

Women in the 2022 Olympic and Paralympic Games:

An Analysis of Participation, Leadership,
and Media Coverage

Foreword and Acknowledgments

This report is the eighth 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 was 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 comprehensive 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 and seventh reports examined the same issues for the 2018 Olympic and Paralympic Winter Games and 2020 Olympic and Paralympic Games respectively. This report about the 2022 Olympic and Paralympic Winter Games is intended to provide governing bodies, athletes, and policymakers at the national and international level with even greater depth 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/>

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Amy Bass, Ph.D., *Professor, Sport Studies, Manhattanville College*

Becky Clark, Ph.D., *licensed clinical social worker/ psychotherapist, mental skills coach, sport diplomat*

Akilah Carter Francique, Ph.D., *Associate Professor in African American Studies & Executive Director for the Study of Sport, Society and Social Change, San Jose State University*

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

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*

Fred Mason, *Associate Professor, Kinesiology, University of New Brunswick*

Martha Saavedra, Ph.D., *Associate Director, Center for African Studies, University of California Berkeley*

Marjorie Snyder, Ph.D., *Senior Research Advisor, Women's Sports Foundation*

Erica Wheeler, *USA National Team Throws Coach at United States Paralympic Track and Field*

Grace Yan, Ph.D., *Assistant Professor, Sport Management, University of South Carolina*

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About The Women's Sports Foundation

The Women's Sports Foundation exists to enable girls and women to reach their potential in sport and life. We are an ally, an advocate and a catalyst. Founded by Billie Jean King in 1974, we strengthen and expand participation and leadership opportunities through research, advocacy, community programming and a wide variety of collaborative partnerships. The Women's Sports Foundation has positively shaped the lives of millions of youth, high school and collegiate student-athletes, elite athletes and coaches. We're building a future where every girl and woman can #KeepPlaying and unlock the lifelong benefits of sport participation. All girls. All women. All sports®. To learn more about the Women's Sports Foundation, please visit us at www.WomensSportsFoundation.org or follow us at [@WomensSportsFdn](https://www.instagram.com/WomensSportsFdn) and www.facebook.com/WomensSportsFoundation.

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Executive Summary

The International Olympic Committee (IOC) and International Paralympic Committee (IPC) both maintain that the growth of women in athletic participation, leadership positions, and media coverage are major goals. The purpose of this report is to assess the status and progress of gender equality in these three areas. When referring to IOC reports, recommendations, and targets, this report mirrors the IOC's use of "equality." The IOC viewed "equity" as a benchmark toward achieving "equality." In the U.S., "equity" does not necessarily mean absolute "equality," rather it means everyone is justly treated. This report, therefore, uses "equity" when discussing issues of fairness.

Part One examines women's athletic participation by assessing the number of opportunities provided in Olympic and Paralympic contests, as well as on athlete delegations. Part Two explores women in leadership positions within the IOC, IPC, International Federations (IFs), National Olympic Committees (NOCs), National Paralympic Committees (NPCs), USOPC National Governing Bodies (NGBs), and United States Olympic and Paralympic Committee (USOPC) coaching positions. Part Three analyzes the online Olympic and Paralympic media coverage of four major U.S. news platforms.

In order for the Olympic Movement to make concrete progress in gender equality, in 2016 the IOC Women in Sport and the Athletes' Commissions launched the *IOC Gender Equality Review Project*. In February 2018, the IOC General Session unanimously approved the project's report. The report outlines 25 recommendations to achieve parity in five theme areas. Participation, leadership, and media coverage are addressed. *The Olympic Agenda 2020*, a strategic plan for the future of the Olympic Movement, also contains 40 recommendations that serve to "protect the uniqueness of the Games and strengthen Olympic values in society" (International Olympic Committee [IOC], 2015). Recommendation 11 aims to improve gender equality in the Olympic Games by working with the IFs to achieve 50% female athlete participation in the Games. The aim was repeated in the *Olympic Agenda 2020+5*, a new strategic plan approved in 2021 that continues to call for gender equality in athletic participation.

The IPC also outlined strategies to foster gender parity in athletic opportunities, much earlier than the IOC. 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 well as the low number of women in leadership positions in Paralympic governance (International Paralympic Committee [IPC], 2016). The IPC also partnered with the Agitos Foundation, a global organization dedicated to developing para sport, to help increase gender parity. Together they offered mentoring opportunities and training campus for



Gold medalist Chloe Kim of Team USA performs a trick during the women's snowboard halfpipe final.

female athletes (Dean et al., 2022). The IPC again increased its targets for gender representation in 2017. However, in 2021, the organization voted to change most required gender quotas to "a non-mandatory preference." Over the past decade, the IOC and IPC have both made some strides in supporting the inclusion of women in the international sporting scene.

The IOC and IPC also have attempted 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. As 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. Recommendation 19 updated the minimum threshold to "equal representation of women and men" on the Executive Board, to be achieved by 2024. *The Olympic Agenda 2020+5* further calls on international federations, National Olympic Committees, and Organizing Committees to implement gender equality objectives. Again leading the way in combating the underrepresentation of women in leadership positions, the IPC established a 30% threshold for gender representation in its leadership structures in 2003 and updated it to 50% in 2017. However, in

December 2021, the IPC voted on a new governance structure that changed almost all of the mandatory 50% gender requirements to recommended but “non-mandatory targets.”

The 2022 Olympic and Paralympic Winter Games were the second Olympic Games to take place during a worldwide pandemic. Although there is no actual data that speaks to how COVID-19 affected participation in the Games, it is hard to imagine that the pandemic did not negatively affect the ability of athletes and staff to train for, travel to, and compete in the Games. As an example, U.S. bobsledder Elena Meyers Taylor was chosen by her teammates to carry the U.S. flag in the opening ceremonies but tested positive and had to quarantine in her room for seven days. Fortunately, she tested negative in time to compete in her events. The National Hockey League (NHL) and NHL Players’ Association disallowed NHL players from participating in the Games, due to COVID concerns.

This report examines the status of women in the Olympic and Paralympic Winter Games as both participants and leaders. More specifically, it assesses 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 USOPC are fulfilling their stated missions with respect to fairness and gender equality, as well as whether or not past recommendations articulated by the Women’s Sport Foundation have been fulfilled.

Despite changes over the histories of the Olympic and Paralympic Games, the data suggest much work remains, and this report is one means of accounting for such change.

This is the eighth in a series of reports sponsored by the Women’s Sports Foundation on gender equality, participation and leadership opportunities, and media coverage in the summer and winter Olympic and Paralympic Games. The first seven reports covered the 2006, 2010, and 2018 Olympic and Paralympic Winter Games and the 2008, 2012, 2016 and 2020 Olympic and Paralympic Games (Houghton et al., 2022; Houghton et al., 2018; Houghton et al., 2017; Smith & Wrynn, 2009; Smith & Wrynn, 2010; Smith & Wrynn, 2013; Zurn, Lopiano, & Snyder, 2006).¹

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

Major International Findings

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

At the 2022 Olympic Winter Games, 1,581 male athletes (55.3%) and 1,276 female athletes (44.7%) participated. At the 2018 Olympic Winter Games, 1,536 male athletes (58.6%) and 1,204 female athletes (41.4%) participated.

¹ These reports can be found at: <http://www.womenssportsfoundation.org/home/research/articles-and-reports/all-research-reports>



Bobsledder Elena Meyers Taylor carries the U.S. flag in the closing ceremonies.

These are slight increases toward equity from 2014 when 1,708 men (60%) and 1,158 women (40%) competed. The IOC Gender Equality Report is looking ahead to the 2026 Olympic Winter Games when the IOC plans to achieve equal participation among female and male athletes. The IOC set the goal of 47% of female athletes in the 2026 Games by adding four new women’s events (luge doubles, ski mountaineering, freestyle skiing dual moguls, and women’s ski jumping large hill) for a total of 50 women’s events (IOC, 2022). At their Executive Committee meeting in June 2022, the IOC opted to not include women in the Nordic combined event for the 2026 Winter Games, ensuring those Games will not achieve gender equity. The sport of Nordic combined, for either gender, is now in the crosshairs of the IOC for inclusion at the 2030 Winter Games, with Karl Stoss, chair of the Olympic Programme Committee, commenting, “The inclusion of Nordic Combined in the Olympic Winter Games 2030 depends on a significant positive development, particularly with regard to participation and audience” (Reardon, 2022). Female ski jumpers would argue the inclusion of women in the sport is a positive development. IOC members postulate that the original winter Olympic sport is not meeting the universality element and voted to include ski mountaineering, large hill event, for women ski jumpers, and disciplines in bobsleigh and luge for the 2026 Winter Games.

At the 2022 Paralympic Winter Games, 440 male athletes (74.8%) and 148 female athletes (25.2%) participated. At the 2018 Paralympic Winter Games, 431 male athletes (76.4%) and 133 female athletes (23.6%) participated. Four years prior, in 2014, 412 male athletes (76.2%) and 129 women (23.8%) participated. Unlike the IOC, the IPC does not have a similar timeline or even a stated goal to achieve an equal number of female and male athletes. The inequities between male and female athletes at the

Paralympic Games persists and will change only as a result of deliberate efforts on the part of the IPC and various para sport federations. At the current rate of increases equity would not happen until 2066, assuming little or no increase in the number of male athletes competing.

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

Of the 91 countries represented at the 2022 Olympic Winter Games, 18 delegations did not send any female athletes, and three delegations did not send any male athletes. This is an improvement since 2018, when 23 delegations did not include women athletes. At the summer Olympic Games, track and field and swimming provide opportunities for the greatest number of athletes, including many who do not meet the qualifying standards, but are able to participate as a result of the wild card program. Alpine skiing serves a similar function in the Winter Games, though it is not officially a wild card program. Alpine skiing includes many participants from the greatest number of NOCs, allowing for many nations to have a participant in the Winter Games.

Of the 46 countries represented at the Paralympic Winter Games, 16 delegations did not send any female athletes, and two delegations did not send any male athletes. In 2018, 19 delegations did not include women athletes. Only three delegations (Canada, China, United States) included at least 10 female athletes in 2022. Initially expected to compete under a neutral flag, Paralympians from Russia and Belarus were banned from the 2022 Paralympic Games due to the invasion of Ukraine, affecting 83 athletes from the two countries. Russia waited to launch their invasion of Ukraine until the end of the Olympic Winter Games, protecting their Olympians from any repercussions. By allowing Russian troops space to prepare for the invasion, Belarus was also punished. The IPC made their decision the day before the Opening Ceremonies, after criticism from other athletes and threats of boycotts, resulting in athletes from both countries being sent home from Beijing before competition began.

3. Female athletes continue to have fewer events than male athletes.

Structural gender discrepancies continue in the Olympic and Paralympic Games. At the 2022 Olympic Winter Games, there were seven new events, three individual events: women's monobob (bobsled), women's big air (freestyle skiing), and men's big air (freestyle skiing); and four new mixed team events: mixed team aerials (freestyle skiing), mixed team relay (short track speed skating), mixed team event (ski jumping), and mixed team snowboard cross (snowboarding).

Female athletes continue to have fewer opportunities than their male counterparts: There were 46 women's events (42.2%, down from 43.1% in 2018), 51 men's events (46.8%, down from 49% in 2018), and 12 mixed events (11%, up from 6.9% in 2018). When considering the mixed events, women

competed in 52.3% of the events, while male athletes competed in 57.8% of the events.

Mixed events are a recent addition to the Olympic programme, at both the summer and winter Games. The co-ed events, including relays, have been celebrated as contributing toward gender equity at the Olympic Games. However, it is important to note, these mixed events do not add to the overall number of female athletes competing. Rather, the female athletes already competing in individual events are included in these new mixed events with male athletes who are similarly already at the Games for their individual events. Rules for mixed events require that at least one female and one male be included, and for many mixed teams, only one female was included, with the remainder of the mixed team composed of male athletes. The mixed events do provide additional events available to both female and male athletes, contributing to the appearance of a more gender equitable program despite the inequities in numbers.

At the 2022 Olympic Winter Games, women did not compete in Nordic combined, four-man bobsleigh, and double luge. Both four-man bobsleigh and doubles luge are considered mixed events, although women have not and do not compete in either. There is conversation around the continued inclusion of four-man bobsleigh for the 2026 programme.

Female Paralympians also had fewer events than their male counterparts: There were 35 women's events (44.9%, down from 46.2% in 2018), 39 men's events (50%, up from 48.8% in 2018), and four mixed events (5%, the same as in 2018; cross country mixed relay, cross country open relay, para ice hockey, and wheelchair curling). Wheelchair curling seems to be the only event that is actually mixed in practice, with 19 women, accounting for 35% of Paralympic curlers. At the 2022 Paralympic Winter Games, women again did not compete in snowboard cross SB-UL and banked slalom SB-UL in the sport of snowboarding. They were removed in 2018 for lack of participants.

4. Significant strides have been made to reach the IOC goal of 30% female representation in leadership, particularly within the IOC Executive Board and membership. The current target is equal representation for the Executive Board by 2024. Despite some progress, women continue to be underrepresented as IOC committee chairs and are frequently outnumbered on committees dedicated to core business functions. Within IFs and NOCs, women remain underrepresented as presidents, secretary generals, and members of executive committees.

Female representation has increased in the IOC governance structure. The number of women (38.7%) IOC members met the 30% threshold but remains short of equal representation. While the number of women who sit on the IOC Executive Board increased to five (33.3%), the greatest number of women to serve to date, it also remained below parity, and there has never been a female IOC president, nor has the IOC ever employed a female secretary

general. Unlike some of the IFs and NOCs, the IOC has yet to entrench gender representation in the election of its general session members or executive board.

NOCs: Leadership positions within the 205 active National Olympic Committees are still largely dominated by men: Women constitute 10.2% of NOC presidents and 14.6% of secretary generals as listed on NOC websites. Moreover, 158 NOCs (77.1%) have all-male leadership teams, 43 (21%) have male/female leadership teams, and four (2%) have an all-female leadership team.

IFs: Leadership positions within the seven winter Olympic IFs are also dominated by men. Kate Caithness of the World Curling Federation is the only female IF president. Her tenure ends in 2022 and, as of this writing, four men are running to replace her. The only leadership body that meets the 30% threshold is the Executive Council of the International Skating Union, with four women (30.8%) on the board.

IPC: The IPC meets its 50% target in some areas but not others. Six of the 14 members of the IPC Governing Board are women (42.9%). Both the IPC president and vice president are men, and there has never been a female president. Women hold 41.2% of standing committee positions and 40% of positions on sport technical committees.

NPCs: Leadership positions within the 181 National Paralympic Committees are still largely dominated by men: Women constitute 20.3% of presidents and 32% of main contacts.

Major U.S. Findings

The USOPC, which integrates Olympic and Paralympic personnel in its leadership positions, continues to make strides toward organizational gender equality, but it is well below a balanced 50/50 split in leadership positions. This is particularly true in the winter NGBs' executive committees and coaching staffs, where women are woefully underrepresented.

USOPC: The USOPC meets or exceeds the recommended 30% threshold on most measures but falls short of achieving gender parity. Women comprise 44.4% of the Board of Directors, 63.6% of the Executive Team, 40% of the USOPC Athletes Advisory Council (AAC), 41.7% of the Affiliate Organization Council (AOC), and 42.9% of the Paralympic Advisory Committee (PAC). The only USOPC committee that does not meet the recommended 30% threshold is the National Governing Bodies Council (NGBC), as only one woman (20%) sits on the five-person group.

NGBs: Taken together, the U.S. winter National Governing Bodies' board of directors or executive committee positions are largely held by men. Three of nine NGBs are led by women, with women holding 34% of all executive committee listed positions. The U.S. Figure Skating Board of Directors includes more women than men (66.7%). Seven NGB executive committees meet the 30% threshold; two do not: USA Nordic Sport (20%) and US Speedskating (20%).

U.S. Olympic and Paralympic Coaches: Women continue to be woefully underrepresented as Olympic and Paralympic coaches. Women held none of the 18 Olympic head coach positions and 10.7% of Olympic assistant coach positions. One woman served as a Paralympic head coach (20%), and one woman served as a Paralympic assistant coach (20%).

Major Online Media Coverage Findings

Online coverage of both Olympic and Paralympic female athletes exceeded the coverage of male athletes in both articles and photographs. Data were collected from four major news media outlets published in the United States: ESPN, NBC Olympics, *New York Times* (NYT), and *USA Today*. During the Games, these websites published a higher percentage of stories about Olympic female athletes (44.8%) than Olympic male athletes (32.6%). In addition, the articles included more photographs of female Olympians (52.3%) than of male Olympians (34%). This increased coverage may be driven by the fact U.S. female Olympians won more medals (13) than U.S. male Olympians (eight) (Angelini & MacArthur, 2022). These results are consistent with other research that indicates female athletes have received more coverage on NBC (Angelini & MacArthur, 2022; Billings et al., 2021; Billings & Angelini, 2019). While the coverage of female athletes has increased, female athletes did receive more non-task-related articles compared to male athletes.

Unlike the coverage of the Olympic Winter Games, where stand-alone stories of male and female athletes and competitions dominated, many of the articles published about Paralympians consolidated coverage of female and male athletes and competitions into one article. These articles comprised 62% of the media coverage across those four websites. For more context, there were 14 stand-alone articles about female athletes, six about male athletes and 32 articles that included both male and female athletes. Despite the shorter length of the Paralympic Games, the total published articles stand in stark contrast to the over 1,000 articles published about Olympians. Furthermore, a majority of those articles were found on NBC Olympics, with very few articles about the Paralympic Games published on the other three websites: ESPN, NYT or *USA Today*.

Introduction

Many celebrate the strides made in offering female athletes equitable participation opportunities to their male counterparts in the Olympic Winter Games. The IOC highlights the historic increase in the number of women competing at the Winter Games. Despite occurring during a global pandemic, women comprised 44.7% of athletes at Beijing, the highest percentage of female participation in Winter Games history. Eighteen nations, down from 23 in 2018, failed to include a woman in their athlete contingent. The United States similarly did not reach parity, as 126 male athletes (53.8%) and 108 female athletes (46.2%) constituted the U.S. squad. Despite women's participation lagging behind their male counterparts, these shifts towards gender equality are notable and signal a positive forecast for the next Winter Games.

Gender equality similarly remains unachieved for the Paralympic Winter Games. At the 2022 Paralympic Winter Games, 148 women (25.2%) and 440 men (74.8%) competed. Of the 46 countries, 16 (down from 19 in 2018) failed to

include a woman in their athlete contingent. The U.S. squad was composed of 15 female athletes (23.1%) and 50 male athletes (76.9%).

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 8, Olympic Charter, in force as of August 8, 2021 [IOC, 2021b, p. 13]). The U.S. has a similar mandate. Through the Ted Stevens Olympic and Amateur Sports Act (1978) the USOPC 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. Without a similar call to action, the IPC continues to fall short for female Paralympians in participation and events.



©Adam Pretty/Getty Images

Gold medalist Natalie Geisenberger of Team Germany slides during the women's singles luge.

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

Pierre de Coubertin and a group of 13 men established the 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 19th 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.

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. These Games included six sports and 16 events; of these 16 events, women were only included in individual and mixed pairs figure skating.

It was not until 1936 that a second sport, Alpine skiing, was added for women. The women's combined event was offered, with 37 women from 13 countries participating in the new sport. Christl Cranz of Germany won the event. 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 women were 38.3% of participants in the 2006 Winter Games in Turin. 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, and in 2022 account for 43.9% of ski jumpers.

The first Paralympic Winter Games were held in 1976 in Örnköldsvik, Sweden. Almost 200 athletes from 16 countries competed in Alpine and cross-country skiing. At the Örnköldsvik Winter Games, women competed in 13 Alpine events (men

competed in 15) and 10 cross-country events (men competed in 15). The IPC added ice sledge speed racing in 1980, with eight events for men and six events for women. When the IPC included the biathlon in 1988, it did so only for men. Women first participated six years later. Though the IPC introduced sledge hockey in 1994 as a mixed event, only one woman competed in the inaugural tournament, Norwegian Britt Mjaasund Øyen. Despite its mixed status, ice sledge hockey (later para ice hockey) is contested largely by men. Norwegian Lena Schrøder became only the second female para ice hockey player at the Paralympic Games in 2018, and China's Yu Jing became the third in 2022. The IPC added ice sledge speed racing for men and women in 1998 and wheelchair curling as a mixed event in 2006,

The 2022 Olympic and Paralympic Winter Games were the second Games held during the COVID-19 pandemic. Olympic and Paralympic officials again introduced health and safety protocols. These included athletes remaining in a “closed loop” bubble for the duration of their participation and only invited spectators attending certain competitions at reduced capacity. Because the International Ice Hockey Federation cancelled the 2020 Women's World Championship, a qualifying tournament, it based qualification for the Olympic Games on IIHF World Rankings. Some medal contenders were not able to attend the Games after testing positive for COVID-19, including Austrian ski jumper Marita Kramer, who would have been a gold-medal contender.

Despite the issues raised by COVID-19, the IOC introduced two events for women. The most recent additions to the women's programme are women's monobob (bobsled), which offered opportunities to athletes who had already qualified for the women's bobsled, and women's big air (freestyle skiing). On the addition of monobob, American Elena Meyers Taylor has mixed feelings, wishing the four-man event was offered to women, saying “We were fighting for four-man. Part of the draw of bobsled is the team aspect of it” (Mather, 2022).

Alpine skiing offers the greatest number of participation opportunities for both female and male athletes. While it is not designated as a sport with wild card entries, as is the case with athletics and swimming in the summer Games, Alpine skiing qualifications allow for a number of nations to include a single athlete in the Games without the athlete being among the world's top Alpine skiers. At the 2022 Olympic Winter Games, 84 countries included an Alpine skier in their athlete delegation, accounting for 152 female Alpine skiers, leaving only seven nations as non-participants in the sport.

IOC and IPC Efforts to Combat Gender Inequities in Sport, Leadership, and Media Coverage

Gender Equality Review Project

In 2016 the IOC Athletes Commission expressed support to the IOC Women in Sports Commission to jointly examine gender equality issues beyond leadership and governance matters. The initiative was developed by then Commission Chair Angela Ruggiero. Thomas Bach appointed Marisol Casado, World Triathlon President and IOC member, as Chair of an IOC, IF, NOC Working Group to undertake a concrete review of gender equality in the Olympic Movement. Irina Gladkikh, IOC Sports Associate Director, was assigned to oversee the review; and Nancy Lee, a broadcasting executive, was hired to coordinate the work (IOC, 2018).

Lee had introduced to the IOC the need to apply a gender lens when developing the competition schedule. The point was part of a presentation she made on why sports coverage is not balanced. Lee had learned from her media experience as Head of CBC Sports and Chief Operating Officer for the 2010 Olympic Host Broadcaster, that coverage imbalance is often a result of a long list of gender inequities, which fall under the responsibility of the sports organizations. As she put it, inequities in the financing of women's and men's competitions, governance and administrative inaction, and something as basic as the rules of sport underscore to the media that it's acceptable to give sportswomen second-class treatment. That long list of reasons helped form the recommendation themes of the 2018 IOC Review of Gender Equality in the Olympic Movement. According to Lee, the recommendations are useful and cover a wide scope of Olympic Movement activity because of the work by IOC staff, Casado's leadership and support for the project by President Bach (N. Lee, personal communication, January 22, 2022).

The Report was unanimously passed by the IOC Executive Board and at the February 2018 IOC General Assembly in Pyeongchang. 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, along with 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. The Report did not differentiate between the summer and winter Olympic Games in setting targets, despite each set of Games having different issues. This section provides a brief overview of the themes and recommendations.

The report included 25 recommendations within seven major themes: sport, portrayal, governance, funding, human resources, monitoring, and 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. At the summer Games, the equal number of teams occurs in some sports (basketball and rugby, for example), but not all, such as water polo and soccer. For the Winter Games, this means an equal number of teams in the ice hockey tournament, as well as equal roster sizes. Currently, there are 10 women's teams and 12 men's teams, and women's teams have two fewer athletes on their rosters. Similarly, in individual events, the report advised that the participation opportunities for women and men should be equal for the event or discipline. At the 2022 Games, these goals and recommendations were met in some sports and not in others. Given the goal of the recommendations and the eight-year timeline, equality should be achieved by 2026 in terms of the number of teams in competitions, as well as the number of participation opportunities. The sport theme also included reviewing competition format and technical rules, uniforms, equipment, technical officials, coaches, venues and facilities, competition 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 had proposed timelines, such as adding a member of the IOC Women's Commission to the IOC Medical and Scientific Commission by September 2018 and working with International Federations to develop a plan by September 2018 to increase female technical officials for the Beijing 2022 and Paris 2024 Games, as at least 70% of officials have been men since the Vancouver 2010 Games.

The portrayal theme involved the creation of a media toolkit that would be available by September 2018 from the IOC that focuses on terminology and equitable gender portrayals. The second edition was published in 2021. It can be found on the IOC website in English, French, and Spanish. In addition, the IOC planned to include a clause in contracts with the host country that relates to equitable media portrayals for male and female athletes for promotional materials and competition scheduling. That action item was scheduled to start with Beijing 2022 but did not happen. The final component of equal portrayals was creating a media content analysis pilot program for National Organizing Committees to analyze media coverage in the 2018 and 2020 Olympic Games. The results of this initiative are still unclear.

The IOC addressed the funding component related to achieving gender equality by recommending that a portion of IOC the

operating budget be allocated to gender equality projects by the 2021-24 Olympic planning period. While no specific percentage was provided, the report required departments to specify budgets and specific projects to be reviewed by the IOC Women in Sport Commission and Athletes' Commission. As of this writing, the IOC lists the Women & Sports Awards and Olympic Solidarity programmes as ongoing initiatives. The IOC also proposed the creation of a Gender Equality Tracking Report and set June 2018 as the date in which NOCs start reporting that data. It appears that this has not uniformly been incorporated by NOCs. For example, the Association of National Olympic Committees of Africa July 2021 newsletter reported it would create a standardized database of potential future women leaders in sport by 2020 while the European Olympic Committees Gender Equality Commission's "Strategy 2019-2021" did not mention the initiative. 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 prize or other money for male and female athletes is equitable by February 2019. As in other areas of the report, it appears NOCs have embraced the recommendations from the *IOC Gender Equality Review Project* in varying degrees.

In terms of governance, the goal was to increase female representation in leadership and decision-making positions. This included 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 also was expected to start by June 2019. Although some NOCs enacted similar measures, it does not appear that the IOC followed suit. Instead, the IOC created an "IOC LinkedIn Community Group," composed of people dedicated to advancing gender equality in sport, to share best practices, success stories, and lessons learned. It also sponsored a series of webinars to encourage IFs and NOCs to embrace and implement change. Other action items include transitioning the composition of the IOC Executive Board and the composition of the vice-president positions into an equal representation of men and women by 2024, thereby replacing the 30% threshold set in 2016, as well as nominating one female candidate for every male candidate for NOC and IF positions by 2020. Though progress has been made at most levels of the Olympic Movement, this recommendation remains unfulfilled. In addition, the report recommends NOCs and IFs review their electoral processes by September 2018 to determine if the processes are impeding gender equality. While many groups did include a review process in their policies, the lack of concrete action items



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Sarah Nurse (#20) of Team Canada looks to make a play with the puck as Kendall Coyne Schofield (#26) of Team USA pursues the play during the women's ice hockey gold-medal game.

or thresholds limited progress. Furthermore, the governance theme assigned oversight roles to NOC and IFs Women in Sport and Athletes' Commissions regarding the implementation of action items in the five themes. Finally, the IOC planned to adopt a position called Diversity Officer by 2020, who would implement recommendations within the IOC from the Gender Equality Review Report (IOC, 2018). This has not been achieved.

The next three components deal with human resources, monitoring, and communication. Recommendation 22 required the IOC Human Resources Department to review and revise policies and procedures to ensure gender equality in staffing, hiring, training, pay equity, and succession planning. This included adding gender equality objectives in leadership performance evaluations and reviewing code of conduct and sexual harassment policies. Recommendation 23 called on the IOC to create the IOC Gender Equality Tracking Report to centralize and track information about gender equality in the Olympic Movement. The monitoring system was scheduled to start by December 2018. This has not been achieved. Recommendation 25 concluded with a recommendation that the IOC create a full-scale communications plan that would allow them to continually provide updates for the gender equality recommendations and action items suggested in the report, which would start by June 2018. Though a communication plan remains unfilled, the IOC does provide information about gender equality on its website.

IPC 2017 Diversity and Inclusion Policy and 2020 Governance Reform Proposal

The IPC Women's Committee pursued creating a review and concrete recommendations for gender equality within their movement, similar to that of the IOC. The IPC gender equality review never happened, but a later change in the administrative leadership has possibly resulted in gender balance being more actively pursued. (N. Lee, personal communication, November 28, 2021). Additionally, the IPC has actively worked to increase the number of women in leadership positions in other ways. It held Women's Leadership Summits, starting in 2007, and created the Agitos Foundation two-year WoMentoring program in 2014, which paired mentees with mentors from the IPC (IPC, 2014).

The IPC established the goal of at least 30% female representation in all decision-making positions in 2003. During the January 2017 General Assembly, the IPC reset the target to 50% to better achieve gender parity (IPC, 2017). However, one year later, the IPC launched a review of its governance structure, spearheaded by the IPC Governing Board and Governance Review Working Group.

In October 2019, the working group released its draft of recommendations in a report titled "Remaining Fit for Purpose: Proposal to Reform the Governance of the International Paralympic Committee." The proposals aimed to promote greater inclusion in leadership and membership, increased engagement for members and athletes, clarity in roles and responsibilities, alignment of committees, and enhanced transparency. A portion of the reform also focused on achieving

gender equality in governance by mandating 50% parity on the IPC Governing Board, National Paralympic Boards, and IPC Committees, as well as for delegates attending the IPC General Assembly. The 2019 draft proposal also called for Regional Organizations to have gender equality requirements for its boards and committees and increased female representation on the IPC Nominations Panel (IPC, 2019).

After soliciting feedback from the membership, the working group submitted a revised proposal in October 2020. The updated proposals changed almost all of the mandatory 50% gender requirements to recommended but "non-mandatory targets." For example, the obligation for delegates of both genders to be at IPC General Assemblies was edited to "a non-mandatory requirement" and the stipulation that committees have equal female representation was removed in favor of "a non-mandatory preference" (IPC, 2020, pp. 8-9). The only mandatory requirement was for Sports Committees to have 40% of each gender.

Concerns about achieving parity appear to be what stymied the mandates. In explaining the adjustment for NPCs, the proposal suggested it "changed to a lesser non-mandatory threshold in recognition of the fact that it will take time for all Members to implement those requirements" (IPC, 2020, p. 40). The suggestion that ability and experience trumped gender equality also appeared in the document. For example, the 2020 document explained that the "fixed quota for gender" on committees was changed, with "skills and experience being the primary criteria," and gender requirements for the World Para Sports Unit Board was included as "a guide and not mandatory, as the skills and experience of the members are paramount" (IPC, 2020, p. 9, p. 24). While skills and experience are certainly important considerations for leadership positions, scholars have shown how they tend to be interpreted in ways that limit women's inclusion and advancement in sport governance. Women are more likely to be viewed as inexperienced outsiders in sport, which consequently limits their ability to enter in and rise through the hierarchy of sport organizations (Pape, 2020). Research also shows that women with disabilities are marginalized and underserved more than men with disabilities and able-bodied women (Clark & Mesch, 2018). Based on the recommendations outlined in "Remaining Fit for Purpose," the IPC General Assembly approved a new constitution in December 2021.

Methodology

This report assesses the representation of women as athletes and leaders, and in media coverage in the 2022 Olympic and Paralympic Winter Games. To determine the number of female winter Olympians and Paralympians, several online sources were utilized, including individual NOC and NPC websites, IOC websites and results, as well as the International Paralympic Committee website. Although an intersectional analysis would better illuminate the obstacles women experience in gaining opportunities as athletes and leaders, this report only provides information on race, class, and disability when such demographics are provided by the IOC, IPC, NOCs, or NPCs.

To ascertain the number of women in leadership positions, the authors primarily relied upon information available on organizational websites. The IOC, IFs, USOPC, and majority of NGBs publicize their committee and commission rosters. These include the IOC Executive Board, IOC Membership, IOC Commissions/Committees, IF executive committees, USOPC Board of Directors, USOPC Executive Team, USOPC committees, and U.S. NGB executive committees.

If committee membership was not made publicly available, authors contacted the organization directly to secure a roster. NOCs and NPCs list two people on their websites as the leaders of the country's committee. For NOCs, those listed are the "president," the person who leads the organization, and "secretary general," the primary administrative person. For NPCs, those listed are the "president" and "main contact," which is similar to the "secretary general" position of the NOCs.



Bronze medalist Kaori Sakamoto of Team Japan skates during the women's single skating free skating team event.



Oksana Masters of Team USA won seven medals in the 2022 Games, including the para cross-country skiing women's long-distance sitting event.

Gender for all positions was primarily determined through the inclusion of "Mr.," "Ms.," and "Mrs." in organizational information published online. In the instances where these titles were not used, the authors looked at pronouns in individuals' biographies.

When determining the number of women in coaching positions, the authors included the individuals identified in accredited coaches lists, official media guides, online rosters, or press releases. The authors reached out to NGBs for their lists of accredited coaches; however, only counted people with "coach" in their title. NGB lists oftentimes contain people who serve as team leaders or team managers, who were not included in the count for this report. "Head coaches" included those who headed the team. "Assistant coaches" included those who helped the head coach. "Individual coaches" included athletes' personal coaches, oftentimes present in individual sports. Data were originally collected during the 2022 Games and cross-checked in March 2022. The methodology for the media analysis is described in the media coverage section.

International Findings

Major International Participation Findings

2022 Olympic Winter Games

- There were 1,276 female athletes (44.7%) and 1,581 male athletes (55.3%) at the 2022 Olympic Winter Games, up incrementally from 1,204 female athletes (41.4%) and 1,536 male athletes (58.6%) in 2018. As women's numbers grow, men's numbers generally increase as well. In 2014, 1,158 female athletes (40%) and 1,708 male athletes (60%) participated, up from 1,043 female athletes (40.4%) and 1,536 male athletes (59.6%) in 2010.
- Of 91 countries that sent delegations, 18 delegations (down from 23) did not send any female athletes, and three delegations (down from eight) did not send any male athletes. Of the 91 delegations, 37 delegations were comprised of 10 or more total athletes. The 18 delegations that did not include female athletes and the three delegations without a male athlete were all delegations smaller than three athletes (15 of these delegations were one-man delegations).
- Six NOCs in 2022 exceeded 50% female participation (Australia, Belarus, Croatia, Japan, Kazakhstan, and Poland).
- Women are excluded from the sport of Nordic combined, four-man bobsleigh, double luge (although doubles luge is considered a mixed event). Fifty-eight men competed in Nordic combined. Luge and bobsled remain as two sports where male athlete participation firmly outnumbers female athlete participation, with women accounting for 33% of all luge athletes and only 26.3% of bobsled athletes. Ice hockey is another sport where male athletes outnumber their female counterparts, with 12 men's teams of 25 athletes per roster, and 10 women's teams with 23 athletes per roster, accounting for 70 more men than women.
- Women competed in 58 (53.2%) of the 109 events, while men competed in 63 (57.8%); there were 46 (42.2%) women's events, 51 (46.8%) men's events, and 12 (11%) mixed events (Alpine team event, biathlon mixed relay, curling mixed doubles, figure skating pair skating, figure skating ice dance, figure skating team events, freestyle skiing aerials mixed team, luge open doubles, luge team relay, short track speed skating mixed relay, ski jumping mixed normal hill team, and snowboard cross mixed team). Mixed events allow for women to compete in additional events, but it does not add to the total number of women competing in the Games, as the female athletes who compete in mixed events are also competing in individual events.

2022 Paralympic Winter Games

- There were 148 female athletes (25.2%) and 440 male athletes (74.8%) participating at the 2022 Paralympic Winter Games.
- In 2018, 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 46 countries, 16 delegations did not send any female athletes, and two delegations did not send any male athletes. Only three delegations included at least 10 female athletes (Canada, China, United States).
- There was not a single NPC to achieve 50% participation of female athletes in their delegation in delegations of 10 or more 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; she was on the Chinese team.
- Women competed in 39 (50%) of the 78 events, and men competed in number (55.1%); there were 35 (44.9%) women's events, 39 (50%) men's events, and four (5.1%) mixed events (cross country mixed relay, cross country open relay, para ice hockey, and wheelchair curling).

Sports and Medal Events in the 2022 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 58 (including 12 mixed events: Alpine team event, biathlon mixed relay, curling mixed doubles, figure skating pair skating, figure skating ice dance, figure skating team events, freestyle skiing aerials mixed team, luge open doubles [although women do not participate], luge team relay, short track speed skating mixed relay, ski jumping mixed normal hill team, and snowboard cross mixed team). (See Table 1 on pages 17-18.) 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. Not competing in the same number of events as men do certainly contributes to a lower percentage of female athletes. For example, Nordic combined provides 58 male athletes with three events, with

no events offered for women. Bobsleigh displaced luge as the sport accounting for the greatest difference between male and female athletes (with the exception of Nordic combined), with 41 women (26.3%) and 115 men (73.7%) in 2022. Luge, like bobsleigh, continues to offer substantially fewer opportunities for female athletes, while offering similar number of events (35 women accounted for 33% of total athletes).

A number of sports made small improvements toward equality since the last Winter Games (see Table 1 on following pages).

- In Alpine skiing, women and men compete in five events a piece, and both compete in the new Alpine team event. Of the total 324 Alpine skiers, 152 women competed, accounting for 46.9% of Alpine skiers. This is up from 131 women (41.5%) in 2018. Men, however, lost participation numbers, going from 185 (58.5%) in 2018, to 172 men (51.9%) in 2022.
- In examining each Alpine skiing event, the number of women and men vary greatly, but seem to be getting closer to equal numbers. For example, 134 men competed in the men's giant slalom, while 81 women competed in the ladies' giant slalom in 2018. At the 2022 Winter Games, there were 89 men in the men's giant slalom, and 83 women in the renamed women's giant slalom.
- While ice hockey accounted for one of the greatest discrepancies in 2018, with men at 60% participation, the addition of two women's teams helped the participation numbers for women reach 45.8%.
- All other sports achieved at least 40% female participation. Other sports relatively close to equitable include biathlon, freestyle skiing, and short track speed skating. Women achieved 50% participation in three sports: curling, figure skating, and snowboarding (111 women (50.2%) competed in snowboarding; notable, as 109 women in 2018 accounted for 44% of snowboarders, indicating that the equity achieved in 2022 came in part as a decrease in the number of male competitors) (see Table 1 on following pages).

In addition to fewer participation opportunities, female athletes continue to compete in races with shorter lengths than their male counterparts.

- 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 in not the same category as their male counterparts. Their relay distances also differ, with male relay participants racing 7.5km each and women racing 6km each. In 2014 and 2018, the mixed relay distances were 2x6km for women on the relay team and 2x7.5km for men. For the first time, in 2022, the distances in the mixed relay is equal for female and male skiers at 6km each skier.
- In cross country, men compete in the 50km mass start classic, while women compete in the 30km mass start 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



Jessie Diggins wins the silver medal during the 2022 Olympic women's cross country mass start.

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. American cross country skier Jessie Diggins is an advocate for making the race distances the same for male and female skiers. Diggins said, "I think it's really, really cool to see people who are really good at long distance have their shot, and we get very few chances. We train just as hard, just as much as the men. As I'm sure you can see when I cross the finish line, we give just as much in every single race. And so, I think we should be afforded the same opportunities for a variety of distance" (Herz, 2022). While some American competitions have shifted to offering equal race distances, there have been no changes at the international level towards equity in race distances. The change in race distances in the United States has been met with mixed results. While it shows that female skiers are capable to compete at such lengths, because the race distances at the international level have not changed, most athletes continue to train for the shorter race distances, making the longer U.S. races somewhat irrelevant. According to Molly Peters, a ski coach who leads Equal Distance, a group working toward such changes, "We wonder why women are paid, like, 75% of what men are paid. I just think if women are going to be empowered and feel like they're equal, the races should be the same." Not all female skiers are on board, with Austrian Teresa Stadlober commenting, "I think it's good like it is. Men are stronger. They have other muscles than we girls." FIS, the ski federation, has tasked a working group with examining the issue (Herz, 2022).

A notable change in nomenclature occurred in 2022. Historically, in cross country, as in Alpine skiing, figure skating, freestyle skiing, short track speed skating, snowboarding, and speed skating, women's events were titled "ladies," while in biathlon, luge, skeleton, and ski jumping, the events were titled "women's."

**Table 1. The Number of Winter Olympic Events and Entries by Gender, 2022
(2018 numbers in parentheses to show changes in numbers)**

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Alpine Skiing – 11 events	Women's Downhill	36 (55)	Men's Downhill	43 (60)	Alpine Team Event	15
	Women's Super G	44 (45)	Men's Super G	47 (62)		
	Women's Giant Slalom	83 (81)	Men's Giant Slalom	89 (134)		
	Women's Slalom	89 (78)	Men's Slalom	88 (138)		
	Women's Alpine Combined	30 (32)	Men's Alpine Combined	27 (65)		
Biathlon – 11 events	Women's 15km Individual	89 (87)	Men's 20km Individual	92 (86)	Mixed Relay 4x6km	20
	Women's 7.5km Sprint	89 (87)	Men's 10km Sprint	94 (87)		
	Women's 10km Pursuit	60 (60)	Men's 12.5km Pursuit	60 (60)		
	Women's 12.5km Mass Start	30 (30)	Men's 15km Mass Start	30 (30)		
	Women's 4x6km Relay	20 (18)	Men's 4x7.5km Relay	21 (18)		
Bobsleigh – 4 events	Women's Two Women	30 (20)	Men's Two Man	30 (30)		
	Women's Monobob	20 (new)	Men's Four Man	28 (29)		
Cross Country Skiing – 12 events	Women's 10km Classic	98 (90)	Men's 15km Classic	99 (119)		
	Women's 7.5km + 7.5km Skiathlon	65 (62)	Men's 15km + 15km Skiathlon	70 (68)		
	Women's Sprint Free	91 (68)	Men's Sprint Free	90 (80)		
	Women's Team Sprint Free	27 (21)	Men's Team Sprint Free	25 (28)		
	Women's 30km Mass Start Free	65 (68)	Men's 50km Mass Start	61 (71)		
	Women's 4x5km Relay	18 (21)	Men's 4x10km Relay	15 (14)		
Curling – 3 events	Women's	10 (10)	Men's	10 (10)	Mixed Doubles	10 (8)
Figure Skating – 5 events	Women's Single Skating	30 (30)	Men's Single Skating	30 (30)	Pair Skating	19 (22)
					Ice Dancing	23 (24)
					Team Event	10 (10)
Freestyle Skiing – 13 events	Women's Moguls	30 (30)	Men's Moguls	30 (30)	Mixed Team Aerials	6 (new)
	Women's Aerials	25 (25)	Men's Aerials	24 (25)		
	Women's Ski Cross	26 (24)	Men's Ski Cross	32 (31)		
	Women's Ski Halfpipe	20 (24)	Men's Ski Halfpipe	23 (27)		
	Women's Ski Slopestyle	27 (23)	Men's Ski Slopestyle	31 (30)		
	Women's Ski Big Air	26 (new)	Men's Ski Big Air	31 (new)		
Ice Hockey – 2 events	Women's	10 (8)	Men's	12 (12)		
Luge – 4 events	Women's Singles	35 (30)	Men's Singles	35 (40)	Doubles (no women)	17 (20)
					Team Relay	14 (13)

Table 1 Continued

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Nordic Combined – 3 events			Individual Gundersen Normal Hill/10km	44 (55)		
			Individual Gundersen Large Hill/10km	48 (55)		
			Team Gundersen Large Hill/4x5km	10 (10)		
Short Track Speed Skating – 9 events	Women's 500m	32 (32)	Men's 500m	32 (33)	Team Relay	12 (new)
	Women's 1,000m	32 (32)	Men's 1,000m	32 (32)		
	Women's 1,500m	36 (36)	Men's 1,500m	36 (37)		
	Women's 3,000m Relay	8 (8)	Men's 5,000m Relay	8 (8)		
Skeleton – 2 events	Women	25 (20)	Men	25 (30)		
Ski Jumping – 5 events	Women's Normal Hill Individual	20 (35)	Men's Normal Hill Individual	53 (65)	Mixed Team	10 (new)
			Men's Large Hill Individual	56 (67)		
			Men's Team	11 (12)		
Snowboard – 11 events	Women's Parallel Giant Slalom	31 (31)	Men's Parallel Giant Slalom	32 (32)	Mixed Team Snowboard Cross	15 (new)
	Women's Halfpipe	22 (24)	Men's Halfpipe	25 (29)		
	Women's Snowboard Cross	32 (26)	Men's Snowboard Cross	32 (40)		
	Women's Slopestyle	30 (26)	Men's Slopestyle	30 (37)		
	Women's Big Air	30 (26)	Men's Big Air	29 (36)		
Speed Skating – 14 events	Women's 500m	30 (35)	Men's 500m	30 (41)		
	Women's 1,000m	31 (37)	Men's 1,000m	30 (40)		
	Women's 1,500m	30 (33)	Men's 1,500m	29 (39)		
	Women's 3,000m	20 (30)	Men's 5,000m	20 (25)		
	Women's 5,000m	12 (17)	Men's 10,000m	12 (16)		
	Women's Mass Start	29 (30)	Men's Mass Start	29 (30)		
	Women's Team Pursuit	8 (8)	Men's Team Pursuit	8 (8)		
Totals – 109 events	Women's Events	46	Men's Events	51	Mixed Events	12

In 2022, these “ladies” events were renamed as “women’s.” This decision to no longer refer to women’s events as “ladies” is another significant shift toward gender equality.

Sports and Medal Events in the 2022 Paralympic Winter Games

Female and male athletes in the Paralympic Winter Games competed in a total of 78 events, with women competing in 35 women’s events and four mixed events (cross country mixed relay, cross country open relay, para ice hockey, and wheelchair curling). The relatively equal 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 (see Table 2 on following pages). Para ice hockey is listed as a mixed event, although of the 118 participants, only one female participated (less than 1%).

- No sport in the Paralympic Winter Games approaches equality for female athlete participation. Biathlon offered the highest percentage of female athletes (40 women, 42.1% of athletes), and para ice hockey offered the lowest percentage (one woman, less than 1%).

- Forty women accounted for 28.4% of Alpine skiers, 57 women accounted for 36.8% of cross-country skiers (many of whom also competed in biathlon).
- Thirteen women accounted for 18.8% of snowboarders, still a relatively new sport (first offered in 2018) with two events.
- Twenty 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 (see Table 2 on following pages).

- 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 athletes 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.



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Yu Jing of Team China was the only female para ice hockey player in the 2022 Paralympic Winter Games and only the third female para ice hockey player in Paralympic history.

- 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 (see Table 2).

- 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.

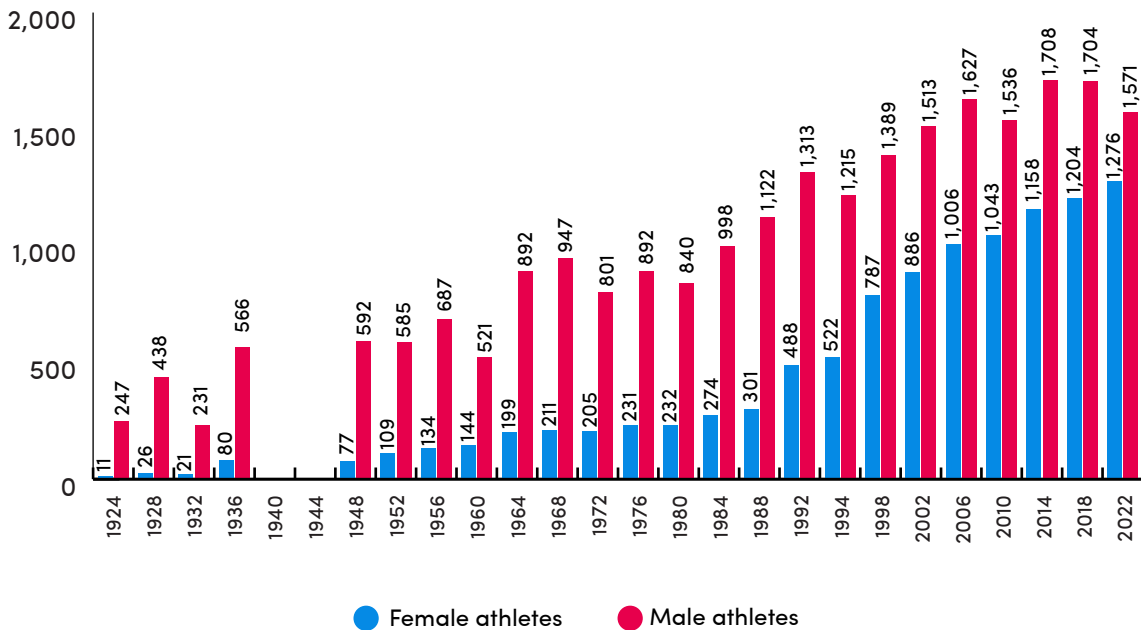
Table 2. The Number of Winter Paralympic Events and Entries by Gender, 2022

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Para Alpine Skiing – 30 events	Women's Downhill Visual Impaired	8	Men's Downhill Visual Impaired	10		
	Women's Downhill Standing	9	Men's Downhill Standing	32		
	Women's Downhill Sitting	7	Men's Downhill Sitting	25		
	Women's Giant Slalom Vision Impaired	15	Men's Giant Slalom Vision Impaired	12		
	Women's Giant Slalom Standing	22	Men's Giant Slalom Standing	44		
	Women's Giant Slalom Sitting	13	Men's Giant Slalom Sitting	40		
	Women's Super Combined Vision Impaired	9	Men's Super Combined Vision Impaired	11		
	Women's Super Combined Standing	14	Men's Super Combined Standing	36		
	Women's Super Combined Sitting	8	Men's Super Combined Sitting	25		
	Women's Super-G Vision Impaired	9	Men's Super-G Vision Impaired	10		
	Women's Super-G Standing	15	Men's Super-G Standing	39		
	Women's Super-G Sitting	8	Men's Super-G Sitting	28		
	Women's Slalom Vision Impaired	15	Men's Slalom Vision Impaired	13		
	Women's Slalom Standing	20	Men's Slalom Standing	46		
	Women's Slalom Sitting	13	Men's Slalom Sitting	39		
Para Biathlon – 18 events	Women's Individual Vision Impaired	7	Men's Individual Vision Impaired	7		
	Women's Individual Standing	14	Men's Individual Standing	10		
	Women's Individual Sitting	10	Men's Individual Sitting	20		
	Women's Middle Distance Vision Impaired	6	Men's Middle Distance Vision Impaired	10		

Table 2 Continued

Sport/Discipline	Women's Events	Number of Entries	Men's Events	Number of Entries	Mixed Events	Number of Entries
Para Biathlon continued – 18 events	Women's Middle Distance Standing	13	Men's Middle Distance Standing	13		
	Women's Middle Distance Sitting	11	Men's Middle Distance Sitting	19		
	Women's Sprint Vision Impaired	9	Men's Sprint Vision Impaired	13		
	Women's Sprint Standing	16	Men's Sprint Standing	16		
	Women's Sprint Sitting	11	Men's Sprint Sitting	20		
Para Cross Country Skiing – 20 events	Women's Long Distance Vision Impaired (Classic)	6	Men's Long Distance Vision Impaired (Classic)	8	Open 4x2.5km Relay	12
	Women's Long Distance Standing (Classic)	11	Men's Long Distance Standing (Classic)	17	Mixed 4x2.5km Relay	8
	Women's Long Distance Sitting	9	Men's Long Distance Sitting	25		
	Women's Middle Distance Vision Impaired (Free)	7	Men's Middle Distance Vision Impaired (Free)	16		
	Women's Middle Distance Standing (Free)	16	Men's Middle Distance Standing (Free)	22		
	Women's Middle Distance Sitting	16	Men's Middle Distance Sitting	34		
	Women's Sprint Vision Impaired (Free)	10	Men's Sprint Vision Impaired (Free)	17		
	Women's Sprint Standing (Free)	16	Men's Sprint Standing (Free)	25		
	Women's Sprint Sitting	18	Men's Sprint Sitting	38		
	Para Ice Hockey – 1 event					Open Team Tournament
Para Snowboard – 8 events			Men's Banked Slalom SB-UL	17		
			Men's Banked Slalom SB-LL1	16		
	Women's Banked Slalom SB-LL2	14	Men's Banked Slalom SB-LL2	25		
			Men's Snowboard Cross SB-UL	18		
			Men's Snowboard Cross SB-LL1	15		
	Women's Snowboard Cross SB-LL2	13	Men's Snowboard Cross SB-LL2	23		
Wheelchair Curling – 1 event					Mixed Team Tournament	11
Totals – 78 events	35 women's events (44.9%) 35 + 4 mixed events = 39 events (50%)		39 men's events (50%) 39+4 mixed events = 43 events (55.1%)		4 mixed events (5.1%)	

Figure 1. The Number of Female and Male Athletes in the Olympic Winter Games, 1924–2022

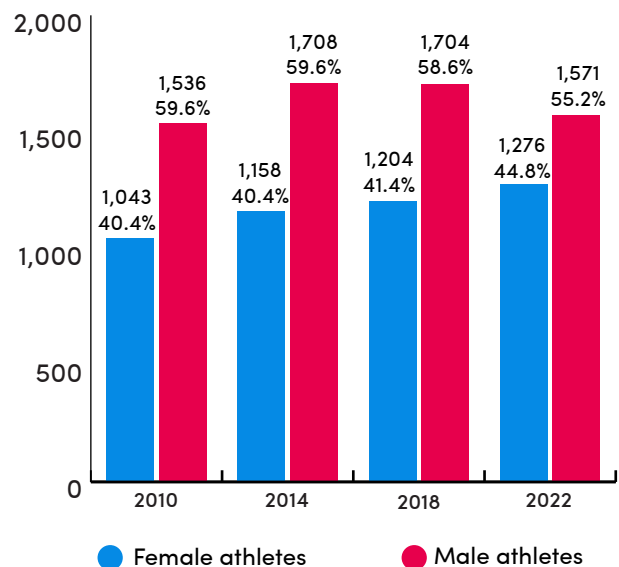


The 2010, 2014, 2018, and 2022 Olympic Winter Games

As the number of sports and events has increased for women, so has the number of female participants (see Figure 1 above). The growth of women’s participation in the Olympic Winter Games has experienced four stages: during the first period, between 1924 and 1952 (28 years), women’s participation increased by 10%; in 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 five percent in the last 20 years.

In recent winter Olympiads, the number of female athletes has steadily increased (see Figure 2). In 2010, 1,043 female athletes (40.4% of all athletes) competed, with over 100 additional women competing in 2014, accounting for a similar percentage of overall participants. The number of male athletes has increased steadily as well, negating any growth in percentage of women. At the 2018 Winter Games, 1,204 women (41.4%) competed alongside 1,704 men. The 2022 Winter Games in Beijing achieved the highest percentage of female participants in winter Olympic history with 44.8%. At this rate, it remains unclear how and when the IOC will achieve 50% female participation. Between 2018 and 2022, the change in the percentage of female athletes

Figure 2. The Number and Percentage of Female and Male Athletes in the Olympic Winter Games, 2010–22



came largely at the expense of male participation opportunities. If the Winter Games continues to offer sports and events exclusive to male athletes, such as Nordic combined, there is no mathematical equation that can assist women in achieving equality. 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 inequalities remain, contributing to the difficulties for women to achieve equality. Men's hockey rosters are set at 25, while women's are set at 23 (up from 21 in 2014). At the 2022 Olympic Winter Games, the women's tournament expanded to include 10 teams, adding 46 women to the total number of athletes; however, there are 12 men's teams in the tournament. Nordic combined allows for 58 male ski jumpers, which women cannot match because they do not compete in Nordic combined (see Table 3).

In 2022, there were 91 participating countries in the Olympic Winter Games. Thirty-seven delegations had at least 10 athletes. Eighteen countries did not include a woman in their athlete delegation (Albania, American Samoa, Cyprus [repeat from 2018], East Timor [repeat from 2018], Eritrea [repeat from 2018], Ghana [repeat from 2018], Haiti, India [repeat from 2018], Kyrgyzstan [repeat from 2018], Monaco, Morocco [repeat from 2018], Nigeria, Pakistan [repeat from 2018], Philippines [repeat from 2018], Saudi Arabia, Trinidad and Tobago, Uzbekistan [repeat from 2018], and Virgin Islands). Three NOCs countries (Ecuador, Malta [repeat from 2018], and Peru) did not include a male athlete in their delegation. All 23 delegations listed were

very small delegations, typically only one or two total athletes. The failure to send 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 2022, 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. Financial considerations also should be acknowledged, as the expenses connected to the sports included in the Winter Games may preclude many athletes and nations from participating. Six countries participated in the Olympic Winter Games for the first time in 2022: Ecuador, Eritrea, Kosovo, Malaysia, Nigeria, and Singapore.

The United States brought the highest number of female athletes of all the participating nations, with 108 (the U.S. also had the largest delegation, bringing the most male athletes). (See Table 4 on following page.) Still, this number did not rank the U.S. in the top 10 among all countries with at least 10 athletes in their delegations in terms of percentage of female athletes (46.2%). Only five countries with at least 10 athletes in their delegation boasted delegations of 50% or more female athletes (see Tables 5-11 on following pages). In these larger delegations, every country included at least two women.

Table 3. 2022 Olympic Winter Games Athletes by Sport/Discipline

Sport	Women's events	Men's Events	Mixed Events	Female Athletes	Male Athletes	Total	Percentage of Women in 2018
Alpine Skiing	5	5	1	152 (46.9%)	172 (53.1%)	324	41.5%
Biathlon	5	5	1	104 (49.5%)	106 (50.5%)	210	49.8%
Bobsleigh	2	2	0	41 (26.3%)	115 (73.7%)	156	26%
Cross Country	6	6	0	148 (49.8%)	149 (50.2%)	297	43.1%
Curling	1	1	1	54 (51.9%)	50 (48.1%)	104	49.6%
Figure Skating	1	1	3	74 (50%)	74 (50%)	148	50.3%
Freestyle Skiing	6	6	1	131 (48.5%)	139 (51.5%)	270	46.6%
Ice Hockey	1	1	0	230 (45.8%)	302 (54.2%)	532	39.5%
Luge	1	1	2	35 (33%)	71 (67%)	106	27.3%
Nordic Combined	0	3	0	0 (0%)	58 (100%)	58	0%
Short Track Speed Skating	4	4	1	53 (47.7%)	58 (52.3%)	111	48.7%
Skeleton	1	1	0	24 (49%)	25(51%)	49	40%
Ski Jumping	1	3	1	42 (43.9%)	65 (56.1%)	107	34.3%
Snowboarding	5	5	1	111 (50.2%)	110 (49.8%)	221	44%
Speed Skating	7	7	0	78 (47.2%)	87 (52.8%)	165	45.1%
Totals	46 (42.2%)	51 (46.8%)	12 (11%)	1,276 (44.7%)	1,581 (55.3%)	2,802	41.4%

**Table 4. The 2022 Olympic Winter Games:
Top 10 Delegations by Number of Women**

NOC	Number of Female Athletes	Percentage of Female Athletes
1. United States	108	46.2%
2. Canada	106	49.3%
3. Russia	103	48.6%
4. China	87	49.4%
T5. Japan	75	60.5%
T5 . Switzerland	75	44.9%
7. Czech Republic	55	48.2%
8. Sweden	54	46.6%
9. Germany	51	34.2%
10. Italy	46	39%

**Table 5. The 2022 Olympic Winter Games:
Top 10 Delegations for Women Relative to
Their Male Delegations (of delegations with
10 or more athletes)**

NOC	Number of Female Athletes	Percentage of Female Athletes
1. Croatia	7	63.6%
2. Japan	75	60.5%
3. Belarus	16	55.2%
4. Poland	30	52.6%
5. Australia	22	51.2%
6. Kazakhstan	17	50%
7. China	87	49.4%
8. Canada	106	49.3%
9. Netherlands	20	48.8%
10. ROC	103	48.6%

**Table 6. The 2022 Olympic Winter Games:
10 Worst Delegations for Women Relative to
Their Male Delegations (of delegations with
10 or more athletes)**

NOC	Number of Female Athletes	Percentage of Female Athletes
1. Latvia	11	19%
2. Slovakia	13	26%
3. Spain	4	28.6%
4. Germany	51	34.2%
5. Bulgaria	6	37.5%
6. Romania	8	38.1%
7. Lithuania	5	38.5%
8. Italy	46	39%
9. New Zealand	6	40%
10. Brazil	4	40%

**Table 7. The 2022 Olympic Winter Games:
10 Worst Delegations by Number of Women
(of delegations with 10 or more athletes)**

NOC	Number of Female Athletes	Percentage of Female Athletes
T1. Brazil	4	40%
T1. Spain	4	28.6%
3. Lithuania	5	38.5%
T4. Bulgaria	6	37.5%
T4. Hungary	6	42.9%
T4. New Zealand	6	40%
7. Croatia	7	63.6%
T8. Belgium	8	42.1%
T8. Romania	8	38.1%
10. Latvia	11	19%

**Table 8. 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 9. The 2018 Olympic Winter Games:
Top 10 Delegations for Women Relative to
Their Male Delegations (of delegations with
10 or more athletes)**

NOC	Number of Female Athletes	Percentage of Female Athletes
1. Japan	72	58.1%
2. China	46	57.5%
3. Netherlands	18	52.9%
4. Hungary	10	52.6%
5. Belarus	17	51.5%
6. Ukraine	16	48.5%
7. Olympic Athletes from Russia	81	48.2%
8. Sweden	54	46.6%
9. Canada	103	45.8%
10. United States	107	44.4%

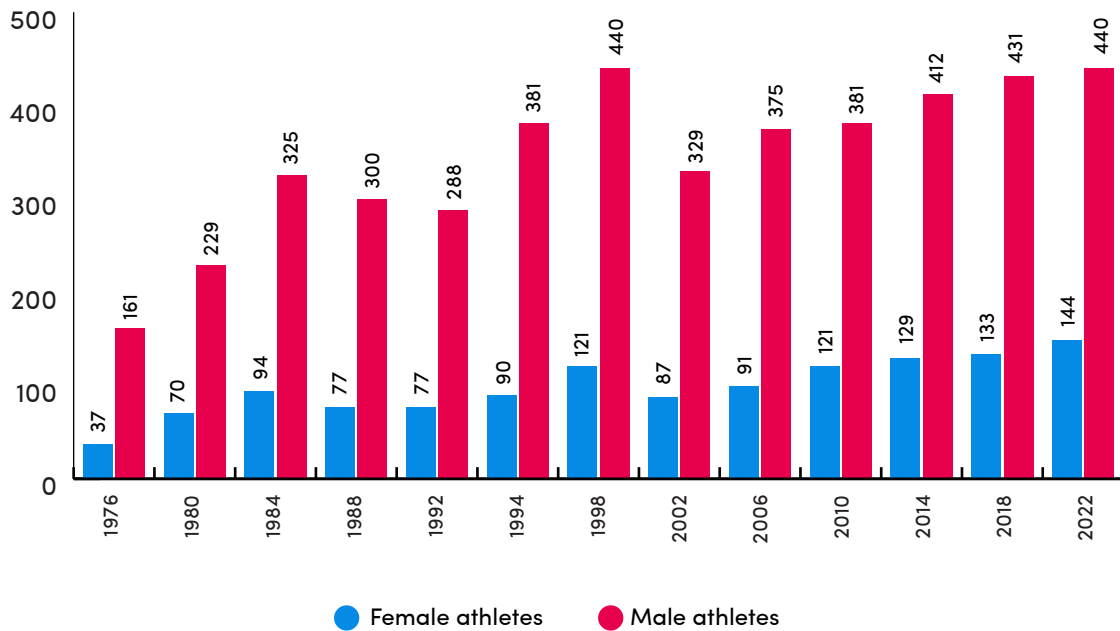
**Table 10. The 2018 Olympic Winter Games:
10 Worst Delegations for Women Relative to
Their Male Delegations (of delegations with
10 or more athletes)**

NOC	Number of Female Athletes	Percentage of Female Athletes
1. Spain	2	15.3%
2. New Zealand	4	20%
3. Estonia	5	22.7%
4. Norway	27	24.8%
5. Latvia	9	26.5%
T6. Slovenia	19	26.8%
T6. Slovakia	15	26.8%
8. Czech Republic	28	29.2%
9. DPR Korea	3	30%
10. Romania	9	33.3%

**Table 11. The 2018 Olympic Winter Games:
10 Worst Delegations by Number of Women
(of delegations with 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

Figure 3. The Number of Female and Male Athletes in the Paralympic Winter Games, 1976–2022



The 2010, 2014, 2018, and 2022 Paralympic Winter Games

In 2022, there were 46 countries in the Paralympic Winter Games. Of 46 countries, 16 delegations did not include women in their athlete delegation (Andorra, Argentina, Azerbaijan, Czech Republic, Denmark, Georgia, Hungary, Iceland, Kazakhstan, Mexico, Mongolia, New Zealand, Puerto Rico, Romania, Slovenia, and Spain); two NPCs did not include a male athlete in their delegation (Israel and Lichtenstein). Only four delegations included at least 10 female athletes.

For the second consecutive winter Olympiad, the 2022 Paralympic Games marked the highest proportion of female athlete participants, with 25.2% of athletes being female, up from 23.6% in 2018, and a percentage point more than the previous high of 24.1% achieved in 2010. As the number of women in the Paralympic Games increases, the number of male athletes also increases.² (See Figures 3 [above] and 4.) At this rate, female athletes at the Paralympic Games will continue to account for less than or near a quarter of all participants for several more Paralympic Games. The Paralympic Winter Games will need to increase the number of events for women and entries in these events to achieve anything close to parity in both

² This pattern is similar to that of the numbers in U.S. college athletics. While many argue that Title IX hurts male competitors, the number of total men competing at the collegiate level has not declined, and has increased, while women's numbers have also increased, making it impossible for most schools to achieve equity in actual numbers of female and male athletes.

the number and percentage of athletes. No sport had more than 37.5% female participants and there has been no progress since 2018 (see Table 12 on following page).

Figure 4. The Number and Percentage of Female and Male Athletes in the Paralympic Winter Games, 2010–22

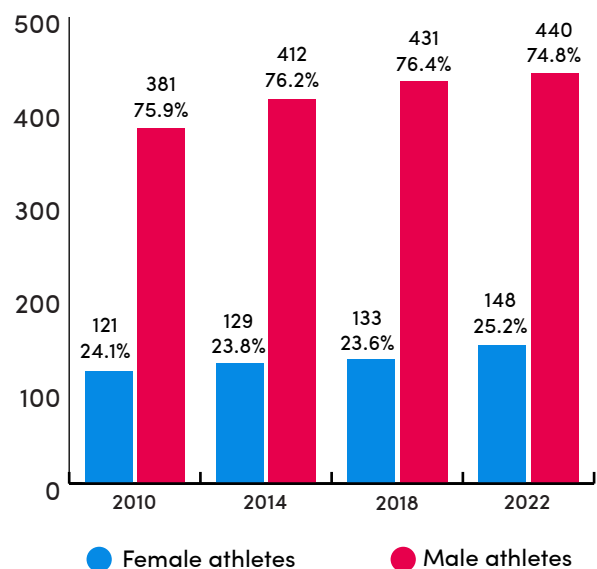


Table 12. 2022 Paralympic Winter Games Athletes by Sport/Discipline

Sport	Events	Female Athletes	Male Athletes	Total	Percentage of women in 2018
Alpine Skiing	30	53 (30.6%)	120 (69.4%)	173	28.4%
Biathlon	18	36 (37.5%)	60 (62.5%)	96	42.1%
Cross-Country	20	51 (36.4%)	89 (63.6%)	140	36.8%
Para Ice Hockey	1	1 (0.8%) (China)	117 (99.2%)	118	0.8%
Snowboard	10	13 (17.6%)	61 (82.8%)	74	18.8%
Wheelchair Curling	1	19 (34.5%)	36 (65.5%)	55	33.3%
Totals	80	148 (25.2%)	440 (74.8%)	588	23.6%

The United States brought the second-highest number of female athletes in their delegation with 15, though this number did not equate to their inclusion in the top five in terms of percentage of female athletes. China brought more than twice the U.S., with 38 women, and the largest athlete delegation, typical for the host nation. Germany brought eight female athletes and were the delegation with the highest percentage of female athletes at 47.1%. The Czech Republic had the largest delegations to not include at least one female athlete, with 21 male athletes (see Tables 13-20 on this and following pages).

Table 13. The 2022 Paralympic Winter Games: Top 5 Delegations by Number of Women

NPC	Number of Female Athletes	Percentage of Female Athletes
1. China	38	32.8%
2. United States	15	23.1%
3. Canada	13	27.1%
T4. Germany	8	47.1%
T4. Japan	8	26.7%
T4. Ukraine	8	40%

Table 14. The 2022 Paralympic Winter Games: Top Five Delegations for Women Relative to Their Male Delegations (of delegations with 10 or more athletes)

NPC	Number of Female Athletes	Percentage of Female Athletes
1. Germany	8	47.1%
2. Ukraine	8	40%
3. China	38	32.8%
4. Austria	5	31.3%
5. Japan	8	27.6%

Table 15. The 2022 Paralympic Winter Games: Five Worst Delegations for Women Relative to Their Male Delegations (of delegations with 10 or more athletes)

NPC	Number of Female Athletes	Percentage of Female Athletes
1. Czech Republic	0	0%
2. South Korea	2	6.5%
3. Italy	4	12.5%
4. France	2	13.3%
5. Slovakia	6	21.4%

Table 16. The 2022 Paralympic Winter Games: Five Worst Delegations by Number of Women (of delegations with 10 or more athletes)

NPC	Number of Female Athletes	Percentage of Female Athletes
1. Czech Republic	0	0%
T2. France	2	13.3%
T2. South Korea	2	6.5%
T4. Poland	3	27.3%
T4. Switzerland	3	25%

Table 17. 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 18. The 2018 Paralympic Winter Games: Top Five Delegations for Women Relative to Their Male Delegations (of delegations with 10 or more athletes)

NPC	Number of Female Athletes	Percentage of Female Athletes
1. Neutral Para Athletes	17	56.7%
2. Germany	11	55%
3. Belarus	7	50%
4. Great Britain	5	35.7%
5. Ukraine	6	30%

Table 19. The 2018 Paralympic Winter Games: Five Worst Delegations for Women Relative to Their Male Delegations (of delegations with 10 or more athletes)

NPC	Number of Female Athletes	Percentage of Female Athletes
1. Italy	0	0%
2. Czech Republic	1	4.8%
3. Sweden	2	8.3%
4. Korea	4	11.1%
5. Japan	5	13.2%

Table 20. The 2018 Paralympic Winter Games: Five Worst Delegations by Number of Women (of delegations with 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



Sheyne Vaspi of Team Israel (shown competing in the women's giant slalom standing) was part of one of the two all-female 2022 Paralympic delegations.

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United States Findings

Major U.S. Findings

2022 Olympic Winter Games

- There were 108 female athletes (46.2%) and 126 male athletes (53.8%) on the American Olympic team in 2022 (see Figures 5–6 and Tables 21–22 below and on following pages).
- In 2018, there were 107 female athletes (44.4%) and 134 male athletes (55.6%) on the American Olympic team, compared with 106 female athletes (46.1%) and 124 male athletes (53.9%) in 2014, and 93 female athletes (43.4%) and 121 male athletes (56.6%) in 2010.
- In 2022, as in 2018, the United States brought the most female athletes (108) among the 91 participating countries. The U.S. delegation did not rank in the top 10 among delegations sending at least 10 athletes in the percentage of female athletes, with 46.2%, well behind Croatia's top-ranked 63.6%.



Mikaela Shiffrin of Team USA skis during the mixed team parallel.

Figure 5. The Number of U.S. Female and Male Athletes in the Olympic Winter Games, 1924–2022

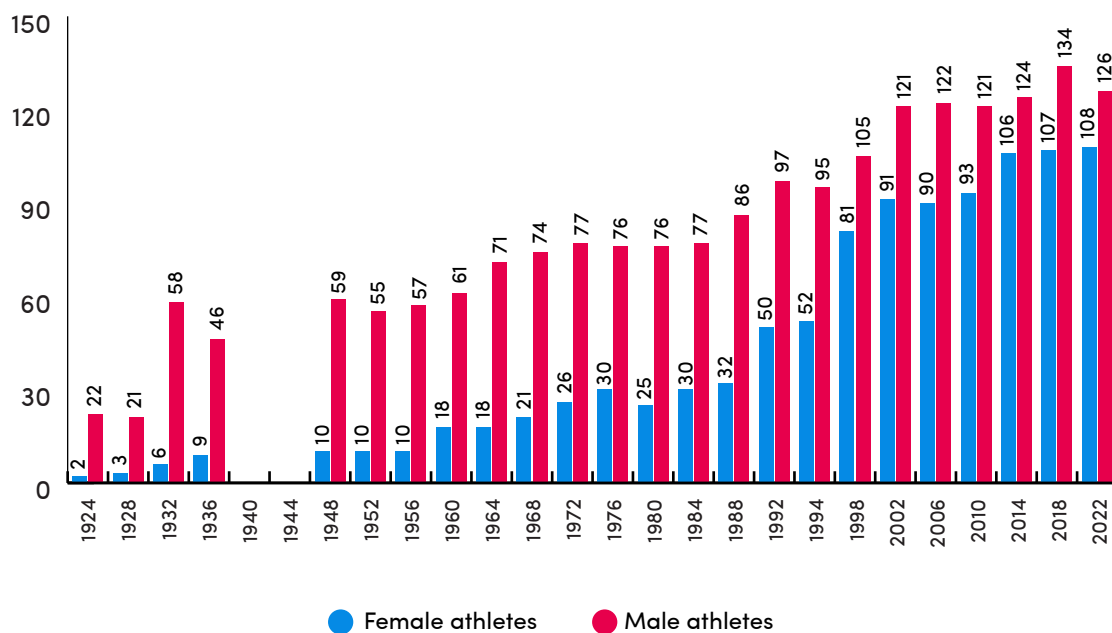
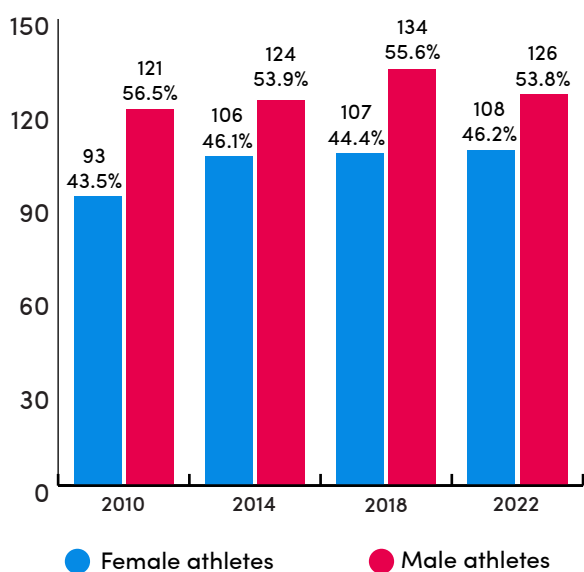


Figure 6. The Number and Percentage of U.S. Female and Male Athletes in the Olympic Winter Games, 2010–22



Ashley Cain-Gribble and Timothy LeDuc of Team USA skate during the pairs skating short program.

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Table 21. U.S. Representation by Sport in the 2022 Olympic Winter Games

Sport	Female Athletes	Male Athletes	Total	Percentage of Female Athletes
Alpine Skiing	11	11	22	50%
Biathlon	4	4	8	50%
Bobsleigh	4	8	12	33.3%
Cross Country	8	6	14	57.1%
Curling	6	5	11	54.5%
Figure Skating	8	8*	16	50%
Freestyle Skiing	16	16	32	50%
Ice Hockey	23	25	48	47.9%
Luge	3	5	8	37.5%
Nordic Combined	0	5	5	0%
Short Track Speed Skating	5	2	7	71.4%
Skeleton	2	1	3	66.7%
Ski Jumping	1	4	5	20%
Snowboarding	12	14	26	46.2%
Speed Skating	5	7	12	41.7%
Totals	108	121	229	47.2%

* Timothy LeDuc competed in pairs figure skating. They identify as non-binary but compete in the male position for pairs figure skating, a sport that is a female-male pair.

Table 22. U.S. Representation by Sport in 2010, 2014, 2018, and 2022 Olympic Winter Games

Sport	Female Athletes 2010	Male Athletes 2010	Female Athletes 2014	Male Athletes 2014	Female Athletes 2018	Male Athletes 2018	Female Athletes 2022	Male Athletes 2022
Alpine Skiing	10	10	10	10	10	12	11	11
Biathlon	4	5	5	5	5	5	4	4
Bobsleigh	6	12	6	10	4	12	4	8
Cross Country	5	6	7	7	11	9	8	6
Curling	5	5	5	5	5	5	6	5
Figure Skating	7	8	8	7	7	7	8	8*
Freestyle Skiing	8	10	13	12	14	15	16	16
Ice Hockey	21	23	21	25	23	25	23	25
Luge	3	7	3	7	3	7	3	5
Nordic Combined	0	5	0	4	0	5	0	5
Short Track Speed Skating	5	5	3	4	3	5	5	2
Skeleton	2	3	2	3	2	2	2	1
Ski Jumping	0	3	3	4	3	4	1	4
Snowboarding	8	10	11	12	11	14	12	14
Speed Skating	9	9	9	9	6	7	5	7
Totals	93	121	106	124	107	134	108	121

* Timothy LeDuc competed in pairs figure skating. They identify as non-binary but compete in the male position for pairs figure skating, a sport that is a female-male pair.

2022 Paralympic Winter Games

- There were 15 female athletes (23.1%) and 50 male athletes (76.9%) on the American Paralympic team in 2022 (see Figures 7-8 and Tables 23-24 on following pages).
- There were 19 female athletes (27.5%) and 50 male athletes (72.5%) on the American Paralympic team in 2018, 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 U.S. Paralympic team brought their highest number of female athletes (15) in their athlete delegation, second to China for the most women among the 46 participating countries. The U.S. delegation ranked 10th among delegations sending at least 10 athletes (there were 16) in the percentage of female athletes, with 23.1%, well behind top-ranked Germany's delegation (47.1%).

The U.S. 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 in 2022. Eighteen military veterans were part of the American delegation, all male.



Brenna Huckaby of Team USA competes during the women's snowboard cross SB-LL2.

©Ryan Pierce/Getty Images

Figure 7. The Number of U.S. Female and Male Athletes in the Paralympic Winter Games, 1976–2022

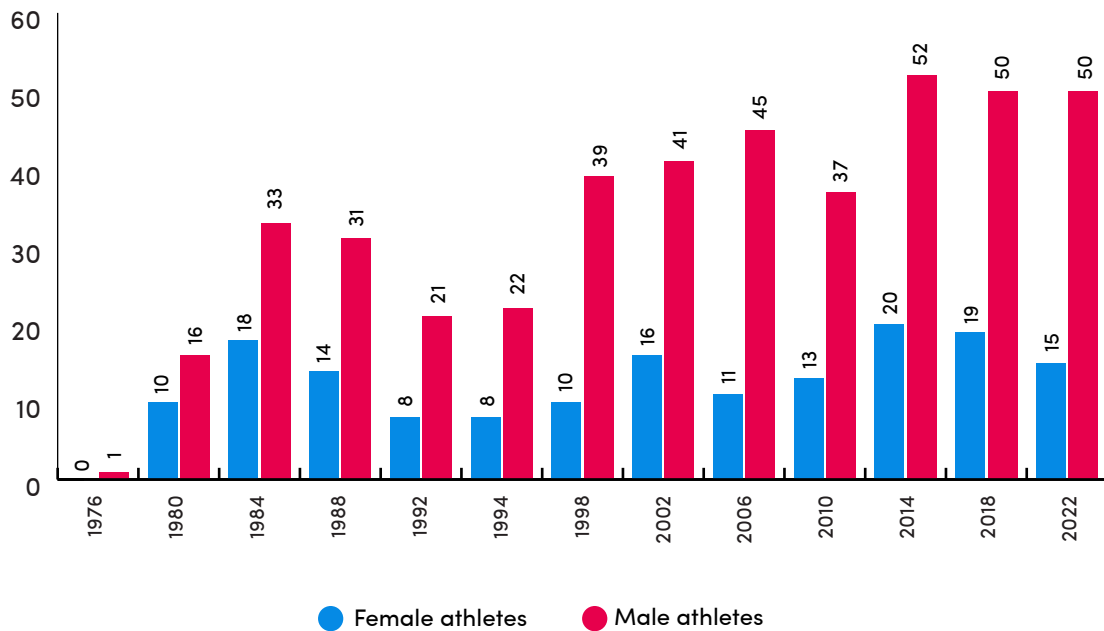


Figure 8. The Number and Percentage of U.S. Female and Male Athletes in the Paralympic Winter Games, 2010–22

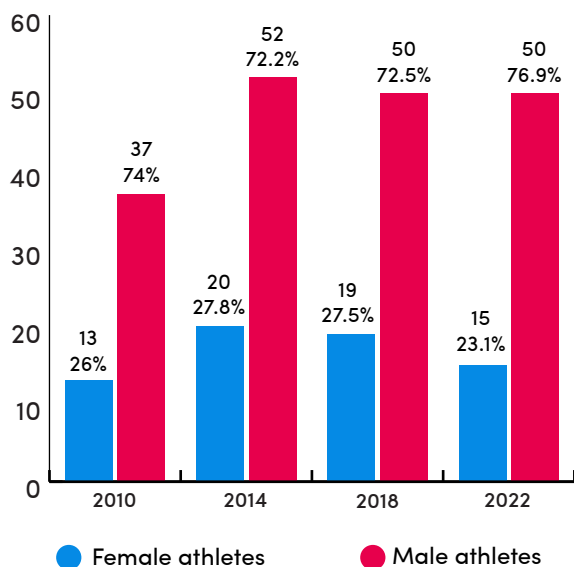


Table 23. U.S. Representation by Sport in the 2022 Paralympic Winter Games

Sport	Female Athletes	Male Athletes	Total	% of Women in 2018
Alpine Skiing	3 (18.8%)	13 (81.2%)	16	35%
Biathlon*	7 (46.7%)	8 (53.3%)	15	30%
Cross-Country*	7 (46.7%)	8 (53.3%)	15	38.5%
Para Ice Hockey	0 (0%)	17 (100%)	17	0%
Snowboard	3 (25%)	9 (75%)	12	35.7%
Wheelchair Curling	2 (40%)	3 (60%)	5	40%
Totals	15 (23.1%)	50 (76.9%)	65	31.9%

* Athletes competed in both biathlon and cross country but are counted only once in the total numbers.

Table 24. U.S. Representation by Sport in 2010, 2014, 2018, and 2022 Paralympic Winter Games

Sport	Female Athletes 2010	Male Athletes 2010	Female Athletes 2014	Male Athletes 2014	Female Athletes 2018	Male Athletes 2018	Female Athletes 2022	Male Athletes 2022
Alpine Skiing	10	14	14	20	7	13	3	13
Biathlon*	1	1	1	10	3	7	7	8
Cross-Country*	2	4	4	12	5	8	7	8
Para Ice Hockey	0	15	0	17	0	17	0	17
Snowboard	NA	NA	NA	NA	5	9	3	9
Wheelchair Curling	1	4	2	3	2	3	2	3
Totals*	13	37	20	52	22	57	16	50

* Athletes competed in both biathlon and cross country but are counted only once in the total numbers.

NOTE: No athletes competed in both biathlon and cross country in 2018.



©Fred Lee/Getty Images

Kendall Gretsche of Team USA competes during the para biathlon women's individual sitting. Gretsche won a gold (middle-distance), silver (distance), and bronze (sprint) medal in the 2022 Games.

Women in the Olympic and Paralympic Sport Governance Structure Leadership

Summary of Findings: International

International Olympic Committee, National Olympic Committees, and Winter International Federations

- The IOC met the 30% female representation target among its membership for the second time: 41 women (38.7%) served as IOC members in the leadup to the Beijing Games, an increase from 29 women (29%) in 2018.
- There are five women (33.3%) on the 15-member IOC Executive Board. This is an increase from 2020 and 2018, when women comprised 26.7% of the Executive Board. Nicole Hoevertsz serves as a vice president; however, no woman has ever served as IOC president.
- Of the IOC's 36 commissions, six fall below the 30% threshold. However, almost all commissions increased female representation from 2018. One positive follow-up from the IOC 2018 Report has been the introduction of the concept that the sports sector needs to move beyond the number of female commission members and female commission chairs to appointing women to the core-business commissions (e.g., Sport Programme, Sport Technical, or Olympic Solidarity) not the service or auxiliary commissions (e.g., Development, Marketing, Diversity & Inclusion) (N. Lee, personal communication, November 28, 2021).
- Of the 205 active NOCs, 158 (77.1%) have all-male leadership teams, 43 (21%) have male/female leadership teams, and four (2%) — Fiji, Ireland, United States, and Zambia — have an all-female leadership team. This is a slight setback from 2018 when 75.2% of NOCs had all-male leadership teams. However, women constituted 10.2% of listed NOC presidents, up from 7.5% in 2018.
- Leadership positions within the seven winter Olympic IFs are dominated by men. Kate Caithness of the World Curling Federation is the only female IF president. The only leadership body that meets the 30% threshold is the Executive Council of the International Skating Union, with four women (30.8%) on the board.



Kate Caithness of the World Curling Federation is the only female president of a winter sport International Federation.

Paralympic Structures

- The IPC established a goal of 50% female representation for its leadership structures in January 2017, an increase from the 30% target it set in 2003.
- Six of the 14 members of the IPC Governing Board are women (42.9%), a significant increase from 2020, when women held 28.6% of the positions.
- Women hold 41.2% of standing committee positions and 40% of positions on sport technical committees.
- Thirty-five (20.3%) of the 172 listed NPC presidents are women, and 56 (32%) of the 175 listed “main contacts” (the second leader) are women, both below the IPC’s stated goal.

Women in International Olympic Committee and International Federation Leadership Positions

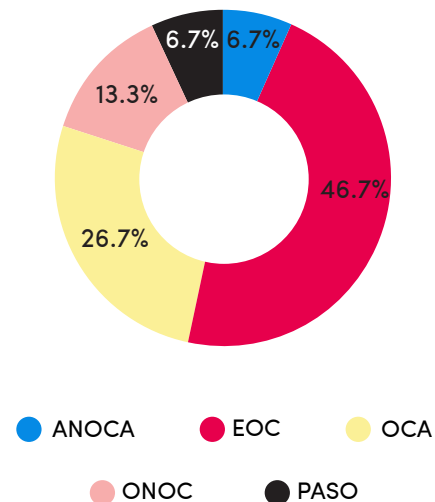
Established in 1894, the IOC has grown from 13 male members at its founding to its current composition, which limits membership to 115: a maximum of 70 individual members plus 15 athletes, 15 NOC presidents, and 15 IF presidents (Grasso et al., 2015). Members are elected for a period of eight years, which can be renewed. The age limit is 70, except for those elected between 1966 and 1999, for whom the age limit is 80. Without term limits, the same individuals often remain as members for several years, entrenching gender inequalities. For example, as of February 2022, one IOC member has served since 1978 and five others since the 1980s. 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, Nawal El Moutawakel (Morocco) in 2012, and Nicole Hoevertsz (Aruba) in 2021. No woman has ever served as IOC President.

The Executive Board of the IOC is composed of the president, four vice presidents, and 10 members. The president is elected for an eight-year term, renewable once for four years. All nine of the IOC presidents have been men. Other Executive Board members are elected in a secret ballot by the IOC Session for four-year terms. Members may serve for two successive terms, then again after a minimum period of two years off the board. This frequently leads to the same people being elected. For example, during the 2022 session, former IOC President Juan Antonio Samaranch was voted back on the Executive Board. Samaranch served as IOC president from 1980-2001 and as a vice president from 2016-20.

As of February 2022, there are five women (33.3%) on the Executive Board: Hoevertsz; El Moutawakel; Kristin Klosterasen (Norway); Mikaela Cojuangco Jaworski (Philippines); and Emma Terho (Finland), the chair of the Athletes’ Commission. This is an increase from 2018 when four women served on the Executive Board. It is also the greatest number of women on the Executive Board since its creation. Although progress has been made in gender representation, geographical representation remains lacking. The Executive Board is dominated (46.7%) by individuals from European Olympic Committees. Representative from the Association of National Olympic Committees of Africa (ANOCA) and the Pan American Sports Organizations (PASO) are woefully underrepresented. Indeed, El Moutawakel is the only member from the ANOCA, and Gerardo Werthein (Argentina) is the only member from the Pan American Sports Organization. For a breakdown of the geographical representation of the IOC Executive Board, see Figure 9.

Figure 9. 2022 Geographical Representation of IOC Executive Board



Note: The total greater than 100% is due to rounding the percentages to one decimal place.

During the Beijing Games, there were 106 members of the IOC, 45 honorary members, and one honour member. Honorary members are former Executive Board members who are 70 years or older and are permitted to attend IOC Sessions but not vote. Honour members are internationally recognized people from outside the IOC who have supported the Olympic



Nawal El Moutawakel of Morocco is one of five women on the IOC Executive Board and is the only representative from the Association of National Olympic Committees of Africa.

Movement. Forty-one of the 106 members were women (38.7%), an increase from 2018 when women constituted 29% of the IOC membership. Of the 45 honorary members, two are women: Manuela di Centa (Italy) and Beatrice Allen (Gambia). For a breakdown of the gender representation within the IOC, see Table 25.

IOC Commissions

The IOC is a complex organization with numerous subcommittees and commissions. These groups oversee the major operations of the IOC and are composed of IOC members, representatives of upcoming games, and outside experts. Currently there are 28 commissions (excluding the Executive Board), plus six coordination commissions.

Of the 589 commission positions, women hold 274 (46.5%). This is an increase from 37.8% in 2018. Four commissions fall below 20 % female representation: Olympic Channel Board of Directors, Switzerland; Olympic Channel Board of Directors, Spain; Olympic Broadcasting Services Board of Directors, Switzerland; and IOC Television and Marketing Services Board of Directors. The low representation of women on these powerful commissions may lead to decisions that negatively impact female participation in the Olympic movement. These are important commissions with authority over the creation of media content and implementation of drug testing, which both significantly affect female athletes. Although the percentage of women on commissions was not addressed by the Gender Equality Review Project, an additional two commissions fall short of the IOC’s 30% representation of women: Human Resources Committee and Olympic Broadcasting Services



Manuela di Centa of Italy (shown with IOC President Jacques Rogge) is one of two female honorary members of the IOC.

Board of Directors, Spain. However, almost all commissions increased their number of women from 2018, 23 meeting or exceeding 40% female representation. Along with an increase in female membership from 2018, the percentage of commissions chaired by women also increased. Women chair 11 (32.4%) of the commissions with listed chairs. For a complete breakdown of IOC Commission leadership, see Table 26 on following page.

Table 25. Gender Representation of IOC Executive Board and Membership, 2016, 2018, 2021, and 2022

	Year	Male	Percentage Male	Female	Percentage Female	Total
IOC Executive Board	2022	10	66.7%	5	33.3%	15
	2021	10	66.7%	5	33.3%	15
	2018	11	73.3%	4	26.7%	15
	2016	11	78.6%	3	21.4%	14
IOC Membership	2022	65	61.3%	41	38.7%	106
	2021	65	63.7%	37	36.3%	102
	2018	71	71%	29	29%	100
	2016	69	75%	23	25%	92

Table 26. Gender Representation of IOC Committees/Commissions

Committees / Commissions	# of Men	# of Women	Total	% Male in 2022	% Female in 2022	% Female in 2021	% Female in 2018	% Female in 2016
Athletes' Commission*	10	19	29	34.5%	65.5%	66.7%	60%	45%
Athletes' Entourage Commission	21	17	38	55.3%	44.7%	42.1%	30.3%	33.3%
Audit Committee	3	3	6	50%	50%	40%	40%	20%
Communications Commission	12	14	26	46.2%	53.8%	53.8%	42.1%	42.9%
Coordination Commission: Paris 2024	7	9	16	43.8%	56.2%	56.2%	N/A	N/A
Coordination Commission: Milano Cortina 2026*	5	6	11	45.4%	54.6%	54.6%	N/A	N/A
Coordination Commission: LA 2028*	17	9	26	65.4%	34.6%	37.5%	N/A	N/A
Coordination Commission: Brisbane 2032*	5	9	14	35.7%	64.3%	N/A	N/A	N/A
Coordination Commission: YOG Dakar 2026*	3	4	7	42.9%	57.1%	57.1%	N/A	N/A
Coordination Commission: YOG Gangwon 2024*	2	5	7	28.6%	71.4%	71.4%	N/A	N/A
Culture and Olympic Heritage*	11	13	24	45.8%	54.2%	48%	28.6%	23.3%
Digital & Technology Commission	11	6	17	64.7%	35.2%	35.3%	30.8%	N/A
Disciplinary Commission	Convenes on a case-by-case basis					N/A	N/A	N/A
Ethics Commission	3	6	9	33.3%	66.7%	66.7%	37.5%	22.2%
Finance Commission	3	2	5	60%	40%	40%	40%	40%
Future Host Commission for the Olympic Winter Games	4	4	8	50%	50%	50%	N/A	N/A
Future Host Commission for the Games of the Olympiad*	5	5	10	50%	50%	50%	N/A	N/A
Human Resources Committee	3	1	4	75%	25%	25%	N/A	N/A
IOC Members Election Commission*	3	3	6	50%	50%	50%	33.3%	33.3%
IOC Television and Marketing Services - Board of Directors	6	1	7	85.7%	14.3%	14.3%	N/A	N/A
IOC Reps on the WADA Executive Committee	5	0	5	100%	0%	20%	0%	0%
IOC Reps on the WADA Foundation Board	12	6	18	66.7%	33.3%	36.8%	0%	0%
Legal Affairs	4	4	8	50%	50%	50%	42.9%	40%
Marketing Members	15	9	24	62.5%	37.5%	36%	14.8%	16.1%
Medical and Scientific Commission	5	4	9	55.6%	44.4%	40%	37.5%	37.5%
Olympic Channel - Board of Directors, Switzerland	11	2	13	84.6%	15.8%	15.4%	15.4%	12%
Olympic Channel - Board of Directors, Spain	7	1	8	87.5%	12.5%	N/A	N/A	N/A
Olympic Channel	11	9	20	55%	45%	45%	26.7%	18.8%
Olympic Broadcasting Services - Boards of Directors, Switzerland	7	1	8	87.5%	12.5%	12.5%	15.4%	N/A
Olympic Broadcasting Services - Boards of Directors, Spain	4	1	5	80%	20%	20%	10%	N/A
Olympic Education Commission*	12	15	27	44.4%	55.6%	51.85%	45.8%	35%
Olympic Programme Commission	14	9	23	60.9%	39.1%	40.9%	34.8%	33.3%
Olympic Solidarity Commission	13	7	20	65%	35%	35%	30%	25%
Public Affairs and Social Development Through Sport	18	12	30	60%	40%	40%	28.6%	27.6%
Sport and Active Society*	18	19	37	48.6%	51.4%	52.8%	41.5%	31.6%
Sustainability and Legacy Commission	16	18	34	47.1%	52.9%	52.9%	36.7%	27.6%
Women in Sport*	9	21	30	30%	70%	77.4%	79.4%	79.3%
Total				53.5%	46.5%	45.3%	35.7%	31.5%

* Indicates a commission/committee chaired by a woman.

National Olympic Committees

There are currently 205 active National Olympic Committees.³ These are the groups that are recognized by the IOC to organize Olympic teams in their respective countries. As of February 2022, 21 women (10.2%) and 184 men (89.8%) served as NOC presidents, an increase from 15 women (7.5%) in 2018. Thirty women (14.6%) serve as secretary generals, a decrease from 16.2% in 2018. Table 27 provides an overview by region of president and secretary general positions, from 2016 to 2022.

Despite the increase, women only constitute 12.4% of the total listed NOC positions. The number of women in leadership positions within the NOCs therefore continues to be significantly below any of the targets outlined by the IOC. Table 28 (on following page) shows the gender breakdown of listed NOC positions by region, 2016 to 2022.

Table 27. Gender Representation of NOC Presidents and Secretary Generals by Region, 2016–22

Region	Year	# of Male Presidents	# of Female Presidents	# of Male Secretary Generals	# of Female Secretary Generals
ANOCA	2022	49	5	49	5
	2021	49	5	49	5
	2018	48	5	45	6
	2016	49	4	47	6
PASO	2022	34	7	32	9
	2021	34	7	32	9
	2018	35	5	30	9
	2016	37	4	33	8
OCA	2022	42	1	41	2
	2021	42	1	41	1
	2018	42	1	40	3
	2016	43	0	40	3
EOC	2022	43	7	41	9
	2021	44	6	39	11
	2018	44	4	38	9
	2016	46	3	41	7
ONOC	2022	16	1	12	5
	2021	16	1	12	5
	2018	17	0	12	5
	2016	16	1	11	6

³ The Democratic People's Republic of Korea was suspended at the time of data collection.

Table 28. Gender Representation of Listed NOC Positions by Region, 2016-22

Region	Year	Total # of Men	% Male	Total # of Women	% Female
ANOCA	2022	98	90.7%	10	9.3%
	2021	98	90.7%	10	9.3%
	2018	93	89.4%	11	10.6%
	2016	96	90.6%	10	9.4%
PASO	2022	66	80.5%	16	19.5%
	2021	66	80.5%	16	19.5%
	2018	65	82.3%	14	17.7%
	2016	70	85.4%	12	14.6%
OCA	2022	83	96.5%	3	3.5%
	2021	83	97.6%	2	2.4%
	2018	82	95.4%	4	4.6%
	2016	83	96.5%	3	3.5%
EOC	2022	84	84%	16	16%
	2021	83	83%	17	17%
	2018	82	86.3%	13	13.7%
	2016	87	89.7%	10	10.3%
ONOC	2022	28	82.4%	6	17.6%
	2021	28	82.4%	6	17.6%
	2018	29	85.3%	5	14.7%
	2016	27	79.4%	7	20.6%

Moreover, of the 205 active NOCs, 158 (77.1%) have all-male leadership teams, 43 (21%) have male/female leadership teams, and four (2%) – Fiji, Ireland, United States, and Zambia – have an all-female leadership team. This is a slight setback from 2018 when 75.2% of NOCs had all-male leadership teams. For a breakdown of NOC leadership teams by region, see Table 29 on following page.



Susanne Lyons was unanimously elected to become the first female USOPC chair in 2019.

Table 29. Gender Representation of NOC Leadership Teams, 2016-22

Region	Year	All-Male Team	Male-Female Team	All-Female Team
ANOCA	2022	45	8	1
	2021	45	8	1
	2018	41	9	1
	2016	44	8	1
PASO	2022	26	14	1
	2021	27	12	2
	2018	25	14	0
	2016	29	12	0
OCA	2022	40	3	0
	2021	41	2	0
	2018	39	4	0
	2016	40	3	0
EOC	2022	35	14	1
	2021	34	15	1
	2018	35	11	1
	2016	39	10	0
ONOC	2022	12	4	1
	2021	12	4	1
	2018	12	5	0
	2016	10	7	0

International Federations

There are currently seven Olympic Winter International Sports Federations. Their role is to organize the various sports on the Olympic programme and conduct world championships. The top executive of an IF is typically called the president. As of February, there was only 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 International Luge Federation (23.1%), International Skating Union (30.8%), and World Curling Federation (25%) have executive boards above the threshold. The remaining four fall below the 20% benchmark: International Biathlon Union (11.1%), International Bobsleigh and Skeleton Federation (12.5%), International Ice Hockey Federation (13.3%), and International Ski Federation (6.25%).⁴

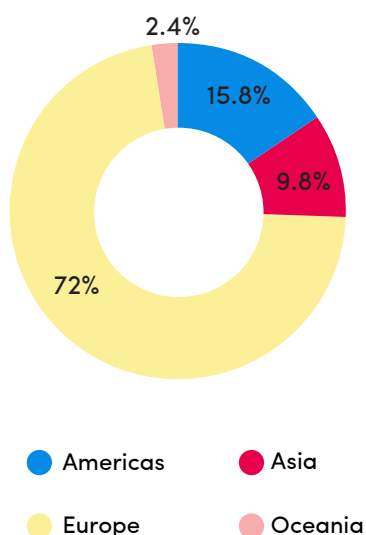
Of the 82 winter IF leadership positions, women hold only 14 (17.1%) of them. Clearly, the IOC's directive of a 20% threshold has not filtered down to the International Federations. For a gender breakdown of the winter International Federations executive councils, see Table 30. Moreover, the geographical representation of members on the executive councils is also lacking. Individuals from European Olympic Committees hold 72% of positions, while not a single person from the Association of National Olympic Committees of Africa serves on a winter IF executive council. For a geographical breakdown of Winter IF executive councils, see Figure 10 on following page.

Table 30. Gender Representation of Winter International Federation Executive Boards/Committees/Councils

	# of Men	# of Women	Total Members	% Male in 2022	% Female in 2022	% Female in 2018
International Biathlon Union Executive Board	8	1	9	88.9%	11.1%	11.1%
International Bobsleigh and Skeleton Federation Committee	7	1	8	87.5%	12.5%	0%
International Ice Hockey Federation Council	13	2	15	86.7%	13.3%	15.4%
International Luge Federation Executive Board	10	3	13	76.9%	23.1%	18.2%
International Skating Union Council	9	4	13	69.2%	30.8%	38.5%
International Ski Federation Council	15	1	16	93.8%	6.2%	5.6%
World Curling Federation Executive Board	6	2	8	75%	25%	25%
Total	68	14	82	82.9%	17.1%	16.3%

⁴ Calculations do not include secretary generals of the executive councils as they are often non-voting.

Figure 10. Geographical Representation of International Federation Executive Boards/Committees, Based on Olympic Region



Women in International Paralympic Committee Leadership Positions

In 2003, the International Paralympic Committee (IPC) General Assembly passed a gender equality 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). The committee is comprised of six members, five of whom are currently women. 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 two-year mentoring program aimed to develop female leaders within the Paralympic Movement. Supported by the IPC’s Grant Support Programme, WoMentoring paired 16 experienced female leaders with 16 emerging female leaders. Though the grant ended and the program concluded in 2016, it has been celebrated as a success and helped convince the IPC to update its quota. During the January 2017 General Assembly, the IPC reset the target to 50% to better achieve gender parity (IPC, 2017). However, in December 2021, the IPC voted on a new constitution that incorporated the suggestions from the “Remaining Fit for Purpose: Proposal to Reform the Governance

of the International Paralympic Committee.” The updated proposal removed almost all of the mandatory 50% gender requirements to recommended but “non-mandatory targets.” The only mandatory requirement that remained was for Sports Committees to have 40% of each gender. It is likely the new constitution will stymie progress on gender equality within the Paralympic Movement.

As of February 2022, six women (42.8%) served on the 14-member IPC Governing Board, an increase from 2018 when women held 28.6% of the positions. It is worth noting that of the six women, four are former Paralympians. Both the IPC president and vice president are men. Since its formation in 1989, the IPC has had three male presidents. In addition to the IPC Governing Board, there are seven standing committees and seven world para winter sports technical committees. Of the seven standing committees, two are chaired by women: Classification and Women in Sport. There are a total of 51 listed members on the standing committees, 21 (41.2%) of whom are women, nearing the IPC’s 50% threshold. Table 31 shows the gender distribution of members for IPC standing committees.

Table 31. Gender Representation of Paralympic Standing Committees

Standing Committee	# of Men	# of Women	Total Members	% Female
Audit and Finance	3	2	5	40%
Classification*	4	3	7	42.9%
Education	3	3	6	50%
Legal and Ethics	2	1	3	33.3%
Medical Committee	8	3	11	27.3%
Paralympic Games	9	2	11	18.2%
Women in Sport*	1	7	8	87.5%

* Indicates a committee chaired by a woman.

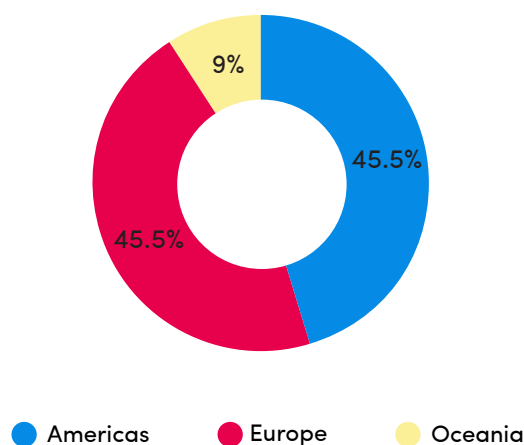
Of the seven sport-specific winter world para committees, women chair two: Elke Gundermann of World Para Snow Sports and Michelle LaFlamme of World Para Ice Hockey. Women hold 14 (40%) of positions. Table 32 (on following page) shows the gender distribution of members for IPC sport technical committees as listed on the IPC website. It should be noted that several people who serve on technical committees hold numerous positions. For example, World Para Snow Sports Manager Elke Gundermann is listed on World Para Alpine Skiing Management Team, World Para Nordic Skiing Management Team, and World Para Snowboard Management Team. When

Table 32. Gender Representation of Paralympic Sport Technical Committees

	# of Men	# of Women	Total Members	% Female
World Para Alpine Skiing Management Team	2	3	5	60%
World Para Alpine Skiing Technical Committee	4	2	6	33.3%
World Para Nordic Skiing Management Team	2	2	4	50%
World Para Nordic Skiing Technical Committee	6	2	8	25%
World Para Ice Hockey Management Team	1	1	2	50%
World Para Snowboard Management Team	2	2	4	50%
World Para Snowboard Sports Technical Committee	4	2	6	33.3%
Total	21	14	35	40%

duplicates are not counted, 16 men and nine women serve on IPC technical committees. It is also worth noting that most members of the technical committees come from the Americas or Europe, with no individuals from Africa or Asia. For a breakdown of geographical representation, see Figure 11.

Figure 11. Geographical Representation of Paralympic Sport Technical Committees



National Paralympic Committees

The IPC lists links to all of the National Paralympic Committees (NPC) on its website. There is a total of 181 NPCs listed, plus four suspended (compared to 205 active NOCs).⁵ 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 172 presidents listed, and 35 (20.3%) of them are women. This is well below the 50% target outlined by the IPC in 2017. In the main contact position, there are 175 people listed, of whom 56 (32%) are women. For a complete breakdown of IPC Presidents, Main Contacts, and total positions, 2016 to 2022, see Table 33 (on following page).

⁵ The IPC suspended the NOCs of Comoros, Djibouti, Seychelles, and Sudan.

Table 33. Gender Representation of IPC Presidents, Main Contacts, and Total Positions, 2016–22

		Presidents				Main Contact				Total Positions			
		Men	Women	Total	% Female	Men	Women	Total	% Female	Men	Women	Total	% Female
Africa	2022	40	3	43	7%	39	7	46	15.2%	79	10	89	11.2%
	2021	40	4	44	9.1%	39	7	46	15.2%	79	11	90	12.2%
	2018	42	6	48	12.5%	38	9	47	19.15%	80	15	95	15.8%
	2016	42	6	48	12.5%	34	10	44	22.7%	76	16	92	17.4%
Americas	2022	22	11	33	33.3%	21	11	32	34.4%	43	22	65	33.8%
	2021	22	11	33	33.3%	21	11	32	34.4%	43	22	65	33.8%
	2018	21	9	30	30%	19	13	32	40.6%	40	22	62	35.5%
	2016	19	9	28	32.1%	17	13	30	43.3%	36	22	58	37.9%
Asia	2022	32	7	39	17.9%	32	9	41	22%	64	16	80	20%
	2021	35	5	40	12.5%	32	9	41	22%	67	14	81	17.3%
	2018	36	3	39	7.7%	34	8	42	19.1%	70	11	81	13.6%
	2016	37	3	40	7.5%	34	7	41	17.1%	71	10	81	12.3%
Europe	2022	37	11	48	22.9%	24	23	47	48.9%	61	34	95	35.8%
	2021	37	11	48	22.9%	24	24	48	50%	61	35	96	36.5%
	2018	38	9	47	19.15%	26	21	47	44.7%	64	30	94	31.9%
	2016	39	7	46	15.2%	28	18	46	39.1%	67	25	92	27.2%
Oceania	2022	6	3	9	33.3%	3	6	9	66.7%	9	9	18	50%
	2021	6	3	9	33.3%	3	6	9	66.7%	9	9	18	50%
	2018	7	2	9	22.2%	5	4	9	44.4%	12	6	18	33.3%
	2016	7	1	8	12.5%	4	4	8	50%	11	5	16	31.3%

Summary of Findings: United States

- The USOPC meets or exceeds the recommended 30% threshold on most measures but falls short of achieving gender parity in all areas. Women constitute 44.4% of the Board of Directors; 63.6% of the Executive Team; 40% of the USOPC Athletes Advisory Council (AAC); 41.7% of the Affiliate Organization Council (AOC); and 42.9% of the Paralympic Advisory Committee (PAC).
- The only USOPC committee that does not meet the recommended 30% threshold is the National Governing Bodies Council (NGBC) as only one woman (20%) sits on the five-person group.
- The U.S. Winter National Governing Bodies' board of directors or executive committee positions are held mostly by men. Women hold 34% of all listed positions. Seven NGB executive committees meet the 30% threshold; two do not: USA Nordic Sport and US Speedskating.
- Women continue to be woefully underrepresented as Olympic and Paralympic coaches. Men held 100% of Olympic head coach positions, while women held 10.7% of

Olympic assistant coach positions, and 35.7% of individual Olympic coach positions. One woman (20%) served as a Paralympic head coach, and one woman (20%) served as a Paralympic assistant coach.

Ted Stevens Olympic and Amateur Sports Act

"The Amateur Sports Act of 1978" (now the "Ted Stevens Olympic and Amateur Sports Act, 36 U.S.C. 220501, et seq.," amended in 1998, 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 and Paralympic Committee was charged with governing amateur, Olympic, and Paralympic sports. The USOPC, in turn, was given the authority to recognize one National Governing Body to oversee each Olympic and Paralympic sport. Each NGB was given 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. Thus, besides providing coverage to elite-level amateur athletes, the law applies to many amateur sports organizations, leagues, and tournaments played in cities and towns across the United States. Any competition sanctioned by an NGB is covered by this law. Though other countries have different sport structures, many of which include ministerial level government bodies to govern sport, they often have similar laws that establish NOCs and NGBs.

Women in USOPC Leadership Positions

The USOPC 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 USOPC's mission is "[t]o empower Team USA athletes to achieve sustained competitive excellence and well-being." (United States Olympic & Paralympic Committee [USOPC], n.d.). Over the course of its existence, the USOPC has been led by a board of directors with day-to-day operations led by a chief executive officer. The USOPC underwent a wholesale restructuring in 2003, and the board of directors was reduced from 125 members to 11 (Conrad, 2005). It underwent further restructuring in 2019. Perhaps most significantly, it changed its name to USOPC, including "Paralympic" to better illustrate the purpose of the organization. The composition of the board is five independent members, three members elected by the National Governing Bodies Council (NGBC), three Athletes' Advisory Council (AAC) athlete members, two at-large athlete members, the U.S. members of the IOC, the U.S. members of the IPC Governing Board, and the chair and CEO of the organization.

The USOPC does not outline mandatory gender targets. Instead, it creates Diversity, Equity and Inclusion Scorecard (DE&I Scorecard) to measure the participation of women, people of color, persons with disabilities, and veterans. The DE&I Scorecards create benchmarks for each NGB that takes into consideration "the uniqueness of each organization." Rather than mandate a unilateral target like the IOC, the DE&I Scorecards suggest that because some sports "have not had female participation as long as other sports," fewer women in leadership positions could be expected (USOPC, 2021). Without such requirements, women remain underrepresented, especially in coaching positions.

Until recently, men held the chair position of the USOPC. 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 until he retired in 2019. Susanne Lyons was then unanimously elected and became the first female USOPC chair. Since Sarah Hirshland became the USOPC CEO in 2018, it marked the first time the organization had women in both leadership positions.

As of February 2022, the USOPC met or exceeded the recommended 30% threshold on most measures. Eight (44.4%)



Sarah Hirshland became the USOPC CEO in 2018.

of the current board members are women, including chair Susanne Lyons, an increase from 2016 when women held 37.5% of board positions. The Executive Team consists of 11 members, seven (62.6%) of whom are women, including CEO Sarah Hirshland. This is a notable increase from 2018 when the Executive Team had four women on the 14-member group. Four women (50%) sit on the 10-person USOPC Athletes Advisory Council (AAC), including the female chair, Bree Schaaf. The 12-member Affiliate Organization Council (AOC) has five women (41.7%), while the 14-member Paralympic Advisory Committee includes six women (42.9%). The only committee that does not meet the IOC's 30% threshold is the National Governing Bodies Council (NGBC), as only one woman (20%) sits on the five-person group (see Table 34 on following page).

Women on U.S. National Governing Body Boards of Directors

Every International Federation has a parallel National Governing Body in each country. There are nine NGBs that oversee winter sports in the Olympic Games for the United States. There is a discrepancy in the number of IFs vs. 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 U.S. Figure Skating and US Speedskating.

Each NGB has a board of directors or executive committee that helps lead the organization. Of the 138 positions for winter sports, 47 (34%) are held by women, a slight increase from 31.7% in 2018. Two committees did not meet the 30% threshold: USA Nordic and US Speedskating. However, U.S. Figure Skating exceeded gender parity. For a complete overview of NGB representation, see Table 35 on following page.

Table 34. Gender Representation of USOPC Leadership Positions, 2018 and 2022

	# of Men	# of Women	Total	% Male	% Female	% Female in 2018
Board of Directors	10	8	18	55.6%	44.4%	37.5%
Executive Team	4	7	11	36.4%	63.6%	28.6%
AAC	6	4	10	60%	40%	N/A
AOC	7	5	12	58.3%	41.7%	N/A
NGBC	4	1	5	80%	20%	N/A
PAC	8	6	14	57.1%	42.9%	33.3%

Table 35. Gender Representation of NGB Leadership, 2018 and 2022

	# of Men	# of Women	Total	% Male in 2022	% Female in 2022	% Female in 2018
US Biathlon Board of Directors	9	4	13	69.2%	30.7%	42.9%
USA Bobsled & Skeleton Board of Directors	9	4	13	69.2%	30.8%	33.3%
USA Curling Board of Directors*	11	5	16	68.75%	31.25%	24%
U.S. Figure Skating Board of Directors*	6	12	18	33.3%	66.7%	56.2%
USA Hockey Executive Committee	10	5	15	66.7%	33.3%	23.5%
USA Luge Board of Directors*	7	4	11	63.6%	36.4%	27.3%
USA Nordic Sport Board of Directors	16	4	20	80%	20%	N/A
U.S. Ski & Snowboard Board of Directors	15	7	22	68.8%	31.8%	31.8%
US Speedskating Board of Directors	8	2	10	80%	20%	20%

* Indicates female chair

The USOPC Diversity and Inclusion Scorecard

In accordance with the Ted Stevens Act, the USOPC is required to provide information on its progress in terms of diversity in gender, race, and disability to Congress. As noted above, the USOPC collects demographic data from itself, NGBs, and High-Performance Management Organizations to create a DE&I Scorecard for each entity. The DE&I Scorecard assesses the percentage of people of color, women, persons with disabilities, and military veterans within the organizations. The DE&I Scorecard for each NGB counts employees/members on the board of directors, executive committees, standing committees, professional staff, membership, national team athletes, national team coaches and non-athletes, developmental national team athletes, developmental national team non-athletes, part-time employees, and interns. Table 36 (on following page) shows the representation of people of color and persons with disabilities in the USOPC and U.S. NGBs according to the 2020 and 2016 DE&I Scorecards (USOPC, 2016, 2020).

While the DE&I Scorecard provides valuable information, it is important to note that including a range of positions with varying degrees of power makes it difficult to determine breakdowns in leadership. For example, USA Volleyball reports 88.6% of its total positions counted for the scorecard are women. However, of the 393,605 total positions, 391,303 came from the NGB membership, of which 88.8% are women. In other words, the numbers reported on the DE&I Scorecard do not necessarily offer detailed information on the diversity breakdowns of people in power. Nor is the data on people of color or persons with disabilities broken out by gender. This makes it impossible to determine how many women with disabilities or how many women of color are on U.S. winter sports NGBs Boards of Directors.

Table 36. Percentage of People of Color and Persons with Disabilities on U.S. Winter Sports NBGs Board of Directors, 2018 and 2020

Organization	% People of Color		% Persons with Disabilities	
	2020	2018	2020	2018
USOPC Executive/Senior Level	20.7%	8.0%	0.0%	0.0%
US Biathlon	0.2%	0.9%	0%	1.3%
US Bobsled & Skeleton	20.7%	18.3%	5.6%	1.8%
USA Curling	0.2%	8.6%	1.7%	2%
US Figure Skating	20.3%	13.1%	0%	2.1%
USA Hockey	8.6%	6.6%	0.4%	0.7%
USA Luge	11.7%	2.1%	0.2%	0%
US Ski & Snowboard	6.5%	6.1%	0%	0%
US Speedskating	18.1%	17.6%	0.5%	0%

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. Despite the gender parity in athletic representation in the United States, most U.S. Olympic coaches are men. This is due to widespread stereotypes that sport showcases masculine traits; women are, therefore, seen as less competent in all realms, including coaching (Kane & LaVoi, 2018). Moreover, as coaching women’s sport became an increasingly profitable career after the passage of Title IX, more men assumed these positions, leaving women to be severely underrepresented. For example, in the 1970s, women coached more than 90% of women’s college teams; in 2020, women coached approximately 42% of women’s Division I college teams (Boucher et al., 2021).

Women held just eight (13.3%) of the “main coaching positions” at the 2022 Olympic Winter Games. Main positions include head

coaches, assistant coaches, national teams’ coaches, position-specific coaches (such as start coaches, speed coaches, sprint coaches, and goaltending coaches). While this is an increase from 2018, when women held 12.1% of coaching positions, and 2014, when women held 8.5%, progress remains slow. In 2022, men held 18 of the 18 (100%) positions listed as “head coach,” 10.7% of assistant coach positions, and 35.7% of individual coach positions. It is also notable that the women’s ice hockey team was led by a male head coach, two male assistant coaches, and only one female assistant coach, Courtney Kennedy. For a comparison of main coaches by sport, see Table 37.

Men similarly dominated in U.S. Paralympic coaching at the Beijing Games, where women held just two (20%) of the “main coaching positions.” 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 Kristina Trygstad-Saari an assistant Nordic coach.

Table 37. Gender Representation of U.S. Olympic “Main Coaches” by Sport, 2018 and 2022

Sport	Men	Women	% Female 2022	% Female 2018
Biathlon	3	0	0%	0%
Bobsled and Skeleton	6	1	14.3%	0%
Curling	2	2	50%	0%
Figure Skating	7	3	30%	38.9%
Hockey, Men’s	6	0	0%	0%
Hockey, Women’s	3	1	25%	0%
Luge	4	0	0%	0%
Skiing, Alpine	2	0	0%	0%
Skiing, Freeskiing and Snowboarding	9	0	0%	0%
Skiing, Nordic	6	1	14.3%	0%
Speed Skating	4	0	0	16.7%

Media Coverage of the 2022 Olympic and Paralympic Winter Games

There seems to be a shift in media coverage, however, since the 2012 Olympic and Paralympic Games in London in that media outlets are spending more time covering female athletes and women's sports during the Olympic Games. In the Tokyo 2020 Games, women received 57.5% of the prime-time television coverage on NBC compared to 41.75% for male athletes (Billings et al., 2021). In addition, Billings and Angelini (2019) found that female athletes received more clock time and mentions than male athletes during the 2018 PyeongChang Games. Similarly, Arth and colleagues (2019) documented that female athletes received more prime-time coverage than male athletes during those Olympic Games.

Prior to the last several Olympiads, sport media research has found that media outlets have focused on male athletes and sports and depicted male athletes more seriously. In comparison, female athletes have been much more likely to be underrepresented and trivialized in media coverage (Adams & Tuggle, 2004; Cooky et al., 2013; Cooky et al., 2021; Turner, 2014). Similarly, in terms of media coverage of Olympic athletes, Billings et al. (2008), Billings et al. (2010), and Tuggle et al. (2007) all found that men received most of the coverage in terms of clock time. In fact, the gap in clock time widened from the 2004 Athens Games to the 2008 Beijing Games (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 desire to compete (p. 286). In comparison, during the 2004 Salt Lake City Games, announcers often praised female athletes for demonstrating superior skill, and there appeared to be diminishing gender bias during the 2006 Torino Games (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 Sydney Games and were portrayed as having worse physical abilities than male athletes in the Beijing 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 et al., 2013). In addition, Kian et al. (2013) found that the coverage of female athletes in the London 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 stereotypical gendered commentary during the London 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 et al., 2012; Eagleman et al., 2014).

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 Beijing 2022, NBC dedicated over 2,800 hours of programming to the Olympic Games across its networks and individual platforms (NBC Sports Group, 2022a). The 2,800 hours reflected an increase in coverage compared to the PyeongChang 2018 Games (2,400 hours). In terms of viewership, an estimated 11.4 million prime-time viewers watched the Beijing Games, which was a significant decline from the PyeongChang 2018 Games, which averaged 19.8 million prime-time viewers (Hsu, 2022).

In terms of accessibility in coverage, NBC in 2022 provided closed captioning across all digital live streams, audio description services for blind or visually impaired individuals, and color contrast, screen reader support and keyboard navigation (NBC Sports Group, 2022c). This is the second Olympic and Paralympic Games in which these accessibility features have been integrated into media coverage, the first was Tokyo 2020. The methodology of this report follows previous reports that focused on articles published by media outlets during the Games.

Online Media Coverage of 2022 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 4 to February 20. Only articles published on those 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 athletes, female athletes, and both were counted for each source, totaling 1,120 articles. This analysis utilized Jones et al.'s (1999) task versus non-task framework for categorizing articles. Since the Olympic Winter Games has a sizable number of mixed doubles events, articles that discussed both male and female athletes, like pairs figure skating were counted in the "both" category and categorized as "task both." There were 1,242 total photographs from the articles. Photographs were categorized as in action, podium/medal/flag, celebrating, in-uniform non-action or off-field/non-action/not in uniform (see Tables 38 and 39 on following page).

Table 38. Types of Online Photographs of Olympic Athletes by Gender

	Photographs of Female Athletes	Photographs of Male Athletes	Photographs of Both Female and Male Athletes	Photographs of Non-Binary and Female Athletes
Action	338	208	74	4
Podium/medal/flag	77	29	14	NA
Celebrating	66	50	15	NA
In uniform/non action	124	88	8	NA
Off ice-snow/not action	45	47	55	NA
Totals	650 (52.3%)	422 (34%)	166 (13.4%)	4 (0.3%)

Table 39. Types of Online Articles of Olympic Athletes by Gender

	Articles about Female Athletes	Articles about Male Athletes	Articles about Both Female and Male Athletes	Articles about Non-Binary Athletes
Task	315	270	190	1
Non-task	187	96	60	1
Totals	502 (44.8%)	366 (32.7%)	250 (22.3%)	2 (0.1%)

In terms of the amount of coverage, articles about female athletes exceeded that of male athletes (44.8% of articles were dedicated to female athletes compared to 32.7% of the articles dedicated to male athletes and 22.3% discussed both male and female athletes) compared to the 2018 report: 40% for male athletes and 43% for female athletes (Houghton et al., 2018). In terms of photographs from articles published during the Beijing Games, 52% of pictures were of female athletes in comparison to the 34% dedicated to male athletes and 13% of both male and female athletes. Some of this shift towards more coverage of female athletes could be attributed to the change in the competition schedule that provided more time for women's events as well as the success of female Olympians, who won 52% of medals.

The biggest storyline that took over the Games was Kamila Valieva's positive drug test. The results were revealed shortly after the team skating competition, and the coverage lasted through the end of the Games, when the women's figure skating competition took place. The articles ranged from updates to timelines related to the testing and competitions, and commentary from other coaches, athletes and media personalities about her situation to an indictment on how the IOC has not taken a strong enough stance with the Russian Olympic and Paralympic Committee.

In addition, there was a lot of media coverage of Chinese freestyle skier Eileen Gu. While discussing her success as a freestyle skier (she won two gold medals and one silver medal),

numerous articles recounted how she grew up and trained in the United States but was competing for China during the Games because her mother has Chinese citizenship. Gu tried to reason citizenship questions and geopolitical conversations in interviews by stating that her goal in competing for China



Eileen Gu in action during the 2022 Olympic women's freestyle slopestyle event.

was to win medals and inspire young girls to show them they could succeed in a sport that might be unfamiliar to them (Branch, 2022).

Another storyline was whether U.S. downhill skier Mikaela Shiffrin would win multiple medals. She entered six events during the Olympic Winter Games. As the Games wore on, the narrative shifted to whether she would win any medals and the toll her father's recent death had taken on her. Articles discussed Shiffrin's social media posts in which she tried to focus on the positive while also sharing some of the hateful comments she received from strangers.

Bobsledders Elena Meyers Taylor and Kallie Humphries also garnered media attention due to their success and rivalry. Articles documented that Taylor was named as flag bearer for the United States at the opening ceremonies but then tested positive for COVID-19 so she could not participate but then was able to carry the flag for the closing ceremony. Some articles also discussed her role as a mother. Taylor is now the most decorated female Olympic bobsledder and the most decorated Black athlete in the history of the Olympic Winter Games. During the competition articles focused on the events in which she and Humphries won gold and silver medals in the monobob, a new competition and the two-person bobsled. Articles about Humphries chronicled her career with Team Canada, rivalry

with Taylor and allegations of harassment from coaches and subsequent falling out that resulted in her competing for the United States.

Numerous articles also focused on U.S. speedskater Erin Jackson, who was the first Black woman to win a gold medal in an individual event (500 meters) in a Olympic Winter Games. Stories chronicled her journey from inline speedskater in Florida to the Olympic Trials in which she crashed out and it appeared that she would not make the team. Articles also discussed her friendship with teammate Brittany Bowe, who offered Jackson her spot so that she could compete in Beijing.

The results of the analysis of online media coverage of Beijing 2022 Games is consistent with previous research that indicated in the Pyeongchang 2018 Olympic Winter Games more coverage was dedicated to female athletes, compared to previous winter Olympiads (MacArthur et al., 2016). Angelini and MacArthur (2022) also found that NBC dedicated more prime-time coverage to female athletes during the 2022 Olympic Winter Games. In addition, the online media coverage analyzed in this report supports research by Burch et al. (2012) and Eagleman and colleagues (2014), who found more equitable coverage of female Olympians compared to male Olympians via online websites.



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Erin Jackson of Team USA skates to victory to win the gold medal during the women's 500m speed skating event.

Media Coverage of 2022 Paralympic Winter Games

Previous research on the Paralympic Games has indicated there is a general lack of media coverage (Antunovic & Bundon, 2022; Buysse & Borcharding, 2010) and that male athletes have received more coverage than female athletes (Buysse & Borcharding, 2010; Packer et al., 2015; Schantz & Gilbert, 2001). In addition, other researchers have found that media coverage has tended to objectify Paralympians (Beacom et al., 2016; Silva & Howe, 2012). Data was collected for the Paralympic Winter Games from March 4 to March 13. 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.

Beijing 2022 was the first time the Paralympic Games were broadcast during prime time on the NBC broadcast network. NBC broadcast 120 total hours of television coverage across their networks. NBC streamed over 230 hours across their digital platforms and dedicated seven hours of events to broadcast television, including three hours during prime time. The accessibility features including closed captioning, audio description services for blind or visually impaired individuals, and color contrast, screen reader support and keyboard navigation were integrated into coverage (NBC Sports Group, 2022b).

Online Media Coverage of 2022 Paralympic Winter Games

During the Games, the four websites published 52 total articles about Paralympians, 11% (six articles) were written about male athletes, 27% (14) about female athletes and 62% (32) discussed both male and female athletes. There were 92 total photographs associated with the articles. Twenty-nine percent (27) of the images were dedicated to male athletes, and 55% (52) were focused on female athletes, with the final 15% (14) of both male and female athletes together. Though the Paralympic Winter Games are four days shorter than the Olympic Winter Games, they received much less media coverage across the four websites compared to the Olympic Winter Games (52 articles compared to 1,120 articles). (See Tables 40 and 41.)

A major storyline overshadowing the Paralympic Games was the Russian Invasion of Ukraine. The invasion occurred on February 24, shortly before the Paralympic Winter Games started. Stories chronicled the plight of Ukrainian athletes trying to get to the Games and how they tried to focus on their competitions, but it was difficult to compete not knowing how their families were doing. In addition, several stories were about how Russian Paralympians were sent home from the Games because of the invasion of Ukraine.

Table 40. Types of Online Photographs of Paralympic Athletes by Gender

	Photographs of Female Athletes	Photographs of Male Athletes	Photographs of Both Female and Male Athletes
Action	26	18	3
Podium/medal/flag	5	1	2
Celebrating	4	4	2
In uniform/on ice/snow non-action	10	3	2
Off-field/non-action	6	1	5
Totals	51 (55.4%)	27 (29.3%)	14 (15.2%)

Note: Totals do not equal 100% due to rounding.

Table 41. Types of Online Articles of Paralympic Athletes by Gender

	Articles about Female Athletes	Articles about Male Athletes	Articles about Both Female and Male Athletes
Task	9	4	27
Non-task	5	2	5
Totals	14 (26.9%)	6 (11.5%)	32 (61.5%)

Note: Totals do not equal 100% due to rounding.

Media coverage also focused on U.S. athlete Oksana Masters. A parallel part of the media coverage of Masters was that of her Ukrainian heritage. Stories documented her success as a Paralympian during both the summer and winter Paralympic Games. Some also discussed that, before she was adopted by an American, she grew up in three different Ukrainian orphanages.

In addition, coverage discussed the success of the four Aigner siblings (three women and one man) who competed for Austria. Veronika, Johannes, and Barbara, along with their other sister Elisabeth, who was Veronika's guide, won 11 total medals, including six golds in downhill skiing. Their success was unmatched, as they won more medals than four other countries (Waldstein, 2022).

Other articles focused on barriers people with disabilities face in society as well as sports participation. For example, two female snowboarders, Cecile Hernandez and Brenna Huckaby, had to fight to be able to compete at Beijing because the International Paralympic Committee eliminated two of the women's classifications at the 2022 Paralympic Winter Games. They sued and got an injunction allowing them to compete.

There was a slight increase in total articles and photographs across the four websites compared to the 2018 Games, and coverage of women and men flip-flopped with more stand-alone articles published on female athletes; however, overall coverage still lags far behind the Olympic Games. In addition, the fact that most articles were essentially daily recaps of both women's and men's competitions speaks to the lack of investment media outlets have in the Paralympic Games. NBC has increased the amount of television broadcast coverage to 120 hours and has worked to make the coverage more accessible to people with visual or hearing impairments.



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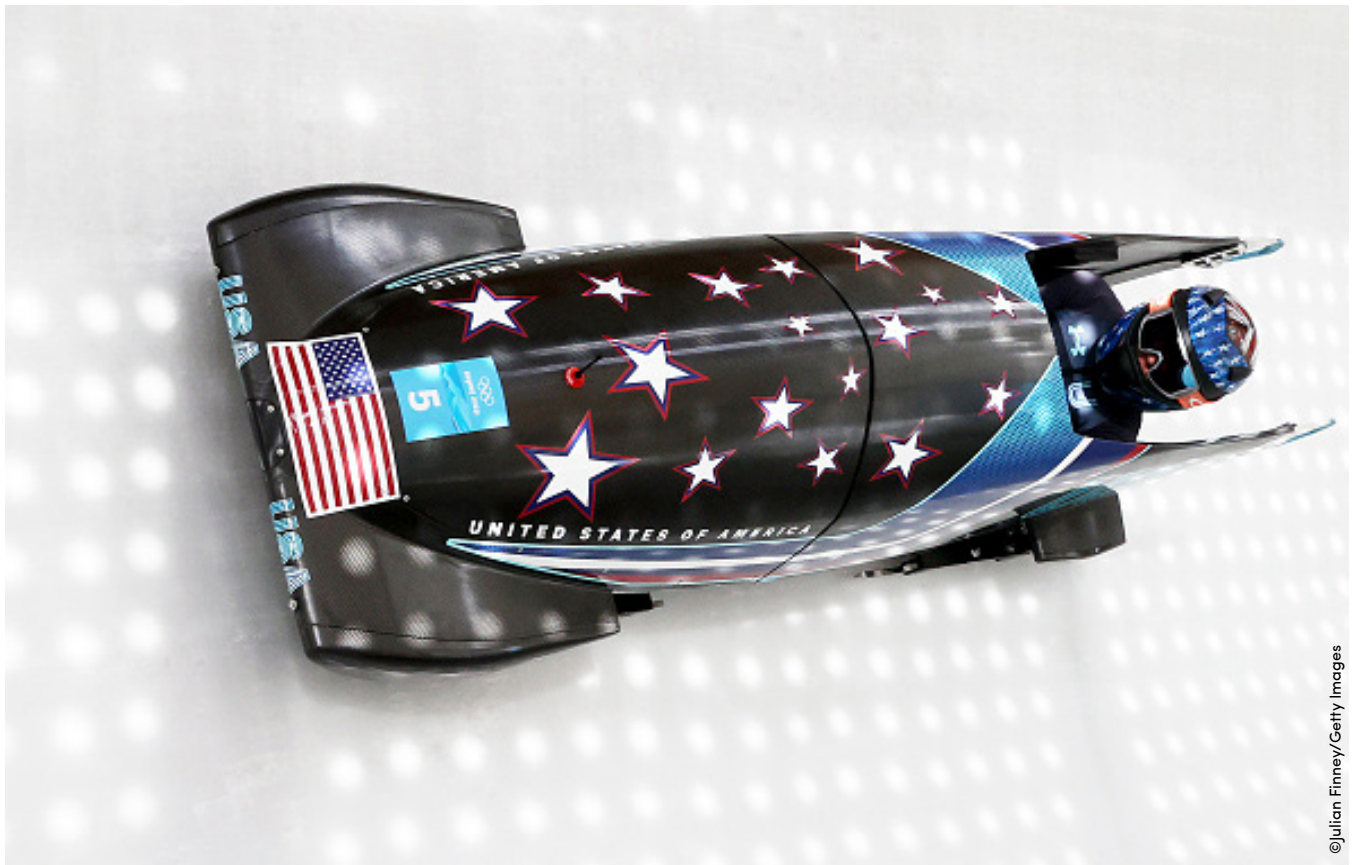
Veronika Aigner of Team Austria competes in the women's giant slalom vision impaired event (pictured with her guide and sister, Elisabeth Aigner).

Conclusions

Female athletes continue to lag behind their male counterparts in athlete participation in the Olympic Winter Games, with fewer women competing and fewer events offered for female athletes. Several countries continue to not include a female athlete in their delegations. While the IOC has celebrated their own efforts towards gender equity at the summer Olympic Games, with over 200 NOCs in attendance and almost all of them including a female athlete; the Winter Games are a much smaller event, and the push for all NOCs to include a female athlete in their delegations is not apparent. Despite these perpetual inequities, female athletes in 2022 generated a great deal of celebration for their athletic achievements. While female athletes accounted for just under 45% of the Olympians, there are signs of improvements. Ice hockey added two women's teams to the tournament, making it a 10-team tournament, though the men have 12 teams. Monobob was offered for the first time to women in 2022 (although they were still excluded from the four-man bobsled event), as were a number of mixed-team events,

providing already competing female athletes with additional events in which to compete. Still, several sports evened out their male and female participation not by adding women, but by reducing the number of male athletes.

The Paralympic Winter Games continue to struggle with achieving gender equity in athlete participation. Female athletes account for just 25.2% of Paralympians. Several sports are considered mixed sports, but in practice, are inclusive only of men. For example, in ice hockey, only one woman competed, hardly a mixed sport. In reality, the "mixed" sport of ice hockey is a men's event that includes one woman, but the IPC can claim it as a mixed event. With no Gender Equity Report or similar plan for the Paralympic Games, it is difficult to determine how the Paralympic Winter Games will improve in terms of increasing the participation of female athletes, as well as offering more events for female athletes.



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Kaillie Humphries of Team USA won the first gold medal in the Olympic women's monobob.

In terms of leadership, the IOC itself has improved, increasing its membership to above the 30% threshold for the second time. IOC Commissions also have improved considerably since 2018. However, overall, female representation within the Olympic governance structure remains low.

The IOC Executive Board (33.3%) and the IOC membership (38.7%) has met its previous 2016 goal of 30% female leadership but needs further advancement to achieve its 50% mark by 2024. Though the IOC does not set targets for IFs, most winter sport IF executive committees do not surpass 30% female representation. Men also continue to dominate leadership positions within the NOCs. This is all despite the recommendations in the *IOC Gender Equality Report* that seek to improve gender equality. At the national level, the USOPC has made great strides in promoting gender equality. Several important committees are chaired by women, and the Board of Directors has 44.4% female representation. Moreover, progress has been made within the National Governing Bodies. Only two of the winter sport NGB executive committees failed to reach the 30% threshold, though work remains to achieve parity.

However, the most worrisome statistics in USOPC leadership continues to be the lack of female coaches for U.S. athletes and teams. Not a single woman served as a head coach during the Games, and only 10.7% of assistant coaches were women. Increased training opportunities would help increase the number of women coaches. As an example, the Women's Sport Leadership Academy (WSPLA), a program held annually in the United Kingdom, offers prospective female coaches training, financial support, mentorship, and networking opportunities. To support the development of women of color, the WSLPA offered three licensed programs in Africa. Similarly, Canada's Own the Podium program oversees a Women in Coaching initiative that aims to deliver measurable outcomes for women coaching at the Olympic and Paralympic level. For the 2018 Gold Coast Games, the Commonwealth Games Federation created and delivered the first Women's Coach Internship Programme. Another possibility is for the USOPC to require the consideration of women for each position. Without action, such dismal representation reinforces a troubling assumption that women are not capable of athletic leadership.

Likewise, gender parity remains unachieved within the Paralympic governance structure. Though the IPC has been successful in meeting the IPC's 50% threshold, most other branches have not. This is particularly true of the NPCs, where most of the main leadership positions continue to be held by men. Approving the "Remaining Fit for Purpose" in December 2021 is likely to lessen the push for gender equality within the Paralympic Movement. The proposed changes adjust mandatory targets to "non-mandatory thresholds," which would stymie progress toward gender parity.

In terms of gender equity in media coverage, four websites examined published more articles and more pictures of female athletes than of their male counterparts during the Olympic Winter Games. This could be connected to the fact that American women won 52% of medals compared to the 32% of medals won by Americans in male events (Azzi, 2022).

In addition, the IOC added more events for women and the organizers made changes to the competition schedule to promote gender equality. The women's 12.5km biathlon and the two-woman bobsled were moved to the final Saturday of competition when there are fewer events. These events used to be held in the middle Saturday or midweek among a crowded competition schedule (IOC, 2022b). The final Saturday also had almost doubled the number of hours of women's competitions from four years ago, nine hours compared to five, which is designed to enable more media exposure for women's sport (IOC, 2022b). The success of female Olympians coupled with the addition of competitions and change to the schedule could have led to more media coverage. This should be read with some caution, as the increase in articles published also led to more non-task articles published about female athletes (187) than non-task articles published about male athletes (97).

In terms of the Paralympic Winter Games, progress is being made regarding the total amount of coverage. NBC Universal again has increased the amount of television broadcast coverage of the Paralympic Winter Games to 120 hours. In addition, this is the first time that NBC broadcast primetime coverage of the Paralympic Games, and the network has worked to make the broadcast and digital content more accessible to people with visual or hearing impairments. Yet the overall media coverage in terms of articles published is still very limited overall and often confined to articles that consolidate coverage of male and female athletes into one article. Future research needs to be undertaken to examine the ways in which the IOC and other sport governing bodies can help create a media landscape that leads to improvements in both the quantity and quality of coverage.

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

Policy Recommendations

The International Olympic Committee and International Paralympic Committee continue to act in advancing gender equality within the Olympic movement. The following recommendations look to assist in this commitment to determining ways fairness and gender parity can continue to improve at the international and national levels. The recommendations have been grouped according to four key areas: participation, leadership, media, and future research directions. Within each of these areas are specific recommendations as they pertain to the IOC, IPC, International Federations, National Olympic Committees, International Paralympic Committees, United States Olympic and Paralympic Committee, and National Governing Bodies, where applicable. Through providing evidence-based policy recommendations, the Olympic movement can continue to make strides towards gender equality and fairness.

Participation

While improvements appear to have been made, gender parity has not been reached. Indeed, with male athletes continuing to outnumber female athletes in the Olympic and Paralympic Winter Games, the practice of countries excluding women from their delegations, and with fewer events for females than males, there is still much room for improvement. Additionally, observed improvements in the overall number of female athletes participating in the Games appears to be influenced by a few countries, not the majority, who have a large delegation of female athletes. The recommendations below identify areas where participation numbers can be improved as well as recommendations regarding how participation numbers should be interpreted.

Recommendation #1: Continue to expand female participation opportunities to ensure gender equality is achieved in both the Olympic and Paralympic Winter Games.

For the IOC and IPC

1. **In addition to the four new women's events (i.e., luge doubles, ski mountaineering, freestyle skiing dual moguls, and women's ski jumping large hill), which have been added to the 2026 Olympic program, other opportunities for women should be pursued without reducing the current participation opportunities for men.**
2. **At a minimum, the events currently offered to male athletes should be offered to female athletes.** That is, new events for women that are equivalent to the men's events should be introduced, such as Nordic combined, four-woman bobsleigh, snowboard cross



Elaheh Gholifallah of Team Iran competes in the women's sprint free technique vision impaired event.

3. **The number of events offered to female athletes should be increased, as well as the minimum required participation quota of females in mixed events.** The target should reflect a timeline with progress towards an equal number of participants from both male and female athletes.
4. **Female allocation slots should be increased in IPC sports events.** For example, in the snowboard event, the maximum quota allocation per NPC was a maximum of 10 male qualification slots and three female qualification slots. Progress towards equal qualification slots without reducing the current participation opportunities for men should be pursued.
5. **A wild card program for female athletes from developing NOCs and NPCs should be explored.** Specifically, paired with financial support and development for female athletes from developing NOCs and NPCs, designated sporting events should be identified to encourage the participation and development of a greater number of female athletes.

6. **Timelines for IFs to establish parity across events, event classifications, disciplines, and team rosters and brackets should be established with markers for assessment with evidence-based accountability.**
7. **A system of compliance that includes incentives and fines should be implemented with NOCs and IFs to promote compliance across all NOCs, NPCs, and IFs.** Specifically, financial incentives to IFs demonstrating progress towards designated timelines for gender parity should be provided. Conversely, penalties should be applied to IFs and NOCs that fail to demonstrate progress toward equality compliance.
8. **Performances across female sporting events and their respective NOC should be explored.** It may not be enough to assess gender equity according to participation numbers; it may be more informative to also track the trends in performance to assess the development progression of women in their sport across nations. Progress in gender parity should not be limited to the number of competitors but should also consider the performance trends of NOC female athletes. This will provide insights into which NOCs are demonstrating commitment to developing and supporting their women athletes. Likewise, it may highlight which countries are benefiting most from the

lack of female competition depth and medaling the most in female competitions.

9. **Similar to the IOC's Gender Equality Review Project, the IPC should conduct a comprehensive examination of gender equality issues.** Despite the IPC pursuing gender parity in athletic opportunities much earlier than the IOC, at their current rate of increase equality will not be achieved until 2066. This review also should include an examination of leadership and media and all other factors associated with gender equality.

For the IFs

1. **Equal duration and distances in events urgently need to be implemented.** The differing distances that exist in sports like the biathlon, speed-skating, and cross-country skiing, or the shorter bobsled for female versus male athletes, supports a narrative that women are inferior and less skilled than men.
2. **Further analysis exploring the trends and progress of female participation, according to countries, need to be conducted.** For example, is an increase in female participation occurring more in certain countries based on location or resources? Likewise, what are the performance trends of female athletes according



Nicole Rocha Silveira of Team Brazil slides during the women's skeleton.

to countries (e.g., do certain countries demonstrate greater female performances than others over time?)

3. **For nations struggling to increase female participation, a greater understanding of the barriers and gaps of their needs should be identified and addressed.** Where possible support and resources should be provided to the countries struggling most.
4. **Individual sport development programs should go beyond the focus of elite athlete training and include grassroots development to ensure a sustainable growth in the number of prospective elite-level participants.** Financial support should be seen as an investment in developing elite performance, rather than a reward for success.

For the NOCs

1. **Engagement with their athletes, athletes' representative(s)/commission is recommended to ensure gender parity needs and barriers are correctly identified and addressed.** The athlete representative(s) and/or commission offers the unique perspective of the athletes. Given many of these changes directly impact them in line with being athlete-centered, it is recommended that they have an opportunity to contribute in addressing gender parity needs and barriers.

Leadership

Recommendation #2: Leadership in sport must reflect and demonstrate the policy of gender equality that it supports.

To effectively establish a sustained culture of gender equality and inclusion at all levels of sports, it must begin from the top down. Leadership must reflect what it is striving towards, to successfully achieve gender equality and inclusion in participation and other facets. Besides acting as an example of what an organization stands for, it is difficult to establish effective change when the gender equality an organization is striving towards is not mirrored within itself. Moreover, research has overwhelmingly shown organizations that demonstrate diversity within leadership are most successful. However, it is not enough for organizations to demonstrate gender parity in leadership, representation of racialized women is also urgently needed. Therefore, gender equality in leadership must also address the intersection of race, gender, and ethnicity. This is especially important for the Olympic and Paralympic Winter Games, given the overwhelming underrepresentation of racialized women at all levels – from participants to leaders within the Olympic and Paralympic movement. Finally, in considering change management, it is also important to recognize that, beyond numbers, the concept of gender equality and inclusion requires a change in the organizational culture of the Olympic movement and its stakeholders. Therefore, specific, progressive timelines for NOCs are also needed.

For the IOC

1. **As recommended by the IOC Gender Equality Review Project, the electoral process should reflect the IOC's commitment to gender equality and inclusion.** Specifically, a gender parity quota of 50% representation should be applied to decision-making positions within the IOC.
2. **The IOC Members Election Commission should establish a criterion requiring gender equality in the nomination slate.** Requiring a pool of diverse candidates avoids tokenism and enhances the opportunity for qualified women to be elected.
3. **The IOC Members Election Commission should establish a standardized process for candidates to display their qualifications.** Implementing a model curriculum vitae and outlining the necessary and desired skill sets and traits required for the positions ensures a consistent manner to compare candidates and that the process is meritocratic.
4. **The IOC Executive Board and the composition of the Vice-President positions should include equal representation of women and men.** The importance of having gender equality represented at the highest level of the IOC cannot be overstated. It is necessary to establish a sustainable organizational change. In accordance with the *IOC Gender Equality Review Project*, a gender parity quota of 50% should be applied to the Executive Board and the Vice-President positions with a timeline for transition by 2024.

Interim appointed board seats with women should be temporarily introduced. Improving the representation of women on boards, including racialized women, can be slow to occur. Adding positions on a board has been overwhelmingly demonstrated to improve this representation, expeditiously and effectively. For example, "Russell 3,000 Index, which represents about 98% of all publicly traded U.S. companies, indicates that 60% of women with board positions took the job when new seats were created by expanding boards, not by replacing male directors" (Women's Empowerment Principles, 2020). Likewise, Knippen et al. (2019) found companies (i.e., S&P 1,500 firms) that were urged to demonstrate board gender diversity were able to do so reasonably quickly through the addition of board seats. However, without the substitution of male directors, these directors were less likely to be treated as outgroup members and serve on major board committees. Therefore, until gender parity can be reached at the Executive Board level, it is recommended that interim appointed board seats be considered, which includes representation of racialized women.

5. **The IOC Members Election Commission should introduce a shorter term limit for the President.** Specifically, in accordance with the duration of office

for the Vice-Presidents and the 10 other executive board members, the IOC President's term should be four years, instead of eight years, with a maximum of two successive terms. This ensures more frequent turnover of IOC Presidents and the opportunity for a woman President, which has yet to occur.

6. **As leaders within the IOC, the President, Vice-Presidents, and Executive Board members should be required to demonstrate core competencies related to equality, diversity, and inclusion (EDI).** As such, professional development with targeted training in EDI, including unconscious-bias and self-awareness training should be implemented.
7. **In accordance with the IOC Gender Equality Review Project, one female candidate for every male candidate for every NOC and IF position is recommended.** An adjusted timeline of 2024 is recommended.
8. **A database of skilled and high-performing females within the Olympic movement family should be developed.** Working with Olympic Movement Stakeholders, the IOC should develop a Sports Leader Registry that identifies potential governance board and commission candidates. This recommendation supports Recommendation 18.b., of the IOC Gender Equality Review Project.
9. **Recruitment of skilled and experienced women within the Olympic movement for executive board member, commission and committee positions should be formally practiced.** A pipeline of potential women and racialized women should be built beginning with using the database of skilled and high-performing females within the Olympic movement family. Additionally, the following steps can be taken to assist with the recruitment process:
 - Be deliberate about inclusiveness of women, including racialized women, by immediately identifying women who hold other leadership roles within the Olympic family and who are ready and able to fill a committee or commission position or be considered as an executive board member. Specifically, female Olympians and personnel of NOCs and IFs should be surveyed to determine their level of interest, experience, skills, and any self-reporting of race. Their unique skills and experience should be identified. Respondents can be matched with appropriate leadership roles according to their qualifications.
 - Individuals listed in the database should be contacted to explore their level of interest in becoming an executive board member, commission member and/or committee member.
 - Everyone (male and female) currently in a leadership role, should be encouraged to identify



Anita DeFrantz (United States) became the first female vice president of the IOC in 1997.

and refer possible women candidates to be recruited. These individuals should be contacted to determine their level of interest, experience, skills, and any self-reporting of race.

- Promotion goals of women within the Olympic family (i.e., Olympians, NOCs, and IFs) and within the IOC directly should be set, measured, and tracked over time. This will help to identify where the greatest opportunity for talent exists and what areas can be improved.
 - Succession plans that identify the skills and experience needed to maximize the executive board's effectiveness should be put in place to assist in recruiting.
10. **In accordance with the IOC Gender Equality Review Project, a co-mentoring program for women, partnering potential governance candidates with senior-level board members, should be implemented.** An adjusted timeline of 2023 is recommended.
 11. **The IOC should include the intersectionality of gender with race and ethnicity.** It is important that the IOC looks beyond the numbers, especially as it approaches gender parity. Often, in the attempt to achieve inclusion, the intersectional women are left behind in leadership positions. Standards and timelines including the intersectionality of gender and race/ethnicity should be established.

12. **In agreement with previous reports and reviews, it is strongly recommended that the position of Diversity Officer urgently be adopted.** This individual would be responsible for creating an intersectional understanding of diversity, equality, and inclusion, while also implementing the recommendations of the Gender Equality Review Report. The hiring of this position should be completed as soon as possible.
13. **In accordance with the *Gender Equality Review Project*, the IOC should establish an IOC Gender Equality Tracking Report to centralize and track information about gender equality in the Olympic Movement.** An adjusted timeline of 2024 is recommended.
14. **A communication plan that provides insights and updates regarding the gender equality recommendations should be implemented.**

For the IPC

1. **It is strongly recommended that the “Remaining Fit for Purpose” proposal be amended to require 50% gender representation instead of presenting it as a recommendation.** There is abundant research that has found suggested recommendations as it relates to gender equality does not create sustainable change. Instead, the required 50% gender parity should be met with a history and continuing practice of progressing to achieve this requirement.
2. **It is recommended that the IPC include the intersectionality of gender with race and ethnicity.** It is important that the IPC looks beyond the numbers, especially as it approaches gender parity. Often, in the attempt to achieve inclusion, the intersectional women are left behind in leadership positions. Standards and timelines including the intersectionality of gender and race/ethnicity should be established.
3. **Recruitment of skilled, senior executive-level women within the Paralympic movement for leadership, commission, and committee positions should be formally practiced.** A formal action plan should be established before the 2024 Games.
4. **Continuation of a co-mentoring program for women, partnering potential governance candidates with senior-level board members, should be implemented.**
5. **A database of skilled and high-performing females within the Paralympic movement family should be developed.** Working with Paralympic Movement Stakeholders, the IPC should develop a Sports Leader Registry that identifies potential governance board and commission candidates.
6. **In agreement with previous reports and reviews, it is strongly recommended that the position of Diversity, Equity, and Inclusion personnel be adopted.** This individual would be responsible for creating an intersectional understanding of diversity, equity, and inclusion, while also implementing the recommendations of the Gender Equality Review Report. The hiring of this position should be completed as soon as possible.

7. **In accordance with the *Gender Equality Review Project*, it is recommended that the IPC establish an IPC Gender Equality Tracking Report to centralize and track information about gender equality in the Paralympic Movement.**
8. **A communication plan that provides insights and updates regarding the gender equality recommendations should be implemented.**
9. **The IPC Women in Sport Committee (WISC) should create a task force to conduct a needs assessment of NPCs and IFs to identify, understand, and prioritize the needs of women with disabilities in parasport in the areas of:**

- New and current sports/events & gender quotas
- Recruitment and development pathways
- Access and accommodation to coaching and training
- Funding
- Governance leadership positions
- Barriers to participation (including social, cultural, political, geographical, religious, etc.)
- Sport equipment
- Media coverage

For the IFs, NOCs, and NPCs

1. **In accordance with previous recommendations, it is again strongly recommended that NOCs, NPCs, and IFs review their electoral process.** By so doing, barriers to gender equality can be identified, and action plans to resolve the lack of gender parity can be put in place. A timeline of 2023 is recommended.
2. **It is recommended that the composition of the Executive Board for NOCs, NPCs, and IFs include equal representation of women and men.**
3. **NOCs, NPCs, and IFs should establish a criterion requiring gender equality in the nomination slate.** By so doing, it establishes a pool of diverse candidates, avoids tokenism, and enhances the opportunity for qualified women to be elected.
4. **NOCs, NPCs, and IFs should formally practice recruitment of skilled, senior executive-level women for leadership, commission/committee positions.** A formal action plan should be established before the 2024 Games.

5. **In accordance with the *IOC Gender Equality Review Project*, a co-mentoring program for women, partnering potential governance candidates with senior-level board members, should be implemented for each NOC, NPC, and IF.**
6. **In accordance with the proposed *Gender Equality Tracking Report*, it is recommended that NOCs begin to comply and report this information.** A timeline of 2023 is recommended.
7. **Where possible, it is recommended that IFs and NOCs consider creating the position of a Diversity Officer.** Such an individual could develop a strategy that ensures diversity, equity, and inclusion is upheld within the organization.
8. **A system of compliance that includes incentives and fines should be implemented with NOCs, NPCs, and IFs to promote compliance across all NOCs, NPCs, and IFs.**

For USOPC and NGBs

1. **The DE&I Scorecard should be updated to capture intersectionality respective to leadership positions.** As it currently stands it is difficult to assess the critical role intersectionality plays and to address any issues that may exist.

It would be helpful to know the gender percentage of the persons of color and persons with disabilities, as well as a more detailed information on the diversity breakdowns of people in power to best understand the breakdowns in leadership. It is difficult to tell what percentage of persons with color or those with a disability are women and their level of leadership.



Jakara Anthony of Team Australia competes during the women's freestyle skiing moguls final.

2. **Further analysis should be conducted as it relates to the intersectionality of gender and race in the representation of USOPC members and positions of leadership.** Generally, women of color are significantly underrepresented in leadership positions when gender equality is achieved. Understanding this trend within the USOPC and the NGBs will ensure gender parity is inclusive of intersectional factors.
3. **Gender parity standards should include the intersectionality of gender with race and ethnicity, as it relates to gender parity.** By so doing, the USOPC and NGBs can ensure they are equally addressing the intersection of diversity as it relates to gender.
4. **A strategy should be created to increase the pipeline of women with disabilities as candidates for governance roles in general, as well as for executive board positions.** This is consistent with the 2018 IOC Gender Equality Recommendations.

For USOPC Coaches

1. **Mandated gender parity goals, like participation and governance goals, should be instituted for coaches within each sport with established timelines.** Where NGBs fail to realize these timelines, penalties should be applied.
2. **An action plan should be established to ensure an increasing representation of women coaches and women as head coaches.** Targets and timeline of 2023 should be put in place. Specifically,
 - a. **Targeted training and mentorship programs for women-only coaches, allowing them to be eligible and selected to participate at the Olympic level, should be implemented.**
 - b. **Recruitment of skilled women coaches should be formally practiced for head coach positions.**
 - c. **An analysis exploring the barriers to women being selected as head coaches with the USOPC should be undertaken.**
 - d. **NGBs should be encouraged to strive towards gender parity in the interview process for coaching and head coach positions.**
 - e. **The hiring of coaches should be transparent, whereby, the qualifications for the position and the scoring assigned to each criterion, as well as the demographics of the candidates interviewed should be made accessible.**
 - f. **Standards should include the intersectionality of gender with race and ethnicity, as it relates to gender parity.** By so doing, the intersection of diversity as it relates to gender can be ensured to be addressed.



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Zhuo Yan of Team China competes during the wheelchair curling gold-medal game against Sweden.

Media Coverage

The online coverage of both Olympic and Paralympic female athletes exceeded male athletes' coverage. With the overall improvement in the quantity of female athletes covered at the 2022 Games, the areas where media coverage could most improve appear to surround Paralympic athletes. However, more exploration is needed to truly understand the results and their implications. The recommendations below reflect this observation.

Recommendation #3: Additional requirements of media outlets should be explored and put into place to promote coverage of female athletes at the Games.

1. **The host organizing committee should be mandated to produce equal representations of men's and women's events, as well as Paralympic and Olympic sports events within promotional materials distributed.**
2. **The IPC should consider offering incentives to media outlets (e.g., additional accreditations for key media positions [e.g., producers, camera personnel]) to promote coverage.**
3. **Media outlets should be encouraged to recruit Paralympians to cover Paralympic sports events (e.g., journalism or commentary), especially female Paralympians.**

4. **Forums between sport media and members of the Olympic movement should be encouraged to understand and address the role that media plays in barriers for female involvement at all levels of sport (i.e., from participation as an athlete through to leadership positions).**

Future Research Direction

Reflecting on the overall results, this section offers recommendations in future research areas as it applies to participation, leadership, and media, with most recommendations resting in media. For example, online media coverage offers some interesting results, however, there appears to be a need for more exploration. These recommendations are intended to assist in furthering our understandings of gender equality in the Olympic Movement.

Recommendation #4: Further analysis regarding participation, leadership, and media coverage of female athletes at the Games is needed.

1. **The representation of female athletes for a given sports event should be analyzed according to countries to better identify gaps.** It appears that as overall gender parity is approached, this representation may be biased by overwhelming female representation from a few countries rather than the majority. To truly reflect gender parity of a

given sporting event, analysis should go beyond the overall numbers and include comparison across NOCs and NPCs to assess parity across all participating nations per event.

2. **Future assessment should explore the relationship between the sports that are covered and gender.** It has been argued that some sports are coded as masculine, feminine, and gender neutral, with coverage and viewership influenced by this coding perception. Ideally, coverage should be balanced between sports, with perhaps greater coverage in a home nation commensurate with the level of performance of their athletes. For example, if it is expected that the U.S. will medal in curling, the coverage of this sport might be greater than figure skating if medaling were unlikely. The current analysis did not compare the gender coding of various sports against the coverage.
3. **Greater analysis of the quality of content in relation to the quantity of coverage is needed.** The number of stories and coverage of females at the Games does not necessarily imply equitable coverage. For example, while females won 52% of the medals, 32% of the medals were won by males and 16% by both male and female athletes. Despite this, there was a greater percentage of coverage of females that was non-task (37.3%) related than that of males

(26.2%). Additionally, we know the key headlines during the Games centered around controversy, as well as an older “mom” athletes winning gold. This type of content doesn’t promote the performance parity between male and female athletes. Content quality may arguably be even more important than the quantity of coverage.

4. **Analysis should also assess the relationship between the gender of who is telling the story (the gatekeeper), and thereby controlling the narrative, and the gender of its subject — the athlete.** Historically, this has overwhelmingly been dominated by male journalists and photographers, who may — through their own unconscious bias — pose different interview questions in the mixed zone.
5. **Further analysis of barriers to media coverage of the Paralympic Games should be explored.**
6. **Future research should include reviewing the websites of the IOC, OCOG, selected large and small IFs, and the United States Olympic & Paralympic Committee.** Analysis should explore how well gender balance and fairness is demonstrated. A timeline of 2024 is recommended.



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Aruwin Salehuddin of Team Malaysia skis during the women’s slalom. Malaysia was one of six countries participating in the Olympic Winter Games for the first time in 2022.

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Women's Sports Foundation
247 W 30th Street, 5th Floor
New York, NY 10001
800.227.3988

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