making it the country with the lowest number of female participants for delegations of 10 or more athletes. Australia and the Republic of Korea followed behind with two each and Austria, Norway, Slovakia and Sweden bringing three a piece. The Czech Republic had the lowest percentage of female participants with 5.6%. The Republic of Korea ranked second to the lowest in terms of the percentage of female participation at 8%, Norway was third with 11.1%, Sweden was fourth with 12%, and Austria was ranked fifth with 17.8% (see Tables 11 and 12).

There are several factors to consider when examining which countries are more successful in bringing larger teams and more women in their delegations. The escalating costs of technology required for Paralympic sport participation leaves many poor countries and individuals unable to participate. Thus, the dominance of the United States in the Paralympic Games may be largely a result of access to technology. Access to technology may also be directly tied to the sponsorship of many Paralympic training programs by the military, which supports rehabilitation programs for wounded soldiers and prepares the former soldiers in a variety of Paralympic sports, both summer and winter. Moreover, the stigma associated with disability in many countries, and the resulting lack of recreation and sport opportunities at any level, play a role in the disparity between nations.

**Graph 8. Number of Delegations Sending Women to the 2002, 2006 and 2010 Paralympic Winter Games**



**Table 9. The 2010 Paralympic Winter Games: Top Five Delegations by Number of Women**

Rank	Country	Number of Female Athletes
1.	Canada	14
2.	United States	13
3.	Russia	12
T4.	Japan	8
T4.	Ukraine	8

**Table 10. The 2010 Paralympic Winter Games: Top Five Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)**

Rank	Country	Percentage	Number of Female Athletes
1.	Ukraine	42.1%	8
2.	Great Britain	41.7%	5
3.	Russia	38.7%	12
4.	Switzerland	33.3%	5
5.	Canada	31.1%	14

Table 11. The 2010 Paralympic Winter Games: Five Worst Delegations by Number of Women (of delegations comprised of 10 or more total athletes)

Rank	Country	Number of Female Athletes
1.	Czech Republic	1
T2.	Australia	2
T2.	Republic of Korea	2
T4.	Austria	3
T4.	Norway	3
T4.	Slovakia	3
T4.	Sweden	3

Table 12. The 2010 Paralympic Winter Games: Five Worst Delegations for Women Relative to Their Male Delegations (of delegations comprised of 10 or more total athletes)

Rank	Country	Percentage	Number of Female Athletes
1.	Czech Republic	5.6%	1
2.	Republic of Korea	8%	2
3.	Norway	11.1%	3
4.	Sweden	12%	3
5.	Austria	17.8%	3

## Women in International Sport Governance Structure Leadership Positions

### Key International Findings

- The IOC, at 16.6%, has still not reached the 20% threshold it established for the inclusion of women on national and international Olympic-related boards and commissions.
- Only seven of the 25 IOC Commissions meet the 20% threshold. Two of the commissions meet or exceed 50% inclusion of women.
- There are currently no female presidents of winter sport International Federations.

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

Established in 1894, the IOC has grown from 13 members (all male) at its founding to its current composition, which can range between 110 and 115 members. Members are drawn from a general pool of individuals from each of its member countries that have National Olympic Committees (the largest percentage of members), International Federations and active athletes. The IOC is responsible for all phases of the summer and winter Olympic Games and the maintenance of the Olympic Movement. Historically women have been included slowly as members of the IOC. Finland's Pirjo Haggman and Flor Isava-Fonseca of Venezuela were added as members in 1981, and Fonseca was the first woman elected to the IOC Executive Board in 1990. The first female IOC vice president was Anita DeFrantz (USA), elected in 1997. Gunilla Lindberg of Sweden was the second woman to be elected to the vice presidency, in 2004.

As of April 23, 2010, there were 114 members of the IOC. There were an additional 28 honorary members and one honor member. Nineteen of the 114 members

are women (16.7%), four of the honorary members are women (14.3%), and the one honor member is male.

In addition, all eight of the IOC presidents have been male. IOC members are currently required to be re-elected every eight years. The process brings forth approximately two dozen members who have been screened by the Executive Committee, and they are voted on as a bloc.

The Executive Board of the IOC is presently composed of the president, four vice presidents and 10 members. Currently there is only one woman on the Executive Board: Nawal El Moutawakel of Morocco (6.7%). There has never been more than one female member on the Executive Board at any given time.

#### **Commissions**

There are a total of 25 commissions that are responsible for the all of the operations of the IOC. Two commissions have at least 50% female members, Athletes (50%) and Women and Sport (56.7%). Five other commissions meet or exceed the 20% threshold—Juridicial (20%), Medical (30%), Nominations (25%), 2012 Coordination (25%) and the newly formed Entourage Committee (40%). Seventeen commissions do not meet the 20% threshold; this includes nine commissions with one or no women members. Only two women serve as chairs of three of these commissions (12%): Anita DeFrantz (Women and Sport) and Nawal El Moutkwatel (Evaluation and Rio de Janeiro 2016 Coordination). There are five vice chairs of commissions, all of whom are male. There are a total of 358 members on these commissions, 62 of whom are female (17.3%).

The daily administration of the IOC is the purview of the director general, who, under the authority of the president, manages it with the assistance a group of directors/coordinators, who are responsible for the day-to-day operations of the commissions. The current director general is male, Urs Lacotte. Of the 25 director or coordinator positions listed in March 2010, only two were filled by women (4.3%). In late April 2010 the names of these individuals were no longer

available on the IOC website, and only the title of the position remained (IOC Commissions, 2010).

#### **National Olympic Committees (NOCs)**

There are currently 205 National Olympic Committees (NOCs). These are the groups that are recognized by the IOC to organize Olympic teams in their respective countries. According to IOC data from 2007 (the most current data on the IOC website as of the publication of this report), 62 of the then-current 192 NOCs (32.3%) had achieved the 20% threshold of female participation on their executive committees as established by the IOC; 148 (77.1%) had met the 10% standard, while 182 (94.8%) had at least one woman involved at the leadership level. This means that 10 NOCs (5.2%) included no women at all in their leadership ranks (Women in the Olympic Movement, 2007). There were a total of 24 female presidents and secretary generals of NOCs (4th IOC World Conference on Women and Sport, 2008).

On the International Olympic Committee website ([www.olympic.org](http://www.olympic.org)) the NOCs are broken up into five regions: Association of National Olympic Committees of Africa (ANOC), Pan American Sports Organisation (PASO), Olympic Council of Asia (OCA), European Olympic Committees (EOC) and Oceania National Olympic Committees (ONOC). Each of these five regional associations has a president and secretary general listed, there were no women among these 10 position holders as of March 2010.

A review of data available on the IOC website as of March 2010 was conducted of the gender of the two main leaders for each of the 205 NOCs. These people are called the president (sometimes the director) and the secretary general (sometimes the chief executive officer). Across all NOCs there are a total of 204 presidents (one NOC is currently suspended—Kuwait) and 203 secretary generals (one suspended NOC and one NOC, Lesotho, does not list a secretary general). Of the presidents there are nine women (4.4%), and there are 17 female secretary generals (8.4%). Only two NOCs (1.0%) have all-female leadership teams—

Zambia and Lesotho (female president, currently no secretary general). Twenty-three NOCs (11.3%) have one female leader, and 179 NOCs (87.7%) have all-male leadership teams. The IOC needs to update its leadership numbers from the executive committees of the NOCs as the most recent data is from 2005 (published in 2007). Although a number of countries are coming closer to the IOC standard of 20% in their committee structures, the upper echelon of leadership continues to be overwhelmingly dominated by men.

### **International Sports Federations (IFs)**

The role of the International Sports Federations (IFs) is to organize the various sports on the Olympic program and conduct world championships. The leader of these IFs is called the president in most cases, and sometimes the secretary general. There are a total of seven winter sport IFs: International Ski Federation (FIS), International Biathlon Union (IBU), International Bobsleigh and Tobogganing Federation (FIBT), World Curling Federation (WCF), International Skating Union (ISU), International Ice Hockey Federation (IIHF) and the International Luge Federation (FIL).

There are currently no female presidents of winter sport IFs. Two of the seven IF secretary generals are female (28.6%). In addition there are a total of 17 vice presidents listed, two of whom are female (11.8%). Of the total number of IF council members listed across the seven IFs (43), six are female (14%). Thus only the secretary general positions exceed the IOC standard of 20%. The FIS (5.6%), the WCF (14.2%) and the FIL (14.2%) currently include only one woman on their leadership teams. The FIBT includes no women on its leadership team.

### **Women in International Paralympic Committee Leadership Positions**

The governing board of the IPC is comprised of a president and vice president, both of whom are male; 10 members at large, three of whom are female (30%); an athlete's representative—currently male; and a chief executive officer, also male.

There are 165 National Paralympic Committees. As are the NOCs, they are broken up into the same five regional associations. All five of the regional organizations have male presidents.

There are three Paralympic Winter Sport Technical Committees: IPC Alpine Skiing Sport Technical Committee, IPC Ice Sledge Hockey Sport Technical Committee, and the IPC Nordic Skiing Sport Technical Committee. In addition, the World Curling Federation (WCF) oversees Paralympic as well as traditional Olympic competition in curling. The WCF (14.2%) currently includes only one woman on its leadership team. One of the three technical committees (Alpine skiing) has a female chair (33.3%), and one (33.3%) has a female vice chair (Nordic skiing), both exceeding the IOC's 20% threshold. There are a total of 12 council members across the three technical committees, and only one of these members is female (16.7%).

There are five councils of the IPC. Two of the chair positions for these councils are vacant, three are held by men and none by women. Of the 53 members on these councils, 18 are female (34%).

Of the 11 IPC committees, three are chaired by women (30%), seven by men (70%), and one chair position is vacant. There are a total of 48 member positions available on these committees, with 27 of these seats vacant (56.2%). Of the filled positions, six members are female (28.6%) and 15 are male (71.4%).

Of the four winter sports council representatives (these are members of the committees of the IPC), one is female (wheelchair curling) (25%).

### **IPC Management Team**

The IPC Management Team, headquartered in Bonn, Germany, is led by a male CEO. There are a total of 41 employees listed on the IPC Headquarters and Management Team. Twenty-four of these employees are female (58.5%). Of the 25 employees listed as “managers” or “coordinators,” 12 are female (48%). The IPC staff exceeds the 20% threshold established by the IOC and gender equity.

### **Changes from 2006 Olympic Winter Games Report (International)**

- IOC: In 2005, 15 out of the 116 members of the IOC were female; as of May 1, 2010, 19 out of 114 members were female.
- The IOC Executive Committee still has only one female member; there has been no change in this number since 2006.
- IPC Governing Body: There are three female members, up from two in 2006.
- IPC Councils: There are 18 women on IOC councils (34.6%), up from 14 total women in 2006, but the total percentage of women is down as there are now more members on these councils (52 vs. 38 in 2006).
- IPC Committees: Women take up only six slots on IPC committees, down from the 17 positions in 2006. However, 27 seats are currently vacant (as of May 1, 2010).

## United States Findings

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

#### Key United States Findings

- The USOC Chair of the Board of Directors (BOD) and CEO are both male.
- The USOC BOD is currently 40% female.
- Only one of eight U.S. NGBs has a female president (USFSA).

#### Summary of Findings

Currently more progress is needed for the USOC to fully meet the ideals and spirit of the Ted Stevens Olympic and Amateur and Sports Act. Participation numbers for women in the Olympic Winter Games has grown to 43.5%. However, participation opportunities for female athletes are much lower in the Paralympic Winter Games at 26%. Additionally, more work is needed to improve the representation of women on leadership roles within the USOC, USPC, the NGBs and their various committees. While strides have been taken to ensure that leadership opportunities, by and large, have met the 20% standard set by the IOC, they still remain below 50%.

#### The Ted Stevens Olympic and Amateur Sports Act (ASA)

“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’ or ‘ASA’) 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 handle 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 ethnic minority groups and individuals with disabilities. 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, individuals with disabilities 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 female and male 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 individuals with disabilities. Sec. 220524(6) states 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 ASA 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 USOC is required to provide data of its progress on gender, race and disability in participation and leadership settings. The 2000 and 2004 data has been released in a limited manner. The 2008 report is available on the USOC website. Entitled the United States Olympic Committee Report to the President and Congress for the Period of 2005-2008, it provides an examination of some of the data required by the Ted Stevens Olympic and Amateur Sports Act. In the section on diversity, an examination of gender is included. According to the report, "Both the USOC and the NGBs have seen generally improving trends when it comes to engaging and employing women, individuals with disabilities, and racial and ethnic minorities." (USOC Report, 2009, p. 3-4). The "gender profile" provided in the USOC report is as follows on Tables 13 and 14 on the following pages.

Table 13: USOC Staff Gender Profile

	Male	Female	Total
<b>Executive/Senior Level Officials &amp; Managers</b>			
USOC Staff	14	5	19
Percent within group	73.7%	26.3%	
Percent of Total	3.2%	1.2%	
<b>First/Mid-Level Officials &amp; Managers</b>			
USOC Staff	59	62	121
Percent within group	48.8%	51.2%	
Percent of Total	13.6%	14.3%	
<b>Professionals</b>			
USOC Staff	47	27	74
Percent within group	63.5%	36.5%	
Percent of Total	10.8%	6.2%	
<b>Technicians</b>			
USOC Staff	2	0	2
Percent within group	100%	0%	
Percent of Total	0.5%	0%	
<b>Sales Workers</b>			
USOC Staff	0	0	0
Percent within group			
Percent of Total			

<b>Administrative Support Workers</b>			
USOC Staff	19	86	105
Percent within group	18.1%	81.9%	
Percent of Total	4.4%	19.9%	
<b>Craft Workers</b>			
USOC Staff	16	1	17
Percent within group	94.1%	5.9%	
Percent of Total	3.7%	0.2%	
<b>Operatives</b>			
USOC Staff	8	5	13
Percent within group	61.5%	38.5%	
Percent of Total	1.8%	1.2%	
<b>Laborers and Helpers</b>			
USOC Staff	0	0	0
Percent within group			
Percent of Total			
<b>Service Workers</b>			
USOC Staff	48	34	82
Percent within group	58.5%	41.5%	
Percent of Total	11.1%	7.8%	
<b>USOC Staff Count</b>	<b>213</b>	<b>220</b>	<b>433</b>
<b>USOC Staff Percent</b>	<b>49.2%</b>	<b>50.8%</b>	

Source: *United States Olympic Committee Report to the President and Congress for the Period of 2005-2008*, p. 16. [Percentages within categories were calculated by the authors.]

	Male	Female	Total
Board of Directors Count	6	4	10
Board of Directors Percent	60%	40%	
Audit Committee Count	2	1	3
Audit Committee Percent	66.7%	33.3%	
Compensation Committee Count	1	3	4
Compensation Committee Percent	25%	75%	
Ethics Committee Count	2	3	5
Ethics Committee Percent	40%	60%	
Nominating/Governance Committee Count	3	2	5
Nominating/Governance Committee Percent	60%	40%	

*Source: United States Olympic Committee Report to the President and Congress for the Period of 2005-2008, p. 17.*

The total staff across the USOC reflects gender equity, with a staff that is 50.8% female. However, the greatest percentage of women works as Administrative Support Workers (19.86% of the total workers and 81.9% of the total within that group).

## Comparison of 2002, 2006 and 2010 Olympic and Paralympic Winter Games Female and Male Participation

### Olympic Games

- 2010 Olympic Winter Games: There were 93 women (43.5%) and 121 men (56.5%) on the American Olympic team in 2010, compared with 89 women (42.6%) and 120 men (57.4%) in 2006 and 91 women (42.9%) and 121 men (57.1%) in 2002.
- 2010 Olympic Winter Games: In 2010, the U.S. ranked No. 1 in number of female athletes in its delegation with 93. The U.S. ranked 14th in terms of the percentage of female athletes among the 33 countries sending at least 10 athletes. In 2006, the U.S. ranked 10th in percentage of female athletes.

### Paralympic Games

- 2010 Paralympic Winter Games: There were 13 women (26%) and 37 men (74%) on the American Paralympic team in 2010, compared with 11 women (19.6%) and 45 men (80.4%) in 2006, and 16 women (28.1%) and 41 men (71.9%) in 2002.
- 2010 Paralympic Winter Games: Of the four participating nations, the U.S. ranked second in the total number of female athletes participating, but ranked only seventh in terms of the percentage of female athletes among the 18 delegations of at least 10 athletes. In 2006, the U.S. ranked first among delegations for total number of female athletes and was ranked sixth in the percentage of female athletes among delegations of at least 10 athletes.

Despite bringing the most women to the 2010 Olympic Winter Games, the American team was ranked 14th among the 33 delegations with 10 or more athletes in terms of the percentage of female athletes, with 43.5%. Female and male participation for the U.S. has remained steady over the last three Olympiads, and continues to fall short of equitable participation (see Graphs 9 and 10). However, the difference of

28 athletes between the two genders for the 2010 Games is largely a result of structural inequities of the Games — namely, men’s hockey rosters have two additional spots; women do not compete in ski jumping and Nordic combined, accounting for several roster spots that cannot be matched; and four-men bobsleigh accounts for additional unmatched female opportunities (see Table 15 on the following page). If the IOC rectified these structural inequities, the number of women athletes competing could approach the stated 50-50 goal, but until then the U.S. is technically unable to change the stagnant numbers (60-40) due to the absence of these additional roster spots, sports and events that makes it impossible for women to gain ground in achieving equity.

Graph 9. U.S. Female and Male Participation in the 2002, 2006 and 2010 Olympic Winter Games

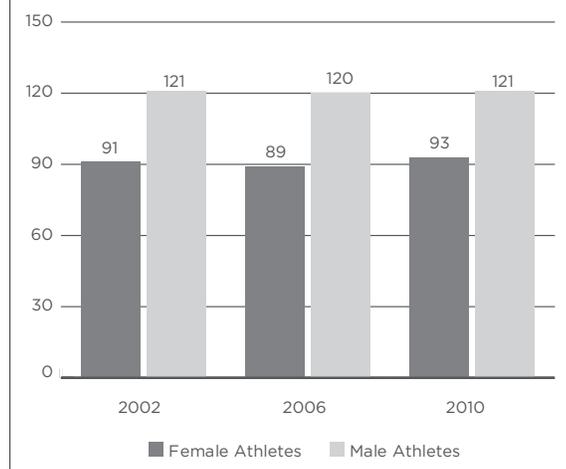
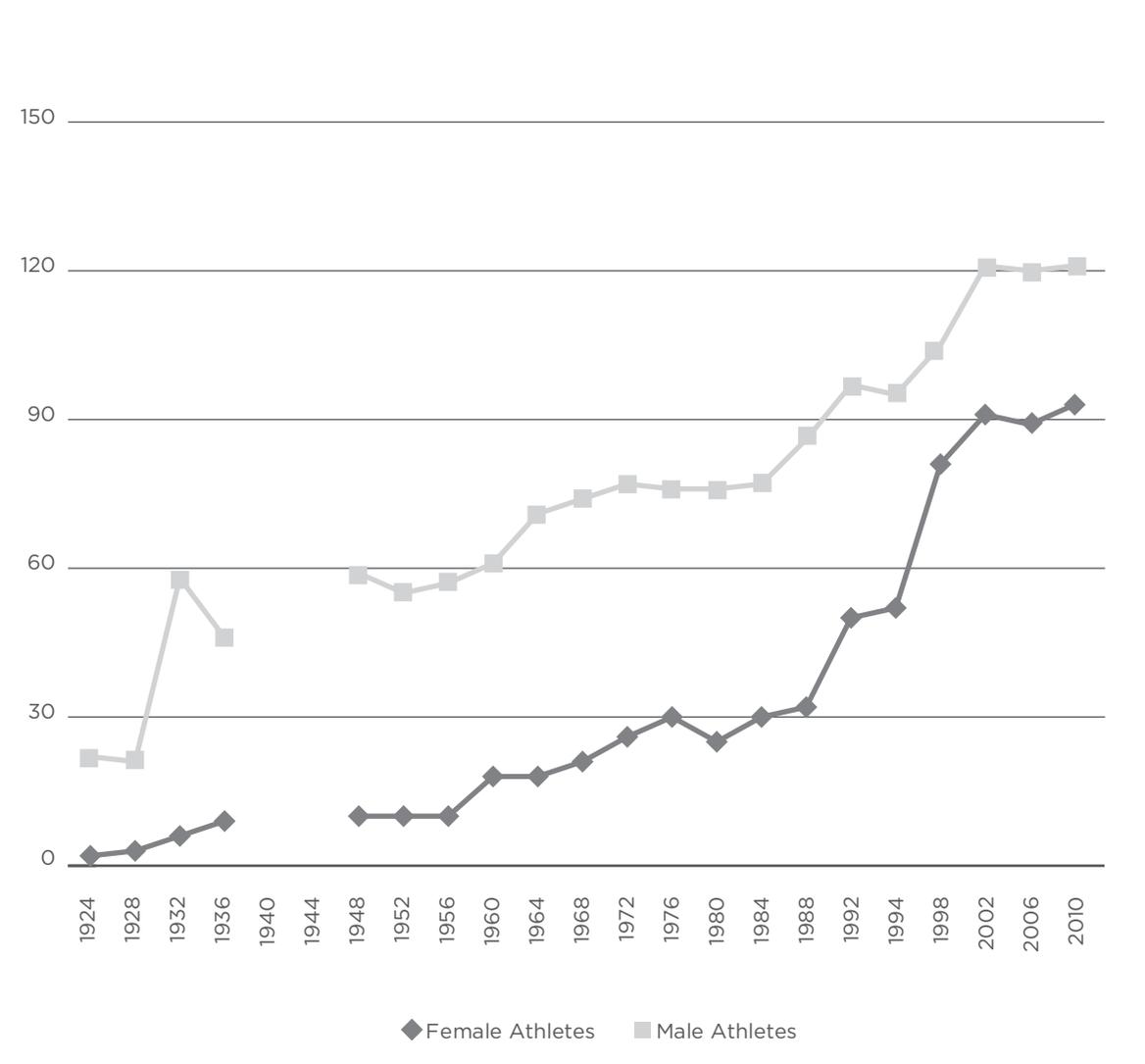


Table 15. U.S Representation by Sport in 2002, 2006 and 2010 Olympic Winter Games, by Gender

Sport	Number of female athletes, 2002	Number of male athletes, 2002	Number of female athletes, 2006	Number of male athletes, 2006	Number of female athletes, 2010	Number of male athletes, 2010
Alpine Skiing	11	11	10	9	10	10
Biathlon	4	4	5	5	4	5
Bobsleigh	4	11	5	8	6	12
Cross-Country Skiing	8	8	7	9	5	6
Curling	5	5	5	5	5	5
Figure skating	7	7	8	8	7	8
Freestyle Skiing: Aerials	2	4	2	4	4	4
Freestyle Skiing: Moguls	4	4	4	4	4	4
Freestyle Skiing: Ski Cross	NA	NA	NA	NA	0	2
Ice Hockey	20	23	20	23	21	23
Luge	3	6	3	7	3	7
Nordic Combined	0	7	0	6	0	5
Short Track Speed Skating	6	6	5	5	5	5
Speedskating	7	10	8	10	9	9
Skeleton	2	3	1	3	2	3
Ski Jumping	0	5	0	5	0	3
Snowboarding: Halfpipe	4	4	4	4	4	4
Snowboarding: Slalom	4	3	2	1	1	2
Snowboarding: Snowboard Cross	-	-	1	4	3	4
<b>Totals</b>	<b>91</b>	<b>121</b>	<b>89*</b>	<b>120</b>	<b>93</b>	<b>121</b>

\* Sarah Konrad participated in biathlon and cross-country and is included in the totals for each of those sports, but she is only counted once in the overall women's total of 90..

Graph 10. U.S. Female and Male Participation in the Olympic Winter Games, 1924-2010

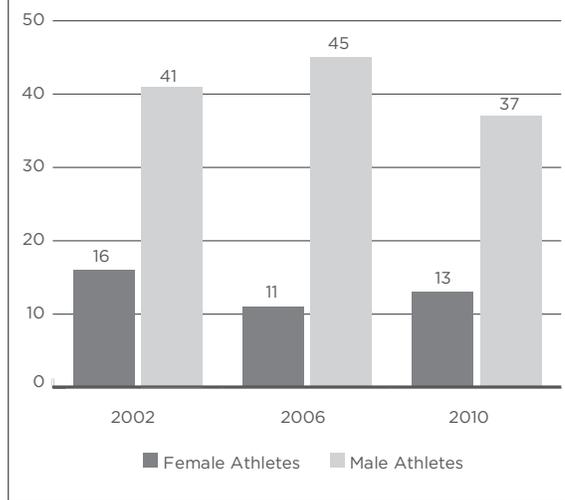


### The 2002, 2006 and 2010 Paralympic Winter Games U.S. Participation

The percentage of American women participating in the 2010 Paralympic Winter Games increased from 19.6% in 2006, although still short of the 28.1% participation rate in 2002. The number of American women participating has fluctuated—from 16 in 2002, dropping to 11 in 2006 and coming up to 13 in 2010—despite women’s overall gains in the Paralympic Winter Games (See Graph 11). Part of the increase in the percentage of women’s participation since 2006 is actually the decrease in the number of male participants, which went from 45 roster spots in 2006 to 37 in 2010. Despite sending the second highest total of women of the delegations of 10 or more athletes, one behind Canada, the United States ranked seventh among delegations bringing 10 or more athletes. U.S. women, accounting for 26% of the delegation, do exceed the 24.1% overall women’s percentage of participation. Again, the structural inequities offered by the Paralympic Games make it impossible for women’s numbers to increase and approach equity. Ice sledge hockey accounts for 15 American male participants with no comparable women-only event. Additionally, curling allows for an additional opportunity for male athletes to gain roster spots over their female counterparts, with the U.S. choosing to include only one woman on the wheelchair curling team (see Table 16 on page 34). It is unclear what role gender plays in the performance of curling.

The U.S. team, after including no women in the inaugural Paralympic Winter Games in 1976, brought 10 females in 1980, only three fewer than in 2010 (see Graph 12). The most American women included on the winter Paralympic team were in 1984 with 18; that year 33 men were also on the team. Male athlete participation on the American team reached its peak in 2006 with 45 athletes, the same year 11 women were included.

Graph 11. U.S. Female and Male Participation in the 2002, 2006 and 2010 Paralympic Winter Games



Graph 12. U.S. Female and Male Participation in the Paralympic Winter Games, 1976-2010

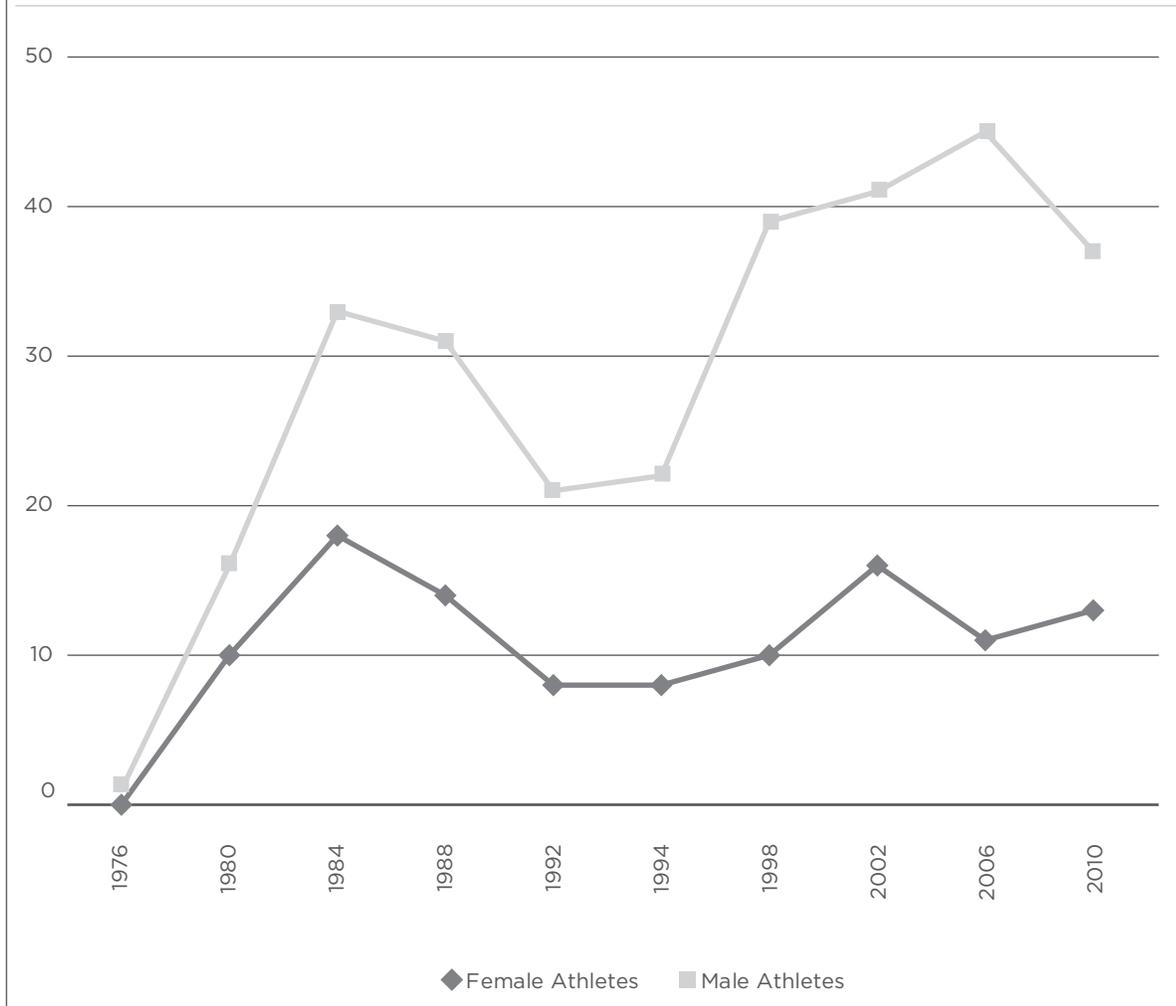


Table 16. U.S Representation by Sport in 2002, 2006 and 2010 Paralympic Winter Games, by Gender

Sport	Number of female athletes, 2002	Number of male athletes, 2002	Number of female athletes, 2006	Number of male athletes, 2006	Number of female athletes, 2010	Number of male athletes, 2010
Alpine Skiing	13	19	7	20	10	14
Biathlon	-	-	-	-	1	1
Cross Country Skiing	3	7	3	6	2	4
Ice Sledge Hockey	0	15	0	15	0	15
Wheelchair Curling*	NA	NA	1	4	1	4
<b>Totals</b>	<b>16</b>	<b>41</b>	<b>11</b>	<b>45</b>	<b>13<sup>^</sup></b>	<b>37<sup>^</sup></b>
<b>Percents</b>	<b>28.1%</b>	<b>71.9%</b>	<b>19.6%</b>	<b>80.4%</b>	<b>26%</b>	<b>74%</b>

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

<sup>^</sup>One female athlete and one male athlete participated in both biathlon and cross country, but are counted only once in the total numbers.

## Women in United States Sport Governance Structure Leadership Positions

The USOC was established as the American Olympic Association in 1921. Prior to this date, America's Olympic Movement was highly disorganized and characterized by political struggles among a number of groups including the AAU and the NCAA. Its mission is "To support United States Olympic and Paralympic athletes in achieving sustained competitive excellence and preserve the Olympic Ideals, and thereby inspire all Americans." (Findling & Pelle, 1996; www.usoc.org) Over the course of its existence the USOC has been led by a board of directors with day-to-day operations led by a chief executive officer.

The USOC underwent a wholesale restructuring in 2003, and the board of directors was reduced from 125 members to 11 (Conrad, 2005). From February 2003 through June 2004 William Martin served as the acting chair (Harley, 2004). From summer 2004 through fall 2008 the board was chaired by Peter Ueberroth. Most recently Larry Probst has taken over as chair of the board ("Ex-baseball commissioner," 2004).

In 2000 Sandra Baldwin was appointed as the first female to lead the USOC board in its history. She resigned in 2002. In 2003 Jim Scherr stepped in as interim CEO, taking over the position full-time in 2005. He resigned in spring 2009 with Stephanie Streeter becoming acting CEO in April 2009. Scott Blackmun was named the CEO in January 2010.

The current chair of the board of directors is male. Four of the current members of the 10-person board of directors are women (40%). This number exceeds the 20% threshold established by the IOC and is approaching equity. The fact that three of these USOC board members are representatives of the IOC in the United States and are required to be members of the USOC (Anita DeFrantz, James Easton and Angela Ruggiero), and two of the U.S. IOC representatives are female (66.7%), is helping raise the percentage of women on the board of the USOC. There are

16 additional individuals listed on the USOC website as "Key Executives." This list includes CEO Scott Blackmun and a number of other "chiefs." Of these individuals, five are female (31.3%), exceeding the 20% threshold set by the IOC.

## Women in NGB Leadership Positions

Every IF has a parallel NGB in each country. There are eight total winter sport NGBs in the United States: U.S. Ski and Snowboard Association (USSSA), U.S. Biathlon (USB), U.S. Bobsled and Skeleton (USBS), USA Curling (USAC), U.S. Figure Skating (USFS), U.S. Speedskating (USS), USA Hockey (USAH) and USA Luge (USAL). There is a discrepancy in the number of IFs vs. NGBs in the United States because at the international level there is one IF for both figure skating and speed skating, the ISU. In the United States this is broken up into two NGBs, the USFS and USS. Only one of the eight NGBs (12.5%) has a female president, USFS. There are no women among the executive directors of the winter sport NGBs. Four of the 12 vice presidents that are listed are female (33.3%) and 21 of the 98 individuals on councils or the boards of directors of the NGBs are women (21.4%). These two numbers exceed the 20% threshold established by the IOC. However, the lack of any female executive directors and the inclusion of only one woman as a president of an NGB is troubling.

## United States Figure Skating

There is currently only one of the eight winter sport NGBs that has a female president, U.S. Figure Skating. Although the first 25 presidents of the figure skating NGB were male (from 1921-1992), three of the last seven presidents have been women. In addition, all three of the current regional vice presidents of the organization are female, and five out of 12 members of the board are also female (41.7%). More than 70% of the membership of U.S. Figure Skating is female. The organization has never had a female CEO.

David Raith, executive director of U.S. Figure Skating since 2005, believes that the gender balance/equity comes naturally, due to the large percentage of women in the organization. U.S. Figure Skating has included women on its executive committee since the 1920s and its main publication, *Skating*, had a female editor—Theresa Weld Blanchard—from its inception in 1923 until 1963. Finally, as David Raith stated, gender equity at U.S. Figure Skating is “not a discussion—it’s a reality.” (Personal communication, 5 May 2010) The USOC recognizes the gender diversity in U.S. Figure Skating stating in its quadrennial Report: “The current membership of U.S. Figure Skating was 190,000 at the end of 2008 and is 60% female. Females also comprise 72% of the professional staff and 47% of the Board of Directors. Of those athletes, 49% are female. Due to higher proportions of females participating in U.S. Figure Skating activities, there were no gender diversity initiatives targeted specifically toward women.” (USOC, 2009, p. 36)

### Women in U.S. Paralympic Committee Leadership Positions

There is no distinct board of directors for the USPC; it is a division of the USOC. There is one member (male) who is listed as one of the USOC “Key Executives,” the Chief of U.S. Paralympics. According to the 2010 U.S. Paralympics Team Media Guide, the U.S. Paralympic delegation staff consisted of 31 total members, 13 of whom were female (41.9%). However, the leadership of the U.S. delegation portion of the guide listed four individuals, all male.

### Changes from 2006 Olympic Winter Games Report (United States)

- The USOC Board of Directors has moved from only 27.3% women (three women, eight men) in 2006 to 40% female (four women, six men). The chair of the board is still a male.
- Since the 2006 Games there have been three different CEOs of the USOC, one was female and two male.
- Only one of eight winter sport NGBs has a female president; this has not changed since 2006.
- There continue to be zero female CEO/executive directors of winter sport NGBs.

## Media Coverage of the 2010 Olympic Winter Games

### U.S. Print and TV Coverage of the 2010 Olympic Winter Games

The Olympic Games, summer and winter, are among the most watched television productions around the globe. NBC, in the United States, is the network that televises Olympic coverage for both the summer and winter Games. According to USA Weekend (2006), the Olympic Winter Games have an estimated audience of two billion worldwide. During the 2010 Winter Games, NBC Universal aired 835 hours of coverage ("NBC Universal and the 2010 Olympic Winter Games, retrieved from <http://www.nbcolympics.com/tv-listings/index.html>). Curling and ice hockey were aired live and in their entirety on MSNBC. However, time delay was an issue for American viewers living on the West Coast, as the events were rarely aired live, which led to great criticism of NBC. Previous studies examining televised coverage of the Olympic Games, both summer and winter, have found that male athletes and male sports receive more television coverage and enjoy a higher quality of coverage, focusing on performance and skill compared to female athletes, who are often depicted as sex objects and receive greater coverage when participating in "female-appropriate" sports (Billings, 2008; Billings & Eastman, 2003; Borcila, 2000; Daddario, 1994, 1997; Eastman & Billings, 1999; Higgs & Weiller, 1994; Higgs, Weiller, & Martin, 2003; Tuggle & Owen, 1999). More recent findings by Messner and Cooky (2010), in examining year-round sports coverage on local news and ESPN's "SportsCenter," confirm that women's sports are underreported on television news sport segments, with men receiving 96% of the sports coverage. On "SportsCenter," female athletes received 1.4% of the coverage (down from 2.2% in 2004).

Because of the complexity and time (as well as the access to the hundreds of hours of Olympic coverage) involved in analyzing televised media coverage, this analysis of media coverage will focus on newspapers and Internet coverage. While millions of viewers rely on television as their medium of

Olympic consumption, increasingly the Internet is gaining popularity as a medium for consuming sport, including the Olympic Games. Newspapers continue to be a daily source of sports information for millions of Americans, both in their newspaper format as well as the Internet versions.

There is a considerable base of literature examining newspaper coverage during the summer and Olympic Winter Games (Jones, Murrell, & Jackson, 1999; Stone & Horn, 2008; Urquhart & Crossman, 1999; Vincent, Imwold, Johnson, & Massey, 2003). Stone and Horn (2008), in their examination of female skiers, found that female skiers were more often shown in photographs with their helmet and goggles off, emphasizing their feminine appearance. Stone and Horn also examined task-related and non-task-related articles focused on female athletes, with female athletes written about in non-task-related ways more than task-related. Jones, Murrell, and Jackson (1999) found that female athletes participating in "female-appropriate" sports were more likely to receive task-related coverage compared to female athletes in other sports. The current findings contribute evidence that supports past findings, but also reveal slight improvements in terms of the amount of coverage and the quality of coverage.

Three newspapers (New York Times, Sacramento Bee, USA Today) and two websites (ESPN.com, NBCOlympics.com) were examined over the course of the Olympic Games, one week prior to the Games, the two weeks of the Games, and one week following the Games. The number of articles related to male and female athletes was counted for each media source, as was the number of photographs of male and female athletes. Articles were examined and categorized as task-related and non-task-related. Additionally, for the newspaper articles, the article length (in square inches) was calculated. Each photograph was categorized as action, posed, with a medal, and talking with a coach. For photographs in newspaper sources, the photograph size (in square inches) was calculated (see Tables 17-20 on following pages).

USA Today, selected as a national newspaper, published the highest number of articles focusing on male athletes, as well as the highest number of articles focusing on female athletes. USA Today is published Monday-Friday and for the duration of the Games included an additional section on the Olympic Games, which was included in this analysis. The New York Times was also selected as a national newspaper, with the Sacramento Bee representing a West Coast regional newspaper. Surprisingly, the Sacramento Bee published the second highest total number of articles related to male and female athletes. Despite ranking third among the three newspapers selected in terms of number of articles on male and female athletes, the New York Times devoted the most square inches to both male and female athletes. Noteworthy is the size of the average article. Articles about female athletes tended to be larger on average in the New York Times and the Sacramento Bee. The two websites were less equitable in terms of the amount of coverage than the newspapers examined.

American newspapers and Internet sites focus their Olympic coverage on American athletes, although international athletes do find their way onto the sports page for a number of reasons beyond medal victories. American women who appeared most often in the media coverage were Alpine skiers Lindsey Vonn and Julia Mancuso, both for their skiing prowess and medals. An additional factor that accounted for the coverage of Vonn and Mancuso was their rivalry and hyper-feminine appearance; Vonn appeared in the 2010 swimsuit issue of *Sports Illustrated*, and Mancuso wore a tiara after her races as a means to advertise her underwear line called “Kiss my Tiara.” Canadian figure skater Joannie Rochette received noteworthy coverage, apparently as a result of her mother’s unexpected death prior to her competition and Rochette’s subsequent decision to participate and eventually place third. The Canadian women’s ice hockey team was written about in the American media examined for this study; however it was the team members’ on-ice, post-gold-medal victory celebration (and the accompanying photos of them

drinking and smoking cigars on ice in an empty arena) that received the most coverage rather than their win.

One of the early story lines that dominated media coverage was the death of Georgian luger Nomar Kumaritashvili, during a practice run on the day of the opening ceremonies. His death and the subsequent reactions of the IOC, VANOC, as well as other luge athletes, were topics of articles in the days following his death and continuing into the second week of competition. Other male athletes who received prominent space and attention in the sources were American short track speed skater Apollo Anton Ohno, speed skater Shani Davis, Alpine skier Bode Miller, and the Nordic combined team of Bill Demong, Johnny Spillane, Todd Lodwick and Brett Camerota, who won the first U.S. medal in the team event, with Spillane claiming the silver in the individual event, another American first. The men’s ice hockey team, comprised of National Hockey League players and in the gold-medal game versus host Canada, also garnered a good deal of media coverage. Winners received coverage, as did athletes with personal stories of triumph and defeat.

Table 17. Gender Representation in Newspaper and Internet Print Coverage of the 2010 Olympic Winter Games, number of articles and square inches

Source	Number/Percentage of articles related to male athletes	Number/Percentage of articles related to female athletes	Square inches covering male athletes	Average size of male athlete article, in sq inches	Square inches covering female athletes	Average size of female athlete article
New York Times	63 (60.6%)	41 (39.4%)	4856.7 sq inches	77.09 sq inches	3529.1 sq inches	86.1 sq inches
USA Today	91 (62.3%)	55 (37.7%)	4333.9 sq inches	47.6 sq inches	1936.4 sq inches	35.2 sq inches
Sacramento Bee	84 (60.9%)	54 (39.1%)	2251 sq inches	26.8 sq inches	1719.1 sq inches	31.8 sq inches
NBC Olympic website	20 (62.5%)	12 (37.5%)	N/A	N/A	N/A	N/A
ESPN.com	53 (68%)	25 (32%)	N/A	N/A	N/A	N/A
<b>Total</b>	<b>311 (62.4%)</b>	<b>187 (37.6%)</b>	<b>11,441.6 sq inches (61.4%)</b>		<b>7184.6 sq inches (38.6%)</b>	

Table 18. Task-related and Non-task-related Coverage in Newspaper and Internet Articles, by Gender

Source	Task-related, male	Non-task related, male	Task-related, female	Non-task related, female
New York Times	31	32	14	27
USA Today	48	43	26	29
Sacramento Bee	52	32	28	26
NBC Olympics website	7	13	7	5
ESPN.com	34	19	13	12
<b>Totals</b>	<b>172 (55.3%)</b>	<b>139 (44.7%)</b>	<b>88 (47.1%)</b>	<b>99 (52.9%)</b>

The five sources produced more than 1,000 photographs of male and female athletes, with the New York Times printing the highest number of male and female photographs, and USA Today devoting

the most page space to photographs of male and female athletes. Photographs were divided into four categories: action, posed, athlete with a medal, and athlete talking with coach.

**Table 19. Number of Photographs in Newspapers and Internet Sources, by Gender and Size (square inches)**

Source	Male photographs	Square inches	Average size of male athlete photo	Female photographs	Square inches	Average size of female athlete photo, in sq inches
New York Times	240	3465.2 sq inches	14.4 sq inches	181	2230.9 sq inches	12.3 sq inches
USA Today	194	5034.2 sq inches	25.9	119	2734 sq inches	23
Sacramento Bee	92	1234.3 sq inches	13.4	61	838.6 sq inches	13.7
NBC Olympics website	85	N/A	N/A	46	N/A	N/A
ESPN.com	76	N/A	N/A	41	N/A	N/A

**Table 20. Type of Photographs in Newspapers and Internet Sources, by Gender**

Type of photograph	Photographs of female athletes	Photographs of male athletes
Action	212 (47.3%)	400 (58.2%)
Posed	171 (38.2%)	201 (29.3%)
With Medal	57 (12.7%)	79 (11.5%)
With Coach	8 (1.8%)	7 (1%)

Urquhart and Crossman (1999), in their analysis of media coverage during the Olympic Winter Games since 1924, found that women were more often depicted in sports considered appropriate for females, were trivialized and underrepresented, and received coverage in the back pages of the sport section. Their results found that male athletes were written about four times as much as female athletes and photographs of male athletes were published three times as much as female athletes. The current findings show some improvements for both article and photograph frequencies.

Location and placement of articles and photographs was also examined. Male athletes received more front-page placement of articles and photos, as well as more articles and photos on the first page of the sport section. Overall, media coverage for female winter Olympians continues to improve in both amount and quality of coverage. Media coverage can play a significant role in exposing girls and women to a variety of sport participation opportunities, as well as shaping our culture's ideas of a wide range of acceptable gender roles worthy of recognition and celebration for both females and males.

American media coverage of the Paralympic Winter Games continues to be noticeably absent. Articles do not appear in newspapers, Internet sites devoted to sport (such as ESPN.com) or television. NBC aired a one-hour show on the day following the Opening Ceremonies of the Paralympic Winter Games. After beginning the program with a few minutes of national news and accounting for commercials, the showing of the ceremony was less than 45 minutes. Viewers saw parts of 12 of the 44 participating countries. A month after the Paralympic Winter Games, NBC aired a 90-minute special of highlights from the Games. The best source for viewing Paralympic sport, summer and winter, is the IPC website ([www.paralympicsport.tv](http://www.paralympicsport.tv)). Accessible to the public, a viewer can watch events live, as well as view archived footage. Equally impressive is the IPC's up-to-date accounting of results and participants in the events.

There were some reports that the livestreaming of the 2010 Paralympic Games was delayed. Still, there are more than 500 Paralympians competing in five winter sports—both females and males deserve some minimal coverage. For example, in stark contrast to the Olympic gold-medal men's hockey game between the U.S. and Canada, the ice sledge hockey gold-medal match won by the United States received no coverage on American television.

## Conclusions

Despite Rule 2, paragraph 7, of the Olympic Charter that states “The IOC encourages and supports 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,” the IOC has yet to attain equity among its own administrative structures. Furthermore, it has not even reached the 20% threshold it set for itself to achieve by 2005. Perhaps the greatest problems are the fact that there has never been more than one female member of the executive board of the IOC at one time and the top two leadership positions among the 205 National Olympic Committees (NOCs) continue to be overwhelmingly male-dominated. There are nine female NOC presidents (4.4%) and 17 female secretary generals (8.4%). Finally, there are currently no female presidents of winter sport International Federations.

As for the United States Olympic Committee (USOC), which is held to the standard of The Ted Stevens Olympic and Amateur Sports Act (ASA), it has exceeded the IOC-recommended 20% threshold, as four out of 10 of the members of the USOC Board of Directors are female (40%). There are 16 additional individuals listed on the USOC website as “Key Executives.” This list includes CEO Scott Blackmun and a number of other “chiefs.” Of these individuals, five are female (31.3%). Unfortunately only one of eight U.S. NGBs has a female president (U.S. Figure Skating). Hopefully this situation will be reviewed by the USOC and a plan will be developed to create greater gender equity among the leadership positions of the winter sports NGBs.

Female athlete participation and the media coverage of their athletic exploits continue to make noticeable progress. Over the last three Olympic Winter Games, female athlete participation has steadily increased from 886 (36.9%) in 2002 to 1,043 women (40.4%) in 2010. Additionally, the number of competing nations has increased, from 77 in 2002 to 82 in 2010. This is not even half of the more than 200 NOCs in the summer Olympic Games. Media coverage of female Olympians continues to increase in the amount of

coverage and the quality of coverage, with female Olympians receiving more coverage of their athletic skills and accomplishments. Still, female athletes who fit nicely into the established gender norms for women in sport continue to be valued for their feminine appearance and interests, in addition to their athletic accomplishments.

The advances for female athletes in the Olympic Games are not reflected in the Paralympic Winter Games, where women are still underrepresented, despite competing in close to the same number of events. Female winter Paralympians in 2010 accounted for only 24.1% of all athlete participants, with only 121 women competing at Vancouver. The International Paralympic Committee, in its “Paralympic Programme Core Characteristics and Guiding Principles,” includes “Universality.” Within universality is “Equitable,” which is designed to ensure “that gender representation and the type and extent of disabilities represented at the Games are taken as a fundamental factor in establishing the Games framework” (IPC, 2010). Clearly, the IPC has much work to do. The IPC does promote the Games through its website, making video and live airing of Paralympic events available at no cost. The American media, newspapers, websites devoted to sport and television fail to cover Paralympic sport, making the growth of these Games for children with disabilities and prospective Paralympic athletes quite a challenge. The lack of exposure to Paralympic athletes and their sports contribute to a lack of recognition by the American public.

Looking ahead to Sochi and the 2014 Olympic and Paralympic Games, it is exciting to think about the advances female Olympians and Paralympians might enjoy. Which countries will increase the participation of female athletes? What strategies will they implement to work toward equity? What new sports and events will women gain access to? One thing is clear—progress, however slow, is being made. We should expect to see more progress over the next four years.

## Policy Recommendations

### International Olympic and Paralympic Committees

#### Leadership

- The International Olympic Committee should hold all National Olympic Committees and International Federations accountable, should they fail to reach the IOC's 2005 goal: that 20% of the decision-making positions, particularly within executive and legislative bodies, be held by women. One means to do so might be through the Olympic Programme Commission and its quadrennial evaluation process by giving additional weight to noncompliance.
- The International Paralympic Committee should hold all National Paralympic Committees and IFs accountable if they fail to reach the IPC's 2009 goal: that 30% of the decision-making positions, particularly within executive and legislative bodies, be held by women.
- The IOC and IPC should both establish timelines to reach new goals of 50% representation of women within their governance structures.
- The IOC and IPC should both adopt the recommendation made at the Fourth IOC World Conference on Women and Sport: that the IOC and IPC require decision-making positions within NPCs and NOCs be held by women, particularly their executive and legislative bodies.

#### Participation

- The IOC and IPC both should establish as new goals to achieve 50% female participation in the Games by 2014.
- **Participation Structure:** The IOC and IPC should both mandate that every sport must offer equal opportunities for women and men in the numbers of events, event classifications, weight classifications, disciplines and number of teams in team sport competitions.

#### • Program Expansion

- Both the IOC and IPC should provide financial incentives to NPCs, NOCs and IFs that demonstrate gender equity or measurable progress towards improving gender equity in their delegations, training programs and governance structures.
- The IOC and IPC should prohibit any delegation that excludes female competitors from participating in the Olympic and Paralympic Games.
- To expand opportunities for women to participate, the IOC should increase its current limits on the number of female athletes participating in the Games.
- To expand opportunities for women to participate, both the IOC and IPC should equalize the limits on the number of entries for each event for men and women.
- Among mixed-gender events, the IPC should equalize the numbers of male and females participants on each team.
- The IPC should offer the same classifications in each event for male and female athletes.
- **Add Women's Events:** Sledge hockey should be added as an event for women on the Paralympic program. Four-man bobsled, doubles luge, ski jumping and Nordic combined should be added as events for women on the Olympic program.
- **Olympic Solidarity Scholarships:** Olympic Solidarity should award at least 50% of the scholarships to female athletes.
- **Data Collection and Reporting:** The IOC and IPC should both require the IFs, NPCs and NOCs to provide their Women and Sport Commissions with female athletic, leadership and administrative participation data every quadrennial. These reports should also detail the specific efforts the IFs,

NPCs and NOCs are making to increase female participation in developmental programs in each of these areas. These Commissions should compile a quadrennial report, including the status of women within the IOC and IPC and make it available to the public.

## United States Olympic and Paralympic Committees

### Leadership

- The United States Olympic Committee and National Governing Bodies have made significant strides in expanding the representation of women in leadership, exceeding the IOC 20% threshold at:
  - 40% representation on the USOC Board of Directors,
  - 31% representation among Chief Executives, and
  - 24% representation on NGB boards of directors.
- The USOC and NGBs should continue this progress and seek to reach 50% representation across all leadership and governance positions by 2014.

### Participation

- The USOC should adopt a goal of 50% female athlete participation within its delegation at the Olympic and Paralympic Games by 2014.
- **Participation Structure:** The USOC should require every NGB to offer equal opportunities for women and men in the numbers of events, event classifications, weight classifications, disciplines and number of teams in team sport competitions.
- **Program Expansion:** The USOC should provide financial incentives to NGBs that demonstrate gender equity or measurable progress towards improving gender equity in their delegations, training programs and governance structures.

- **Data Collection and Reporting:** The USOC should institute clear and evidence-based NGB reporting requirements with regard to current patterns and improvements towards the representation of women within NGBs, such as:

- Providing a financial incentive for NGBs that fully complete its quadrennial reporting requirements under the Amateur Sports Act (ASA).
- Requiring each NGB to have a program in place to increase the participation of women as athletes, administrators and members of governance within the NGBs. Quadrennial reports on these programs should include accurate participation numbers on each program and evidence-based measures of progress.
- Requiring each NGB to report publicly the information submitted for ASA requirements on its website.
- Utilizing 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 for governance and staff positions.

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## About the Women's Sports Foundation

The Women's Sports Foundation—the leading authority on the participation of women and girls in sports—advocates for equality, educates the public, conducts research and offers grants to promote sports and physical activity for girls and women.

Founded by Billie Jean King in 1974, the Women's Sports Foundation builds on her legacy as a champion athlete, advocate of social justice and agent of change. We strive for gender equity and fight discrimination in all aspects of athletics.

Our work shapes public attitude about women's sports and athletes, builds capacities for organizations that get girls active, provides equal opportunities for girls and women, and supports physically and emotionally healthy lifestyles.

The Women's Sports Foundation is recognized worldwide for its leadership, vision, strength, expertise and influence.

For more information, please call the Women's Sports Foundation at 800.227.3988 or visit [www.WomensSportsFoundation.org](http://www.WomensSportsFoundation.org).



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