

# **WOMEN IN THE 2018 OLYMPIC AND PARALYMPIC WINTER GAMES:**

**An Analysis of Participation, Leadership, and  
Media Coverage**

**November 2018**

---

**A Women's Sports Foundation Report**

## Foreword and Acknowledgments

This report is the sixth in the series that follows the progress of women in the Olympic and Paralympic movement. The first three reports were published by the Women's Sports Foundation. The fourth report was published by SHARP, the Sport, Health and Activity Research and Policy Center for Women and Girls. SHARP is a research center at the University of Michigan's Institute for Research on Women and Gender, co-founded by the Women's Sports Foundation. The fifth report, published in 2017 by the Women's Sports Foundation, provided the most accurate, comprehensive, and up-to-date examination of the participation trends among female Olympic and Paralympic athletes and the hiring trends of Olympic and Paralympic governing bodies with respect to the number of women who hold leadership positions in these organizations. The sixth report examines the same issues for the 2018 Olympic and Paralympic Winter Games. It is intended to provide governing bodies, athletes, and policymakers at the national and international level with new and accurate information with an eye toward making the Olympic and Paralympic movement equitable for all. These reports can be found at: <https://www.womenssportsfoundation.org/research/articles-and-reports/all/>

The Women's Sports Foundation is indebted to the study authors, Emily Houghton, Ph.D., Lindsay Pieper, Ph.D., and Maureen Smith, Ph.D., whose research excellence brought this project to fruition.

For each edition of the report, the Women's Sports Foundation provided relevant evidence-based policy recommendations for future planning and action. We gratefully acknowledge the leadership and expertise of Nancy Hogshead-Makar, who as Senior Director of Advocacy originally authored the recommendations for the report on the 2012 Olympic and Paralympic Games, and Donna Lopiano, Ph.D., President of Sports Management Resources, who updated the recommendations for the fifth edition as well as this edition. Special thanks to ESPN and ESPN Corporate Citizenship for their generous support in the development and dissemination of this report

We are grateful for the consultative energy and scholarly insights of the experts who reviewed the report and the recommendations. They made many suggestions that greatly improved the content and clarity of the report.

Sarah Axelson, MPA, Director of Advocacy, Women's Sports Foundation

Lisa Baird, Chief Marketing Officer, United States Olympic Committee

Erin Buzuvis, J.D., Director, Center for Gender & Sexuality Studies and Professor of Law, Western New England School of Law

Robin Harris, Executive Director, The Ivy League

Mary A. Hums, Ph.D., Professor, Department of Health and Sport Sciences, University of Louisville

Karen Issokson-Silver, MPH, Vice President, Research and Evaluation, Women's Sports Foundation

Richard Lapchick, Ph.D., Chair, DeVos Sport Business Management Program, University of Central Florida

Nancy Lee, former Head of Sport for Canadian Broadcasting Corporation, former COO of Olympic Broadcasting and Project Advisor for IOC's Gender Equality Review Project

Don Sabo, Ph.D., Professor Emeritus, D'Youville College, and Sport and Health Policy Advisor, Women's Sports Foundation

Marjorie Snyder, Ph.D., Senior Director of Research, Women's Sports Foundation

Eli A. Wolff, Director, Sport and Society Initiative, Brown University

A special note of acknowledgement and appreciation is extended as well to Deana Monahan for her editorial and graphic skills.

## About The Women's Sports Foundation

The Women's Sports Foundation — the leading authority on the participation of women and girls in sports — is dedicated to creating leaders by ensuring girls access to sports. Founded by Billie Jean King in 1974, we seek to strengthen and expand opportunities for all girls and women to participate in all sports at all levels through research, advocacy, community impact and a wide variety of collaborative partnerships. The Women's Sports Foundation has relationships with more than 1,000 of the world's elite female athletes and has positively shaped the lives of more than 3 million youth, high school and collegiate student-athletes. To learn more about the Women's Sports Foundation, please visit [www.WomensSportsFoundation.org](http://www.WomensSportsFoundation.org) or follow us at [@WomensSportsFdn](https://www.facebook.com/WomensSportsFoundation) and [www.facebook.com/WomensSportsFoundation](https://www.facebook.com/WomensSportsFoundation).

Contact us at [info@WomensSportsFoundation.org](mailto:info@WomensSportsFoundation.org) or toll-free at 800.227.3988.

This report may be downloaded from [www.WomensSportsFoundation.org](http://www.WomensSportsFoundation.org). This report may be reproduced and distributed only in its entirety. Any material taken from this report and published or transmitted in any form, electronic or mechanical, must be properly attributed to *Women in the 2018 Olympic and Paralympic Winter Games: An Analysis of Leadership, Participation, and Media Coverage* published by the Women's Sports Foundation.

Preferred citation: Houghton, E.J., Pieper, L.P., & Smith, M.M. (2018). *Women in the 2018 Olympic and Paralympic Winter Games: An Analysis of Participation, Leadership, and Media Coverage*. New York, NY: Women's Sports Foundation.

© 2018, Women's Sports Foundation, All Rights Reserved.

# TABLE OF CONTENTS

<b>2</b>	<b>Executive Summary</b>
<b>7</b>	<b>Introduction</b>
7	Historical Background of Women's Participation in the Olympic Games
8	IOC Gender Equality Review Project
10	IOC IPC Partnership
<b>11</b>	<b>International Findings</b>
11	Major International Participation Findings
12	Sports and Medal Events in the Olympic Winter Games
16	Sports and Medal Events in the Paralympic Winter Games
19	Participation Trends in the 2010, 2014, and 2018 Olympic Winter Games
23	Participation Trends in the 2010, 2014, and 2018 Paralympic Winter Games
26	Women in International Sport Governance Structure Leadership Positions
<b>35</b>	<b>United States Findings</b>
35	The Ted Stevens Amateur Sports Act (ASA)
35	The USOC Diversity and Inclusion Scorecard
37	Comparison of 2010, 2014, and 2018 Olympic and Paralympic Female and Male Participation, U.S. Data
43	Women in U.S. Sport Governance Structure Leadership Positions
<b>46</b>	<b>Media Coverage of the 2018 Olympic and Paralympic Winter Games</b>
47	Online Media Coverage of 2018 Olympic Winter Games
49	Online Media Coverage of 2018 Paralympic Winter Games
<b>51</b>	<b>Conclusions</b>
<b>54</b>	<b>Policy Recommendations</b>
<b>59</b>	<b>References</b>

# EXECUTIVE SUMMARY

The International Olympic Committee (IOC) and International Paralympic Committee (IPC) both maintain that the growth of women's athletic and leadership participation in international sport is a major goal. The Olympic Agenda 2020, a strategic plan for the future of the Olympic Movement, contains 40 recommendations that serve to "protect the uniqueness of the Games and strengthen Olympic values in society" (International Olympic Committee, 2014). Recommendation 11 aims to improve gender equality<sup>1</sup> in the Olympic Games by setting a 50 percent female participation target for the International Federations. To further help Olympic stakeholders achieve gender equality, the IOC Women in Sport and Athletes' Commissions launched the *IOC Gender Equality Review Project* in February 2018, which outlines 25 recommendations to achieve parity in five theme areas. Participation, leadership, and media coverage are addressed. Along the same lines, in 2003, the IPC activated the Women in Sport Committee to address the low number of female athletes and events in the Paralympic Games, as

---

1 Throughout this report when referring to IOC reports, recommendations, and targets, we have used the language of those reports, recommendations, and targets. The IOC (and other international bodies like the United Nations) uses "equality" not "equity" in its lexicon. They see "equity" as a benchmark towards achieving "equality". In the U.S "equity" does not necessarily mean absolute "equality," rather it means everyone is justly treated. This report uses "equity" when discussing issues of fairness.

well as the low number of women in leadership positions in Paralympic governance (International Paralympic Committee, 2016).

Over the past decade, the IOC and IPC both have made strides in supporting the inclusion 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 1924, the number of female winter Olympians and women's events has gradually increased. By 1960, 21.7% of the Winter Games athletes were women. Yet, it took another 34 years until women accounted for more than 30% of the athletes (30.1% in 1994). At the Olympic Winter Games hosted in Sochi in 2014, women accounted for 40.4% of athletes. Female Paralympians have not fared nearly as well as their Olympic counterparts. At the first Paralympic Winter Games held in 1976, 37 women (18.7% of the participants) competed in alpine skiing and cross-country skiing. By 2002, nearly 21% of the Winter Paralympic athletes were women. At the most recent Paralympic Winter Games in 2018 women accounted for 23.6% of athletes.

The IOC and IPC also have made attempts to support the inclusion of a greater number of women in leadership positions. The IOC requested that women be provided with at least 20% of the leadership opportunities in international

sport organizations by 2005. In December 2016, the IOC Executive Board established a 30% minimum target for women in decision-making positions by 2020. Since women continue to be minimally represented in leadership positions in Olympic governance, Recommendation 38 of the Olympic Agenda 2020 incorporates gender balance as a criterion for the recruitment process of IOC membership. In the *IOC Gender Equality Review Project*, five recommendations explicitly address increasing female leadership in the Olympic Movement. The IPC established a 30% threshold for gender equity in its leadership structures in 2009.

This report examines the status of women in the Olympic and Paralympic Winter Games as both participants and leaders. More specifically, it examines the athletic opportunities, leadership positions, and media narratives afforded to female athletes to illuminate the place of women in the International and U.S. Olympic and Paralympic sport hierarchy. This report also assesses the extent to which the IOC, IPC, and USOC are fulfilling their stated missions with respect to fairness and gender equity, as well as whether or not past recommendations articulated by the Women's Sports Foundation have been fulfilled. Despite significant changes over the histories of the Olympic and Paralympic Games, the data suggests much work remains, and this report is one means of accounting for such change.

Some of the major findings documented by this study are summarized below:

**1. Male athletes continue to outnumber female athletes in the Olympic and Paralympic Winter Games.**

At the 2018 Olympic Winter Games, 1,704 male athletes (58.6%) and 1,204 female athletes (41.4%) participated. This is a slight increase from 2014 when 1,708 men (60%) and 1,158 women (40%) competed. At the 2018 Paralympic Games, 431 male athletes (76.4%) and 133 female athletes (23.6%) participated as compared to 2014 when 412 men (76.2%) and 129 women (23.8%) competed.

**2. Countries continue to exclude women in their Olympic and Paralympic delegations.**

Of the 92 countries represented at the 2018 Olympic Winter Games, 23 delegations did not send any female athletes, and eight delegations did not send any male athletes. Single-sex delegations were all smaller than 10 athletes. Of the 49 countries represented at the Paralympic Winter Games, 19 delegations did not send any female athletes, and two delegations did not send any male athletes. Only four delegations included at least 10 female athletes.

**3. Female athletes continue to have fewer participation opportunities than male athletes.**

Structural gender discrepancies continue in the Olympic and Paralympic Winter Games. At the 2018 Games, women did not compete in Nordic combined, four-man bobsleigh<sup>2</sup>, and doubles luge (although doubles luge is considered a mixed event). In addition, female athletes had fewer participation opportunities than their male counterparts: there were 44 (43.1%) women's events, 50 (49%) men's events, and eight (7.8%) mixed events. At the 2018 Paralympic Games, women did not compete in snowboard cross SB-UL and banked slalom SB-UL in the sport of snowboarding. Female Paralympians also had fewer participation opportunities than their male counterparts: there were 37 (46.2%) women's events, 39 (48.8%) men's events, and four (5%) mixed events (cross country mixed relay, cross country open relay, para ice hockey, and wheelchair curling).

**4. The IOC requested women be provided with at least 20% of the leadership opportunities in international sport organizations by 2005. In December 2016, the IOC Executive Board set 30% as a minimum target for women in decision-making positions by 2020. As a result of the 2018 Gender Equality Review Project recommendations #19c and d, the target has been revised. The recommendation is to achieve**

2 Technically four-man bobsleigh is open to women, but no women have participated in the event in the Olympic Games.

**equal representation of men and women in all IOC decision-making positions by 2024. However, women continue to be underrepresented in leadership positions in Olympic governance.<sup>3</sup>**

**IOC:** Female representation has increased in the IOC governance structure; yet, the number of women in leadership positions remains slightly below the IOC's 30% 2020 target. Twenty-nine (29%) of the 100 IOC members are women. Four (26.7%) women sit on the 15-person Executive Committee. There has never been a female IOC President or Secretary General.

**NOCs:** Leadership positions within the 202 active National Olympic Committees (NOCs) are still primarily dominated by men: women constitute 7.5% of listed NOC presidents and 16.2% of listed secretary generals. Moreover, 152 (77.2%) NOCs have all-male leadership teams, 43 (21.8%) have male/female leadership teams, and two (1.0%), Ireland and Zambia, have all-female leadership teams.<sup>4</sup> Although this is a slight improvement in female representation since 2016 when 79.9% of NOCs had all-male leadership teams, women remain underrepresented in NOC leadership positions.

3 Data on the numbers of men and women in leadership positions were collected between October and December 2017, and statements are based on that time period.

4 During data collection, Brazil did not provide information about its president or secretary general, and Malawi, Montenegro, Morocco, and Paraguay only included a male president. These countries were therefore not included in the leadership team counts. Kuwait and Russia were suspended and therefore were not included as active NOCs.

**IFs:** Leadership positions within the seven Winter Olympic International Federations (IFs) also are dominated by men. Women hold 13 of the 80 (16.2%) Winter IFs Executive Council positions. Only the World Curling Federation has a female president, Kate Caithness. Only the World Curling Federation and International Skating Union Executive Board exceed the 20% 2005 threshold for female representation with 25% and 38.5%, respectively. No woman serves on the Bobsleigh & Skeleton Executive Council.

**IPC:** The International Paralympic Committee (IPC) has set a standard of 30% for gender equity in its leadership structures. Four women (28.6%) are part of the 14-member IPC Governing Board, an 8.6% increase from 2016. Twenty-nine (16.8%) of the 173 listed NPC presidents are women, an increase from 26 in 2016 and 19 in 2012. Fifty-five (31.1%) of NPC designated “main contacts” are women.

**5. The United States Olympic Committee continues to make strides toward organizational gender equity, but it is still well below a balanced 50/50 split in leadership positions. This is particularly true in the Winter National Governing Bodies and Olympic coaching staffs, where women are woefully underrepresented in leadership positions.**

**USOC:** The United States Olympic Committee (USOC) exceeds the IOC-recommended 30% threshold for the inclusion of women on the Board of Directors, with 37.5% female members. This is consistent from 2016. The Executive Team, which consists of 14 members, has four (28.6%) female members, an increase from two in 2016.

**NGBs:** Taken together, the U.S. Winter Sport National Governing Bodies (NGBs) board of director positions are held largely by men. Of the 123 board of director positions across the eight Winter NGBs, men hold 84 (68.3%) positions and women hold 39 (31.7%) positions. At the time of data collection, no woman serves as chair of a Winter NGB. Only the US Figure Skating Board of Directors is comprised of more female members (56.3%) than male members. The USA Curling (24%), USA Hockey (23.5%), USA Luge (27.3%), and US Speedskating (20%) boards of directors all fall below the IOC’s 30% 2020 target.

**U.S. Olympic Coaches:** U.S. Olympic coaches are overwhelmingly male. Of the 66 “main coaches,” for the 2018 Olympic Winter Games, eight (12.1%) were women, seven of whom coached figure skating or ice dancing.<sup>5</sup> This is a slight increase from the 2014 Games when women held 8.5% of “main coach” positions.<sup>6</sup> Linlin Sun, the only female coach outside of figure skating or ice

---

5 Main coaches include those designated in a media guide or press release, or as indicated by the NGBs’ press officer via email correspondence with the authors. Main coaches include: men’s and women’s head coaches, men’s and women’s assistant coaches, national teams’ men’s and women’s coaches, men’s and women’s international coaches, and skill- or position-specific coaches (such as start coaches, speed coaches, sprint coaches, and goal-tending coaches).

6 Main coaches for 2014 data was collected using the 2014 USA Olympic Media Guide. Main coaches include those pictured in the guide with a biography, including but not limited to head coaches, assistant coaches, and general managers. Various other positions were listed in the media guide but did not include biographical information; therefore, they were not included in this calculation. Such positions include, but are not limited to: ski technicians, sled mechanics, or team leaders.



dancing, served as the 2018 speedskating short track assistant coach.

**6. Media accounts appear to be trending toward more equitable coverage of male and female Olympians; however, coverage of the Paralympic Games remains minimal.**

Media coverage favored women during the 2018 Olympic Winter Games. Stories on female athletes exceeded that of male athletes, with 43% of articles dedicated to women, 40% to men, and 17% discussed both women and men. Online outlets pictured women in 47% of photographs and men in 43%. This is an improvement from 2010 when Smith and Wrynn (2010) found that 62.4% of coverage was dedicated to male athletes and 37.6% to female athletes.

During the 2018 Paralympic Games, the four major online websites (ESPN, NBCOlympics, New York Times, and USA Today) published only 34 articles about Paralympians. Of those, 44% were about male athletes, 21% about female athletes, and 35% about both male and female athletes.

# INTRODUCTION

Many celebrate the summer Olympic Games for offering female athletes equitable participation opportunities to their male counterparts. The IOC highlights the historic increase in the number of women competing at the summer Games, as well as the increase in geographical representation of female Olympians. However, women comprised 45% of athletes in 2016, and five nations failed to include a woman in their athlete contingent: Iraq, Monaco, Nauru, Tuvalu, and Vanuatu. Even less attention is typically given to the gender breakdown at the Winter Games, which sees fewer female athletes from a smaller number of countries. For the 2018 Olympic Winter Games in PyeongChang, women comprised 41.4% of athletes. Of the 92 delegations, 23 (25%) failed to include a woman in their athlete contingent while seven delegations did not include a man. The United States similarly did not reach parity, as 134 male athletes (55.6%) and 107 female athletes (44.4%) constituted the U.S. squad.

Gender equality similarly remains unachieved for the Paralympic Winter Games. At the 2018 Paralympic Winter Games, 133 women (23.6%) and 431 men (76.4%) competed. Of the 49 countries, 19 failed to include a woman, and two failed to include a man in their athlete contingent. The U.S. squad comprised 19 female athletes (27.5%) and 50 male athletes (72.5%).

This is important because the IOC charter states that one of its goals is “to encourage and support the promotion of women in sport at all levels and in all structures, with a view to implementing the principle of equality of men and women” (Rule 2, paragraph 7 Olympic Charter, in force as of September 1, 2004). The United States has a similar mandate. Through the Ted Stevens Olympic and Amateur Sports Act (1978), the 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.

## Historical Background of Women’s Participation in the Olympic Games

Pierre de Coubertin and a group of 13 men established the International Olympic Committee (IOC) in 1894. One of the reasons de Coubertin started the IOC and the Olympic 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 social mores of the late 19<sup>th</sup> century. According to de Coubertin (1912), an Olympiad with females would

be “impractical, uninteresting, ungainly, and ... improper” (p. 111). The first Modern Olympic Games were held in Athens in 1896 and included no women competitors, coaches, or officials. Women were included for the first time in the 1900 Games at Paris, in the sports of golf and tennis. Nineteen women competed, constituting 1.9% of the total number of competitors (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 20<sup>th</sup> century, women were slowly added to the program, performing admirably in swimming, diving, and fencing. In spite of this, 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, resulted in restrictions on women’s involvement. These trends continue for decades (see Graph 3 on page 38).

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 (4.3%) in these first Winter Games. The Games included six sports and 16 events; of these 16 events, women participated only 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. In 2014, the ski halfpipe, ski slopestyle, snowboard slopestyle, biathlon mixed relay, figure skating team event, and luge team relay were added for men and women. Women competed in ski jumping for the first time in 2014.

## IOC Gender Equality Review Project

In 2018, the International Olympic Committee published a report called the *IOC Gender Equality Review Project*. According to the document, its purpose was to create “action-oriented recommendations for change” related to

enhancing gender equality within the Olympic movement (IOC, 2018). The findings were based on interviews and recommendations from several stakeholders, including the IOC Women in Sport and Athletes' Commissions, the IOC Working Group, National Olympic Committee and International Federation members, former athletes, sport media professionals, and academics. In addition, the report used prior research on gender equality to inform recommendations and action items as well. This section provides a brief overview of the themes and recommendations.

The report included 25 recommendations within five major themes: sport, portrayal, governance, funding, and human resources/monitoring/communication. Sport had the most recommendations with 11. For example, in terms of participation, the report recommended that for team sports there be an equal number of teams per gender. Similarly, in individual events, the report advised that the participation opportunities for women and men should be equal for the event or discipline. The sport theme also included reviewing competition format and technical rules, uniforms, equipment, technical officials, coaches, venues and facilities, schedule, medical care, safeguarding athletes from harassment and abuse, and helping female athletes transition out of sport and into other opportunities. The report indicated many of the actions are ongoing while others have deadlines, such as adding a member of the IOC Women's Commission to the IOC Medical and Scientific Commission by September 2018 or to work with

International Federations to develop a plan by September 2018 to increase female technical officials for the Beijing 2022 and Paris 2024 Olympic Games as men have represented at least 70% of officials since the 2010 Games in Vancouver.

The portrayal theme involved the creation of a media toolkit that will be available by September 2018 from the IOC that focuses on terminology and equitable gender portrayals. In addition, the IOC plans to include a clause in contracts with host countries that relates to equitable media portrayals for male and female athletes for promotional materials and competition scheduling. That action item is scheduled to start with Beijing in 2020. The final component of equitable portrayals is creating a media content analysis pilot program for National Organizing Committees to analyze media coverage in the 2018 and 2020 Olympic Games.

The IOC addressed the funding component related to achieving gender equality by recommending that a portion of the IOC operating budget be allocated to gender equality projects by the 2021-24 Olympic planning period. The IOC also created a Gender Equality Tracking Report and set June 2018 as the date in which NOCs start reporting that data. The IOC also recommended that NOCs and IFs work with their own Women's Sports and Athletes Commissions to review the budget allocations towards gender equality projects or initiatives. The final part of the funding theme suggested collecting data to assess, continually track and report whether or not prize or other money for male and female athletes is equitable by February 2019.

In terms of governance, the goal is to increase female representation in leadership and decision-making positions. This includes the creation of a senior executive roundtable by June 2019, a co-mentoring program for women that would pair senior-level board members with prospective governance candidates, which is expected to also start by June 2019. To address the pipeline issue, the report asks IFs and NOCs to nominate one female candidate for every male candidate for NOC and IF positions by 2020. In addition, the report recommends NOCs and IFs review their electoral processes by September 2018 to determine if the process is impeding gender equality. Furthermore, the governance theme assigns oversight roles to NOCs' and IFs' Women in Sport and Athletes' Commissions regarding the implementation of action items in the five themes. Finally, the IOC plans to adopt a position called Diversity Officer by 2020, which will implement recommendations within the IOC from the Gender Equality Review Report.

The human resources, monitoring, and communication theme focuses on reviewing and revising policies and procedures related to recruiting, staffing, hiring, training, and succession planning. This includes incorporating gender equality objectives in leadership performance evaluations and reviewing code of conduct and sexual harassment policies. Additionally, instead of using scattered data from NOCs and IFs, the IOC plans to utilize a tracking system that would centralize and track information and then make the results public to create more transparency. The monitoring system is scheduled to start by December 2018. The report concludes with a recommendation that the IOC create a full-scale communications plan that allows

them to continually provide updates for the gender equality recommendations and action items suggested in the report, which would start by June 2018.

## IOC IPC Partnership

During the 2018 Paralympic Winter Games, the IOC and IPC signed a long-term agreement establishing a partnership between the two organizations until at least 2032. The new agreement builds on the current partnership and cooperation agreements that were signed prior to the London 2012 Olympic and Paralympic Games.

According to the IOC and IPC, the new partnership will have the following results:

- The IOC will continue to make it obligatory for any host of the Olympic Games also to organize the Paralympic Games.
- The IOC and IPC will work together to increase the visibility of the Paralympic Games and enhance the Paralympic brand.
- The two organizations will deepen existing cooperation, specifically on the implementation of the Olympic Agenda 2020, the strategic roadmap for the future of the Olympic Movement.
- The agreement will give financial stability to the IPC for at least the next 14 years, from which in turn the whole Paralympic Movement will benefit.

Further details of the partnership have not been made available.

# INTERNATIONAL FINDINGS

## Major International Participation Findings

### 2018 Olympic Winter Games

- There were 1,204 female athletes (41.4%) and 1,704 male athletes (58.6%), compared with 1,158 female athletes (40%) and 1,708 male athletes (60%) in 2014, and 1,043 female athletes (40.4%) and 1,536 male athletes (59.6%) in 2010.
- Of 92 total countries, 23 delegations did not send any female athletes, and eight delegations did not send any male athletes. Of the 92 delegations, 37 delegations were comprised of 10 or more total athletes. The 23 delegations that did not include female athletes and the seven of the eight delegations without a male athlete were smaller than 10 athletes.
- Women are excluded from the sport of Nordic combined, four-man bobsleigh, and double luge (although four-man bobsleigh and doubles luge are technically considered mixed events).
- Women competed in 52 (51%) of 102 events; there were 44 (43.1%) women's events, 50 (49%) men's events, and eight (7.8%) mixed events (Alpine team event, biathlon mixed relay, curling mixed doubles,

figure skating pair skating, figure skating ice dance, figure skating team events, luge doubles, and luge team relay).

### 2018 Paralympic Winter Games

- There were 133 female athletes (23.6%) and 431 male athletes (76.4%), compared with 129 female athletes (23.8%) and 412 male athletes (76.2%) in 2014, and 121 female athletes (24.1%) and 381 male athletes (75.9%) in 2010.
- Of 49 countries, 19 delegations did not send any female athletes, and two delegations did not send any male athletes. Only four delegations included at least 10 female athletes.
- Women did not compete in snowboard cross SB-UL and banked slalom SB-UL in the sport of snowboarding, which made its debut at the 2018 Paralympic Winter Games. Despite para ice hockey being categorized as a mixed tournament, only one female athlete participated.
- Women competed in 41 (51.2%) of 80 events; there were 37 (46.2%) women's events, 39 (48.8%) men's events, and four (5%) mixed events (cross country mixed relay, cross country open relay, para ice hockey, and wheelchair curling).

## 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 52 (including eight mixed events: Alpine team event, biathlon mixed relay, curling mixed doubles, figure skating pair skating, figure skating ice dance, figure skating team events, luge doubles [although they do not participate], and luge team relay) (See Table 1 on following pages). As the number of women's and men's events continue to close in on equity, it is also important to examine the number of participants in each sport, as well as the number of entries in each event. Certainly, not competing in the same number of events as men does account for a lower percentage of female athletes. Nordic combined provides 55 male athletes with four events, with no events offered for women. For example, in Alpine skiing, women and men compete in five events each, and both compete in the new Alpine team event. However, of the total 316 Alpine skiers, women account for 131 (41.5%). Moreover, in examining each event, the number of women and men vary greatly. For example, 134 men competed in the men's giant slalom, while 81 women competed in the ladies' giant slalom. One-hundred thirty-eight men competed in the men's slalom, while 78 women competed in the ladies' slalom. Similarly, in ice hockey, the women competed in an eight-team tournament with rosters of 23 athletes, while the men competed in a 12-team tournament with rosters of 25

athletes and accounting for one of the greatest disparities in the Games (men accounted for 60.5% of hockey players).<sup>7</sup> Luge accounts for the greatest difference (with the exception of Nordic combined), with 30 women (27.3%) and 80 men (72.7%). Other sports that continue to provide inequitable opportunities for female athletes, while offering similar number of events, include bobsleigh (45 women account for 26% of total athletes), cross country (131 women account for 43.1% of total athletes), skeleton (20 women account for 40% of total athletes), snowboarding (109 women account for 44% of total athletes), and speed skating (83 women account for 45.1% of total athletes). The only sport with a higher percentage of female athletes was figure skating, with 77 women (50.3%) and 76 men (49.7%). Other sports relatively close to equitable include biathlon (110 women, 49.8%), curling (56 women, 49.6%), and short track speed skating (56 women, 48.7%).

In addition to fewer participation opportunities, female athletes compete in races with shorter lengths than their male counterparts. For example, in biathlon, men compete in races of 10km and 20km, as well as the 12.5km pursuit and 15km mass start. Women race 7.5km 10km, 12.5km, and 15km, but not the same category as their male counterparts. Their relay distances also differ, in both the single-sex and mixed relays, with male relay participants racing 7.5km each and women racing 6km each. Similarly, in cross country, men compete in the 50km mass start

---

<sup>7</sup> As the host nation, Korea entered a women's team in the ice hockey tournament with 35 players on the roster; it was a combined team from North and South Korea.

classic while women compete in the 30km mass classic. Despite being able to race for 30km, women are also limited in the shorter races in comparison with their male counterparts. Men compete in races of 10km and 15km, while women compete in 7.5km and 10km. The men's relay is four legs of 10km each, while each leg in the women's

event is 5km. Moreover, in cross country, as in Alpine skiing, figure skating, freestyle skiing, short track speed skating, snowboarding, and speed skating, women's events are titled "ladies," while in biathlon, luge, skeleton, and ski jumping, the events are titled "women's."

**Table 1. The Number of Olympic Events (and Entries) by Gender, 2018**

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Alpine Skiing	Ladies' Downhill	55	Men's Downhill	60	Alpine Team Event	16
	Ladies' Super G	45	Men's Super G	62		
	Ladies' Giant Slalom	81	Men's Giant Slalom	134		
	Ladies' Slalom	78	Men's Slalom	138		
	Ladies' Alpine Combined	32	Men's Alpine Combined	65		
Biathlon	Women's 15km Individual	87	Men's 20km Individual	86	2x6km Women + 2x7.5km Men Mixed Relay	20
	Women's 7.5km Sprint	87	Men's 10km Sprint	87		
	Women's 10km Pursuit	60	Men's 12.5km Pursuit	60		
	Women's 12.5km Mass Start	30	Men's 15km Mass Start	30		
	Women's 4x6km Relay	18	Men's 4x7.5km Relay	18		
Bobsleigh	Women	20	2-man	30		
			4-man	29		



**Table 1. The Number of Olympic Events (and Entries) by Gender, 2018, continued**

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Cross-Country Skiing	Ladies' 10km Free	90	Men's 15km Free	119		
	Ladies' 7.5km + 7.5km Skiathlon	62	Men's 15km + 15km Skiathlon	68		
	Ladies' Sprint Classic	68	Men's Sprint Classic	80		
	Ladies' Team Sprint Free	21	Men's Team Sprint Free	28		
	Ladies' 30km Mass Start Classic	47	Men's 50km Mass Start Classic	71		
	Ladies' 4 x 5km Relay	14	Men's 4 x 10km Relay	14		
Curling	Women	10	Men	10	Mixed	8
Figure Skating	Ladies Single Skating	30	Men Single Skating	30	Pair Skating	22
					Ice Dance	24
					Team Events	10
Freestyle Skiing	Ladies' Moguls	30	Men's Moguls	30		
	Ladies' Aerials	25	Men's Aerials	25		
	Ladies' Ski Cross	24	Men's Ski Cross	31		
	Ladies' Ski Halfpipe	24	Men's Ski Halfpipe	27		
	Ladies' Ski Slopestyle	23	Men's Ski Slopestyle	30		
Ice Hockey	Women	8	Men	12		
Luge	Women's Singles	30	Men's Singles	40	Doubles	20
					Team Relay	13
Nordic Combined			Individual Gundersen NH/10km	55		
			Individual Gundersen LH/10km	55		
			Team Gundersen LH/4x5km	10		

**Table 1. The Number of Olympic Events (and Entries) by Gender, 2018, continued**

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Short Track Speed Skating	Ladies' 500m	32	Men's 500m	33		
	Ladies' 1000m	32	Men's 1000m	32		
	Ladies' 1500m	36	Men's 1500m	37		
	Ladies' 3000m Relay	8	Men's 5000m Relay	8		
Skeleton	Women	20	Men	30		
Ski Jumping	Women's Normal Hill Individual	35	Men's Normal Hill Individual	65		
			Men's Large Hill Individual	67		
			Men's Team	12		
Snowboard	Ladies' Parallel Giant Slalom	31	Men's Parallel Giant Slalom	32		
	Ladies' Halfpipe	24	Men's Halfpipe	29		
	Ladies' Snowboard Cross	26	Men's Snowboard Cross	40		
	Ladies' Slopestyle	26	Men's Slopestyle	37		
	Ladies' Big Air	26	Men's Big Air	36		
Speed Skating	Ladies' 500m	35	Men's 500m	41		
	Ladies' 1000m	37	Men's 1000m	40		
	Ladies' 1500m	33	Men's 1500m	39		
	Ladies 3000m	30	Men's 5000m	25		
	Ladies' 5000m	17	Men's 10000m	16		
	Ladies' Mass Start	30	Men's Mass Start	30		
	Ladies' Team Pursuit	8	Men's Team Pursuit	8		
<b>Totals</b>	<b>44 Women's Events</b>		<b>50 Men's Events</b>		<b>8 Mixed Events</b>	

## Sports and Medal Events in the Paralympic Winter Games

Female and male athletes in the Paralympic Winter Games competed in a total of 80 events, with women competing in 37 women's events and four mixed events (cross country mixed relay, cross country open relay, para ice hockey, and wheelchair curling) (see Table 2 on following pages). Para ice hockey is listed as a mixed event, although of the 135 participants, only one female participated. The relatively equitable number of events in the Paralympic Winter Games but the alarmingly low percentage of female participation is simply the result of more male athletes in each of the six Paralympic sports. No sport in the Paralympic Winter Games approaches equity for female athlete participation, with biathlon offering the highest percentage of female athletes (40 women accounted for 42.1%), and para ice hockey offering the lowest percentage (one woman accounted for less than 1%). Forty women accounted for 28.4% of Alpine skiers, 57 women accounted for 36.8% of cross-country skiers (some of whom also competed in biathlon), 13 women accounted for 18.8% of snowboarders, a new sport offered in the 2018 Paralympic Games, and 20 women accounted for one-third of curlers.

While women and men compete in relatively the same number of events, the number of entries in each event varies greatly. For example, in Alpine skiing, 17 women competed in women's slalom standing while 40 men competed in men's slalom standing. Eight women competed in women's super-G sitting, while 33 men competed in men's super-G sitting. In biathlon, eight women competed in the women's 6km visual impaired while 17 men competed in the men's 7.5km visual impaired. In cross country events, more male entries competed in a number of events. For example, in the men's 1.5km sprint classic visual, 21 men competed while only 11 women competed in the women's 1.5km sprint classic visual. In snowboarding, a new sport in the 2018 Paralympic Winter Games, eight women competed in the banked slalom SB-LL2 while 20 men competed in the banked slalom SB-LL2.

In addition to the differences in the number of entries by gender, distances of races varied for female and male competitors. In biathlon, men raced distances of 7.5km, 12.5km, and 15km, while women raced distances of 6km, 10km, and 12.5km. In cross country, men raced distances of 1.5km, 7.5km, 10km, 15km, and 20km, while women raced distances of 1.5km, 5km, 7.5km, 12km, and 15km.

**Table 2. The Number of Paralympic Events (and Entries) by Gender, 2018**

<b>Sport/Discipline</b>	<b>Women's Events</b>	<b>Number of Entries</b>	<b>Men's Events</b>	<b>Number of Entries</b>	<b>Mixed Events</b>	<b>Number of Entries</b>
Alpine Skiing	Women's Slalom Visually Impaired	12	Men's Slalom Visually Impaired	18		
	Women's Slalom Standing	17	Men's Slalom Standing	40		
	Women's Slalom Sitting	9	Men's Slalom Sitting	31		
	Women's Giant Slalom Visually Impaired	12	Men's Giant Slalom Visually Impaired	18		
	Women's Giant Slalom Standing	15	Men's Giant Slalom Standing	42		
	Women's Giant Slalom Sitting	10	Men's Giant Slalom Sitting	37		
	Women's Super-G Visually Impaired	11	Men's Super-G Visually Impaired	13		
	Women's Super-G Standing	14	Men's Super-G Standing	34		
	Women's Super-G Sitting	8	Men's Super-G Sitting	33		
	Women's Super Combined Visually Impaired	11	Men's Super Combined Visually Impaired	13		
	Women's Super Combined Standing	14	Men's Super Combined Standing	32		
	Women's Super Combined Sitting	8	Men's Super Combined Sitting	30		
	Women's Downhill Visually Impaired	8	Men's Downhill Visually Impaired	9		
	Women's Downhill Standing	12	Men's Downhill Standing	29		
	Women's Downhill Sitting	7	Men's Downhill Sitting	26		

**Table 2. The Number of Paralympic Events (and Entries) by Gender, 2018, continued**

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Biathlon	Women's 6km Visual Impaired	8	Men's 7.5km Visual Impaired	17		
	Women's 6km Standing	15	Men's 7.5km Standing	17		
	Women's 6km Sitting	16	Men's 7.5km Sitting	20		
	Women's 10km Visual Impaired	6	Men's 12.5km Visual Impaired	15		
	Women's 10km Standing	12	Men's 12.5km Standing	14		
	Women's 10km Sitting	13	Men's 12.5km Sitting	17		
	Women's 12.5km Visual Impaired	5	Men's 15km Visual Impaired	15		
	Women's 12.5km Standing	12	Men's 15km Standing	15		
	Women's 12.5km Sitting	15	Men's 15km Sitting	17		
Cross Country	Women's 1.5km Sprint Classic Visual	11	Men's 1.5km Sprint Classic Visual	21	4x2.5km Mixed Relay	13
	Women's 1.5km Sprint Classic Standing	16	Men's 1.5km Sprint Classic Standing	24	4x2.5km Open Relay	12
	Women's 1.5km Sprint Sitting	25	Men's 1.5km Sprint Classic Sitting	36		
	Women's 7.5km Classic Visual Impaired	10	Men's 10km Classic Visual Impaired	17		
	Women's 7.5km Classic Standing	18	Men's 10km Classic Standing	24		
	Women's 5km Sitting	23	Men's 7.5km Sitting	34		
	Women's 12km Sitting	19	Men's 15km Sitting	29		
	Women's 15km Free Visual Impaired	9	Men's 20km Free Visual Impaired	14		
	Women's 15km Free Standing	11	Men's 20km Free Standing	18		
Para Ice Hockey					Mixed Tournament	8

**Table 2. The Number of Paralympic Events (and Entries) by Gender, 2018, continued**

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Snowboard	Women's Snowboard Cross SB-LL1	5	Men's Snowboard Cross SB-UL	22		
	Women's Snowboard Cross SB-LL2	6	Men's Snowboard Cross SB-LL1	13		
	Women's Banked Slalom SB-LL1	5	Men's Snowboard Cross SB-LL2	20		
	Women's Banked Slalom SB-LL2	8	Men's Banked Slalom SB-UL	22		
			Men's Banked Slalom SB-LL1	13		
			Men's Banked Slalom SB-LL2	20		
Wheelchair Curling				Mixed	12	
<b>Totals</b>	<b>37 Women's Events</b>		<b>39 Men's Events</b>		<b>4 Mixed Events</b>	

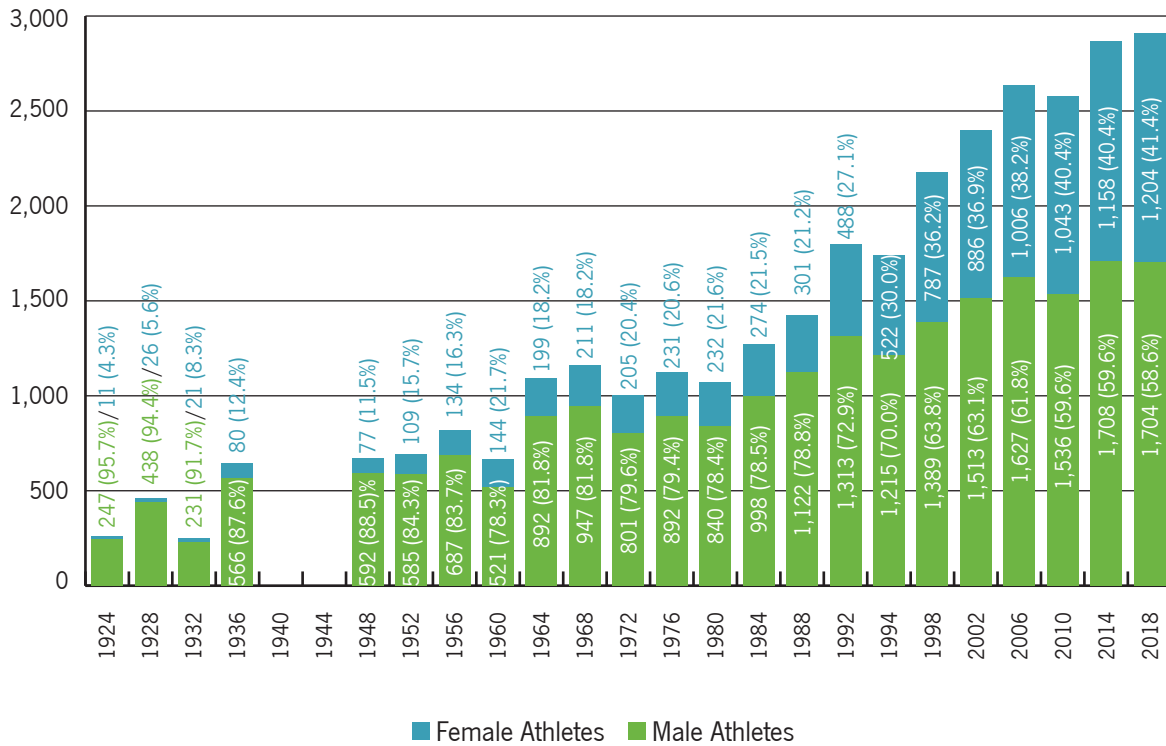
## Participation Trends in the 2010, 2014, and 2018 Olympic Winter Games

As the number of sports and events has increased for women, so has the number of female participants (see Graph 1 on following page). 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 Games participants (41.4%). While there has been an increase in the number of female athletes at the Winter Games since 1998, the percentage of female athletes has grown just 5% in the last 20 years.

The number of female athletes has steadily increased each Olympiad. In 2010, 1,043 female athletes competed accounting for 40.4%, with more than 100 additional women competing in 2014, and accounting for a similar percentage of overall participants. The number of male athletes increases as well between 2010 and 2014, negating any growth in the percentage of women. At the 2018 Winter Games, 1,204 women competed alongside

Graph 1. The Number of Female and Male Athletes in the Olympic Winter Games, 1924–2018



1,704 men, accounting for the highest percentage of women at the Winter Games at 41.4%. At this rate, it remains unclear how the IOC will achieve 50% female participation. If the Winter Games continues to offer sports and events exclusive to male athletes, there is no mathematical equation that can assist women in achieving equity (see Table 3 on following page). Moreover, if more male athletes are granted entry into each event, this exacerbates the difference in both raw numbers and percentages between the genders. Structural inequities

remain, contributing to the difficulties for women to achieve equity. Men’s hockey rosters are set at 25, while women’s are set at 23 (up from 21 in 2014); additionally, there are 12 men’s teams in the tournament and only eight women’s teams. At the 2022 Olympic Winter Games, the women’s tournament will expand to include 10 teams, adding 46 women to the total number of athletes. Nordic combined allows for 55 male ski jumpers, which women cannot match because they do not compete in Nordic combined.

**Table 3. 2018 Olympic Winter Games Athletes by Sport/Discipline**

Sport	NOCs	Women's Events	Men's Events	Mixed Events	Female Athletes	Male Athletes	Total
Alpine Skiing	80	5	5	1	131 (41.5%)	185 (58.5%)	316
Biathlon	28	5	5	1	110 (49.8%)	111 (50.2%)	221
Bobsleigh	22	1	2	0	45 (26.0%)	128 (74.0%)	173
Cross Country	65	6	6	0	131 (43.1%)	173 (56.9%)	304
Curling	13	1	1	1	56 (49.6%)	57 (50.4%)	113
Figure Skating	32	1	1	3	77 (50.3%)	76 (49.7%)	153
Freestyle Skiing	27	5	5	0	125 (46.6%)	143 (53.4%)	268
Ice Hockey	14	1	1	0	196 (39.5%)	300 (60.5%)	496
Luge	24	1	2	1	30 (27.3%)	80 (72.7%)	110
Nordic Combined	16	0	3	0	0 (0.0%)	55 (100.0%)	55
Short Track Speed Skating	22	4	4	0	56 (48.7%)	59 (51.3%)	115
Skeleton	24	1	1	0	20 (40.0%)	30 (60.0%)	50
Ski Jumping	21	1	3	0	35 (34.3%)	67 (65.7%)	102
Snowboarding	30	5	5	0	109 (44.0%)	139 (56.0%)	248
Speed Skating	29	7	7	0	83 (45.1%)	101 (54.9%)	184
<b>Totals</b>	<b>92</b>	<b>44 (43.1%)</b>	<b>51 (50%)</b>	<b>7 (6.9%)</b>	<b>1,204 (41.4%)</b>	<b>1,704 (58.6%)</b>	<b>2,908</b>

In 2018, there were 92 participating countries in the Olympic Winter Games. Thirty-seven delegations had at least 10 athletes. Twenty-three countries (Azerbaijan, Bermuda, Bolivia, Cyprus, Ecuador, Eritrea, Ghana, India, Kosovo, Kyrgyzstan, Luxembourg, Malaysia, Moldova, Morocco, Pakistan, Philippines, Portugal, Puerto Rico, San Marino, South Africa, Timor-Leste, Tonga, Uzbekistan) did not include at least one female athletes in their delegation, and seven countries (Hong Kong, Kenya, Madagascar, Malta, Nigeria, Singapore, and Togo) did not include at least one male athlete in their delegation; all 30 delegations

listed were very small delegations, typically only one or two total athletes. The failure to include a female athlete (or male athlete) to the Winter Games is the result of three possible explanations: the country wants to participate in the Games and sends one athlete to participate, typically in Alpine skiing and/or cross country, two sports with large quotas; religious discrimination, though in 2018, no country appears to have used religious discrimination as a means to restrict women from participating in the 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 sports. Six countries participated in the Olympic Winter Games for the first time: Ecuador, Eritrea, Kosovo, Malaysia, Nigeria, and Singapore.

In 2018, the United States, like in 2014, brought the highest number of female athletes of all the participating nations, with 107 (see Table 4). Still, this number ranked the U.S. at only 10<sup>th</sup> among all countries with at least 10 athletes in their delegations in terms of percentage of female athletes (44.4%). Only five countries with at least 10 athletes in their delegation (see Table 5) boasted delegations of 50% or more female athletes. In these larger delegations, every country included at least two women, with Spain bringing only two, who accounted for 15.3% of their athletes (see Table 6 and 7 on following page).

**Table 4. The 2018 Olympic Winter Games: Top 10 Delegations by Number of Women**

NOC	Number of Female Athletes
1. United States	107
2. Canada	103
3. Russia	81
4. Japan	72
5. Switzerland	70
6. Germany	58
7. Sweden	54
8. Italy	47
9. China	46
10. Republic of Korea	45

**Table 5. The 2018 Olympic Winter Games: Top 10 Delegations for Women Relative to Their Male Delegations (of delegations comprising 10 or more athletes)**

NOC	# of Female Athletes	% of Female Athletes	# of Male Athletes	% of Male Athletes
1. Japan	72	58.1%	52	41.9%
2. China	46	57.5%	34	42.5%
3. Netherlands	18	52.9%	16	47.1%
4. Hungary	10	52.6%	9	47.4%
5. Belarus	17	51.5%	16	48.5%
6. Ukraine	16	48.5%	17	51.5%
7. Olympic Athletes from Russia	81	48.2%	87	51.8%
8. Sweden	54	46.6%	62	53.4%
9. Canada	103	45.8%	122	54.2%
10. United States	107	44.4%	134	55.6%

**Table 6. The 2018 Olympic Winter Games: 10 Worst Delegations for Women Relative to Their Male Delegations (of delegations comprising 10 or more athletes)**

NOC	# of Female Athletes	% of Female Athletes	# of Male Athletes	% of Male Athletes
1. Spain	2	15.3%	11	84.6%
2. New Zealand	4	20.0%	16	80.0%
3. Estonia	5	22.7%	17	77.3%
4. Norway	27	24.8%	82	75.2%
5. Latvia	9	26.5%	25	73.5%
T6. Slovenia	19	26.8%	52	73.2%
T6. Slovakia	15	26.8%	41	73.2%
8. Czech Republic	28	29.2%	68	70.8%
9. DPR Korea	3	30.0%	7	70.0%
10. Romania	9	33.3%	18	66.7%

**Table 7. The 2018 Olympic Winter Games: 10 Worst Delegations by Number of Women (of delegations comprising 10 or more athletes)**

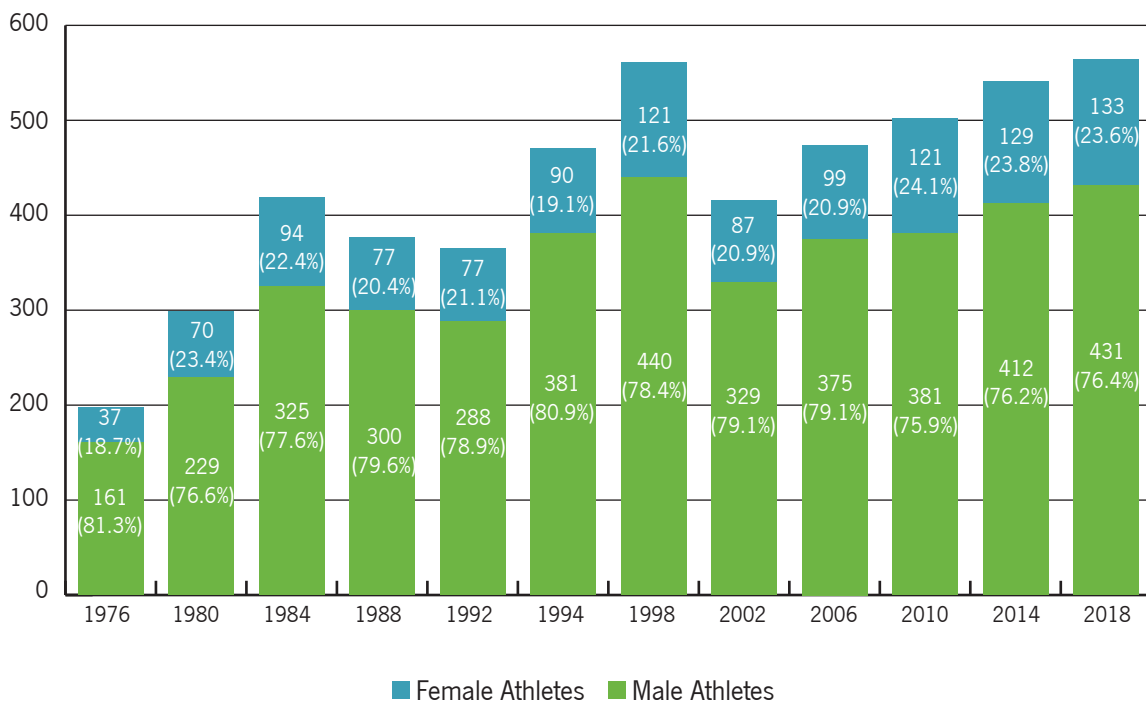
NOC	Number of Female Athletes
1. Spain	2
T2. Israel	3
T2. DPR Korea	3
4. New Zealand	4
5. Estonia	5
T6. Croatia	7
T6. Denmark	7
T8. Belgium	9
T8. Bulgaria	9
T8. Latvia	9
T8. Romania	9

## Participation Trends in the 2010, 2014, and 2018 Paralympic Winter Games

In 2018, there were 49 countries in the Paralympic Winter Games. Of 49 countries, 18 delegations (Andorra, Argentina, Armenia, Bulgaria, Chile, Denmark, Greece, Iceland, Italy, DPR Korea, Mexico, Mongolia, New Zealand, Romania, Serbia, Slovenia, Tajikistan, and Turkey) did not send any female athletes, and two delegations (Bosnia & Herzegovina and Uzbekistan) did not send any male athletes. Only four delegations included at least 10 female athletes.

The 2018 Paralympic Games marked the highest number of female athlete participants, accounting for 23.6% of all athletes, just under the highest percentage of 24.1% achieved in 2010. It was expected that the percentage of female athletes would increase in 2018 based on the quotas, to perhaps as high as 29%, though this did not occur (see Graph 2 on following page). As the number of women increases each Paralympic Games, the number of male athletes also increases. At this rate, female athletes at the Paralympic Games will continue to account for less than a quarter of all participants for future Paralympic Games. Moreover, with the addition of new sports, such as snowboard, offering more participant opportunities and

Graph 2. The Number of Female and Male Athletes in the Paralympic Winter Games, 1976–2018



events to men, the gender gap will remain. To increase both the number and percentage of female athletes, the Paralympic Winter Games will need to increase the number of events and entries in these events to achieve anything close to parity (see Table 8 on following page).

The United States brought the highest number of female athletes in their delegation with 19, though this number did not equate to their inclusion in the Top Five in terms of percentage of female athletes. Neutral Para Athletes (representing athletes from Russia) brought 17

female athletes and were the delegation with the highest percentage of female athletes at 56.7%. See Table 9 on following page. Italy was among the larger delegations that excluded a female athlete. See Tables 10, 11, and 12 on following page.

**Table 8. 2018 Paralympic Winter Games Athletes by Sport/Discipline**

Sport	Events	NPCs	Female Athletes	Male Athletes	Total	Female Guides	Male Guides	Total
Alpine Skiing	30	33	40 (28.4%)	101 (71.6%)	141	10 (31.3%)	22 (68.7%)	32
Biathlon	18	16	40 (42.1%)	55 (57.9%)	95	0 (0.0%)	25 (100.0%)	25
Cross-Country	20	30	57 (36.8%)	98 (63.2%)	155	3 (7.9%)	35 (92.1%)	38
Para Ice Hockey	1	8	1 (0.7%) (Norway)	134 (99.3%)	135	0	0	0
Snowboard	10	24	13 (18.8%)	56 (81.2%)	69	0	0	0
Wheelchair Curling	1	12	20 (33.3%)	40 (66.7%)	60	0	0	0
<b>Totals</b>	<b>80</b>	<b>49</b>	<b>133 (23.6%)</b>	<b>431 (76.4%)</b>	<b>564</b>	<b>13 (17.8%)</b>	<b>60 (82.2%)</b>	<b>73</b>

**Table 9. The 2018 Paralympic Winter Games:  
Top Five Delegations by Number of Women**

NPC	Number of Female Athletes
1. United States	19
2. Neutral Para Athletes	17
3. Canada	13
4. Germany	11
5. Belarus	7

**Table 10. The 2018 Paralympic Winter Games:  
Top Five Delegations for Women Relative to Their  
Male Delegations (of delegations comprising  
10 or more athletes)**

NPC	# of Female Athletes	% of Female Athletes	# of Male Athletes	% of Male Athletes
1. Neutral Para Athletes	17	56.7%	13	43.3%
2. Germany	11	55.0%	9	45.0%
3. Belarus	7	50.0%	7	50.0%
4. Great Britain	5	35.7%	9	64.3%
5. Ukraine	6	30.0%	14	70.0%

**Table 11. The 2018 Paralympic Winter Games:  
Five Worst Delegations for Women Relative to  
Their Male Delegations (of delegations comprising  
10 or more athletes)**

NPC	# of Female Athletes	% of Female Athletes	# of Male Athletes	% of Male Athletes
1. Italy	0	0.0%	25	100.0%
2. Czech Republic	1	4.8%	20	95.2%
3. Sweden	2	8.3%	22	91.7%
4. Korea	4	11.1%	32	88.9%
5. Japan	5	13.2%	33	86.8%

**Table 12. The 2018 Paralympic Winter Games:  
Five Worst Delegations by Number of Women (of  
delegations comprising 10 or more athletes)**

NPC	Number of Female Athletes
1. Italy	0
2. Czech Republic	1
T3. Australia	2
T3. France	2
T3. Sweden	2
T3. Switzerland	2

## Women in International Sport Governance Structure Leadership Positions

### Summary of Findings: International Olympic Committee, National Olympic Committees, and Winter International Federations

- The IOC fell just short of its target of 30% female representation among its membership: 29% of current IOC members are women, an increase from 25% in 2016.
- There are four women on the 11-member IOC Executive Board, or 36.4% of the committee. This is an increase from 2016 when women comprised 20% of the Executive Board. Anita DeFrantz serves as a vice president; however, no woman has ever served as IOC president.
- Of the IOC's 26 commissions, two fall below the 20% threshold and four fall below the 30% target.
- Of the 202 active NOCs, 152 (77.2%) have all-male leadership teams, 43 (21.8%) have male/female leadership teams, and two (1.0%), Ireland and Zambia, have all-female leadership teams (see footnote 4 one page 4). This is a slight improvement in female representation from 2016 when 79.9% of NOCs had all-male leadership teams. In addition, Ireland joined Zambia as an NOC with an all-female leadership team.

- Only the World Curling Federation and International Skating Union Executive Boards exceed the 20% threshold for International Federation female representation, with 25% and 38.5%, respectively. At the time of this writing, no woman sits on the Bobsleigh & Skeleton Executive Council. Only the World Curling Federation has a female president, Kate Caithness.
- All seven Winter International Federations have at least two female members on their executive boards.

### Summary of Findings: Paralympic Structures

- The IPC established a goal of 30% female representation for its leadership structures.
- Four of the 14 members of the IPC Governing Board are women (28.6%), an 8.6% increase from 2016 but still below the IPC's stated goal.
- Women hold seven (58.3%) of the 12 IPC executive office positions.
- Twenty-nine (16.8%) of the 173 listed NPCs presidents are women and 55 (31.1%) of the 177 listed "main contacts" (the second leader) are women.

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

Established in 1894, the IOC has grown from 13 male members at its founding to its current composition, which limits membership to 115: a maximum of 70 individual

members, 15 athletes, 15 NOC presidents, and 15 IF presidents (Grasso, Mallon, & Heijmans, 2015). According to the Olympic Charter, IOC members “represent and promote the interests of the IOC and of the Olympic Movement” in their countries and/or Olympic organizations. The IOC is responsible for all aspects of the summer and winter Games, as well as for sustaining and fostering the Olympic Movement.

Historically, the IOC has been slow to include female members. Pirjo Häggman (Finland) and Flor Isava-Fonseca (Venezuela) were added in 1981, and Isava-Fonseca was the first woman elected to the IOC Executive Board in 1990. Seven years later, Anita DeFrantz (United States) became the first female vice president of the IOC, followed by Gunilla Lindberg (Sweden) in 2004 and Nawal El Moutawakel in 2012. No woman has ever served as IOC President.

Other accounts detail similar gender inequalities in IOC leadership roles. The Institute for Diversity and Ethics in Sport (TIDES) assessed sport leadership opportunities and published the “2016 International Sports Report Card on Women in Leadership Roles.” Published on August 3, 2016, the report evaluates the gender equality of leadership positions in the Association of International Olympic Winter Sports Federations, Association of Summer Olympic International Federations, IOC, National Federations, Regional Zone Confederations, and USOC. Based on TIDES’ formula, the IOC earned a D+, the USOC a B-, and the International Federations, National Federations, and Regional Zone Confederations an F for gender equality.

Taken in conjunction with this account, the TIDES report illustrates widespread gender inequalities in international sport administration (TIDES, 2016).

As of October 2017, there were 100 members of the IOC, 42 honorary members, two honor members, and one honor president. Twenty-nine (29%) of the 100 members are women; this is a slight increase from 2016 when women constituted 25% of the IOC membership, as well as a more substantial increase from 20.8% in 2012. Of the 42 honorary members, three are women: Isava-Fonseca, HRH the Infanta Doña Pilar de Borbón (Spain), and Manuela di Centa (Italy). The honor members and honor president are all men.

The Executive Board of the IOC is composed of the president, four vice presidents, and 10 members. There are four women on the executive board: DeFrantz, Lindberg, Angela Ruggiero (United States), and Nicole Hovertsz (Netherlands). This is an increase from 2016 when three women served on the executive board.

### **IOC Commissions**

The IOC is a complex organization with numerous subcommittees and commissions. These groups run the major operations of the IOC and are composed of IOC members, representatives of upcoming Games, and outside experts. Currently, there are 26 commissions (excluding the executive board). Of the 473 commission positions, women hold 179 (37.8%). This is an increase from 28.1% in 2016 and from 19% in 2012. Only two commissions fall below

the IOC's 20% threshold: the Coordination for the XXIII Olympic Winter Games PyeongChang 2018 (15.4%) and Marketing Commissions (14.8%). This is another notable increase from 2012 when 18 of the 29 commissions failed to achieve this mark. However, four more commissions do not meet the IOC's goal of 30% female membership: Public Affairs and Social Development Through Sport (28.6%), Olympic Channel (26.7%), Coordination for the XXIV Olympic Winter Games Beijing 2022 (27.8%), and Culture and Olympic Heritage Commissions (28.6%). Only three commissions have gender parity or a female majority: Athletes' Commission (60%), Coordination for the 3<sup>rd</sup> Winter Youth Olympic Games Lausanne 2020 (50%), and Women in Sport Commission (79.4%).

Along with an increase in female membership from 2012, the percentage of commissions chaired by women also increased. Women chair six (23.1%) of the 26 commissions: Athletes (Angela Ruggiero), Coordination for the 3<sup>rd</sup> Summer Youth Olympic Games Buenos Aires 2018 (Li Lingwei), Coordination for the 3<sup>rd</sup> Winter Youth Olympic Games Lausanne 2020 (Danka Bartekova), Coordination for the XXII Olympic Winter Games PyeongChang 2018 (Gunilla Lindberg), IOC Members Election (The Princess Royal), and Women in Sport (Lydia Nsekera). For a complete breakdown of IOC Commission leadership, see Table 13 on following page.

**Table 13. Gender Breakdown of IOC Commissions**

<b>Commission</b>	<b>Chair</b>	<b>Percent Male</b>	<b>Percent Female</b>
Legal Affairs	John D. Coates	57.1%	42.9%
Public Affairs and Social Development Through Sport	Mario Pescante	71.4%	28.6%
Athletes'	Angela Ruggiero	40.0%	60.0%
Olympic Channel	Lawrence Probst III	73.3%	26.7%
Audit Committee	Pierre-Olivier Beckers-Vieujant	60.0%	40.0%
Communications	Camiel Eurlings	57.9%	42.1%
Coordination for the 3 <sup>rd</sup> Summer Youth Olympic Games Buenos Aires 2018	Lingwei Li	66.7%	33.3%
Coordination for the 3 <sup>rd</sup> Winter Youth Olympic Games Lausanne 2020	Danka Bartekova	50.0%	50.0%
Coordination for the Games of the XXXII Olympiad Tokyo 2020	John D. Coates, AC	62.5%	37.5%
Coordination for the XXII Olympic Winter Games Pyeongchang 2018	Gunilla Lindberg	84.6%	15.4%
Coordination for the XXIV Olympic Winter Games Beijing 2022	Zhukov Alexander	72.2%	27.8%
Culture and Olympic Heritage	Ching-Kuo Wu	71.4%	28.6%
Sustainability and Legacy	Le Prince Souverain Albert II	63.3%	36.7%
Olympic Education	Barry Maister Onzm	54.2%	45.8%
IOC Members Election	The Princess Royal	66.7%	33.3%
Athletes' Entourage	Sergey Bubka	69.7%	30.3%
Ethics	Ki-Moon Ban	62.5%	37.5%
Evaluation for the Games of the XXXIII Olympiad 2024	Patrick Baumann	53.8%	46.2%
Women in Sport	Lydia Nsekera	20.6%	79.4%
Finance	Ser Miang NG	60.0%	40.0%
Marketing	Tsunekazu Takeda	85.2%	14.8%
Medical and Scientific	Ugur Erdener	52.5%	37.5%
Digital and Technology	Gerardo Werthein	69.2%	30.8%
Olympic Programme	Franco Carraro	65.2%	34.8%
Sport and Active Society	Sam Ramsamy	58.5%	41.5%
Olympic Solidarity	Sheikh Ahmad Al-Fahad Al-Sabah	70.0%	30.0%



### National Olympic Committees

There are currently 202 active National Olympic Committees.<sup>8</sup> These are the groups that are recognized by the IOC to organize Olympic teams in their respective countries. Fifteen women (7.5%) serve as NOC presidents, an increase from eight women (3.9%) in 2012<sup>9</sup>. The number of women as secretary generals also increased, from 22

(10.8%) in 2012 and 30 (14.9%) in 2016 to 32 (16.2%) in 2017.<sup>10</sup> Although female representation increased, women constitute only 16.2% of the total listed NOC positions, well below the IOC's 20% threshold. Moreover, of the 202 NOCs, 152 (77.2%) have all-male leadership teams, 43 (21.8%) have male/female leadership teams, and two (1.0%), Ireland and Zambia, have all-female leadership teams. For a breakdown of NOC positions by region, see Table 14.

**Table 14. NOCs Presidents and Secretary Generals by Region**

	Presidents			Secretary Generals			Total		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
ANOCA	48 (90.6%)	5 (9.4%)	53	45 (88.2%)	6 (11.8%)	51	93 (89.4%)	11 (10.6%)	104
PASO	35 (87.5%)	5 (12.5%)	40	30 (76.9%)	9 (23.1%)	39	65 (82.3%)	14 (17.7%)	79
OCA	42 (92.7%)	1 (2.3%)	43	40 (93.0%)	3 (7.0%)	43	82 (95.4%)	4 (4.6%)	86
EOC	44 (91.7%)	4 (8.3%)	48	38 (80.9%)	9 (19.1%)	47	82 (86.3%)	13 (13.7%)	95
ONOC	17 (100.0%)	0 (0.0%)	17	12 (70.6%)	5 (29.4%)	17	28 (82.4%)	6 (17.6%)	34
<b>Total</b>	<b>186 (92.5%)</b>	<b>15 (7.5%)</b>	<b>201</b>	<b>165 (83.8%)</b>	<b>32 (16.2%)</b>	<b>197</b>	<b>350 (87.9%)</b>	<b>48 (12.1%)</b>	<b>398</b>

8 Kuwait and Russia were suspended at the time of data collection.

9 During data collection, Brazil did not provide information about its president.

10 Not all NOCs report a Secretary General.

### International Federations

There are currently seven International Olympic Winter Sports Federations. Their role is to organize the various sports on the Olympic program and conduct world championships. The top executive of an IF is typically called the president. There is one female president of a winter IF, Kate Caithness of the World Curling Federation.

As a whole, the Winter International Federations executive boards overwhelmingly fail to meet the IOC's 20% baseline for female representation. Only the World Curling Federation and the International Skating Union have executive boards above the threshold, 25% and 38.5%, respectively. The remaining five fall below the 20% benchmark: International Ski Federation (5.6%), International Biathlon Union (11.1%), International Ice Hockey Federation (15.4%), International Luge Federation (18.2%), and International Bobsleigh & Skeleton Federation (0.0%).<sup>11</sup> Of the 80 winter IF leadership positions, women hold only 13 (16.3%) of them. Clearly, the IOC's directive of a 20% threshold has not filtered down to the International Federations. For a gender breakdown of the winter international federations executive councils, see Table 15.

11 Calculations do not include secretary generals of the executive councils as they are often non-voting.

International Federation	Number of Men	Number of Women	Total Positions
International Biathlon Union	8 (88.9%)	1 (11.1 %)	9
International Bobsleigh & Skeleton Federation	8 (100.0%)	0 (0.0%)	8
International Ice Hockey Federation	11 (84.6%)	2 (15.4%)	13
International Luge Federation	9 (81.8%)	2 (18.2%)	11
International Skating Union	8 (61.5%)	5 (38.5%)	13
International Ski Federation	17 (94.4%)	1 (5.6%)	18
World Curling Federation	6 (75.0%)	2 (25.0%)	8

### Women in International Paralympic Committee Leadership Positions

In 2003, the International Paralympic Committee (IPC) General Assembly passed a gender equity policy that states "...all entities belonging to the Paralympic Movement shall immediately establish a goal to have at least 30 percent of all offices in their decision-making structures be held by women by 2009" (IPC, 2016). Along with the 2003 representation target, the IPC established a Women in Sport Committee "to provide advice and consultation to the IPC on issues of gender equity in Paralympic Sport" (IPC, 2016). To further increase female representation in leadership roles, the IPC outlined several suggestions, which included creating women's committees at the national level, providing opportunities for women to attend leadership training, and establishing mentor programs. In 2014, the IPC followed its own recommendations

and launched WoMentoring, a mentoring program to develop female leaders within the Paralympic Movement. WoMentoring provided 16 pairs of mentees and mentors with 18 months of education and training. While the program concluded in 2016 and has since been celebrated as a success, IPC numbers indicate only moderate progress at the upper levels of leadership.

Four women (28.6%) serve on the 14-member IPC Governing Board, an increase from 2016 when women held 20% of the positions. Both the IPC president and vice president are men, and there has never been a female president of the IPC. Yet, at the IPC Headquarters, gender equity is more prevalent. The IPC Management Team includes the professional staff that works under the CEO, Xavier Gonzalez, organized by various responsibilities: Executive Office; Sports Information Technology; Membership Engagement; Protocol, Hospitality & Events; Finance & Corporate Services; Media and Communications; Marketing and Commercial; and Medical and Scientific. Of the 68 positions on the management team, women hold

37 (54.4%). However, while the IPC has made significant strides in including women as leaders in its headquarters, women are still overrepresented in the lower-level staff positions.

Table 16 on the following page shows the gender distribution of members and chairs in the Paralympic governance structure. There are 11 committees, eight sport technical committees, and one Athletes' Council. Of the 11 committees, four are chaired by women: Classification, Legal and Ethics, Medical, and Women in Sport Committees. This is a decrease from five female chairs in 2016. There are a total of 47 listed members on the committees, 19 (40.4%) of whom are women. Of the eight Sports Technical Committees, women chair three (37.5%) and hold nine (23.7%) of the 38 total positions. The World Para Powerlifting Sport Technical Committee has an all-male membership. The Athletes' Council, chaired by a woman, is comprised of 12 members, nine of whom (75%) are women.

**Table 16. Gender Distribution of Members and Chairs in the Paralympic Governance Structure**

Committees	Male	Female	Sports Technical Committees	Male	Female
Anti-Doping	4	3	Athletics	5	1
Audit and Finance	2	1	Swimming	2	2
Athletes with High Support Needs	<i>No members listed</i>		Shooting	3	1
Classification	4	2	Powerlifting	4	0
Development	3	2	Dance	3	1
Education	2	1	Alpine Skiing and Snowboard	4	3
Legal and Ethics	1	1	Nordic Skiing	6	1
Paralympic Games	7	2	Sledge Hockey <sup>12</sup>	2	0
Sports Science	<i>No members listed</i>		<b>Total</b>	<b>29</b>	<b>9</b>
Medical	5	1			
Women in Sport	0	6			
<b>Total</b>	<b>28</b>	<b>19</b>	<b>Athletes' Council</b>	<b>3</b>	<b>9</b>

### National Paralympic Committees

The IPC lists links to all of the National Paralympic Committees (NPC) on its website. There are a total of 180 NPCs listed, plus one suspended NPC (compared to 202 active NOCs). The two leaders for each NPC are noted, one is the president and the other is called the “main contact” (in many ways akin to the “secretary general” position of the NOCs). In several countries, one person serves as both the president and the main contact. There are a total of 173 presidents listed, and 29 (16.8%) of them are women (see Table 17 on following page). While below the 30% threshold established by the IPC, it is an improvement from

2012 when only 19 women served as president. In the main contact position, there are 177 designated individuals, and 55 of them are women (31.1%), an improvement from 2012 when 24.4% of the main contacts were women.<sup>13</sup> There are a total of 21 countries with all-female leadership teams—the majority of which are “all-female” because one person serves as both the president and the main contact for the NPC (see Table 18 on following page).

12 Several position on the World Para Hockey Sport Technical Committee were vacant at the time of data collection, including the chairperson and vice chairperson.

13 Three individuals' genders could not be identified and were not included in the calculations.

**Table 17. NPCs President and Main Contacts by Region**

	Presidents			Main Contact			Total Positions		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Africa	42 (87.5%)	6 (12.5%)	48	38 (80.9%)	9 (19.1%)	47	80 (84.2%)	15 (15.8%)	95
Americas	21 (70.0%)	9 (30.0%)	30	19 (59.4%)	13 (40.6%)	32	40 (64.5%)	22 (35.5%)	62
Asia	36 (92.3%)	3 (7.7%)	39	34 (81.0%)	8 (19.0%)	42	70 (86.4%)	11 (13.6%)	81
Europe	38 (80.9%)	9 (19.1%)	47	26 (55.3%)	21 (44.7%)	47	64 (68.1%)	30 (31.9%)	94
Oceania	7 (77.8%)	2 (22.2%)	9	5 (55.6%)	4 (44.4%)	9	12 (66.7%)	6 (33.3)	18
<b>Total</b>	<b>144 (83.2%)</b>	<b>29 (16.8%)</b>	<b>173</b>	<b>122 (68.9%)</b>	<b>55 (31.1%)</b>	<b>177</b>	<b>266 (76.0%)</b>	<b>84 (24.0%)</b>	<b>350</b>

**Table 18. NPCs with All-Female Leadership**

NPC	President	Main Contact	NPC	President	Main Contact
<i>Africa</i>			<i>Asia</i>		
Dem. Republic of the Congo	Dr. Betty Miangindula	Dr. Betty Miangindula	People's Republic of China	Haidi Zhang	Diana Wang
Egypt	Hayat Khattab	Hayat Khattab	<i>Europe</i>		
Lesotho	Limpho Rakoto	Limpho Rakoto	Austria	Maria Rauch-Kallat	Petra Huber
Mozambique	Farida Gulamo	Farida Gulamo	Belgium	Anne d'Ieteren	Anne d'Ieteren
Zambia	Sela Brotherton	Sela Brotherton	Estonia	Monika Haukanömm	Keit Jaanimägi
<i>Americas</i>			France	Emmanuelle Assman	Dalila Sayad
Aruba	Shardea Croes	Shardea Croes	Latvia	Daiga Dadzite	Daiga Dadzite
Bermuda	Ann Lindroth	Jennifer Southern	Romania	Salvia Marion Wood-Lamont	Salvia Marion Wood-Lamont
Guatemala	Marta Juliana de Acajabón	Marta Juliana de Acajabón	San Marino	Daniela Del Din	Daniela Del Din
Panama	Esther Faskha	Esther Faskha	<i>Oceania</i>		
Peru	Lucha Villar	Lucha Villar	Vanuatu	Margaret MacFarlane	Margaret MacFarlane
Venezuela	Ahiquel Hernandez	Ahiquel Hernandez			
US Virgin Islands	Regina Fitzner	Regina Fitzner			

# UNITED STATES FINDINGS

## The Ted Stevens 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 (USOC) was charged with governing amateur and Olympic sports. The USOC, in turn, was given the authority to recognize one National Governing Body (NGB) to oversee each sport. Each NGB was granted the authority to make rules, choose teams for international competitions, certify officials, conduct national championships, and take on other similar responsibilities. NGBs were charged with developing their respective sports from the grassroots through the 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. Therefore, 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.

Further, the Ted Stevens Act requires the USOC to provide information to Congress at the end of each quadrennial on progress toward advancing gender, race, and disability in participation and leadership, specifically:

- (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.

— §220511.

Such data was included only in the aggregate (all NGBs combined) in the most recent 2013-16 Quadrennial Report even though individual NGB data was available via 2013-2016 USOC Diversity and Inclusion Scorecards (see <https://www.teamusa.org/diversityscorecards>).

## The USOC Diversity and Inclusion Scorecard

The USOC's Diversity and Inclusion department collects diversity data from the USOC, NGBs, and High Performance Management Organizations and creates

“Diversity and Inclusion Scorecards” (D&I Scorecard) for each entity. Separate D&I Scorecards for each NGB assess diversity efforts for (1) people of color, (2) women, (3) people with disabilities, and (4) military veterans. Each of these four NGB Scorecards tracks 10 program or governance measures:

- Board of Directors
- Executive Committee
- Standing Committee
- Professional Staff
- NGB Membership
- National Teams (athletes)
- National Teams (coaches and non-athletes)
- Developmental National Teams (athletes)
- Developmental National Teams (non-athletes)
- Part-Time Employees

For each measure, data are provided for Total Number, Percentage, Benchmark, Percentage of Benchmark Achieved and Number of Hires to Benchmark.

Benchmarks are “tailored specifically to the USOC and individual NGBs based upon US census, NCAA, and organizational data.” It is important to recognize that “diversity and inclusion” are not analogous to “gender equity.” The USOC’s definition of “diversity and inclusion” — “reflects the aim of creating an inclusive culture, which benefits from all the differences among its constituents” — is nebulous and clouds the gender equity issue. Scorecard benchmarks appear to be relative to an expectation of reasonable growth rather than explicitly stating a gender equity end goal standard. Following are 2016 data reflecting women’s participation or representation in one NGB, USA Basketball, which illustrates the limitations of this “diversity and inclusion” data collection (see Table 19).

**Table 19. USA Basketball: 2016 D&I Scorecard — Women**

<b>NGB/ Measure</b>	<b>Total Number</b>	<b>Percent Women</b>	<b>Benchmark</b>	<b>% Benchmark Achieved</b>	<b># of Hires to Benchmark</b>
Board of Directors	11	27.3%	36.85	74.1%	1
Executive Committee	0	N/A	0.00	N/A	0
Standing Committees	19	47.4%	37.06	127.9%	0
Professional Staff	22	40.9%	64.67	63.2%	5
NGB Membership	0	N/A	0.00	N/A	0
National Teams (athletes)	24	45.8%	34.79	131.6%	0
National Teams (coaches/non-athletes)	113	39.8%	43.31	91.9%	4
Developmental National Teams (athletes)	248	35.9%	34.79	103.2%	0
Developmental Nat. Teams (non-athletes)	34	50.0%	43.31	115.4%	0
Part-Time Employees/Interns	36	25.0%	55.61	45.0%	11

The most significant limitation is that while the D&I Scorecards indicate numerical advancement in women's participation and representation, benchmarks are arbitrary improvement goals. Any benchmark that is dependent on NCAA or other than census data is deficient in that it reflects and, therefore, continues past discrimination. For example, if we know that women have been historically underrepresented as athletes and sport organization employees, it appears obvious that the end goal gender equity and diversity/inclusion benchmark should be the percentage of women in the population and not the current number of female athletes or employees within the sport organization that has historically depressed the participation of females. A "benchmark" by definition should be a comparison with a "standard" rather than partial progress toward that standard.

The athlete participation measures are limited in that they tracked the proverbial "tip of the iceberg," showing only national team and national team development programs rather than the total number of female athletes participating in this sport in the USA. NGBs are not simply responsible for national teams; a primary duty is to "develop interest and participation throughout the United States. (Amateur Sports Act, §220524 (1)). Yet, it appears such national participation among all age groups and skill levels is not being tracked.

Further, the 2015 D&I Scorecard set the Board of Directors benchmark for women at 37.5% rather than equal representation. The USOC hit the 37.5% benchmark by

November 2017. The most recent 2016 D&I Scorecard did not include benchmarks for the USOC Board of Directors.

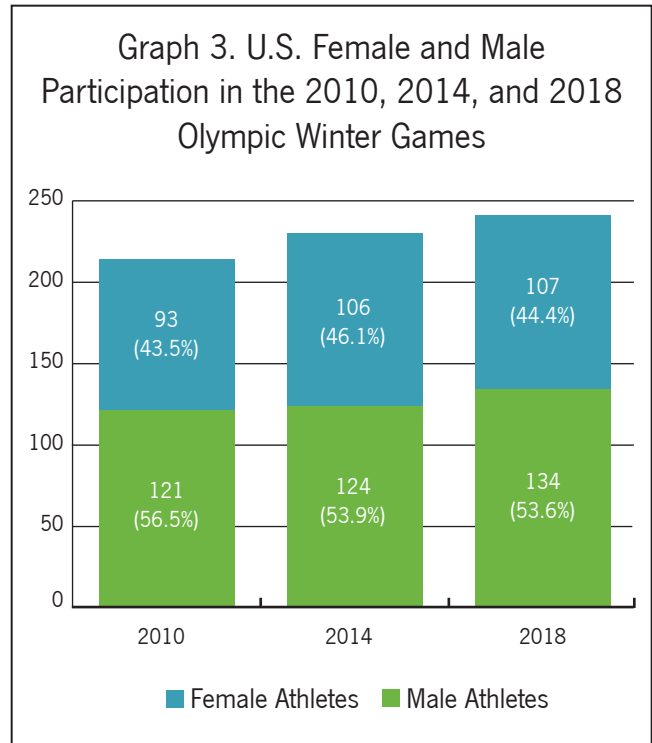
## Comparison of 2010, 2014, and 2018 Olympic and Paralympic Female and Male Participation, U.S. Data

- There were 107 female athletes (44.4%) and 134 male athletes (55.6%) on the American Olympic team in 2018, compared with 106 female athletes (46.1%) and 124 male athletes (53.9%) in 2014, and 93 female athletes (43.5%) and 121 male athletes (56.5%) in 2010 (see Graph 3 and Table 20 on following pages).
- In 2018, the United States brought the most female athletes (107) of the 92 countries participating in the Olympic Winter Games. The U.S. delegation ranked 10<sup>th</sup> among delegations sending at least 10 athletes in the percentage of female athletes, with 44.4%, well behind Japan's top-ranked 58.1%.
- There were 19 female athletes (27.5%) and 50 male athletes (72.5%) on the American Paralympic team, compared with 20 female athletes (27.8%) and 52 male athletes (72.2%) in 2014, and 13 female athletes (26%) and 37 male athletes (74%) in 2010.
- The United States brought the most female athletes (19) among the 49 countries participating in the Paralympic Winter Games. The U.S. delegation ranked sixth among delegations sending at least 10 athletes



in the percentage of female athletes, with 27.5%, well behind the Neutral Para Athlete delegation's top-ranked 56.7%.<sup>14</sup>

- The American delegation at the Olympic Winter Games included the highest number of female athletes (107) of the 92 participating countries and represents the highest number of American women in the Winter Games (see Graph 4 on page 40). Despite having the most women in their delegation, the U.S. ranked 10<sup>th</sup> among the larger delegations for the percentage of female athletes with 44.1%, under their historic high of 46.1% in 2014. The numbers of both American female and male athletes continue to increase at each Winter Games, making it difficult for the percentage of women to increase.

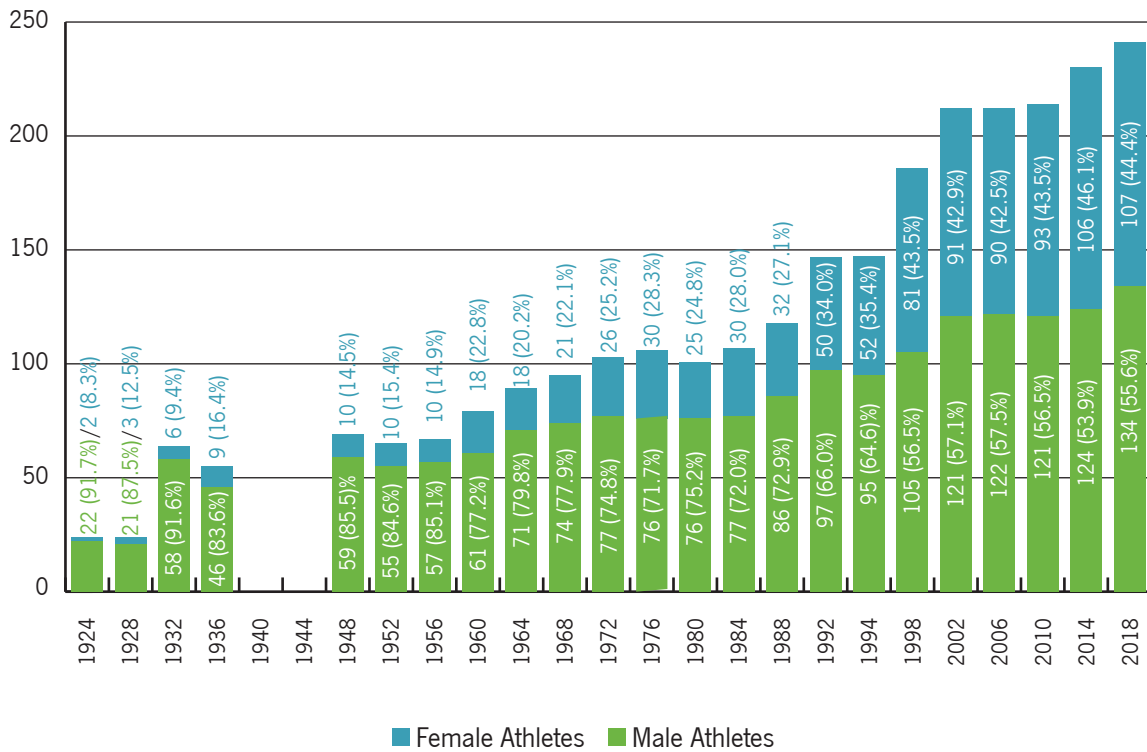


14 The Neutral Para Athlete delegation was comprised of Russian athletes. The Russian Paralympic Committee was suspended as a result of state-sponsored doping.

**Table 20. U.S. Representation by Sport in 2010, 2014, and 2018 Olympic Winter Games**

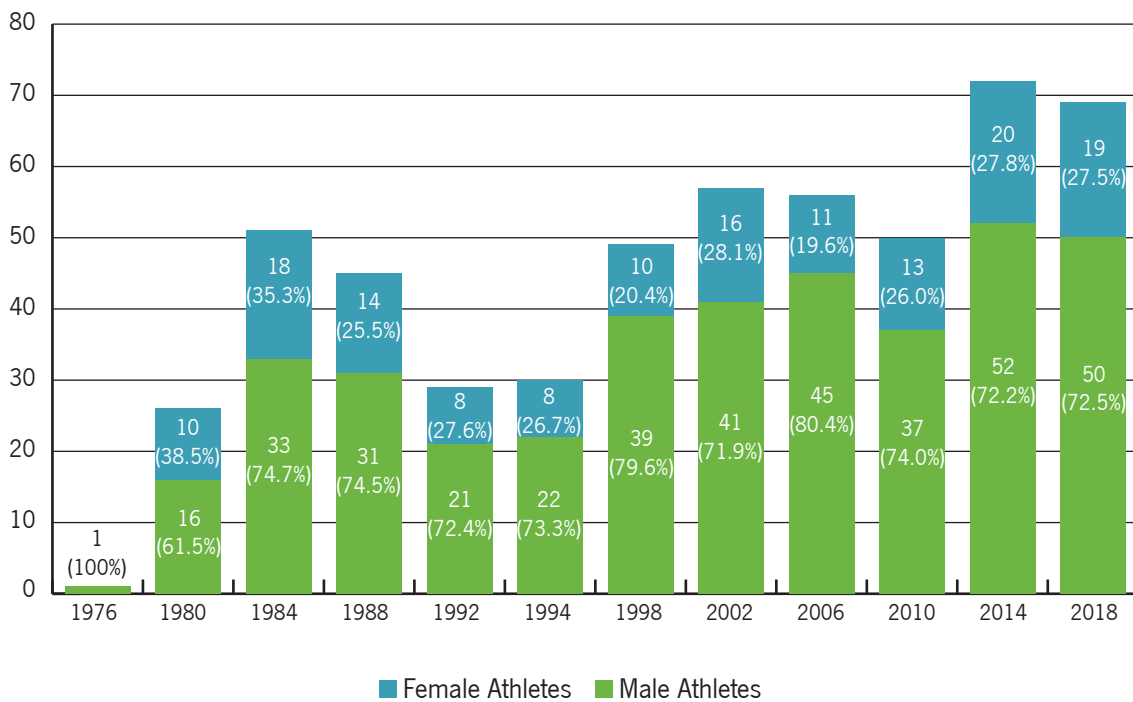
<b>Sport</b>	<b>Female Athletes 2010</b>	<b>Male Athletes 2010</b>	<b>Female Athletes 2014</b>	<b>Male Athletes 2014</b>	<b>Female Athletes 2018</b>	<b>Male Athletes 2018</b>
Alpine Skiing	10	10	10	10	10	12
Biathlon	4	5	5	5	5	5
Bobsleigh	6	12	6	10	4	12
Cross Country	5	6	7	7	11	9
Curling	5	5	5	5	5	5
Figure Skating	7	8	8	7	7	7
Freestyle Skiing	8	10	13	12	14	15
Ice Hockey	21	23	21	25	23	25
Luge	3	7	3	7	3	7
Nordic Combined	0	5	0	4	0	5
Short Track Speed Skating	5	5	3	4	3	5
Skeleton	2	3	2	3	2	2
Ski Jumping	0	3	3	4	3	4
Snowboarding	8	10	11	12	11	14
Speed Skating	9	9	9	9	6	7
<b>Totals</b>	<b>93</b>	<b>121</b>	<b>106</b>	<b>124</b>	<b>107</b>	<b>134</b>

Graph 4. U.S. Female and Male Participation in the Olympic Winter Games, 1924–2018



The United States Paralympic delegation included 19 women, down one from their all-time high of 20 in 2014. The 19 American women represented the highest number of female athletes in any Paralympic delegation. Eighteen military veterans were part of the American delegation, all male (see Graph 5 below and Table 21 and Table 22 on following page).

**Graph 5. U.S. Female and Male Participation in the Paralympic Winter Games, 1976–2018**



**Table 21. U.S. Representation by Sport in the 2018 Paralympic Winter Games**

Sport	Female Athletes	Male Athletes	Total	Female Guides	Male Guides	Total
Alpine Skiing	7 (35.0%)	13 (65.0%)	20	1 (25.0%)	3 (75.0%)	4
Biathlon*	3 (30.0%)	7 (70.0%)	10	0 (0.0%)	0 (0.0%)	0
Cross-Country*	4 (50.0%)	4 (50.0%)	13	1 (50.0%)	1 (50.0%)	2
Para Ice Hockey	0 (0.0%)	17 (100.0%)	17	0 (0.0%)	0 (0.0%)	0
Snowboard	5 (35.7%)	9 (64.3%)	14	0 (0.0%)	0 (0.0%)	0
Wheelchair Curling	2 (40.0%)	3 (60.0%)	5	0 (0.0%)	0 (0.0%)	0
<b>Totals</b>	<b>19 (27.5%)</b>	<b>50 (72.5%)</b>	<b>69</b>	<b>2 (33.3%)</b>	<b>4 (66.7%)</b>	<b>6</b>

**Table 22. U.S. Representation by Sport in 2010, 2014, and 2018 Paralympic Winter Games**

Sport	Female Athletes 2010	Male Athletes 2010	Female Athletes 2014	Male Athletes 2014	Female Athletes 2018	Male Athletes 2018
Alpine Skiing	10	14	14	20	7	13
Biathlon*	1	1	1	10	3	7
Cross-Country*	2	4	4	12	4	4
Para Ice Hockey	0	15	0	17	0	17
Snowboard	NA	NA	NA	NA	5	9
Wheelchair Curling	1	4	2	3	2	3
<b>Totals</b>	<b>13*</b>	<b>37*</b>	<b>20</b>	<b>52</b>	<b>19</b>	<b>50</b>

\*Three women and three men doubled in biathlon and cross country in 2018 but are counted only once in the total numbers.

## Women in U.S. Sport Governance Structure Leadership Positions

### Summary of Findings: Women in USOC 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 between a number of groups, including the Amateur Athletic Union (AAU) and the National Collegiate Athletic Association (NCAA). The USOC's mission is "[t]o support U.S. Olympic and Paralympic athletes in achieving sustained competitive excellence while demonstrating the values of the Olympic Movement, thereby inspiring all Americans" (United States Olympic Committee, 2016). 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 until fall 2008, the board was chaired by Peter Ueberroth. Larry Probst next assumed the reins and continues to serve as USOC chair. In 2010, the USOC increased its board membership from 11 to 16. The USOC meets or exceeds the IOC-recommended 20% threshold on some measures; however, women

remain underrepresented in other areas. Six of the current members of the board are women (37.5%). This mirrors the results from 2012 and 2016. Two of these female USOC Board Members (DeFrantz and Ruggiero) are U.S. representatives to the IOC and required to be members of the USOC board. The 12-member USOC Paralympic Advisory Committee includes four (33.3%) women.

The Executive Team consists of 14 members, four (28.6%) of whom are women, including the chief financial officer, Morane Kerek, and the Chief Marketing Officer, Lisa Baird. This is an increase from 2016 when the Executive Team had two women on the 11-member group.

### Women on U.S. National Governing Body Board of Directors

Every International Federation has a parallel National Governing Body in each country. There are eight NGBs that oversee sports in the Olympic Winter Games for the United States. There is a discrepancy in the number of International Federations versus U.S. NGBs because some IFs are umbrella organizations for more than one sport that the United States separates out into multiple NGBs. For example, the International Skating Union oversees figure skating and speed skating. In the United States, the responsibilities are split between US Figure Skating and US Speedskating.

Each NGB has a board of directors or executive board that helps lead the organization. Of the 123 Executive Board positions for winter sports, 39 (31.7%) are held by women.

All of the winter NGBs Executive Boards met the IOC's 20% minimum threshold, but four did not meet the 30% goal: USA Curling (24%), USA Hockey (23.5%), USA Luge (27.3%), and US Speedskating (20%). US Biathlon and US Figure Skating have above 40% female representation on their executive committees, with 42.9% and 56.2%, respectively. No women chair a U.S. NGB. For a full gender breakdown, see Table 23.

NGB	Male	Female	Percent Male	Percent Female	Total
US Biathlon	4	3	57.1%	42.9%	7
USA Bobsled and Skeleton	10	5	66.7%	33.3%	15
USA Curling	19	6	76.0%	24.0%	25
US Figure Skating	7	9	43.8%	56.2%	16
USA Hockey	13	4	76.5%	23.5%	17
USA Luge	8	3	72.7%	27.3%	11
US Ski and Snowboard	15	7	68.2%	31.8%	22
US Speedskating	8	2	80.0%	20.0%	10
<b>Total</b>	<b>84</b>	<b>39</b>	<b>69.3%</b>	<b>31.7%</b>	<b>123</b>

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

There is no distinct leadership team for the USPC as it is a division of the USOC. There are two members (both men) listed on the International Paralympic Committee website as representing the U.S. National Paralympic Committee: Jim

Benson as president and Rick Adams as the main contact. Benson is a USOC board member, and Adams is a member of the executive team.

## Women in U.S. Coaching Positions

While strides have been made to increase female representation in leadership positions, women continue to be woefully underrepresented as Olympic and Paralympic coaches. Quite simply, U.S. Olympic coaches are predominantly male. Of the 66 “main coaches” at the 2018 Olympic Winter Games, eight (12.1%) were female, seven of whom coached figure skating or ice dancing. This is a slight increase from the 2014 Games when women held 8.5% of “main coach” positions. Linlin Sun, the only other female coach, serves as the 2018 speedskating short track assistant coach (see Table 24 on following page).

Men similarly dominated in U.S. Paralympic coaching at the PyeongChang Games. Of the six Paralympic winter sports, men served as the head coach for four: para alpine skiing, para ice hockey, para snowboard, and wheelchair curling. BethAnn Chamberlain was the US Biathlon Paralympic Development Coach, and Eileen Carey was the US Paralympic Nordic Skiing coach. The lack of female coaches for U.S. sport mirrors the larger gender breakdown at most games. According to the *IOC Gender Equality Report*, women comprised 10% of accredited coaches at the 2010 Winter Games in Vancouver, 11% at the 2012 Games in London, 9% at the 2014 Winter Games in Sochi, and 11% at the 2016 Games in Rio (IOC, 2017, p. 13).

**Table 24. Gender of U.S. Olympic “Main Coaches”  
by Sport**

<b>Sport</b>	<b>Male</b>	<b>Female</b>
Biathlon	3	0
Bobsled	6	0
Curling	3	0
Figure Skating	11	7
Hockey, Men's	5	0
Hockey, Women's	4	0
Luge	2	0
Nordic Combined	1	0
Skeleton	2	0
Ski Jumping	4	0
Skiing, Alpine	4	0
Skiing, Cross Country	2	0
Skiing, Freestyle	5	0
Snowboarding	1	0
Speedskating, Long Track	3	0
Speedskating, Short Track	2	1
<b>Total</b>	<b>58</b>	<b>8</b>



# MEDIA COVERAGE OF THE 2018 OLYMPIC AND PARALYMPIC WINTER GAMES

In 2014, NBC paid \$7.65 billion for the rights to broadcast the Games through 2023. Until recently, most of the coverage was on television channels; however, during the last several Games NBC has moved towards adding programming through its websites and mobile applications. In terms of PyeongChang 2018, NBC dedicated 2,400 hours of programming to the Olympic Winter Games across its networks and individual platforms (NBC Sports Group's PyeongChang Olympics "By the numbers" [Press release], 2018). The 2,400 hours reflected an increase in coverage compared to the Sochi 2014 Games (1,600 hours). In terms of viewership, an estimated 21.9 million primetime viewers watched the Games, which was down slightly from the Sochi 2014 Games, which had 23.7 million primetime viewers (Palotta, 2018). While analyzing the content during live streamed or re-broadcasts was outside the scope of coverage for this report, consumers still follow the coverage via online content in terms of articles and photographs published on websites and thus those were the focus of the analysis.

In general, sport media research has indicated that female athletes in comparison to male athletes are much more likely to be underrepresented and trivialized in media coverage (Adams & Tuggle, 2004; Cooky, Messner, & Hextrum, 2013; Turner, 2014). Similarly, in terms of media coverage of Olympic athletes, Billings et al., (2008), Billings, Angelini, and Duke (2010), and Tuggle, Huffman, and Rosengard (2007) all found that men received a majority of the coverage in terms of clock time. In fact, the gap in clock time widened from the 2004 Olympic Games in Athens to the 2008 Games in Beijing (Billings et al., 2010). However, the type of coverage of female Olympians has been inconsistent. Daddario's (1994) analysis of the 1992 Olympic Winter Games in Albertville revealed that commentators used several rhetorical strategies that marginalized female athletes. Announcers focused on female athletes as mothers/daughters, used sexist language, and constructed them as "driven by human connection" as opposed to the desire to compete (p. 286). In comparison, during the 2002 Winter Games in

Salt Lake City, announcers often praised female athletes for demonstrating superior skill, and there appeared to be diminishing gender bias during the 2006 Games in Torino (Billings & Eastman, 2003; Billings et al., 2008). On the other hand, female athletes were depicted as having less skill and commitment than male athletes in the 2000 Games in Sydney and were portrayed as having worse physical abilities than male athletes in the 2008 Games (Billings et al., 2010). Furthermore, female athletes only received more coverage in sports that are deemed socially acceptable: gymnastics and swimming (Tuggle et al., 2007; Kian, Bernstein, & McGuire, 2013). In addition, Kian, Bernstein, and McGuire found that the coverage of female athletes in the 2012 Games emphasized the heterosexuality of female athletes by discussing them as wives and mothers. Yet Billings et al. (2014) found that commentators did not always rely on stereotypically gendered commentary during the 2012 Games. Perhaps the platform matters as there has been a trend towards less gender bias in coverage of female Olympians in online websites as opposed to traditional print media or television commentary (Burch, Eagleman, & Pedersen, 2012; Eagleman, Burch, & Vooris, 2014).

## Online Media Coverage of 2018 Olympic Winter Games

This current report examined media online coverage (articles and photographs) of the Olympic Winter Games by four major American media outlets (ESPN, NBC Olympics,

New York Times, and USA Today) once per day from February 7 to February 25. Only websites were used as source material. Each of these websites had a specific Olympic section, which was used to collect articles and photographs for analysis. The number of articles dedicated to male, female athletes, and both male and female were counted, totaling 698. This analysis utilized Jones et al.'s (1999) task versus non-task framework for categorizing articles. Since the Winter Games have a sizeable amount of mixed doubles events, articles that discussed both male and female athletes, like pairs figure skaters Maia and Alex Shibutani's performance were counted in the "both" category and categorized as "task both." There were 903 total photographs from the articles. Photographs were categorized as in action, podium/medal, celebrating, or other. The Women's Sports Foundation report on the 2010 Games included a category of athletes and coaches, but there were not enough of those types of pictures to warrant a stand-alone category in this report.

A majority of the early headlines regarding female athletes were dominated by Alpine skiers Lindsey Vonn and Mikaela Shiffrin. Due to their unparalleled success in similar disciplines media coverage often compared Shiffrin to Vonn. As the first American to win a gold in the Olympic downhill in 2010, along with two bronze medals, Vonn is a decorated athlete at the tail end of her Olympic career, while Mikaela Shiffrin is at the earlier stages of hers. Winning a medal at the 2014 Games, Shiffrin became the youngest Olympic slalom champion at age 18. Shiffrin was also expected

to race in five separate events in PyeongChang, which also garnered media attention because of the difficulty of the task.

Chloe Kim's gold medal in snowboarding halfpipe was a major story as well. At age 17, Kim is the youngest woman to win gold in the halfpipe. Many stories noted that she was arguably one of the best female snowboarders in 2014 but was too young to compete at the Olympic Winter Games. Thus, her gold medal in PyeongChang was discussed alongside her family story, that her father quit his job so that she could pursue snowboarding full time. After she won, some non-task articles discussed her active Twitter account and potential endorsement deals due to her increased fame.

The women's hockey team also garnered a lot of media coverage with their gold-medal win over Canada, the United States' first gold medal in women's hockey since 1998. The game was discussed in a majority of articles during the last several days of the Olympic Games with primarily task-focused storylines. This may have been because the U.S. men's hockey team was knocked out of the tournament relatively early. Since the men weren't playing, media coverage focused on the women's gold medal game versus Canada.

Male athletes such as Adam Rippon and Gus Kenworthy had a lot of stories categorized as non-task because they were two of the first openly gay men to compete for the United States at the Olympic Games. In addition, prior

to the Games, both of them tweeted their displeasure regarding Vice President Mike Pence leading the U.S. delegation to PyeongChang. Thus, many articles initially focused on that as opposed to their performance. Several non-task articles focused on Shaun White due to a pending sexual harassment lawsuit against him. Toward the end of the Games, the United States men's curling team won a historic gold medal, which led to a number of articles both task- and non-task-related.

A number of the storylines that included both male and female athletes were related to brother-sister combinations like Becca and Matt Hamilton in the new events of mixed doubles curling, and pairs figure skaters Maia and Alex Shibutani. The team figure skating event, which was new, came at the beginning of the Olympic Winter Games and the coverage served as a preview to some extent of the figure skating events later in the Games, thus containing discussions of both male and female athletes. Ultimately, the U.S. team won the bronze medal in the team event, which prompted task-focused stories.

In terms of the amount of coverage, stories on female athletes exceeded that of male athletes (43.3% of articles dedicated to female athletes compared to 39.7% of the articles dedicated to male athletes and 17.0% discussed both male and female athletes), in contrast to the analysis in 2010 report, which showed 62.4% for male athletes and 37.6% for female athletes (Smith & Wrynn, 2010). See Table 25 on following page. As far as photographs, female athletes again had more pictures, 47.1% in comparison to

the 42.7% dedicated to male athletes and 10.1% to both male and female athletes. See Table 26.

The results of the analysis of online media coverage of PyeongChang 2018 is consistent with previous research that indicated in the 2014 Olympic Winter Games that more clock time was dedicated to female athletes, compared to previous winter Olympiads (Billings, Angelini, & MacArthur, 2018; MacArthur, Angelini, Billings, & Smith, 2016). In addition, the 2018 PyeongChang coverage analyzed here supports research by Burch et al. (2012) and Eagleman and colleagues (2014), who found a trend towards more equitable coverage of female Olympians compared to male Olympians in online websites.

	Articles about female athletes	Articles about male athletes	Articles about both female and male athletes
Task	216	189	103
Non-task	86	88	16
<b>Totals</b>	<b>302 (43.3%)</b>	<b>277 (39.7%)</b>	<b>119 (17.0%)</b>

	Photographs of female athletes	Photographs of male athletes	Photographs of both female and male athletes
Action	182	182	61
Podium/medal	41	20	4
Celebrating	79	76	8
Other (non action)	135	118	21
<b>Totals</b>	<b>437 (47.1%)</b>	<b>396 (42.7%)</b>	<b>94 (10.1%)<sup>15</sup></b>

## Online Media Coverage of 2018 Paralympic Winter Games

Previous research on the Paralympic Games has indicated there is a general lack of media coverage (Buisse & Borchering, 2010) and that male athletes have received more coverage than female athletes (Buisse & Borchering, 2010; Packer et al., 2015; Schantz & Gilbert, 2001). Data was collected for the Paralympic Winter Games from March 9 to March 18. None of the websites had a Paralympic-specific section, so the articles and photographs examined were found on their Olympic-specific page or the regular sports home page.

<sup>15</sup> Percentages do not equal 100% due to rounding.

During the Games, the four websites published 34 total articles about Paralympians, 44.1% (15 articles) were written about male athletes, 20.6% (seven) about female athletes and 35.3% (12) about both male and female athletes. See Table 27. There were 65 total photographs associated with the articles, with 50.8% (33) of the images dedicated to male athletes and 40.0% (26) focused on female athletes with the final 9.2% (6) of both male and female athletes. See Table 28.

The lack of media coverage of the 2018 Paralympic Winter Games is consistent with previous research (Houghton, Pieper & Smith, 2017; Buysse & Borcharding, 2010; Packer et al., 2015; Schantz & Gilbert, 2001). What is encouraging, however, is the fact that NBC increased the amount of time dedicated to covering the event to 94 hours, compared to 2014's 50 hours of the Paralympic Games on television. The 94 hours on NBC set a record for the network's Paralympic coverage (NBC Sports Group, 2018).

	Articles about female athletes	Articles about male athletes	Articles about both female and male athletes
Task	6	11	10
Non-task	1	4	2
<b>Totals</b>	<b>7 (20.6%)</b>	<b>15 (44.1%)</b>	<b>12 (35.3%)</b>

	Photographs of female athletes	Photographs of male athletes	Photographs of both female and male athletes
Action	12	14	1
Celebrating	3	5	0
Other	11	14	5
<b>Totals</b>	<b>26 (40.0%)</b>	<b>33 (50.8%)</b>	<b>6 (9.2%)</b>

# CONCLUSIONS

Clearly, much progress has been made toward achieving gender equity in the Olympic and Paralympic Movements. While a goal of the IOC is to have male and female athletes equally represented by the 2024 Olympic Games, measures will need to be taken to realize such objectives. Female athletes not only have fewer participation opportunities in the Winter Olympic and Paralympic Games, but also are relegated to shorter distances and competition lengths. At the 2018 Olympic Winter Games, female athletes competed in races with shorter lengths than their male counterparts in biathlon, cross country, and speed skating. Distances also varied for male and female Paralympians in the biathlon. Furthermore, there are seven sports that are offered for men but not women: Nordic combined – individual normal hill, Nordic combined – individual large hill, Nordic combined – team, ski jumping – individual large hill, ski jumping – team, bobsleigh – four-man, and luge – doubles. These examples reinforce gender inequity within participation opportunities and the myths that female athletes are not physically or mentally strong enough to compete in identical events to male athletes.

In terms of leadership, the IOC's 2016 goal of 30% female leadership was low and has not been achieved by several groups. To address this, the 2018 Gender Equality Review Project recommendations revised the target. The new recommendation is to achieve equal representation of men

and women in all IOC decision-making positions by 2024. This is a positive change, but the fact remains that women are underrepresented as leaders in National Olympic Committees and International Federations and as coaches. The IPC's goal of 30% female leadership is also unachieved. Quite simply, women in the Olympic and Paralympic governance structures remain underrepresented.

The United States, despite maintaining initiatives to support the advancement of female leaders, is also not achieving gender equity such positions. Four of the eight U.S. NGBs did not meet the IOC's 30% minimal target. While the USOC Board of Directors and Executive Team have met the threshold, it does not require true 50/50 equality. Yet most worrisome is the lack of female coaches for U.S. athletes and teams. U.S. women held only eight main coaching positions at the 2018 Olympic Winter Games, seven of which were in figure skating or ice dancing. This concentration of female coaches in one area, compounded by the general lack of women coaches in general, reinforces a troubling assumption that women are not capable of athletic leadership.

In terms of media coverage, female athletes received more coverage than male athletes. In addition, female athletes were treated seriously as athletes in that there were more task-oriented articles and action-oriented images than

for previous Olympic Games (Smith and Wrynn, 2010). This increased online coverage is consistent with trends towards more clock time for female Olympians in Sochi 2014 (MacArthur et al., 2014). Consistent with previous research by Smith and Wrynn (2010), media coverage of the Paralympic Games was lacking in spite of the increased number of hours streamed by NBC. In the online media coverage, there were more articles and more pictures of male athletes compared to female athletes, which is consistent with the 2010 research report by Smith and Wrynn.

If men and women had the same participation opportunities, female athletes would participate in greater and more equal numbers. An encouraging step, the IOC announced that it will adjust the structure of the hockey tournament to include 10 teams for men and women, which will help close the participation gap (in the 2018 Games, eight teams competed in women's hockey compared to 12 in men's hockey).

A similar recommendation appears in the IOC's 2018 *Gender Equality Report*. Recommendation 1 seeks to ensure that there is full gender equality in athlete quotas and medal events for the Olympic Games by 2024 and 2026. This includes an equal number of teams and athletes for men and women in all sports, disciplines, and events, as well as the same number of male and female athletes for individual events or disciplines.

For female Paralympians, the IPC has worked toward increasing the number of female athletes and employs strategies that might be utilized by their Olympic counterparts, such as increasing opportunities for female athletes while not capping or decreasing opportunities for male athletes. Still, tremendous inequities persist for female Paralympians in terms of overall participation numbers.

The IOC's *Gender Equality Report* (2017) Recommendation 2 requests that the competition format between men and women be "as equal as possible" (p. 11). This notably does not recommend complete equality.

The IOC's *Gender Equality Report* also has suggestions to help ensure gender equity in leadership positions. Recommendation 18 requests the development of potential female candidates through a mentoring program. Recommendation 19 calls upon the IOC to ensure its electoral process reflects its commitment to a diverse membership. This includes having an equal number of men and women on the IOC Executive Board and in vice president positions by 2024, as well as requiring all NOCs and IFs to submit one female candidate for every male candidate during elections. Recommendation 19 also recommends the 30% target for IOC governance be revised as an action item; yet, it does not mention repercussions if a group fails to meet this mark.

The IOC's *Gender Equality Report* recommendation 13 regarding Organizing Committees for the Olympic Games requires the host city contract to contain a clause about

equitable portrayals in promotional materials along with an equitable competition schedule. These are both important steps towards depicting male and female athletes as serious athletes.

While the IOC and IPC have made efforts to achieve gender equity in several different areas, there is still room for improvement. In order for the IOC and IPC to move towards gender equity in athlete participation, leadership, and media coverage, specific measures will need to be taken. Achieving gender equality in athletic participation, leadership positions, and media coverage is paramount because the current gender inequalities that exist have consequences beyond the courts and fields on which Olympic and Paralympic sport is practiced.



# POLICY RECOMMENDATIONS

## Recommendation #1

**All IFs, NOCs (including the United States Olympic Committee), and NGBs should act immediately to endorse the March 25, 2018, IOC Gender Equality Recommendations and produce analogous plans, timetables, and monitoring systems for their own organizations to achieve all recommendations.**

Almost simultaneous with the production of this report (March 2018), the International Olympic Committee produced the *IOC Gender Equality Review Project IOC Gender Equality Report*. This Report represented the most comprehensive examination ever undertaken of the participation, media portrayal, funding, and governance (IOC, NGBs, IFs, ICOGs, and NOCs) related to the achievement of gender equity across the Olympic Movement. What differentiates this effort from past initiatives to advance gender equality are the following factors:

1. the Gender Equality Review Project was a joint initiative of the IOC Women in Sport and Athletes' Commissions rather than the IOC Women in Sport Commission alone, the latter being the traditional structure tasked with the responsibility to advise the membership, Executive Board, and President on equal opportunity for girls and women;
2. the scope of the year-long study was unprecedented, extending to 40 interviews with representatives from six stakeholder groups (athletes, NOCs, IF, sports media professionals, academic specialists in sports studies, and business leaders from the private sector) and including a review of 60 reports, publications, and management studies on gender equality across the Olympic Movement;
3. all of the Report recommendations were fully endorsed by the IOC Executive Board; and
4. the recommendations included multiple specific activation steps, timelines, and a monitoring plan.

These recommendations have been adopted by the IOC for the Olympic entities it owns and directly controls (Olympic Games, Youth Olympic Games, OCOGs and its other event and organizational agencies). However, these recommendations are being offered for the consideration of the other members of the Olympic family that are recognized but not owned and controlled by the IOC — the International Paralympic Committee, IFs, and the NOCs and their respective NGBs. Thus, while the IOC has fulfilled its leadership responsibility in defining best practice, it has not gone so far as to mandate the adoption of such policies as conditions for recognition and participation of these entities in the Olympic Games. These other Olympic

family members must now act to endorse and adopt analogous policies.

These recommendations are so significant that they deserve reiteration in this report, noting that the detailed implementation action items are the most powerful elements of the IOC Report but are not included in the following list.

### **Recommendations Related to Sport**

#### **1. Olympic Games Participation**

- *Ensure there is full gender equality in athlete quotas and medal events for both genders from the Olympic Games 2024 and the Olympic Winter Games 2026 onwards.*
- *For all team sports/disciplines/events, ensure an equal number of teams and, where appropriate, an equal number of athletes for both genders.*
- *For all individual events, the number of female and male participants should be equal per event and/or per discipline.*

#### **2. Competition Formats and Technical Rules**

- *Ensure the competition format related to distances, duration of competition segments, number of rounds, etc., between women and men are as equal as possible.*

#### **3. Uniforms**

- *Ensure that competition uniforms reflect the technical requirements of the sport and do not have any unjustifiable differences.*

#### **4. Equipment/Apparatus**

- *Wherever possible, the sport-specific equipment and apparatus between men and women should be the same.*

#### **5. Technical Officials**

- *Balanced gender representation of participating Technical Officials.*

#### **6. Coaches**

- *Balanced gender representation for coaches selected to participate at the Games.*

#### **7. Venues and Facilities**

- *That women and men use the same venues and fields of play where possible.*

#### **8. Competition Schedule**

- *Equal representation of women's and men's events in the competition schedule.*

#### **9. Medical**

- To ensure equal treatment of female and male athletes, medical testing and/or studies should be conducted on both genders when exploring such matters as health and safety issues, equipment and apparatus changes.

#### **10. Safeguarding athletes from harassment and abuse in sport**

- Prevention of Harassment and Abuse in Sport (PHAS), which includes prevention of gender discrimination, to be considered for inclusion in the IOC Basic Principles of Good Governance.

#### **11. Career Transition**

- Develop a strategic plan focused on the transition of female Olympians into their post-competition career and maximise the use of existing programmes.

#### **Recommendations Related to Portrayal**

#### **12. Balanced media portrayal of both genders**

- The IOC requires its administration to establish principles and guidelines for fair and balanced portrayal in all its forms of communication.

#### **13. Organising Committees for the Olympic Games (OCOGs)**

- As part of the commitment to respect the Olympic Charter and to protect the Olympic brand, OCOGs will

*provide fair and equal portrayal of women and men in all aspects of the Olympic Games.*

#### **14. Communication Partnerships**

- The Working Group endorses the need for all media to offer fair and equal portrayal of sportswomen. The IOC should implement mechanisms to address and monitor this objective with Olympic Movement stakeholders and partners.

#### **Recommendations Related to Funding**

#### **15. Funding Requirement**

- The Olympic Movement allocates a portion of its operations budget to achieve its goals for gender equality on the field of play, in governance and in its own administration.

#### **16. NOC and IF initiatives**

- Recognising that some NOCs and IFs already allocate specific funding to women's programmes, the Working Group strongly recommends that other organisations initiate this same practice.

#### **17. Equal Payments**

- NOCs and IFs to establish mechanisms to address inequalities between genders in prize money or other athlete payments.

**Recommendations Related to Governance**

**18. Governance Leadership Development**

- The IOC to establish strategic mechanisms to increase the pipeline of female candidates for governance roles in general as well as for executive board positions.

**19. IOC Membership Electoral Process**

- The IOC to ensure its electoral process reflects its commitment to a diverse and balanced membership.

**20. NOC and IF Electoral Processes**

- The Olympic Movement partners should review their electoral processes with a view to developing strategies for gender-balanced representation in their governance bodies.

**21. Roles and Responsibilities**

- The IOC and Olympic Movement stakeholders should address the issue of marginalisation by women and men sharing responsibility for the implementation and sustainability of gender equality in their organisations and ensuring women have roles of influence and decision-making responsibilities in the organisation's administration and governance.

**24. Gender Equality Leadership**

- To ensure that a senior IOC executive coordinates all gender equality activity impacting the IOC

administration and impacting Olympic Movement stakeholders.

**Recommendations Related to HR, Monitoring and Communication**

**22. Inclusive Organisational Culture and Diversity Leadership**

- IOC Human Resources Committee to incorporate actions as appropriate into the Sustainability Action Plan and the People Development 2020 strategic plan for the 2017-2020 Olympiad.

**23. Monitoring and Tracking System**

- Implement a tangible reporting system to monitor, measure and evaluate gender equality activity and results on an ongoing basis. This monitoring and reporting mechanism needs to be straightforward, user-friendly and efficiently coordinated across function areas and organisations.

Without exception, the Women's Sports Foundation concurs with these IOC recommendations, especially recommendations 1, 2, 7, and 8, which would remove the Olympic structural inequities that make it mathematically impossible to achieve gender equity in athlete participation and remove scheduling and facility barriers that affect performance. Significantly, the IOC is recognizing the absolute necessity of institutionalizing equal representation of males and females in governance via adoption of organizational policies and statutes. Also significant is the

fact that the IOC is using its considerable power to mandate fair and equal media portrayal of male and female athletes by the IOC, IFs, NGBs, OCOGs, and NOCs. These are huge leaps in the commitment and public positioning of the IOC.

## Recommendation #2

**The United States Olympic Committee should reconsider the mechanisms and measures utilized for tracking and evaluating the participation and representation of women within NGBs, specifically:**

- a. USOC Diversity & Inclusion Scorecard benchmarks should be end goal gender equity standards established on the basis of census data alone rather than arbitrary determinations of reasonable growth based on current participation or representation of organizations that have historically depressed the participation of females.
- b. Annual athlete and coach participation and representation data required of NGBs should be national in scope (reflecting female participation in programs for all age groups and skill levels) rather than only national team and national team development programs because the Amateur Sports Act charges each NGB with the development of their respective sport “throughout the United States.”

## Recommendation #3

**The IOC and the IPC should require, as a condition of acceptance for participation in the Olympic Games and Paralympic Games, that all delegations include male and female athletes, with formal waivers based on extenuating circumstances required for exceptions.**

# REFERENCES

- Adams, T., & Tuggle, C.A. (2004). ESPN's SportsCenter and women's athletics: 'It's a boys' club.' *Mass Communication & Society*, 7, 237-248
- Billings, A. C., Angelini, J. R., & Duke, A. H. (2010). Gendered profiles of Olympic history: Sportscaster dialogue in the 2008 Beijing Olympics. *Journal of Broadcasting & Electronic Media*, 54(1), 9-23.
- Billings, A. C., Angelini, J. R., MacArthur, P. J., Bissell, K., Smith, L. R., & Brown, N. A. (2014). Where the gender differences really reside: The "big five" sports featured in NBC's 2012 London primetime Olympic broadcast. *Communication Research Reports*, 31(2), 141-153.
- Billings, A. C., Brown, C. L., Crout, J. H., McKenna, K. E., Rice, B. A., Timanus, M. E., & Ziegler, J. (2008). The games through the NBC lens: Gender, ethnic, and national equity in the 2006 Torino winter Olympics. *Journal of Broadcasting & Electronic Media*, 52(2), 215-230.
- Billings, A. C., & Eastman, S. T. (2003). Framing identities: Gender, ethnic, and national parity in network announcing of the 2002 winter Olympics. *The Journal of Communication*, 53(4), 569-586.
- Billings, A. C. Angelini, J.R. & MacArthur, P.J. (2018). *Women receive more NBC primetime Winter Olympic broadcast coverage than men for the first time; 3rd highest proportion of coverage for women ever document.* Retrieved from <https://fiverringtv.com/2018/02/26/women-receive-more-nbc-primetime-winter-olympic-broadcast-television-coverage-than-men-for-the-first-time-3rd-highest-proportion-of-coverage-for-women-ever-documented/>
- Burch, L. M., Eagleman, A. N., & Pedersen, P. M. (2012). New media coverage of gender in the 2010 Winter Olympics: An examination of online media content. *International Journal of Sport Management*, 13, 143-159.
- Buyse, J. A. M., & Borcharding, B. (2010). Framing gender and disability: A cross-cultural analysis of photographs from the 2008 Paralympic Games. *International Journal of Sport Communication*, 3(3), 308-321.
- Conrad, M. (2005). *The Business of Sports: A Primer for Journalists*. Abingdon, UK: Routledge.
- Cooky, C., Messner, M. A., & Hextrum, R. H. (2013). Women play sport, but not on TV a longitudinal study of televised news media. *Communication & Sport*, 1(3), 203-230.

Daddario, G. (1994). Chilly scenes of the 1992 winter games: The mass media and the marginalization of female athletes. *Sociology of Sport Journal*, 11(3), 275-288.

de Coubertin, P. (1912, July). Les femmes aux Jeux Olympiques, *Revue Olympique*, 109-111.

Eagleman, A., Burch, L. M., & Vooris, R. (2014). A unified version of London 2012: New-media coverage of gender, nationality, and sport for Olympics consumers in six countries. *Journal of Sport Management*, 28(4), 457-470.

Findling, J. E., & Pelle, K. D. (Eds.). (1996). *Historical dictionary of the modern Olympic movement*. Westport, CT: Greenwood Publishing Group.

Harley, J. (15 March 2004). USOC Acting President is recipient of prestigious trophy. Retrieved from [www.olympic-usa.org/11709\\_14345.htm](http://www.olympic-usa.org/11709_14345.htm)

Houghton, E. J., Pieper, L. & Smith, M. M. (2017). *Women in the 2016 Olympic and Paralympic Games: An analysis of participation, leadership and media opportunities*. East Meadow, NY: Women's Sports Foundation.

International Olympic Committee. (2018). *IOC Gender Equality Review Project*. Lausanne, Switzerland: International Olympic Committee.

International Olympic Committee. (2017). *IOC Gender Equality Report*. Lausanne, Switzerland: International Olympic Committee.

International Olympic Committee. (2014). *Olympic Agenda 20/20: 20+20 Recommendations*. Lausanne, Switzerland: International Olympic Committee.

International Paralympic Committee. (2016). *Women in sport committee*. Retrieved from <https://www.paralympic.org/the-ipc/committees/women-in-sport>

Kian, E. M., Bernstein, A., & McGuire, J. S. (2013). A major boost for gender equality or more of the same? The television coverage of female athletes at the 2012 London Olympic Games. *The Journal of Popular Television*, 1(1), 143-149.

MacArthur, P. J., Angelini, J. R., Billings, A. C., & Smith, L. R. (2016). The dwindling Winter Olympic divide between male and female athletes: The NBC broadcast network's primetime coverage of the 2014 Sochi Olympic Games. *Sport in Society*, 19(10), 1556-1572.

NBC Sports Group (2018, January 29). *NBC Olympics to present 94 hours of Paralympic television coverage in March, nearly doubling Sochi*. [Press Release]. Retrieved from <http://nbcgroup.com/2018/01/29/nbc-olympics-to-present-94-hours-of-paralympic-television-coverage-in-march-nearly-doubling-sochi/>

Packer, C., Geh, D. J., Goulden, O. W., Jordan, A. M., Withers, G. K., Wagstaff, A. J., ... & Webster, C. L. (2015). No lasting legacy: No change in reporting of women's sports in the British print media with the London 2012 Olympics and Paralympics. *Journal of Public Health*, 37(1), 50-56.

Palotta, F. (February 26, 2018). *NBC's Winter Olympics ratings down but not exactly on thin ice*. Retrieved from <http://money.cnn.com/2018/02/21/media/winter-olympics-ratings-nbc/index.html>

Schantz, O. J., & Gilbert, K. (2001). An ideal misconstrued: Newspaper coverage of the Atlanta Paralympic Games in France and Germany. *Sociology of Sport Journal*, 18(1), 69-94.

Smith, M.M., & Wrynn, A.M. (2010). *Women in the 2002, 2006 and 2010 Winter Olympic and Paralympic Games: An Analysis of Participation and Leadership Opportunities, A Women's Sports Foundation Research Report*. East Meadow, NY: Women's Sports Foundation.

The Institute for Diversity and Ethics in Sport. (2016). *Gender report card: 2016 international sports report card on women in leadership roles*. Orlando, FL: University of Central Florida College of Business

Tuggle, C. A., Huffman, S., & Rosengard, D. (2007). A descriptive analysis of NBC's coverage of the 2004 summer Olympics. *Journal of Sports Media*, 2, 53-75.

Turner, J. S. (2014). A longitudinal content analysis of gender and ethnicity portrayals on ESPN's SportsCenter from 1999 to 2009. *Communication & Sport*, 2(4), 303-327.

United States Olympic Committee. (2016). *USOC Diversity and Inclusion Scorecards*. Retrieved from <https://www.teamusa.org/diversityscorecards>



# WOMEN'S SPORTS FOUNDATION

## Women's Sports Foundation founded by Billie Jean King

New York City  
247 West 30th Street, 5<sup>th</sup> Floor  
New York, NY 10001

Eisenhower Park  
1899 Hempstead Turnpike, Suite 400  
East Meadow, NY 11554

800.227.3988  
[info@WomensSportsFoundation.org](mailto:info@WomensSportsFoundation.org)  
[www.WomensSportsFoundation.org](http://www.WomensSportsFoundation.org)

Follow the Women's Sports Foundation on:

