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The Implementation of Gender Mainstreaming in European Sport

An analysis of strategies by means of selected examples

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Thank you for your unlimited love and trust.

Abstracts

Abstract German

Die vorliegende Arbeit befasst sich mit der Umsetzung von Gender Mainstreaming Strategien im Sport und untersucht deren Handhabung im Rahmen konkreter nationaler und europäischer Beispiele. Ausgewählt wurden die Länder Österreich, Norwegen und Kosovo, um Einblick in verschiedene Methoden und Umsetzungsfortschritte zu erhalten. Zusätzlich sollte exemplarisch das Vorgehen von Sportinstitutionen auf der internationalen Ebene dargestellt werden. Während die Europäische Kommission (DG EAC) als Repräsentantin für staatliche Strukturen fungierte, wurde die European Non-Governmental Sports Organisation (ENGSO) als entsprechende nicht-staatliche Sportorganisation in die Analyse einbezogen. Um den zentralen Fragestellungen nachzugehen, wurde für dieses Forschungsvorhaben eine Kombination aus hermeneutischen und qualitativen Analysemethoden gewählt. In der empirischen Untersuchung werden halbstandardisierte Experteninterviews mit qualitativer Inhaltsanalyse ausgewertet. Die Interviewleitfäden und das Kategoriensystem wurden in Anlehnung an die Theorie entwickelt und gemäß den thematischen Anforderungen adaptiert. Die vorliegende Analyse der konzeptionellen Rahmenbedingungen von Gender Mainstreaming im Sport zeigt auf, dass auf nationaler Ebene aktuell verschiedene Umsetzungsstrategien hinsichtlich der Gleichstellung von Männern und Frauen verfolgt werden. Daran ändern auch internationale Richtlinien nichts, da diese durch ihren unverbindlichen Charakter darauf bedacht sind, die individuellen Lösungsansätze der Mitgliedsstaaten zu respektieren bzw. zu unterstützen. Trotz der großen Bandbreite der Gleichstellungsbemühungen und Förderprojekte konnte eine konkrete Gender Mainstreaming Strategie weder auf nationaler noch auf internationaler Ebene explizit festgestellt werden.

Abstract English

This thesis deals with Gender Mainstreaming strategies in sport and thereby scrutinizes the initial question of how it is implemented in different settings throughout Europe. Three European countries, Austria, Norway and Kosovo therefore served as national examples. In addition, the Directorate General of Education and Culture (DG EAC) of the European Commission and ENGSO provided the exemplary analyses of international strategies. The study was realized through a dual approach of literature analyses and qualitative research methods. The first part of this thesis provides a theoretical approach to baseline definitions, legal basics and the division of responsibilities. As well, it stresses different implementation options and methods. The subsequent empirical part follows the principals of qualitative research and can be coarsely structured in the conduction of semi-standardized expert interviews, the development of appropriate categories and the data presentation through qualitative content analyses. How far sports organisations are handling the foremost political strategy of Gender Mainstreaming on a national level, has not yet been analyzed in a comprehensive manner. Consequently, this lack of information is hereby met by the conduction of interviews with domestic and international experts for governmental and non-governmental sport structures.

The findings illustrate the conceptual framework of Gender Mainstreaming in sport and thereby reveal different implementation options actually carried out in different settings. Due to the autonomy of member states and the well separated pillar of governments and sports organisations, there is a great variety of ideas about how to approach gender-related issues in sport. However, explicit Gender Mainstreaming policies for sport are therefore in most cases nonexistent. Even if Gender Mainstreaming in national sports is on the agenda to an extent, discussions in terms of the allocation of responsibilities are foremost dominated by disagreement.

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Preface

Gender Mainstreaming as a concept, is more or less well described in the field of development cooperation (e.g. Development cooperation EQUAL QE Gender Mainstreaming, 2005-2007) and also pretty well elaborated for the application in connection to the labour market (see Directorate-General for Employment, social Affairs and Equal Opportunities). As a principal, it also found entrance into the Treaties of the European Union (see chapter 3) and since the 90ies there are efforts, to promote it - or at least adopt distinguished parts- in the spheres of sport (e.g. Brighton Declaration 1994, Beijing Platform for Action, The Windhoek Call for Action 1998)¹. However, as far as the implementation within the organized sport is concerned, comprehensive elaborations in German language are missing. So, my initial contact with Gender Mainstreaming in sport was more a theoretical transfer of an already existing concept, established for the implementation in different other fields of application (Rosenbichler & Schörghuber, 2007, p. 12). Caught by the theme, I further dedicated several student research projects and seminar papers to the examination of Gender Mainstreaming in different contexts with various questions asked. The more I scrutinized the topic in detail though, the more complex it became. So it came to pass, that constantly new coherences and correlations with there-out evoking different options for action could be elaborated, which again provided new perspectives and raised further questions. These analyses even more turned into pretty challenging tasks since additionally the diversity and specifics of sport structures were taken into account. Due to the fact that the theoretical analyses of the Austrian conceptual approaches resulted in more inconsistencies than they could deliver satisfying answers, I decided to look for alternative national and international concepts. Therefore Austria, Norway and Kosovo were selected as examples, while information about the international handling of Gender Mainstreaming in sport was obtained from the DG EAC and ENGSO. In concrete terms, it is the distinguished approaches of countries with very different economical and societal backgrounds as well as the respective impacts of international organisations, which are of interest for this thesis. It was intended to choose examples, which were assumed to be, in a Europe-wide comparison, the most wide-varying, so that the marking out of nationwide specifics of Gender Mainstreaming implementation would be vivid and optimally realizable. Thus, how far the selected examples met these requirements will be shown in the following elaboration.

¹ See: Sever, 2005, p. 7

1 Introduction

After more than twenty years of debates (DG HR, 2004, p. 11) the track record of Gender Mainstreaming concepts has been rather critically valued (ibid. p. 23). Nonetheless, a considerable amount of preliminary work and a great deal of energy has been invested in order to elaborate professional strategies and to create a conceptual framework for implementing options (Rosenbichler et al., 2007, p. 13). Also for the system of sport, different attempts have been made to adapt the concept of Gender Mainstreaming in a practically-orientated manner. Yet, however concrete formulations of substantiated nationwide strategies for sport are lacking, though there are activities which are designed, carried out and even financed according to the theme “Gender Mainstreaming”. Subsequently, this thesis aims to pursue the question what is being dealt with in frames of Gender Mainstreaming in national sports and how far a concrete strategy stands as a basis thereof. Enhanced attention within this thesis should as well be given to the particular characteristics of sport structures, which existing conceptual elaborations have only insufficiently taken into account yet (Dahmen, 2006, p. 311 ff.). Since the organized sport system is non-governmentally structured, it is assumed that the successful implementation of a political strategy in the *action field sport* has to be specifically structured and eminently guided (ibid.).

In the dialog with student colleagues, the debate about gender issues in sport was often held pretty animatedly. However the aim of this thesis is leaving the emotional level in order to gain a broader perspective of the scientific debate towards gender equality in sport.

1.1 Problem formulation and research questions

Currently, different theoretical reflections are available, which provide recommendations and operation instructions for the implementation of Gender Mainstreaming (see chapter 2 and 5). How far non-governmental sports organisations are handling this foremost political strategy and which implementing options are realized is, however, in Austria, not yet analyzed in a comprehensive manner (Dikettmüller, 2005, p. 109). Hence, the evoking questions in this connection and their respective assumptions, guided the presented research process.

Central research questions

1. Which activities serve the implementation of Gender Mainstreaming in sport?
 - 1a) How far does the implementation of Gender Mainstreaming take place in terms of a professional strategy?
 - 1b) How is Gender Mainstreaming in sport handled on national and international levels?
 - 1c) Do projects with issues on women sport play a role in this context?
2. Who are the national and international actors in terms of Gender Mainstreaming in sport and how are the responsibilities divided in this context?
3. Which role do women's (sport) networks play for the implementation of Gender Mainstreaming in sport?
4. What does the Evaluation and Controlling of Gender Mainstreaming in sport look like on a national and international level and which criteria exist in order to realize this?

Assumptions

1. A common line of European Union-States regarding the implementation of Gender Mainstreaming does exist and is carried out via different regulations and guidelines.
 - 1a) National guidelines could be detected which establish criteria for the handling of Gender Mainstreaming.
2. Gender Mainstreaming in sport focuses mainly on the promotion of women.
3. Due to cultural circumstances and the religious background in Kosovo, fewer efforts are given to the promotion of gender equality and the empowerment of women.
4. It is the government's task to carry out considerable regulations and guidelines toward Gender Mainstreaming.
5. While international women's networks at least may be able to represent women's interests, national networks are by far not powerful enough to significantly influence gender equality policies on a nationwide level (in sport).
6. It is mainly the task of sport clubs and regional associations to realize Gender Mainstreaming projects. It is also them who are responsible for the Controlling and Evaluation of concrete programs.

1.2 Methodological approach

The above formulated problem definition was met through a complementary hermeneutic and empirical approach. While a comprehensive literature analyses forms the theoretical part of this paper, it is the conduction of expert interviews and their analyses with methods of the qualitative content analyses which build the centre piece of the empirical part.

a) The interviews

The theoretical part subsequently built the basis for further elaborations, specifically for the construction of the interview guides. These guidelines served not only to support the conduction of interviews with experts in different international settings but also pre-structured the subsequent analyses of data.

Through the interviews it was aimed to:

- Find out how the selected countries deal with Gender Mainstreaming in Sport.
- Detect the main actors in the Gender Mainstreaming implementation process on international and national levels.
- Talk about the roles of networks and platforms for women in sport on an (inter)national level.
- Learn more about projects for women in sport, the relevance of sport programs for women and how far they are related to the Gender Mainstreaming strategy.
- Clarify what the Controlling and Evaluation of Gender Mainstreaming in sport look like in the different settings.

b) Qualitative data analyses

The analyses of interview data followed the principals of qualitative data analyses and were scrutinized in detail with different forms of summarizing content analyses.

1.3 Structure of the paper

This paper provides a theoretical and further on an empirical part.

The preliminary part is divided into five chapters which attempt to approach the given problem definition in the most extensive way possible through literature analyses. Thereby, the aim is to acknowledge the framework which is further on used for the empirical elaborations.

The second part contains the description of the applied interview method and analysis techniques (chapter 6), presents the collected data (chapter 7) and finally delivers answers to the research questions (chapter 8).

I) Theoretical part

Chapter one provides the introduction to the problem formulation and briefly illustrates the implemented research procedures.

The second chapter emphasizes appropriate specialist terms and baseline definitions. Apart from different means of access, it characterizes related strategic concepts of gender equality, as well as prerequisites for the implementation and possible goals of Gender Mainstreaming concepts.

Chapter three scrutinizes the development of guidelines and regulations for Gender Mainstreaming and especially focuses on the respective adaptations of sport policies. Also, it aims to clarify the contribution of international organisations in charge, while taking into account the limited competences regulated through sports law.

The fourth chapter elaborates the allocation of competences in the Gender Mainstreaming process concerning the spheres of organized sport. Thus, not only the role of respective individual actors, but also the role of networks and governmental institutions in charge has been analyzed.

Chapter five reflects on setting specific method mixes and appropriate instruments, as well as it presents possible tools to put Gender Mainstreaming into practice. Therefore, it especially targets sport-specific settings like sport projects and restructuring processes (change management) in sports organisations.

II) The empirical part

Chapter six explains the methodical steps of the presented research project. Inter alia, it describes the conduction of interviews, explains the sampling of settings and cases and finally illustrates the categories used for the qualitative interpretation of data.

Chapter seven presents the interpretation and summary of the collected data, following the principals of summarizing content analysis in respect to afore elaborated categories. First, it is the results structured per country- respectively per setting provided. Subsequently, the summarization of collected data subsumed under six categories is illustrated.

Chapter eight is the last one of this thesis. Therein the most important findings are again accentuated and discussed in relation with the theory elaborated afore. Closing this paper, it presents the final results regarding the given research questions and provides prospects and final conclusions.

2 Terminology and theoretical approach

This chapter acknowledges specialist terms which provide the basis for further analyses and lead to a deeper theoretical understanding. Aiming to clarify starting- and reference points of this thesis, it stresses several elements of gender theory and emphasizes aspects of the cultural and societal context as a critical parameter for the implementation.

2.1 Baseline Definitions

According to the current understanding there is more than just one way to look at men and women. From the vantage point of the present, two possible dimensions are identified. It is the biological sex on the one hand and gender, the sociological dimension, on the other hand (Bergmann & Pimminger, 2004, p. 18).

2.1.1 Sexes

The anatomical differences between men and women are referred to as biological sexes (Bergmann et al., 2004, p. 18). Mainly, the psychoanalytically-oriented researchers recognize this biological dimension as a predetermined factor in the development process of the individual. Additionally, there are theorists who identify even the sex as a product of societal discourse (Rendtorff & Moser, 1999, p. 313).

2.1.2 Gender

Gender terms the social and cultural dimension of sex which is historically-grown and flexible in its sense (Dahmen, 2006, p. 315). It is assumed that gender is nothing inherently given to men and women but a social construct which results out of societal interaction (Bergmann & Pimminger, 2004, p. 18). Some experts go even further in declaring that apart from the “socially constructed definition of women and men”; gender implicates “a socially-constructed definition of the relationship between the sexes” (Directorate general of human rights, 2004, p. 8). This statement additionally takes the power relations between men and women into account which would in various fields result in the discrimination of women (DG HR, 2004, *ibid.*).

2.1.3 Gender equality

Gender equality guarantees that women and men are equally visible and empowered to contribute in all spheres of public and private life (DG HR, 2004, p. 8). It allows both sexes to unfold and develop personal skills and interests free from stereotypical roll-models (Dahmen, 2006, p. 312) and ensures that the differences between men and women are valued and favoured equally (DG HR, 2004, p. 40). According to the European Commission gender equality may be characterized as “the result of the absence of discrimination on the basis of a person’s sex” in terms of “opportunities and the allocation of resources or benefits or in access to services.” (European Commission, 2011, p. 38)

2.1.4 Mainstreaming

Dahmen (2006) understands mainstreaming as an integration process of an issue in all central actions and decisions (ibid., p. 315). Moreover, it could stand for the efforts to make a side theme to a main topic in all actions of governments and administrations, in programs and measures (Bergmann et al., 2004, p. 20). Looking at the mainstreaming of gender, the implementation of gender equality shouldn’t remain a side theme but an issue for everybody and an issue for all sectors (ibid., p. 21).

2.1.5 Gender Mainstreaming

Gender Mainstreaming is one of the most recent strategies of how to achieve gender equality (Müller & Sanders, 2005, p. 22 ff.). Many authors like Bergmann et al. (2004) emphasize that mainstreaming gender is not per se the overall goal as well as it shouldn’t be regarded as an end in itself. Rather, Gender Mainstreaming is a strategy for achieving a specific goal: Equality between men and women (ibid., p. 22). Also, Jung and Küpper (2001) summarise Gender Mainstreaming as a strategy for the integration of a gender perspective with the aim to change structures toward gender equality (ibid., p. 7). Nonetheless there is controversy on the potentials of this strategy in order to gain remarkable structural changes (Wetterer, 2002 in Dahmen, 2008, p. 71).

Definition of the Council of Europe 1998

“Gender mainstreaming is the (re)organisation, improvement, development and Evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making.

Gender mainstreaming cannot replace specific policies which aim to redress situations resulting from gender inequality. Specific gender equality policies and Gender Mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality” (Homepage of the Council of Europe).²

2.2 Different means of access

There is only a limited agreement when it comes to a common definition of Gender Mainstreaming (DG HR, 2004, p. 11). Just like the Council of Europe set out a definition, the United Nations³ and the European Commission⁴ also formulated their own approaches and created their own fields of action (Directorate for Employment, Social Affairs and equal opportunities, 2005, p. 11). Even though there is the overall intention to act in concert to the effect of Gender Mainstreaming, the variety in positioning and the different aspects of these definitions have led to many possibilities of how to discuss Gender Mainstreaming (DG HR, 2004, p. 11).

2.2.1 Gender Equality as overall objective

According to a group of experts from the Council of Europe, common definitions may consider gender equality as the main goal of Gender Mainstreaming activities. Although in most approaches gender equality is not explicitly mentioned and due to the poor translatability of the term Gender Mainstreaming, its concept is often reduced to a ‘gender-based approach’. Over and above, the experts conclude that Gender Mainstreaming very often remains undefined (DG HR, 2004, p. 12).

²Homepage (HP) of the Council of Europe. Access on 28.9.11 at:

http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/index_en.asp

³See United Nations: ECOSOC, 1997. (cit. in Directorate for Employment, Social affairs and equal opportunities, 2005, p. 11)

⁴See European Commission Communication: "Incorporating equal opportunities for women and men into all Community policies and activities" (Commission of the European Communities, 1996, p. 1)

2.2.2 Perspectives of gender equality

Müller et al. (2005) underline that there are different possibilities of how to implement equal opportunities for men and women (ibid., p. 20). Policy making and action models toward gender equality are influenced by different equality concepts⁵. Depending on the concept, there are distinct ideas of equality which stimulate the discussion about appropriate measures and instruments for providing equal opportunities for both sexes (ibid., p. 21). The assumption that equal treatment doesn't necessarily lead to equitable outcome (DG HR, 2004, p. 8)⁶ has raised the importance of specific measures (positive discrimination) and the strategy of mainstreaming gender (a gender-sensitive perspective in all areas). Despite the often criticised conceptual weak points of both strategies (positive action and Gender Mainstreaming), they are generally accepted as strategies for gender equality in the recent past (Müller et al., 2005, p. 22 ff.). Above all it has been the implementation of women's promotion and Gender Mainstreaming as double strategy (dual track approach) which has built the basis for various action plans and policies in different sectors and on different levels (DG HRLA, 2009, p. 1; see this thesis section 2.2.4, p. 17).

2.2.3 Women's promotion

Positive action, positive discrimination or women's promotion are measures which are exclusively intended to promote the interests of girls and women (Jung et al., 2001, p. 49). Programs for women's promotion often follow a bottom up- strategy. In this case women themselves take care of their needs, form networks and get active in their own specific field of concern (Diketmüller, 2005, p. 109). The designed projects and programs primarily aim to help women to improve or change their personal situation (Müller et al., 2005, p. 23). In terms of gender equality, positive discrimination of women often leads to a significant and immediate improvement. However, a sustainable change of structures which would provide equal opportunities for both sexes is rarely possible through women's promotion (Bergmann et al., 2004, p. 24).

⁵cf. Müller et al., 2005, p.21: „Gleichstellung als Gleichheit (Gerechtigkeits-Modell), Gleichstellung als ergänzender Beitrag (Differenz-Modell), Gleichstellung als Vielheit der Lebensentwürfe (Diversity-Ansatz)“

⁶“Gender equality is not synonymous with sameness. [...]. Equality de jure does not automatically lead to equality de facto.”(DG HR, 2004, p. 8)

2.2.4 Dual track Approach

To an extent, Gender Mainstreaming may be considered as an enlargement of the positive discrimination strategy which exclusively promotes women and/or girls. In contrast to positive action, the strategy Gender Mainstreaming is highly recommended to implement in a top-down procedure (Müller et al., 2005, p. 25). Under the terms of the Council of Europe's definition, Gender Mainstreaming and women's promotion supplement each other in the sense of a *dual strategy* (Dahmen, 2006, p. 315). While Gender Mainstreaming tools (see chapter 5) should help to detect gender-related inequalities, positive actions may be put into practice where discrimination and structural disadvantages reveal at the expense of women (Bergmann & Pimminger, 2004, p. 21). In this connection the Council of Europe in 2009 stressed the following:

“Gender mainstreaming cannot replace specific policies which aim to redress situations resulting from gender inequality. Specific gender equality policies and Gender Mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality. “(Directorate general of human rights and legal affairs, 2009, p. 1)

2.3 Prerequisites and critical parameters

So far, experiences have shown that the development and implementation of Gender Mainstreaming requires certain prerequisites (DG HRLA, 2009, p. 1). Concerning the implementation of Gender Mainstreaming, Hartmann-Tews and Dahmen postulate that there may be prerequisites which relate to *a structural* as well as to *a personal* level (Hartmann-Tews & Dahmen, 2006, p. 99). Furthermore the understanding of societal interrelations in general and the consideration of sector specific particularities may play an important role in the implementation of Gender Mainstreaming (ibid.).

2.3.1 Personal and structural prerequisites

Depending on which level (personal, structural, organisation internal, nation-wide etc.) the implementation of Gender Mainstreaming should be realized, there are different prerequisites which come into focus (Hartmann-Tews et al., 2006, p. 97 f.). An overall estimation of a group of experts in 2004 brought out certain critical viewpoints which may be still considered as valid, at least as far the field of sport is concerned (Hartmann-Tews et al., 2006, 98 f.).

“As far as it can be seen at this moment, most of the problems to be expected can be attributed to an incorrect understanding of the strategy of Gender Mainstreaming, to the current procedures, techniques and tools or to a lack of political will.”(DG HR, 2004, p.13)

Taking these assumptions into account the following section scrutinizes some of the there-out evoking prerequisites in detail and extends the list with some additional findings.

Political will

Taking for granted the top-down implementation (Müller et al., 2005, p.25), political will to implement the strategy seems to be one of the most important prerequisites (DG HRLA, 2009, p.1).

Policy for Gender equality

Considering Gender Mainstreaming as a permanent cross section task and not only as a special current issue (Müller et al., 2005, p.25) necessitates a gender equality policy (DG HRLA, 2009, p.1).

Gender statistics and tools

As a basis for planned action and policy-making there is a need for gender-sensitive data and statistics. Furthermore, appropriate tools and instruments have to be adopted in order to put the strategy into practice (ibid., p. 1).

Gender knowledge

The development of gender knowledge on the one hand and education and gender training on the other seem to be among the other prerequisites important requirements in order to stream a gender perspective through all levels of society (ibid.; Dikettmüller, 2005, p. 106 f.).

2.3.2 The social and cultural context

Societal background

The discussion about the national implementation of Gender Mainstreaming takes place in context of a country's region or sector specific institutions (Englert, 2009, p. 129 f.). Therefore, Englert explains that the understanding of gender equality is historically-grown and consequently differs from country to country⁷. Due to these disparity of historical backgrounds the national implementation of Gender Mainstreaming holds a wide range of distinguished challenges whereas the scope of action are highly influenced by the respectively predominant guiding principles of gender (equality) in society and politics (ibid.).

⁷Cf. in addition: Galligan, Clavero & Calloni (2007 total)

Spheres of sport

Apart from the above mentioned specific societal factors, the field of sport as well has its own rules and principles which have to be respected in the implementation of Gender Mainstreaming (Hartmann-Tews et al., 2006, p. 97 ff.). Over and above it is the organisational particularities which demarcate the sector of sport from other fields. Sports organisations mainly operate as NGOs in the nongovernmental- non-profit sector (3th sector), are based on the principle of voluntariness and dedicated to the common good. Thereby very specific challenges for the implementation of Gender Mainstreaming in the structures and organisation of sport arise. Although there are various experiences already gained in politics and the labour market there are doubts that they may be successfully transferred one to one in the system of sport (ibid.). Even more this has to be called in question since the discussion refers to the international level (Engler, 2009, p. 124). Thus, regardless if it is the adaptation of post communist states towards democracy or the different dynamics in western European Union member states, sport systems face constant processes of change all around Europe (Jesse & Fischer, 2010, p. 115). Following, the discussion about gender and sport is constantly renewed not only through the debate in society but also through the world of sports itself (Scruton & Flintoff, 2002, p. 30). In this connection the below presented quote emphasises in an especially suitable way this continuous renegotiation of “the gender equality rules of play” in the context of sport and its social environment.

“How we understand and explain gender and sport is influenced by social, political and economic change and by developments both within and outside of sport. Sport itself is dynamic and can be altered by shifting gender relations and can itself be part of the processes that challenge and shift hegemonic notions of gender.” (Scruton et al., 2002, p. 30)

2.3.3 Change management and resistance

According to Müller et al. (2005), the implementation of Gender Mainstreaming is a typical change management process which includes an extensive re-organisation of structures (ibid., p. 25). In this context it seems to be well accepted that in general, change processes always implicit different kinds of resistance to a certain extent (ibid. 175). In practice, organisational changes constitute complex processes which may be influenced by personal and structural patterns of resistance (Hartmann-Tews et al., 2006, p. 98). As surveys have shown, the implementation of Gender Mainstreaming in many countries, sectors and organisations meets comparable problems and faces resistance out of the same reasons (Englert, 2009, p. 124). These reasons are specified and described in Müller et al. (2005) as technical, political and cultural resistance (ibid., p. 175 ff.).

a) Technical resistance

In this context, Müller et al. (2005) named the lack of personal, financial, and time resources which may stand in the way of realising changes. Furthermore poor dissemination of gender knowledge and the lack of qualification impede the development of Gender Mainstreaming (ibid., p. 176). In 2009 Englert even observed that the discussion about Gender Mainstreaming is still mainly a matter of a few experts (Englert, 2009, p.124).

b) Political and psychological resistance

Strategic changes mostly entail a shift of established power structures. Also the “gender question” may not be discussed without the “power question” which provokes misgivings and raises fear in persons who are affected. As a result political activities and efforts to hold and enlarge personal positions may be reinforced (Müller et al., 2005, p. 177).

c) Cultural resistance

Regardless of the variety of Gender Mainstreaming methods and approaches, Englert (2009) detected societal and socio-cultural reasons- especially traditional gender roles- as the strongest impediments for a successful implementation (Englert, 2009, p. 124 f.). Due to a weak innovation culture, a shift in the persistence of stereotypes may be hardly achieved. Once established, structures and previous methods seem solid and promise security while open up for Gender Mainstreaming would violate values and notions of commonsense (Müller et al., 2005, p. 178).

3 Guidelines and Regulations

This chapter aims to detect the origin of Gender Mainstreaming and the developments it underwent till it was adopted for sport policies. Furthermore it reflects on the contribution of the European Union on Gender Mainstreaming while taking into account the limited competences regulated through sports law.

3.1 Origin and development of Gender Mainstreaming

Gender Mainstreaming as a new strategy of gender equality politics was primarily mentioned in context of the third World Conference on Women in 1985 (DG HR, 2004, p. 11). The concept has its roots in the field of development cooperation and has become a substantial principle of European gender equality policies (Bergmann et al., 2004, p. 15).

3.2 The legal basis of the European Union

The Union's legal framework for gender equality pertains to the *acquis communautaire*⁸ and is based on the European Union Treaties as well as on different directives (Council of the European Union, 2005, p. 4). Over the years certain modifications to the Treaties have contributed to force the promotion of gender equality and to combat all forms of discrimination (Homepage of the European Parliament)⁹. Likewise the scope of legally-binding directives on gender equality has been broadened by the time (Council of the European Union, 2005, p. 4).

3.2.1 *The Treaties of the European Union*

Rome Treaty

It was already in 1957 when the principle of equal pay for equal value was contracted in the Rome Treaty. This act may be considered as the first contribution to gender equality enshrined in the European Union Treaties (Homepage of the European Union)¹⁰.

⁸See HP Parlament Republik Österreich. Access on 25.7.11 at:
[http://www.parlament.gv.at/PERK/GL/European Union/](http://www.parlament.gv.at/PERK/GL/European%20Union/)

⁹HP of the European Parliament. Access on 8.8.11
at:http://www.europarl.europa.eu/parliament/expert/displayFtu.do?jsessionid=B3BD5D8263019CE3C5ABA_A1DC5E9DA3C.node1?language=EN&ftuId=FTU_4.9.7.html&id=73

¹⁰Official HP of the European Union, Glossary. Access on 2.8.11 at:
http://europa.eu/legislation_summaries/glossary/equal_treatment_en.htm

Amsterdam Treaty

The Treaty of Amsterdam termed equality between men and women as objective and fundamental principle of the entire Community¹¹ (Article 2). Hence, the issue of equality between men and women was ought to be a priority task in all activities of the Community. Therefore all members were required to work on realizing gender equality in all areas (Article 3(2)). The Treaty of Amsterdam expanded the legal basis for promoting gender equality and enlarged its competences not only in context of equal payment but also in concerns of equal opportunities and treatment, employment and occupation (Article 141) (Directorate General for Science, 1998, p. 47). In this context, Article 13 declares the intention to combat all forms of discrimination whereas Article 141 entitles positive action as an appropriate measure in support of women (DGS, 1998, p.46).

Article 2

“The Community shall have as its task, by establishing a common market and an economic and monetary union and by implementing common policies or activities referred to in Articles 3 and 3a, to promote throughout the Community a harmonious, balanced and sustainable development of economic activities, a high level of employment and of social protection, equality between men and women, sustainable and non-inflationary growth, a high degree of competitiveness and convergence of economic performance, a high level of protection and improvement of the quality of the environment, the raising of the standard of living and quality of life, and economic and social cohesion and solidarity among Member States.” (Amsterdam Treaty, 1997, p. 22)

Article 3

“(2) In all the activities referred to in this Article, the Community shall aim to eliminate inequalities, and to promote equality, between men and women.” (Amsterdam Treaty, 1997, p. 23)

Nice Treaty

Positive action in favour of women has been again addressed in the Nice Treaty. There, the implementation of women’s promotion was recognised as an important measure to enlarge the participation grade of women in the labour market (Homepage of the European Union)¹².

¹¹Replaced by ‘European Union’ since the Lisbon treaty. (Article 2 (2a), 2007 C 306/42)). Access on 15.7.11 at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2007:306:0042:0133:EN:PDF>.

¹²Official HP of the European Union, Glossary. Access on 8.8.11 at: http://europa.eu/legislation_summaries/glossary/equal_treatment_en.htm.

Lisbon Treaty

The Article 2 of the Lisbon Treaty, in the current version of the European Union's Treaties, recalls that gender equality is one of the Union's prior values and a common principle of its members (Article 2 of the European Union Treaty (EUT)) (Homepage of the legal information service; HP of the European Union)¹³.

“The Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities. These values are common to the Member States in a society in which pluralism, non-discrimination, tolerance, justice, solidarity and equality between women and men prevail.” (Article 2)

Furthermore the Lisbon Treaty stresses the Union's commitment to implement activities in order to promote equality between men and women. As well it expresses the Union's will to set actions to combat inequalities and all acts of discrimination (Article 3, Article 10) (Publication Office of the European Union, 2010, p. 19, p. 55).

Charta of Fundamental Rights

The Charta of Fundamental Rights, adopted in 2000, was incorporated into the Lisbon Treaty in 2009 whereby it became binding (Homepage of the European Union)¹⁴. Inter alia it is stressing the prohibition of discrimination “on any ground such as sex” (Article 21) and requires that “Equality between men and women must be ensured in all areas, including employment, work and pay.” (Chapter 3, Article 23) (Publication Office of the European Communities, 2000, p. 13). Yet, at the same time, Article 23 additionally emphasises that despite the objective of equality, positive action must continue in order to act upon prevailing inequalities. “The principle of equality shall not prevent the maintenance or adoption of measures providing for specific advantages in favour of the under-represented sex.” (Article 23) (ibid.)

¹³ HP Juristischer Informationsdienst. Access on 8.8.11 at: <http://dejure.org/gesetze/European Union/2.html>; HP European Union, Glossary. Access on 8.8.11 at: http://europa.eu/legislation_summaries/glossary/equal_treatment_en.htm.

¹⁴ Official HP of the European Union, Glossary. Access on 8.8.11 at: http://europa.eu/legislation_summaries/glossary/equal_treatment_en.htm.

3.2.2 Gender equality policies, strategies and action plans

The Union's legal framework is supplemented by a series of various actions in order to take gender issues into account. Together, this combination of jurisprudence and targeted measure (see *Legal basics European Union*, p. 21 above) consolidates the European Union's policy for gender equality (Homepage of the European Union)¹⁵. The following descriptions only cover a selection of some of the most relevant and most current European Union policies, whereas the primary focus is exclusively lying on the activities of the European Commission. Its perspective was chosen as the initial point for analyzing European sport and gender policies even though it is necessary mentioning that there are several other organisations which emphasise relevant sport-political features (Mittag, 2010, p. 99).

Strategies and action plans

In 1996 the European Commission declared its intent to implement Gender Mainstreaming and to prepare activities based on the dual-track approach (Commission of the European Communities, 2000, p. 3). Compared to previous actions taken by the European Union, the mainstreaming principle marked a considerable change in the process of developing new policies as well as it led to the rethinking of those which had been yet existing (ibid., p. 2 f.).

2001-2005: Framework Strategy for equality between women and men

This five-year action plan was set out by the European Commission in order to establish a framework for actions upon gender equality (Communication of the European Communities, 2000, p. 2). It focused on five fields of action (economic life, equal participation and representation, social rights, civil life, gender roles and stereotypes) and addressed different gender-related issues emerging in those areas (ibid., p. 5 ff.).

¹⁵Official HP of the European Union, Glossary. Access on 8.8.11 at:
http://europa.eu/legislation_summaries/glossary/equal_opportunities_en.htm.

2006-2010: Roadmap for equality between women and men

Based on the experience of the preceding Framework Strategy, the European Commission formulated the Roadmap for equality between women and men for the period of the following five years. In reinforcing yet established successful measures and adopting new activities, the Commission identified six main areas (equal economic independence for women and men, reconciliation of private and professional life, equal representation in decision-making, eradication of all forms of gender-based violence, elimination of gender stereotypes; promotion of gender equality in external and development policies). Just like in the Framework strategy as well the Roadmap defined priorities and objectives for each area and described planned action in order to implement them in the target fields (Communication of the European Communities, 2006, p. 2). Aside from the six described prioritized fields, the Roadmap asks for a general stronger implementation of Gender Mainstreaming in all areas and policies. Therefore, it reaffirmed the dual approach (see chapter 2) as an essential course of action for proceeding successfully in the direction of equality between men and women (ibid.).

Charta of Women

In 2010, the European Commission adopted the Women's Charter which underlined the Commission's commitment to sustain the efforts of realising gender equality in each and every sector. Therefore the Commission articulated to bring forward specific measures particularly in five defined areas (Equal economic independence, equal pay for equal work and work for equal value, equality in decision-making, dignity integrity and an end to gender based violence, gender equality beyond the Union) and ensured to provide requisite resources for the implementation (European Commission, 2010a, p. 3 ff.).

2010-2015: The Strategy for equality between women and men

The Strategy is based on the experience of the Roadmap and aims to implement the objectives communicated through the Women's Charter (European Commission, 2010b, p.8). The Strategy addresses remaining gender gaps in order to pave the way for the "Europe 2020" the strategy for the upcoming decade (ibid., p. 3, p. 8) and names "key actions and detailed proposals" for the five priority areas described in the Women's Charter. Yet the Commission maintains the dual approach based on the principles of Gender Mainstreaming and positive action, in order to realize gender equality (ibid., p. 8 f.).

3.3 Sport policy and Gender Mainstreaming

The White Paper on Sport

In 2007 the European Commission adopted the White Paper on Sport which stated the first comprehensive framework for sport-related issues (European Commission, 2007b, p. 2). The White Paper builds an aid to orientation and basis for sport political strategies and policy making on a European level. It addresses the “Societal role of sport”, “Economic dimension of sport” and “Organisation of sport” as specific areas which, according to the experiences of the past, reveal relevant fields of action (ibid.). Concerning the topic of sport and its societal role, the Commission has pronounced to utilize “the potential of sport for social inclusion, integration and equal opportunities”. In line with the Roadmap for equality between women and men (see this thesis, p. 25), the Commission will foster the implementation of Gender Mainstreaming in all its sports-related activities. The focus of further action taken by the European Commission should particularly lie on women’s access to decision-making positions as well as the presentation and coverage of women in media. In addition the Commission underlined the importance of taking female immigrants and women with an ethnic background into account and permit non-discriminatory access regardless social origin or religion (European Commission, 2007b, p. 7).

Pierre de Coubertin Action Plan

The White Paper on Sport defines fields of action and provides the scope for activities implemented or supported by the Commission. In addition to the White Paper, the Commission set out the Pierre de Coubertin Action Plan which prepares further concepts and projects in detail (European Commission, 2007a, p. 2). Whereas the White Paper names sport-specific objectives and issues, the Action Plan supplies concrete solutions of how to confront them. In the upcoming years, the Action Plan will present important pointers for the Commission’s policies and actions. Although, however, this initiative concretes the Commission’s intention to get active toward several issues in the field of sport, the Action Plan is still respecting the autonomy of sports organisations and the principle of subsidiarity (ibid.).

Preparatory actions of the European Commission

The preparatory action launched in 2009 should support further policy-making and strengthen the development of further strategies in the field of sport. These activities aimed to identify suitable networks and monitor forms of best practices in the fields of sport and

- health
- education
- gender and
- disability.

In this framework, the Commission launched calls for proposals and finally chose beside fifteen other projects, three of which aimed to promote gender equality (Calls for proposals, Homepage of the European Commission)¹⁶.

3.3.1 The sport-related gender perspective of the Treaties

Even though the White Paper on Sport laid the foundation for targeted measures, it was only in 2009 that the Lisbon treaty raised the Commission's competences in the field of sport (see Article 6 of the Lisbon Treaty below). In consequence, if it comes to gender equality concepts in sport there have been solely scattered discussions taking place on an European Union level (see this thesis, p. 27, Preparatory action of the European Commission).

Article 6

“The Union shall have competence to carry out actions to support, coordinate or supplement the actions of the Member States. The areas of such action shall, at European level, be:

- (a) protection and improvement of human health;
- (b) industry;
- (c) culture;
- (d) tourism;
- (e) education, vocational training, youth and sport;
- (f) civil protection;
- (g) administrative cooperation.”

(Publication Office of the European Union, 2010, p. 54)

¹⁶ See: DG EAC, Sport Preparatory Action, 2009. Access on 9.6.11 at: http://ec.europa.eu/sport/preparatory_actions/eac-21-2009_en.htm.

Beside this general valorisation of sport itself the Lisbon Treaty builds the legal basis for the development of new concepts for gender equality and sport (Parrish, García García, Miettinen & Siekmann, 2010, p. 5). Through the adoption of Article 165 the European Union integrated sport in the discussion about gender equality and for the first time the field of sport has been respected as a special area with its specific gender-related issues and objects (ibid.).

Article 165 (*ex Article 149 TEC*)

“1. [...]. The Union shall contribute to the promotion of European sporting issues, while taking account of the specific nature of sport, its structures based on voluntary activity and its social and educational function.

2. Union action shall be aimed at:

[...]

— developing the European dimension in sport, by promoting fairness and openness in sporting competitions and cooperation between bodies responsible for sports, and by protecting the physical and moral integrity of sportsmen and sportswomen, especially the youngest sportsmen and sportswomen.

3. The Union and the Member States shall foster cooperation with third countries and the competent international organisations in the field of education and sport, in particular the Council of Europe.

4. In order to contribute to the achievement of the objectives referred to in this Article:

— the European Parliament and the Council, acting in accordance with the ordinary legislative procedure, after consulting the Economic and Social Committee and the Committee of the Regions, shall adopt incentive measures, excluding any harmonisation of the laws and regulations of the Member States,

— the Council, on a proposal from the Commission, shall adopt recommendations.”

(Publication Office of the European Union, 2010, p. 122)

3.3.2 The Sport perspective in the Strategy for equality 2010-2015

The European Union’s Strategy for equality between men and women 2010-2015 is the first one which particularly addresses the field of sport as a target area for gender equality actions (European Commission, 2010a p. 32, Homepage of the European Union)¹⁷. The Strategy stresses that stereotypes (in sport) violate the idea of equality and calls for the promotion of “non-discriminatory gender roles”. Furthermore it is pointed out that men as well should be considered as target group for gender equality actions and that their active participation may be necessary in order to proceed toward gender equality (ibid., p. 32).

¹⁷ See Official HP of the European Union. Sport as a horizontal issue in the strategy of equality (2010-2015). Access on 5.8.11 at:

“Rigid gender roles can hamper individual choices and restrict the potential of both women and men. Promoting non-discriminatory gender roles in all areas of life such as education, career choices, employment and sport is thus an essential contribution towards gender equality. Gender equality needs the active contribution, support and participation of men and policies should also address gender-related inequalities that affect boys/men such as literacy rates, early school-leaving and occupational health.” (ibid.)

3.3.3 Resolutions and Declarations on gender equality and sport

Dahmen emphasizes that the comprehensive work of women sports organisations plays an essential role for governmental policy making. It is mainly international congresses and organisation-crossing resolutions which have led to the specification of equality goals and the adoption of action plans on a governmental level (ibid., 2006, p. 312). Although declarations and resolutions such as the Brighton Declaration on Women and Sport (EWS, 1994) or the Beijing Declaration (UNESCO, 1995)¹⁸ have no binding value from a legal perspective (Mittag, 2010, p.99), they provide important policy recommendations toward women in sport. In this context, women sports organisations not only call on governments to strengthen their gender perspective but as well address regional and international sport organisations to force the recognition of gender equality (United Nations, 2007, p.5 ff.).

3.4 National policies and normative frameworks

Whereas Gender Mainstreaming established in international treaties and directives, by the time, equality laws and principles have been integrated into domestic legislation as well (Council of the European Union, 2005, p.6). After a period of delay, sports organisations are now supposed to have appropriate policies and action plans to promote gender equality (Collins, 2010, p. 220). In the context of national sport policies, the European Union's contribution is limited to supportive action without being able to interfere with national legislation. Not even the Lisbon Treaty which enlarged the European Union's competences on sport did anything to alter this (Lisbon Treaty, Article 4 and 5) (Publication Office of the European Union, 2010, p. 20). In general, governmental institutions are well-separated from non-governmental sports organisations on both national and European level (König & Gütt, 2010, p. 84). Even when it comes further down to regional federations and sport clubs, the national governments deeply respect the autonomy of sports organisations and the principle of subsidiarity (Publication Office of the European Union, 2010, p. 20).

http://europa.eu/legislation_summaries/employment_and_social_policy/equality_between_men_and_women/em0037_en.htm.

¹⁸See: “The Brighton Declaration on Women and Sport” and “The Beijing Platform for Action”, (United Nations, 2007, p. 6 f.).

Due to this principle, which underscores the importance of citizen-based policy making, it is the responsibility of each member state and its national and regional federations to regulate and handle the sport system and its sectors (Mittag, 2010, p. 99).

Quotation regulations

The implementation of gender quotation is one possibility to anchor gender equality, in accordance with the principles of Gender Mainstreaming, on a structural level. The quotation of gender in sport is a crucial issue especially when making appointments to committees. In some cases, a mandatory minimum quota of women is prescribed in the statutes and regulation as well as there may be a certain number of leading positions reserved for women. However, there is a wide difference in the set of rules and binding agreements (Dahmen, 2006, p. 315 f.).

4 Actors and Institutions

This chapter aims to detect the responsibilities and spheres of action within the process of Gender Mainstreaming, whereas it especially elaborates the allocation of competences in the spheres of sport. Thus, not only the role of respective individual actors, but also the role of networks and governmental institutions in charge has been analyzed.

4.1 Responsibility and spheres of action

Fields of action

Gender Mainstreaming as horizontal topic, should be incorporated in every process of decision making and in the daily work routine of organisations. Moreover, a gender perspective should be constantly respected in all measures and programs (Bergmann et al., 2004, p. 32).

Top-down approach

In contrast to positive action, the Gender Mainstreaming approach is intended to be implemented in a top-down procedure (Müller et al., 2005, p. 25). Therefore the responsibility for providing guidance of Gender Mainstreaming rests first and foremost with governmental bodies and the executive management of organisations. But to stream a gender perspective through structures and activities, it needs further contributors who design action plans and prepare framework conditions for their implementation. In addition, actors who may carry out concrete actions in order to put the developed project plans into practice are required (Bergmann et al., 2004, p. 32). In terms of a top-down approach, the theoretical allocation for Gender Mainstreaming responsibilities is well spelt out (Bergmann et al., 2004, p. 32). Thus, the following figure identifies the main actors in the process of mainstreaming gender and illustrates their responsibilities in their several spheres of action (ibid.).

Gender Mainstreaming Pyramid

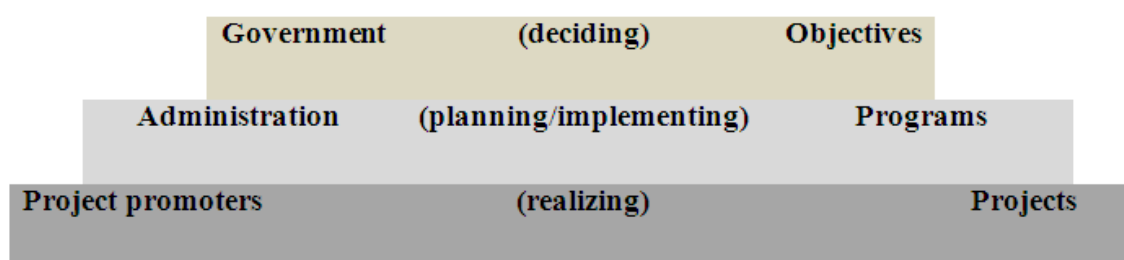


Fig. 1: Gender Mainstreaming Pyramid (modified according to Bergmann et al., 2004, p. 32).

This pyramid describes the hierarchy of competences, separated in terms of the top-down approach. It shows that the competence for initiating Gender Mainstreaming processes lies with governmental bodies whereas the responsibility for the development of action plans is given to administrative bodies. The implementation of concrete action is finally a task for project promoters who are consequently responsible for the realisation of specific activities (ibid. p. 32 f.).

4.2 Implementing institutions

• Governmental level

In general, political will to promote and employ an active gender equality policy, builds one of the most important basic assumptions for a successful implementation (see chapter 2, p.18). Thus it is the task of the political sphere to provide required resources, such as appropriate legal framework conditions. Also, it is up to governments to conduct equality objectives and ensure the persistence of action by forcing a binding nature of their decisions (Bergmann et al., 2004, p. 33).

• Administration and public institutions

In a top-down direction the governmental call for action addresses administrative bodies and public institutions. Following, it is their task to implement, the from above delegated directives and decisions within all organisations of the sector concerned. On the one hand, this means in concrete terms, to make sure that their own internal organisational structures and work processes are optimized and reshaped towards a gender perspective. This implicates that calls for action, funds and financial supports provided by administration and public institutions, are prepared in line with the principle of Gender Mainstreaming. On the other hand, administration and public institutions should act as contracting entity and therefore create the framework for concrete action such as projects. They are responsible for selecting appropriate activities which may serve best to meet the political directives. Additionally, it shall be incumbent upon them to control that project-promoters act in line with the defined project objectives (Bergmann et al., 2004, p. 33).

• Project-promoters

Usually, project promoters act upon specific calls for proposals launched by administrative bodies or public institutions. Project-promoters themselves may be organisations which are responsible for the realisation of extern contracts of administration and public institutions. In accordance to the administration's obligation to monitor the maintenance of compliance, project-promoters are demanded to report toward the correspondence of required and de facto implemented contents (Bergmann et al., 2004, p. 33f.).

The authors stress that the competence of project-promoters mostly may be limited to the principle implementation of action. Generally speaking, they have less influence on project goals and objectives. In some case it may be the promoters themselves who formalize proposals to a certain degree on their own initiative. Finally, however, it is the contracting authorities who decide upon the financial support which, as a result, sets them in the position to demand a certain framework of programs (ibid. p. 34 f.).

4.3 Implementing actors

In respect of the individual scope of action and the position held within the company participants may hold distinguish function and responsibilities to act toward Gender Mainstreaming (Bergmann et al., 2004, p. 35).

• Leaders and executives

Within an organisation it is the task of people in a leading position to initiate change process and therefore provide strategic directions. This means that executives not only have to declare their commitment to the implementation of Gender Mainstreaming but they are as well responsible to force and observe its proceedings (Bergmann et al., 2004, p. 35).

• Researchers and Experts

The role of Gender Mainstreaming experts is to provide professional support and consultation of the implementation processes (Bergmann et al., p. 35). Mainly in terms of technical support, researchers and experts can assist in adapting and developing tools and techniques and hold gender- trainings. Furthermore, their analyses may raise awareness for specific topics as well as provide proposals for solutions (Diketmüller, 2005, p. 104 ff.). Also, the expertise of researchers and experts built the foundation for policy making and be off importance for various stakeholders entrusted with decision making (DE HR, 2004, p. 23).

• Members of staff

Even though authors (Bergmann et al., DG HR) underline that certain aspects of the policy processes involve „specific actors”, in general the principle of mainstreaming gender expects everybody to be involved as collaborator in the mainstreaming process (DG HR, 2004, p. 23).

Hence it is every single employee in his/her specific area of competence within an organisation, who is, committed by the management and supported by experts (cf. gender

training), supposed to engage in the implementation of Gender Mainstreaming (.Bergmann et al., 2004, p. 36).

4.4 Transferability of contents

Hartmann-Tews et al. (2006) stress that in sport, the approach toward Gender Mainstreaming cannot be followed in the same top-down direction like in areas of employment or politic. Reasons for this conceptual incompatibility may mainly arise from structural specifics of sport systems (see chapter 2). First and foremost it is the grass-roots democratic patterns which hinder the classical top-down implementation. Due to the principles of subsidiary and autonomy of sport (see also chapter 3, p.29) it will be more important to integrate the “basis” and its entire decision making levels already from the very beginning of the implementation process. The successful down streaming of gender equality issues within the sport movements needs the will of federations and clubs to promote and bring forward an active engagement toward Gender Mainstreaming (Hartmann-Tews et al., 2006, p.99 f.). However, as experiences have shown so far, federations struggle hard to identify suitable persons in charge or committees in order to act routinely on the interest of Gender Mainstreaming. This is especially the case in terms of finding someone responsible for managing permanent structural changes. In contrast to single projects and temporally-limited activities, processes of restructuring are much more complex and demand a variety of additional resources (see also: prerequisites and critical parameter, chapter 2, p. 17). Hence discussions in terms of this issue are yet dominated by disagreement (ibid., 102 f.). In this perspective, the development of practicable gender equality strategies for the application in sport presents a major challenge, as underlined by the following quote: „Die Aushandlung des Zusammenspiels von Frauenförderung und Gender Mainstreaming gilt mittelfristig als eine der größten Herausforderungen für die Weiterentwicklung von Gleichstellungsstrategien im Sport.“ (Dahmen, 2006, p. 311)

Allocation of competences in sport

Despite the ongoing discussion about the distribution of competences regarding Gender Mainstreaming it may be rather inevitable that it is high boards and steering committees who have to centrally control and monitor the processes (Hartmann-Tews et al., 2006, p. 100). According to Hartmann-Tews et al. an approximation to the Pyramid-model (see p. 31) is revealing as follows:

- **Decision-making**

The initial impulse for changes has to be made by the leadership. It is necessary to make fundamental decisions upon the handling of Gender Mainstreaming in order to provide a sound basis for action (cf. top-down approach) (ibid.).

- **Planning/ Implementing**

Due to the democratic structure of decision making in sport, all levels of the organisation have to be integrated in the process of policy making. To include the grass-root organisations already in the discussion and planning process means that at this point the top-down approach runs up to its limits. Nonetheless, regarding the organisational constitution of sport, this bottom-up strategy may appear as appropriate in order to ensure the active engagement of contributors (ibid.).

- **Implementing**

In consequence to the bottom-up direction, it is up to every employee to consider Gender Mainstreaming as a personal task, whereas in regards of NPOs, it is the awareness-raising of the importance of the topic in order to ensure the engagement of volunteers (Hartmann-Tews et al., 2006, p. 101).

4.5 Representation of interest in Sport

Dahmen (2006, p. 312) divides the activities for gender equality in sport into three categories.

1. The appointment of structures of representation of interests for girls and women in sport
2. The realisation of specific programs which aim to support women's access to sport in general, - to male dominated sports as well as to leading positions (= women's promotion)
3. The incorporation of gender equality objectives and principles in the general development of sport (= Gender Mainstreaming) (Dahmen, 2006, p. 312)

Enhanced through difficulties as described before, Gieß-Stüber and Sobiech (2006) declare that it is still a very long way to go till Gender Mainstreaming is regularly anchored in the traditional structures of sports organisation (ibid. p. 12 f.). Therefore the establishment of autonomous equality structures may be seen as a respected alternative in order to meet political demand for gender equality and the international call for equal rights (Fasting, 1995, p. 11).

• **Gender Appointees and Committees for women in sport**

In many central sports institutions, organisational structures were established which should assure an active discussion toward gender equality matters. Currently these structures mainly served to guarantee the representation of women and their interests. In addition, several national and international sports organisations appointed a women's committee or at least a gender appointee in central panels (Dahmen, 2006, p. 312 f.).

• **Networks for women in sport**

Apart from the institutionalisation of women's interests within existing organisations, there have been as well separate institutions for women in sport established over the years. Particularly in an international context, the promotion of women and girls in sport has been anchored in special networks and organisations. Thereto Dahmen names several institutions which on a transnational and Europe-wide level reveal to be important (e.g. International Working Group on Women in Sport [IWG], International Association of Physical Education and Sport for Girls and Women [IAPESGW], European Women and Sport [EWS]) (Dahmen, 2006, p. 313).

5 Implementation

This chapter reflects on setting-specific method mixes and instruments and presents different tools which aim to put Gender Mainstreaming into practice. It further pays attention to more theoretical aspects and therefore looks for sport-relevant settings like sport projects and restructuring (change management) processes in sports organisations. Also, it illustrates related tools and working steps considering Gender Mainstreaming as a development process.

5.1 Different settings

The implementation of Gender Mainstreaming is more than just the integration of only one single method. Much more, it is a process which starts with a structured policy plan (cf. this thesis, chapter 4.2) and proceeds through applying a mix of several methods and instruments (Bergmann et al., 2004, p. 30). Putting Gender Mainstreaming into practice means, per definition, to (re)organise, improve, develop and evaluate policy processes (DG HR, 2004, p.19). Thus Sever (2005) identifies several specific settings and presents a “three-pronged approach” in order to meet the requirements of the strategy and incorporate an overarching gender perspective (ibid. p.10).

a) Gender as a transversal theme

To handle gender as a transversal topic means to integrate a gender sensitive thinking in the planning, implementing and follow- up performance of programs and projects (Analysis, Implementation, Monitoring and Evaluation) (ibid.).

b) Gender-specific programs

Gender-specific initiatives have the aim to reduce certain inequalities and strike the right balance in addressing specific gender-related issues like unequal wage¹⁹ (ibid).

c) Engendering organisations

Engendering an organisation calls for a systematically organisational development and a structured change management which call for structural and personal growth. Thereby, a gender sensitive perspective is required in procedures, staff competence, budgets, partnerships, organisational culture as well as in equal opportunities policy of an organisation (Sever, 2005, p.10).

¹⁹ See: Gender Budgeting. Access on 4.5.11 at: <http://www.imag-gmb.at/cms/imag/subcoverpage.htm?channel=CH0561>.

5.2 Methods and instruments of Gender Mainstreaming

Supporting the implementation of Gender Mainstreaming, there is a range of methods and instruments available. However, an overall “receipt” which would suit for each setting and every problem does not exist. The methods finally used depend on the setting and the questions asked so that they need to be selected and adapted in a case specific way (see. this thesis, chapter 4; Bergmann et al., 2004, p. 30). Nonetheless, there are several guidelines and field reports existing which give general recommendations for the management of implementation processes (Bergmann et al., 2004, p.47; Niemanis, 2007, p. 9). Manuals, checklists and handbooks provide not only gender knowledge but also give thematically, content specific suggestions how to handle Gender Mainstreaming in assigned terms of reference (Bergmann et al., 2004, p.31). The techniques and tools which are applied in Gender Mainstreaming are not new or explicitly- conceived for this equality concept. More than this it is a pool of methods and techniques for the aim of general policy processes which found entrance in the strategy of Gender Mainstreaming (DG HR, 2004, p.19).

5.2.1 Steps of implementation

The 4 Gender Mainstreaming steps

To implement Gender Mainstreaming in the sense of gender equality as a transversal theme the European Social Fund (ESF) developed an approach in four steps. This method should support the incorporation of the mainstreaming principle in general processes of Analysing, Planning, Implementation and Evaluation. Its core elements are adapted from the steps of general planning- and implementation processes:

- Gender Analyses
- The specification of equality objectives
- „Equality proofing“ of decisions, activities and policies
- Evaluation (Bergmann et al., 2004, p. 27)

That Gender Mainstreaming doesn't stop after having passed the step of Evaluation but restarts with a new Gender Analysis is clarified in the “Gender Mainstreaming spiral” illustrated below.

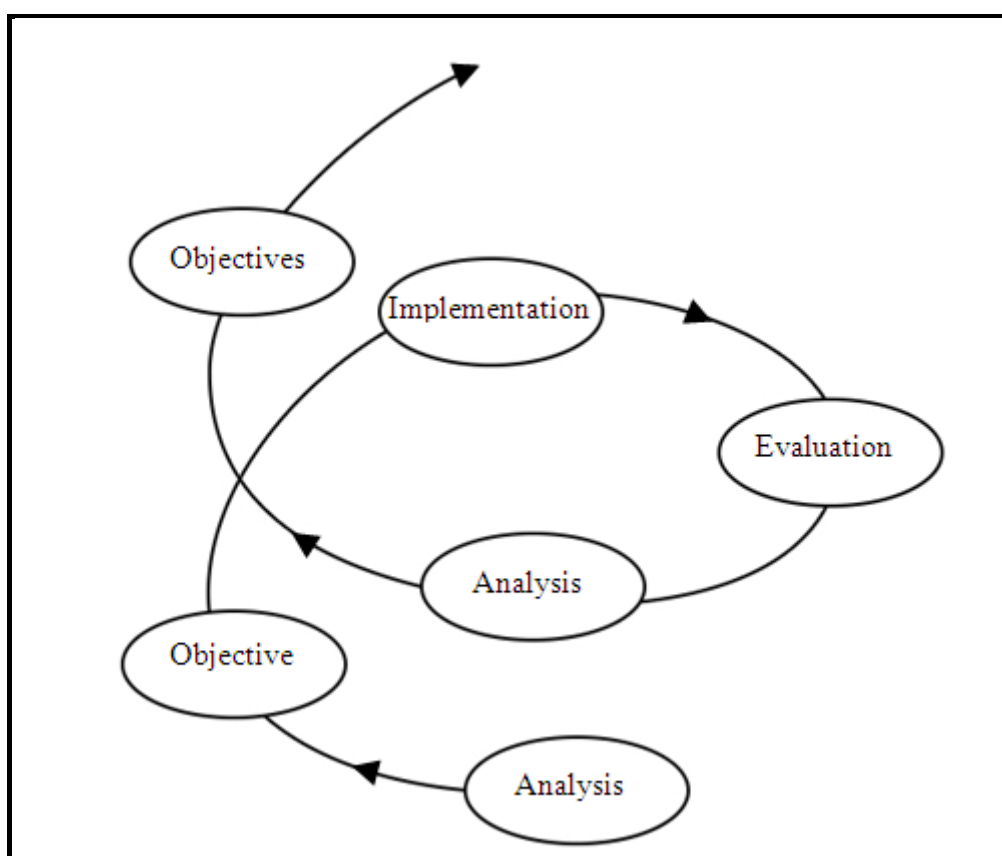


Fig. 2: The Gender Mainstreaming spiral (modified adapted from Bergmann et al., 2004, p. 28).

The Gender Mainstreaming steps aim to assess the applicable stages in the mainstreaming process and support the implementation of Gender Mainstreaming in a variety of different task fields. Going through these steps shouldn't be seen as a closed process but as a constant development. Thereby, the Evaluation is followed by a new Analysis and a renewed formulation of equality objectives (Bergmann et al., p.28f.).

5.2.2 The application of Gender Mainstreaming in sport projects

Project circle management

Gender mainstreaming in sport is commonly used in the field of development work and in this connection, its implementation is very well described and can be used for sport projects (Niemanis, 2007, Sever, 2005). Several of these recommendations available support the idea to cover all stages of project cycle management in order to realize Gender Mainstreaming in sport projects and programs (Sever, 2005, p.10). The stages within the cycle are varying - depending on the specific elaboration, organisation and task at hand- from six to ten steps but in general including Analysis, Consultation, Planning, Implementation, Monitoring and Evaluation (Niemanis, 2007, p. 10; Sever, 2005, p. 10 f.).

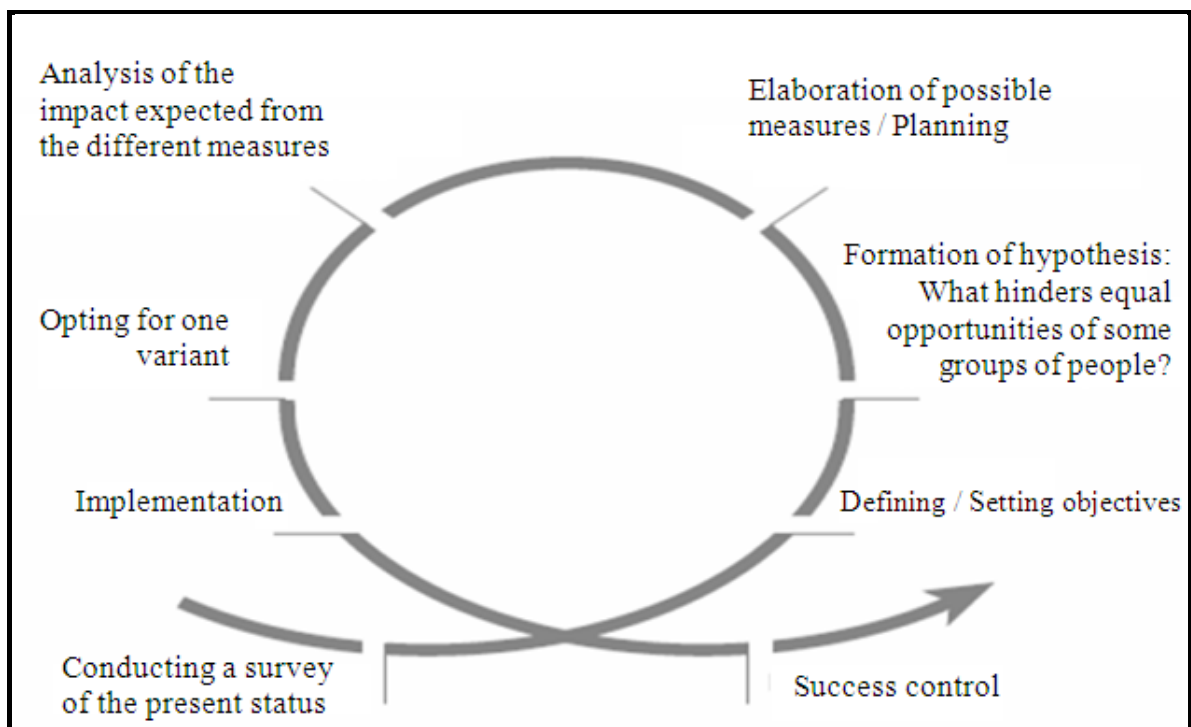


Fig. 3: Development loop of Gender Mainstreaming (modified adapted from Rosenbichler et al., 2007, p. 22).

5.2.3 Different tools of Gender Mainstreaming

Over the years a wide range of tools has been identified, adapted and separated further for the aim of Gender Mainstreaming. Thus, it is possible to group them into types of means according to the respective Gender Mainstreaming step (DG HR, 2004, p. 19; Bergmann et al., 2004, p. 30).

The listing below gives an impression of several groups of tools and techniques, applied in different stages of the mainstreaming process.

- **Topic-specific instruments**

Manuals and guidelines list key questions for each stage which can be adapted and used as support and red thread to improve someone's personal performance. Furthermore they help to make the selection for an appropriate tool-mix to develop a personally-tailored and successful project implementation (Sever, 2005, p. 10 f.).

- **Navigation instruments**

Instruments like Equality Controlling aim to ensure a structured realisation of Gender Mainstreaming and help keep track on developments during the whole implementation process (Müller et al., 2005 total).

• **Analytical tools**

Analytical tools and techniques are applied in the Gender Mainstreaming steps of Analyses and Implementation but also serve to handle objectives of Evaluation (Bergmann et al., 2004, p. 31). These tools built the basis for putting Gender Mainstreaming into practice and are mainly intended for policy-makers. Some examples include

- Gender Statistics
- Surveys and forecasts
- Cost-benefit analyses
- Research
- Checklists, guidelines and terms of reference
- Gender impact assessment methods and
- Monitoring (DG HR, 2004, p. 21)

• **Consultative and participatory techniques and tools**

Consultative and participatory techniques and tools may be used at all stages of the Gender Mainstreaming spiral. These tools support and accompany Gender Mainstreaming policies from their very beginning which shall help to increase effectiveness and efficiency. Some examples include

- Working or steering groups and think tanks
- Directories, databases and organisational charts
- Participation of both sexes in decision-making
- Conferences and seminars and
- Hearings (ibid.).

• Educational tools

Educational tools and techniques, too, found entrance in all steps of implementation. They serve to raise the awareness for gender-related issues and aim to train and prepare actors for the adequate utilisation of methods (Bergmann et al., 2004, p.31; Dikemüller, 2005, p. 104 ff.). Some of the possible educational tools are

- Awareness-raising and training courses
- Follow-up action
- “Mobile or flying expertise”
- Manuals and handbooks
- Booklets and leaflets and
- Educational material for use in schools (DG HR, 2004, p.21).

5.2.4 Gender Mainstreaming as systematic strategy

To approach the implementation of Gender Mainstreaming, respecting a strategic course of action, also implies an adequately strategic perspective for equality objectives (Rosenbichler et al., 2007, p. 19). As already emphasized earlier in this chapter, Gender Mainstreaming is a complex process on multiple levels, whose elements have to be constantly adapted, renegotiated and modified to the tasks at hand. Consequently, Rosenbichler et al. demand to negotiate goals and objectives on the widest basis possible and with utmost transparency (ibid).

“Eine [...] Grundannahme ist, dass Ziele auf einer Werte- und Normenebene, wie dies Gleichstellung und Gerechtigkeit nun einmal sind, in einer zunehmend demokratischen und weiter zu demokratisierenden Gesellschaft auf einer möglichst breiten Basis und mit höchstmöglicher Transparenz zu verhandeln und zu vereinbaren sind.“ (ibid.)

Strategic mix

In literature, it is highly recommended to combine different strategies, i.e. to use a strategic mix of techniques and tools. Not only because they have to be adapted to the respective policy area and level and the given personal and structural resources. A further reason is that none of the methods used separately is a “magic bullet”. This means that in some cases, a technique, if used alone, can easily remain a dead letter (DG HR, 2004, p. 21). Taking into account that responsibilities and actors vary with the respective implementation steps (see chapter 4), the process of Gender Mainstreaming can be summed up as follows:

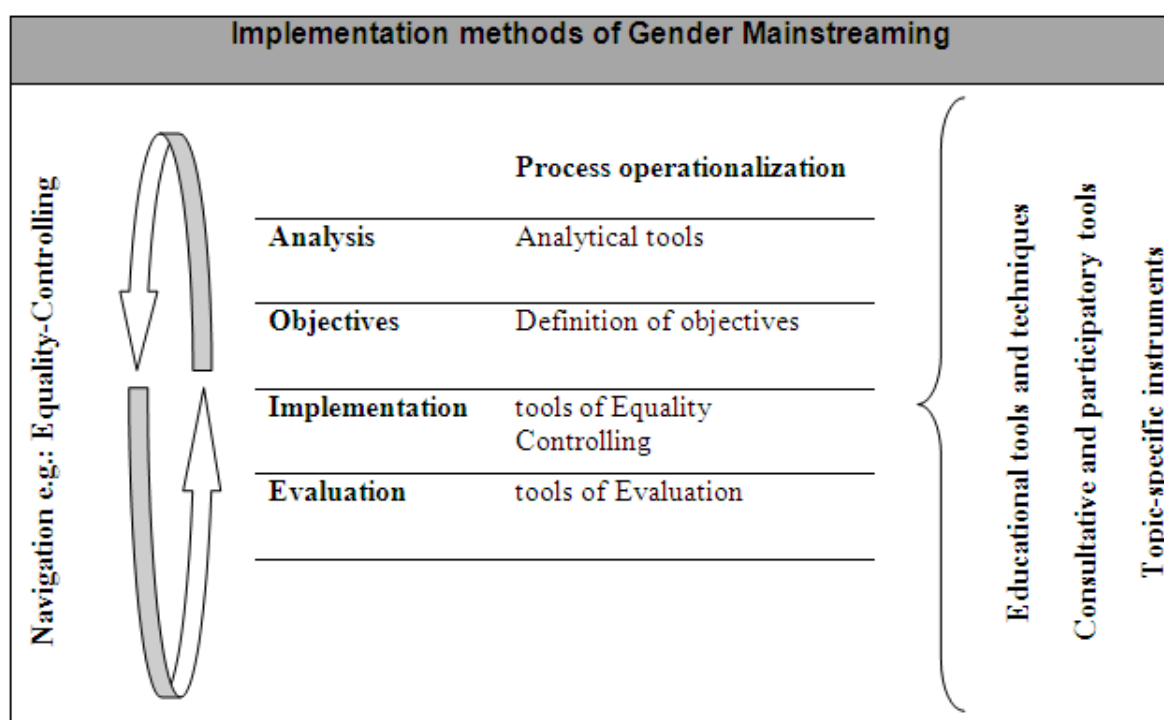


Fig. 4: Mix of methods (modified adapted from Bergmann et al., 2004, p. 31).

6 Research methods

Chapter six explains, in chronological order, the methods of the presented research project. Briefly summarized, the implemented research methods are illustrated in the table “research plan”, provided in section 6.1 below. Further on, this chapter also contains detailed descriptions of the conducted expert interviews, the transcription of conversation records and the creation of categories respecting the qualitative content analyses.

6.1 Research procedure

This study is conducted with qualitative methods. Its empirical part is structured in the data collection, data preparation and data analysis, shown in the following plan of research.

Research plan

Tab. 1: Research plan (modified in accordance with Gahleitner, 2005, p. 225).

Procedure of examination	Method
Data collection	Expert interviews supported by an interview guide - semi-standardized - deducted from theory - referring to the research questions at hand
Data preparation	- Recording - Transcription - Formulation of categories (in line with the interview guide and the theory)
Data analysis	Qualitative content analyses - structured summarization (in accordance with Mayring, 1990)

The above presented table should exemplify the chronological structure of the constructed research concept. In the following sections below, these steps will be further explained more precisely.

6.2 Qualitative data collection

6.2.1 Expert Interviews

The expert interview is a special form of structured guideline interviews, (Flick, 2002; Meuser & Nagel, 2009, p. 465 f.). In contrast to biographic interviews, the focus of expert interviews lies foremost on the interviewee's field-specific qualities as an expert. It is not his or her personality as such which is of main interest in case of this issue (Flick, 2002, p. 139). While Flick (2002, *ibid.*) especially emphasizes the relevance and advantages of a well-elaborated interview guide, Meuser et al. (2009) points out that expert interviews, by all means, can also contain narrative passages. Nonetheless the authors stress the open guided interview as one of the most appropriate survey instruments for expert interviews (Meuser et al., 2009, p. 472 f.).

The question of whom to consider as an adequate interviewee in terms of expert interviews (see also *sampling experts*, p. 48 in this chapter) is answered by Meuser et al. as follows:

„Zusammenfassend lässt sich festhalten, dass als Experte angesprochen wird:

- wer in irgendeiner Weise Verantwortung trägt für den Entwurf, die Ausarbeitung, die Implementierung und/oder die Kontrolle einer Problemlösung,
- und damit über einen privilegierten Zugang zu Informationen über Personengruppen, Soziallagen, Entscheidungsprozesse, Politikfelder usw. verfügt.“(ibid., p. 471)

Consequently, these aspects were intended to be taken into account in search of appropriate interview partners in terms of Gender Mainstreaming.

6.2.2 Sampling

Recognizing the assignments of responsibilities for the process of Gender Mainstreaming, it is mainly the “Gender Mainstreaming Pyramid” of responsibilities (see chapter 5), and its adoptions for the spheres of sport, which provided essential orientation points for the conceptual framework of the practical part. The consideration of this scheme gave direction to the entire process of sampling institutions, people and cases (Flick, 2007, p. 26 ff.) and provided criteria for identifying appropriate interview partners (Flick, 2002, p. 139 f.).

1. Selecting sites

a) Sampling countries

The idea for this thesis was, as already explained in the introduction (see chapter 1), to gain insights into possible concepts of Gender Mainstreaming in national and international sport settings. So in accordance with Flick (2007), the sampling of cases in order to meet posed research questions, followed different logics (ibid, p. 26). It was the intention to deliberately sample sites which would be promising to produce the widest possible range of variety and variation (“extreme and deviant cases”) but at the same time represent, to a specific extent, “typical cases” (Flick, 2007, p. 27 f. referring to Patton, 2002).

Extreme and deviant cases

Thus, within the first sampling step it was intended to consider European countries which were supposed to differ - due to their distinguished social -, health -, economic - and financial conditions (Allan, 2011, p. 2) ²⁰- widely in their handling methods of Gender Mainstreaming, so that a comprehensive and wide data pool of Gender Mainstreaming implementation modes could be created (see above “variety and variation- extreme and deviant cases”).

Typical cases

An additional sampling criterion was the current European Union member status, respectively non-member status of the chosen country. In line with the assumption that the European Union demands a common way of Gender Mainstreaming, it was assumed that possible occurring differences in national Gender Mainstreaming concepts were related to the active or non-active membership status. So finally the selected countries were not only supposed to provide insights into distinguished national concepts but also represent with their implementation options a specific group of member – respectively non-member states (see above “typical cases”). On the one hand, the existing connection to the Balkans through the assistance of the TEMPUS Balkan Sport Project was very useful in these terms. Thanks to these good relations it was possible to establish valuable additional contacts to people in charge of national sport. On the other hand, it was Ass. Prof. Dr. Diketmüller’s help in arranging contacts with international experts for gender and sport that served to specify and narrow the search in order to establish a well thought-out research concept. The following countries met best the requirements of this research project. Hence they were chosen to serve the analyses of national Gender Mainstreaming concepts in sport:

²⁰ See in addition: Country profiles. Access on 12.12.11 at:
<http://epp.eurostat.ec.europa.eu/portal/page/portal/statistics/themes>

1. Norway

Norway, one of Europe's wealthiest countries, is not a member of the European Union. It is, by statistical comparison, one of the richest countries in Europe, evinces an extraordinarily high living standard (Allan, 2011, p. 2) and ranks, not only in European terms, highest in social and economic conditions. It is, among other achievements, its outstanding gender equality-politics which is globally-reputable (Homepage of the Norwegian Embassy in Austria)²¹.

2. Austria

Austria has been a full European Union member since 1995 (Homepage of the European Union)²². Consequently, it is committed to the European Union treaties and regulations which theoretically provide, among other guidelines, the implementation of Gender Mainstreaming (see. this thesis, chapter 3). Being the home country of the authoress, it of course served as a kind of reference point for this study and also provided the basis on which the development of the research concept was built.

3. Balkan states

It was planned to include Ex-Yugoslavia states in the study because they were emphasized to provide an interesting counterpart to Norway and even to Austria. Due to their historical and political background, it is the Balkans which supposed to provide examples for some European Union applicant states²³ which are on their way to meet European and democratic standards (Galligan et al., 2007, p. 11 ff.). While at the beginning it was tried to establish the contact with Albania, Macedonia and Kosovo, it was, however, only Kosovo, which was included in the final analyses (cf. this thesis, section 6.3, p. 53).

²¹HP of the Norwegian Embassy in Austria. Access on 11.12.11 at:

http://www.norwegen.or.at/About_Norway/AuBenpolitik/europe/policy/.

²²See: Member States of the European Union, Official HP of the European Union. Access on 11.12.11 at:

http://europa.eu/about-eu/countries/member-countries/austria/index_de.htm

²³See: Candidates and potential candidates, Eurostat HP of the European Commission. Access on 11.12.11 at: http://epp.eurostat.ec.europa.eu/portal/page/portal/candidate_and_potential_candidate_countries/introduction/process_enlargement

b) Sampling international institutions

It was assumed that the European Union's gender equality policy would not only be relevant for its member states but that it would play a role beyond the Union's governmental borders. While the idea of the European Union's influence on national and transnational activities was elaborated through the interviews with the national experts, it was additionally the specific European Union strategies that were examined. To describe the international context of Gender Mainstreaming in sport the Sport Unit of the European Commission's DG for Education and Culture was considered to be the correct option in order to bring forth the Union's governmental perspective on Union-wide gender equality strategies in sport. The decision to include and scrutinize the international non-governmental perspective by means of ENGSO was born relatively late and is essentially owed to the suggestions of Mr. Ooijen, the representative of the Sport Unit. In the interview with him, he strongly emphasized the European Non-Governmental Sport Organization (ENGSO) as essential and a constant non-governmental partner for the DG EAC. Even more he arranged contact with Ms. Anna-Marie Hämäläinen, the communication officer of ENGSO and person in charge of the latest collaborative gender equality project between the European Commission and ENGSO.

2. Selecting people and sites

a) Sampling settings

For sampling sites on a national level it was the experts' knowledge about the governmental and non-governmental aspects of handling Gender Mainstreaming in sport which was required. Hence it was the national ministries in charge of sport which were selected to cover the governmental sector of sport while the national umbrella organisations of sport provided the non-governmental settings. The sampling of international settings, as already explained separately in the prior section, equally aims to elaborate the differentiated approaches of the governmental and non-governmental sphere.

b) Sampling experts

In terms of expert interviews, it is a "specific professional position or function" which serves as a criterion in the search and the selection of appropriate interview partners (Flick, 2007, p. 30). So for this study, the pool of experts is made up of one representative from the ministry (respectively an expert for governmental sport structures) and one representative from the national sports organisation (respectively for non-governmental

sport structures) per country. Similar to this, the international experts represent, on the one hand, the European Union's governmental counterpart to the national ministries and on the other hand the umbrella organisation for sport on the European level. In concrete terms, the presented experts were selected for the following reasons:

- Their experiences in handling Gender Mainstreaming in sport (e.g. Prof. Fasting, Herta Mikesch, Anna-Mari Hämäläinen)
- They could provide a great overview over setting-specific Gender Mainstreaming activities (e.g. Bart Ooijen, Ministry of Culture and Sport in Norway)
- Their high position they were holding which attributes them an active role in the mainstreaming process (e.g. Aferdita Fazliu, Besim Hasani)
- Finally, due to a comprehensive knowledge and international experience about the governmental and non-governmental structures of sport (Fritz Smoly)

Further information about the selected organisations and the experts' position are presented in tablet 3 (List of experts, p. 3: List of experts⁵⁵) below.

6.2.3 Contact development

In all cases, the initial contact was established via e-mail. Thus the first messages included an interview request and an introduction of the research project, which was as well varying, depending on the context, in its length and detail. In case of a positive response to the interview request, the experts were provided with detailed information about the overall context of the interview and the further application and usage of data. The clarification of framework conditions was followed by the arrangement of meetings and the fixation of the interview appointments (Froschauer & Lueger, 2003, p. 66 f.).

6.2.4 The Interview guide

In terms of expert interviews, a well-elaborated interview guide can provide helpful assistance in order to conduct an aim-oriented conversation. In regards to the previously defined research questions, the interview guide serves to keep the survey focused on the relevant themes and ensures through its application comparability and structuring of information. Nonetheless, is it designed flexibly so that a possible setting of priorities or the order of questions can be, pursuant to the actual requirements, easily adapted during the interview (Meuser et al., 2009, p. 474 ff.). In accordance with Pickel and Pickel (2009, p. 447) specific attention was given to the creation of the interview guide even more because it had to be elaborated in German and English language.

Structure of the interview guide

The centrepiece of the guide is built on seven topics (section B), each derived from theory and according to the personal research ideas. Subsumed to those are between three and six *main questions* which were again rendered more precisely through two to thirteen additional *sub-questions*. The interview beginning (section A) and the concluding part of the conversation (section C) were carried out by *opening-* respectively *additional questions* which finally led to the following layout:

Exemplary illustration of the interview structure²⁴

Tab. 2: Exemplary structure of the interview guides and posed questions

Topic	Main-questions (exemplary)	Sub-questions (exemplary)
A) Opening questions		
Sportive and (sport)political background	Could you please tell me something about your professional background? What do you find the most captivating in sports and sport policy?	How did you get to work in the field of sport policy? What are your fields of specialization?
B) Central questions		
I Gender Mainstreaming	What is it that makes Gender Mainstreaming different to other strategies? What are the biggest challenges in the implementation of Gender Mainstreaming in national sports? - In sports on a European level?	What is special and new on Gender Mainstreaming? What other strategies have been there in sport to achieve more gender equality? May you give some examples? How far do you think has Gender Mainstreaming been realized in sports?
II Treaties & Guidelines	What does the legal framework for Gender Mainstreaming look like on a national level?	Which regulations are binding for national sport systems? Which guidelines have an influence on national sport?
III Actors & Responsibilities	Who are the main actors of Gender Mainstreaming in sport on a national level? Whom would you name as a/ as the target group of Gender Mainstreaming? On a national and European level?	Who is responsible for the implementation on a national level? Which concrete actions are there to implement Gender Mainstreaming in sport? And which role do women networks and platforms play?
IV Double Strategy, Change management, Quota	Which possibilities do you know to implement Gender Mainstreaming successfully? How strong is the connection between (sport) programs for women and the strategy of Gender Mainstreaming?	How far is Gender Mainstreaming in sport understood as a double strategy? One way to react to gender inequalities is gender quotation. How does the sport system make use of women's quota?

²⁴Exemplary, one of the used interview guides can be found in the appendix

The Implementation of Gender Mainstreaming in European Sport

V International relations	How can the cooperation concerning Gender Mainstreaming in sport between different governmental and non-governmental bodies be described? How far are the main actors linked on a national and European level? Do you know of any financial aid or cooperation between the European Union and the Balkan countries?	Have there been any plans to cooperate any time soon? If so: Between whom/which countries/organisations? Could you give an example how this cooperation looks like?
VI Financing	Which donations/funds are there to support women in sport on a national/international level?	Who makes use of the European Union funds in respect to promote women in sport/Gender Mainstreaming?
VII a Controlling & Evaluation	How does Controlling and Evaluation of Gender Mainstreaming (projects) look like? How and where are the results documented? How is Controlling and Evaluation handled on a national level?	Who does the Controlling - at the EWS - in the European Union - on a national level Which Evaluation criterions do exist?
VII b Reporting & Monitoring	How does the report about Gender Mainstreaming in sport look like on a national/ international level?	Do any standards of reporting, Controlling, Evaluation exist on an international (European Union) level? If so: In which form?
C Additional questions		
	Is there anything else we haven't talked about? Something you would have found necessary to address concerning the interview topic?	Which aspects did we not talk about which would have been worth discussing as well?

The above presented structure shows exemplarily the general layout of the used interview guides. Of course, adaption has been made in accordance with the actual given setting and the current interview partner. The elaboration of theory-based interview guides intended to pre-structure and support the subsequent analyses (Pickel et al., 2009, p. 447 ff.). Nonetheless, the finally presented categories differ slightly from the topics elaborated for the guide. This, however, will be explained more precisely in section 6.4.1 (p. 61).

6.3 Preparation of data

6.3.1 Context description of the conducted interviews

The following section presents, in accordance to Froschauer et al., facts and figures in connection to the conducted interviews and provides a description of concrete framework conditions (e.g. time, duration, location, etc.) (ibid., 2003, p. 74 f.).

• Interview statistics

The conduction of the interviews was set up between the 8th of July and the 30th of August 2011. While two interviews (one with a female lecturer for sport in Kosovo and one with a lecturer of sport in Macedonia) were excluded from the further research process, the other eight conducted conversations served the subsequent analyses. Within these eight, there have been four experts informing about the governmental pillar and four experts representing the non-governmental sector whereas five of them were female and three of them were male.

• Location

Apart from one, all the presented interviews were conducted at the experts' working places. The only exception was the conversation with Mr. Hasani, the president of the Olympic Committee of Kosovo (OCK), which was led at a restaurant during the lunch break of a negotiation on Kosovan sport law (see table 3 below).

• Duration

While the interview guide was prepared for a possible conversation of about 90 minutes maximally, the duration of the official conversations generally ranged between 45 to 90 minutes in their length.

• Language

The two interviews with the Austrian experts (Mr. Fritz Smoly and Ms. Herta Mikesch) were conducted in German. For all remaining interviews, communication took place in English. In this connection the conversations with the Kosovan Director of the Department of Sport were realized through simultaneous interpretation (Albanian-English/ English-Albanian; non-professional), done by two officers working at the Department of Sport.

• **Special incidents**

Due to the fact that the translator of the first conversation with Ms. Fazliu couldn't afford more than 15 minutes, a second meeting was arranged which took place two days later. A massive traffic jam on the outward journey to Ms. Mikesch's working place caused a one hour delay of the arranged meeting time. Luckily, Ms. Mikesch was still free for some times so that the interview could take place after all. However, the conversation was much shorter than it was actually scheduled to be. Shorter interruptions caused by a ringing cell phone were the most frequent reasons for the disruption of the conversation. However, generally speaking, the interviews could be completed almost trouble-free.

• **Further arrangements**

All in all, the experts were making use of their names without anonymising data. In the case of the interviewees from the Norwegian Ministry of sport, it was agreed to term them as representatives of the Department of Sport. With Mr. Ooijen it was arranged for him to have a look at the usage of his statements and proofs to be made. Hence, it is possible to present the following data and information concerning the interviews that are included:

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Tab. 3: List of experts (following the suggestions for interview documentation in Gläser and Laudel, 2009, p. 119 f.).

Expert	Function/ position	Organization represented	Data and Duration	Location	Topical emphases
AUSTRIA					
Fritz Smoly (AUT)	Former Office manager of the State Secretary for Sport (2007-2008)	-	8.7.11 10:45-12:15 (90 min.)	Center of Sport Science, University Vienna Auf der Schmelz 6 Vienna	Budgeting, national and international financial support, sport structures, allocation of competences and responsibilities
Herta Mikesch (AUT)	Chairperson of the BSO women's committee	BSO	31.8.11 14:15-15:00 (45 min.)	Chamber of Commerce Melk Abt Karl Straße 19 Melk	Women's promotion, projects, legal framework
BRUSSELS					
Bart Ooijen (NL)	Sport policy officer of the Sport Unit	DG EAC of the European Commission	12.7.11 10:40-12:00 (80 min.)	Madou Plaza Tower Office, 20 th floor Place Madou 1 Brussels	Competences, legal framework, networks and cooperation
Anna-Mari Hämäläinen (FIN)	Communication and policy officer	ENGSO	13.7.11 11:40-12:30 (50 min.)	EOC European Union Office Conference room of ENGSO 2 nd floor Avenue de Courtenbourg 52 Brussels	ENGSO's gender politics, presentation of the WILD project: - contents, objectives, results

List of experts (continuation)

NORWAY					
Kari Fasting (NOR)	Professor for Cultural and Social Studies at the Norwegian School of Sport Sciences	-	21.7.11 11:00-12:00 (60 min.)	Department of Cultural and Social Studies Office Norges idrettshøgskole, Sognsveien 220 Oslo	Women's projects, networks, theory of gender equality in sport
Representatives Ministry of Culture and Sport, Norway (NOR)	-	Department of Sport Policy, Ministry of Culture and Sport	21.7.11 12:30-13:20 (50 min.)	The Ministry of Culture Conference room Akersgata 59 Oslo	National legal basics, quota system, gender equality and national sport structures
KOSOVO					
Aferdita Fazliu (Kosovo)	Director of Department of Sport	Department of Sport of the Ministry Culture, Youth and Sport	26.7.11 (1) (20 min.) 28.7.11 (2) (50min.)	House Of Sport Personal office City Center Pristina	National sport structures, financing, governmental tasks, sport policy
Besim Hasani (Kosovo)	President of the OCK	National Olympic Committee of Kosovo (OCK)	26.7.11 13:30-14:14 (45min.)	Restaurant Vila Germia Germia Park Pristina	National Women Sport, club statutes, law making processes

The above presented table illustrates the data and duration of the conducted interviews, the location where they were led and topical emphases which have developed within the conversations. Also, the table reveals the experts' field of competence and displays, if given, the organisations they represented²⁵.

6.3.2 Recording

Prior to the interviews, the experts' consent to record the conversation was obtained. Therefore, an appropriate written agreement with information about the use of data was drawn up, which, however was not necessarily used from any of the interviewees.

Technical data

Interviews were recorded with a ZEN stone plus MP3 player with an integrated microphone and recorder function. After each interview, safety copies were transferred immediately onto the laptop. Burnt to a CD, I am keeping the recorded conversations myself.

6.3.3 Transcription

The textualisation of the recorded conversations is the requirement for the further analyses and constitutes an essential intermediate step between the collection and the analyses of data (Flick, 2002, p. 252; Meuser et al., p.476). What should be noted, while various transcription systems are in use, a generally-valid standard did not manage to win through yet (Flick, 2002, p. 252). So, in accordance to Flick, it seems to be necessary to reflect upon someone's individual research requirements in order to identify the most functional and appropriate course of action within the variety of scientific advices (ibid., p. 254).

²⁵ Notice: Although Prof. Fasting and Mag. Smoly were interviewed against the background of the university, it was, however, not directly or solely the University that they were representing.

Paraphrasing

In terms of expert interviews, different authors (Flick, 2002; Meuser & Nagel, 2009) recommend the sequence of texts in regards of topic. Through this method, the transliteration of interviews can be if sufficiently accurate, adequately-simplified, which justifies its application as a common transcription mode. Contrary to biographic interviews, it is the consistent practice that the transcription of expert interviews is less elaborately realized (Meuser et al., 2009, p. 476). Thus Flick (following Bruce 1992) emphasizes the handling of transcription to be easily learned, comprehensible, of simple readability and serve as a manageable interpretation (ibid., 2002, p. 253). However, here it was intended to stick as closely as possible to the originally spoken and as demanded in Meuser et al. (2009), to make sure that any paraphrases represent and follow the proper sense of the conversation course (ibid., p. 476).

Rules of transcription

In search of an appropriate transcription system, it was mainly Flick 2002 (p. 252) and Flick 2007 (p. 52), which served as a basis for what is presented here. The following section shows which forms of transcription were considered as the most convenient regarding the personal research demands (Flick, 2002, p. 254 f.).

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Tab. 4: Rules of transcription (adapted after Drew 1995, p. 78; cited by Flick, 2002, p. 254).

Transcription	
Spelling	Conventional
Punctuation	Conventional
Indirect speech or verbatim quote	Conventional
Breaks (very short)	(.)
Breaks a few seconds	(..)
Uncertain word(s)	(approximately sounding word(s)...? time code)
Incomprehensible word(s)	(...? time code)
Overlapping speech/ Simultaneous talk	Person A: text # Person B: # text
Layout	
Font	Times New Roman 12
Line numbers	continuously, across all pages of the document
Heading line	First page: Name of the interviewee, Place, Data, Duration of recorded talk Following pages: Name, represented institution
Interviewer	I: Interviewer
Interviewee	B: First character of the First name
Translator	Translator:
Anonymization	W1: Woman 1 W2: Woman 2 (cf. exemplary transcript below)

Example for a transcript

Representatives of Ministry of Culture and Sport, Norway
Date: 21.7.11 Place: Ministry of Sport, Oslo
Duration: 48:35

1 *Till 1:18 clarification about the use of data, information about the research plans*
2 So can we talk a little bit about your professional background?
3 W1: We both have a background from the PI collage in Oslo so we both have a background
4 within sports. Also professionally.
5 W2: Yes.
6 I: And the ministry of culture how far is it dealing with sports here in Norway?
7 W1: The ministry of Culture is the ministry who is responsible for the sport policy here in
8 Norway.
9 I: I think the Norwegian system of sport is quite comparable with the Austrian. So it stands a
10 lot for itself. Is that right?
11 W1 & W2: Mhm.
12 I: So that the governmental influence is not that high is that right?
13 W1 & W2: Mhm, that is right.
14 I: So which fields of sports are the ministry dealing with? What are the competences or the
15 objects you are dealing with?
16 W1: Well the overall level we are responsible for the politics. But the sports movement in
17 itself are autonomous which means that we give grants to the Norwegian sport federation to
18 the confederation of sports.

Fig.5: Excerpt of transcript with representatives from the Norwegian Ministry of Culture and Sport (in accordance with Flick, 2007, p. 53).

After consultation with the interviewees about the clarification of possible anonymity, the transcripts have been converted into PDF, saved on CD-ROM and are now available.

6.4 Qualitative data analyses

The analyses of interview data followed the principals of qualitative analyses methods and were especially directed towards the qualitative content analyses by Mayring (1990). The aim of the analyses was to summarize the information from the respective governmental and non-governmental counterparts in order to present the (inter)national perspective/the (inter)national strategies of implementing Gender Mainstreaming. The concrete steps of analyses are explicated in the following section.

6.4.1 Qualitative content analyses

The chosen method for analyzing and structuring the collected interview data is the qualitative content analysis, among others described in Mayring 1990 (p. 85 ff.). This method is particularly suitable for a systematic theory-based processing of text material. Inter alia, its different forms provide further possibilities to conduct a well described tailored approach for the own research requirements (Mayring, 1990, p. 86).

Form of analyses: Summarization

The form of analyses presented in this thesis is described in Mayring (1990, p. 86) as summarization, one of the basic forms of qualitative content analyses. In this context abstraction is a method to create a clearly structured “corpus” and reduce data material so that the “essential contents” (regarding the research question) preserve, however (Mayring, 1990, p. 86).

Category system

The elaboration of a category system should help dissect material in order to prepare/adjust data for further analyses and in case of this study, for a comparative summarization. So it is foremost a theory-based category system (deductive approach) which is, however, adapted to the provided interview information (inductive approach) which should serve to summarize and compare the interview material in regards to the posed research questions and assumptions in a traceable, comprehensive way (Flick, 2002, p. 266).

Developing categories

In the first confrontation with the interview transcripts to be analyzed, it was the theory-based structure of the interview guides which helped to create an initial overview. The following approach in the next analysis step led to some adaptations however. So it was that the already existing ideas and concepts were adjusted to the established current state of knowledge and enriched with aspects revealing from the experts' emphasis (Flick, 2002, p. 279). In this connection a category system was finally established, which contains six main categories and various sub-categories, whereas the latter were constantly differentiated and refined during the repeated runs of context analyses (Mayring, 1990, p. 87). Subsequently, this was followed by a description and an explanation of the elaborated categories which, inter alia, follows the demand of inter-subjective traceability (Flick, 2009, p. 487 ff.).

The final step in the process of encoding was the organisation and subsumption of text materials to the appropriate categories. Therefore, the line-by-line numbering of transcript protocols served to document the adequate use of paraphrases and text passages in the following summary and interpretation (Meuser et al., 2009, p. 476).

Summarization

The ensuing summarization of contents, de facto builds the central part of the empirical elaboration of this thesis (Mayring, 1990, p. 68). In accordance with the defined and expatiated categories, two different presentation forms of summarizing data were carried out (see chapter 7).

a) Summary by setting

The first form of presentation aims towards the successive presentation of the four different national - and the European Union- example cases in line with the afore defined categories. Therefore the results from the respective governmental and non-governmental experts were collected in order to form the “National-perspective” and in terms of the international experts, to built the “European perspective”. The presentment of relevant statements was carried out by indicating the appropriate text passages (log records) and their additional explanation in own words. Thus, these elaborations already contain interpretative notes to a certain extent.

b) Summary by categories

In contrast to the above described analysis technique, which was elaborated in a way to stick closely to the original text, the second form of presentation is completely freed from literal statements and arranges the previously collected results of (inter)national example cases per category.

Interpretation

The collected data has not only been summarized but also interpreted in different ways. On the one hand, chapter 8 provides a comprehensive interpretation in regards to the originally posed research questions and formulated assumptions while involving relevant literature. On the other hand, it is the “summaries per country” which were as well followed by short interpretations.

6.4.2 Description of categories

• Current status of Gender Mainstreaming

- Different means of access
- Social and cultural context
- Latest focus on gender- related issues
- How far is it on the agenda?
- Resistance

The category „Current status of Gender Mainstreaming“ clarifies how far and in which terms Gender Mainstreaming is even targeted, respectively considered as an issue within the selected settings. Thus five sub-categories depict the status quo in sport and provide a more differentiated look on the initial situation for the implementation of any gender-sensitive concepts and strategies.

The first sub- category „Different means of access“ exemplifies in which divergent contexts Gender Mainstreaming in sport can be approached. Also, it is the problematic nature of conceptual lack of clarity which is addressed here.

The sub-category "Social and cultural context" seeks to answer the question about an eventual interdependence between the current status of Gender Mainstreaming in sport and actual societal/cultural conditions. In this section statements about possible prerequisites for Gender Mainstreaming are collected as well as positive and negative impacts on its proceeding in sport are presented.

The next sub-category “Latest focus and problem definition” provides insights which issues concerning gender were currently identified in sport respectively which subjects, in the opinion of the experts, should urgently get more attention.

The sub-category “How far is it on the agenda?” refers to the question about an active engagement for gender-related issues and how far an explicit Gender Mainstreaming strategy is on the agenda of (sports) organisations in charge.

The fifth sub-category identifies if and where Gender Mainstreaming in sport leads to any kind of resistance as well as it tries to figure out the possible reasons thereof.

• **Guidelines and Regulations**

- Competences and legal basis
- Guidelines
- Quota system in sport

Divided into three sub-items, the second category involves the presentation of binding directives, non-binding commitments and provides what experts emphasized about women's quota in sports organisations.

The first sub-category discusses the governmental and non-governmental perspective of competences and breakthrough rights and explains which legal basics exist for the implementation of Gender Mainstreaming.

The second sub-category clarifies if there are even guidelines for the implementation of Gender Mainstreaming and if so, for whom they would be binding.

The last sub-category picks up the discussion about gender quota in sports organisations and questions how the selected examples meet this issue.

• **Actors and Institutions**

- Implementing actors
- Implementing institutions
- Cooperation and Networks

Category three presents actors of awareness raising, policy-making and the implementation in the context of Gender Mainstreaming and emphasizes their relevance for the implementation. Thus, within the three sub-categories it is distinguished between the responsibility and engagement of individual actors and entire organisations as well between national and international spheres of responsibility.

The first sub-category discovers the responsibilities of individuals for Gender Mainstreaming and reflects upon their area of competence.

In a further step, sub-category two scrutinizes which spheres of influence concerning Gender Mainstreaming in sport are attributed to national and international institutions and which organisations are named in this context.

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The sub-category “Cooperation and networks” includes the expert’s appraisals concerning the importance of (women’s sport) networks for moving towards equality matters and illustrates which working relationships between different actors currently exist.

• **Implementation**

- Implementing options and methods
- Financing
- Projects

Category four deals with different possibilities of realizing Gender Mainstreaming in sport systems. In this connection the three sub-categories focus on different aspects which are of divergent importance for the national and international level.

Category 4.1 presents different options and methods of working on gender-related issues in sport presented by the experts.

Point 4.2 “Financing” deals with the financial aspects of supporting and advancing Gender Mainstreaming activities and locates possible monetary resources.

The third sub-category pictures the expert’s opinion regarding the potentials of project work and scrutinizes the value of women’s projects in terms of Gender Mainstreaming in sport.

• **Evaluation**

Although the Evaluation of Gender Mainstreaming may be seen as a possible aspect of the implementation process, it is, however, separately targeted in category five.

This section explains how the Evaluation of Gender Mainstreaming can look like, which forms of Evaluation are realized and if Evaluation of Gender Mainstreaming is ever an issue in any form.

• **Controlling**

Similar to the *Evaluation of Gender Mainstreaming*, the issues around the topic Controlling are as well separately targeted.

The last category refers to the handling of the Controlling options of Gender Mainstreaming and points out the difficulties evoking with its implementation in sports. This section shows in which form Controlling - if ever- is implemented in sport and who is responsible for it.

7 Data overview

Respecting the above described categories, this chapter presents the interpretation and summarization of collected data following the principals of summarizing content analysis. Section 7.1 provides the results structured per country- respective per setting. Ordered according to the time of conduction, the presentation starts with the collected data from Austria and continues with the summarized data from DG EAC & ENGSO, Norway and Kosovo. Section 7.2 is about the summarization of collected data subsumed under the six categories. Thus, it is the international results which are presented prior to the national elaborations.

7.1 Summary of results by setting

7.1.1 Austria

1. Current status of Gender Mainstreaming

1.1 *Different means of access*

For Ms. Mikesch, problems in implementation of Gender Mainstreaming are related to the fact that the concept of Gender Mainstreaming is widely unknown in Austria.

„Es wird überall diskutiert, aber weil sich viele Nichts darunter vorstellen können, kommt es nicht durch, denke ich.“(213-215)

Moreover she thinks that the differences between Gender Mainstreaming and the promotion of women aren't always communicated clearly.

„Bei uns in der Kommission ist es natürlich klar, dass Frauenförderung und Gender Mainstreaming nicht dasselbe ist. Aber mir ist natürlich bewusst, dass das nicht überall selbstverständlich ist. Viele können sich darunter Nichts vorstellen.“(199-208)

She claims that Gender Mainstreaming is only known in areas where awareness-raising and gender-sensitive education takes place - e.g. in political and academic spheres. Also, she regrets that this concept doesn't become accessible to a wider public.

„Und ich denke, das Bewusstsein ist einfach nicht wirklich geschaffen. Da sind halt alle Diejenigen, die sich einmal irgendwann mit dem Thema beschäftigt haben. Ich denke dass vor allem ihr Studentinnen sehr gut seid in diesem Thema, und halt alle die irgendwann in der Politik wo gewesen sind, weil von dort kommt es ganz einfach.“(219-223)

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Also, Mr. Smoly feels that in Austria, the awareness for Gender Mainstreaming isn't pre-existing to a large extent:

„Der Begriff Gender Mainstreaming ist ja nicht ein frauenspezifisches Anliegen. Die meisten glauben ja immer Gender Mainstreaming ist gleich Frauenförderung. Ist es ja nicht.“ (79-80)

He sees problems in the implementation coming with a blurred separation of concepts and vague wording-

„Die Auswechslung des Budgetpostens „Frauenförderung“ in „Gender Mainstreaming“ erzeugte selbst bei Spitzenbeamten Unklarheit: Auch Spitzenbeamte unter Anführungszeichen haben nicht gewusst, was das heißt.“ (82-84)

-and claims that even the media who should be - according to him - mainly responsible for the enlightenment, don't know what Gender Mainstreaming is.

„Naja, dass die [Medien] auch nicht aufgeklärt sind, was das [Gender Mainstreaming] eigentlich heißt.“ (261)

1.2 Societal and cultural context

To describe the situation of women in organized sport in Austria, Ms. Mikesch sees issues in women and a leading position and the underrepresented role of sportswomen in media. Moreover there are, up to her, societal issues which occur not only in the environment of society, but as well in the world of sport. From her point of view, the situation in sport is even worse than in other sectors due to the fact that the efforts to change the misbalance between genders in sport have only started recently.

„Ich denke, dass wir im Sport noch um einiges schlechter gestellt sind, als in anderen Bereichen, weil wir mit dem Thema- da sind wir glaube ich wirklich am Anfang. Frauen und Gender Mainstreaming- da sind wir im Sport zu Beginn der Arbeit. Die Politik hat da schon viele Jahre viel intensiver gearbeitet – bzw. die Politikerinnen- und sind natürlich auch schon eine Vielzahl mehr als jetzt im Sport. Und wer soll die Idee tragen, wenn es die Köpfe dafür nicht gibt?!“ (248-253)

„Es gibt ja kaum Frauen als Funktionärinnen in Österreich, da sind wir eine ganz kleine Gruppe an Frauen derzeit. [...]. Es gibt kaum Trainerinnen, es gibt kaum Betreuerinnen und da sind wir von der Frauenseite ganz schlecht aufgestellt. (16, 17-20)

„Die Situation der Frauen im Sport ist sicherlich eine sehr sehr schwierige. Von 60 Fachverbänden gibt es zwei Frauen, zwei Präsidentinnen. Bogenschießen und Reiten. Also das hat nichts mit der Sportart zu tun.“ (118,121,122,123)

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Both experts focus on the relation between the situation in society and current status of Gender Mainstreaming in sport. For Mr. Smoly women's double and triple bind is the main factor while for Ms. Mikesch this explanation for the lack of women in leading positions ranks only on second place. She sees the main problem in the lacking self-confidence and women's low belief in their abilities.

Ms. Mikesch: "Ich denke eines der Themen, dass wir hier haben ist, dass Frauen viel zu wenig Selbstwertgefühl haben. [...]. Also das ist eine ganz wichtige Frage, die Frauen sich immer wider stellen: 'Kann ich das?' [...] Und da ist natürlich die Herausforderung für eine Frau- die hat immer im Hinterkopf: ich habe Familie, ich habe Partner, ich habe Kinder und das muss ich alles unter einen Hut bringen." (55, 56, 61-63)

Mr. Smoly as well, pointed out that there is a connection between the whole societal situation and the poor number of women in leading positions.

„Eine Frau, die unzählige Aufgaben hat, die gerne selber Sport betreibt – was soll die noch eine Funktionärsaufgabe übernehmen- und wenn, dann wird sie das in ihrem unmittelbaren Wohnbereich machen, dass sie keine Fahrzeiten hat. Aber dann hat sie kein Interesse noch höher hinauf zu kommen in Bundesfachverband oder BSO.“ (147-175)

But even though Mr. Smoly is aware of the fact that women are less represented in boards and he thinks that there should be more women in leading positions, he is convinced that this problem will solve itself by the time. From his point of view the solution of gender-related problems should be nothing the world of sport interferes with.

„Auf Grund der gesellschaftlichen Situation haben Frauen noch immer die Hauptbelastung bezüglich Hausarbeit, Erziehung und zusätzlich noch Beruf. Daher haben sie wenig Zeit ihre Freizeit zu genießen und in der Freizeit Sport zu treiben.“ (57-61)

„Ich meine, das ist ein Problem, dass ist nicht sportimmanent und daher soll man dieses Problem aus dem Sport heraushalten. Das ist ein gesellschaftliches Problem und wird, sag ich jetzt einmal wahrscheinlich noch zwei Generationen dauern.“ (154-156)

1.3 Latest focus and problem definition

Mr. Smoly's and Ms. Mikesch's different ways of looking at gender-related issues lead to dissimilar recommendations of handling the problem: For Mr. Smoly the occurring misbalances in sport aren't primarily problems of sport but societal issues and from his point of view, the BSO should question if working on gender issues should de facto be one of its objectives.

Mr. Smoly: „Es gibt unzählige Programme. Zum Beispiel die Bundessportorganisation. Die Bundessportorganisation hat zwei Programme zum Schluss gehabt wo ich sage: 'Ist das Aufgabe einer Bundessportorganisation etwas zu machen für zum Beispiel für die Möwe?' Das ich irgendetwas sammle und denen (...). Ja. Ist das ein Sportanliegen, ja?“ (390-394)

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Ms. Mikesch thinks that the situation of women in Austrian sport is very much related to the „basic attitude” of women. For this reason she believes that it would be worth to bring forward education or trainings courses for women in order to give them the self-confidence to apply for higher positions.

„Die Lage der Frauen im Sport in Ö. hat sicher etwas mit der Grundeinstellung der Frau zu tun. Deshalb glaube ich, dass wir in Richtung Ausbildungsschiene für Frauen nachdenken müssen, dass wir denen mehr Vertrauen geben, dass sie sagen: 'Ich kann das, Ich nehm die Position, ich traue mir das ganz einfach zu.'“ (82-85)

Concerning top sport Herta Mikesch thinks that there is an issue in women and media while Mr. Smoly is of the view that top sport is the one sector which is like no other in sport equal for men and women.

Ms. Mikesch: „Wir haben natürlich immer auch mit dem Thema zu tun wenn es um die Sportlerin geht dass man ganz einfach sieht- es ist der Körper eben ein sehr wichtiges Detail im Sport. [...]. Der Sport alleine ist zu wenig bei der Frau. Sie muss schon sehr eloquent sein und sie muss noch ein tolles Aussehen haben also da kommt schon vieles dazu, wo einfach ganz anders geschaut wird.“ (103-105)

Mr. Smoly: „Im Leistungssportbereich hat es schon immer diese Gleichstellung gegeben. Weil eine gute Frau ist gefördert worden, wie ein guter Mann.“ (320-321)

1.4 How far is it on the agenda?

Even though Ms. Mikesch stated that the women's committee is dealing a lot with Gender Mainstreaming, she claimed that there is no overall concept of how to handle it in the Austrian non-governmental sport spheres. At the time the interview with Ms. Mikesch was held, the women's committee was about to discuss its role in the implementation process and it wasn't clarified how far it should feel responsible for Gender Mainstreaming activities.

„Es gibt Einzelprojekte, aber es gibt leider nichts Verbindendes darüber. [...] es gibt halt auch nicht viele Untersuchungen dazu im Sport. Und wenn es Untersuchungen gibt, sind die zum Großteil aus Deutschland oder aus anderen Ländern. In Österreich haben wir fast gar nichts. [...]. Das sind eben so Punkte, die ich nächste Woche in der Klausur besprechen möchte, dass ich sage: 'Schaffen wir es irgendwie, die Sachen besser zu verbinden? Sind da wir, als Kommission, die Richtigen, oder muss es da etwas Anderes geben?'“ Einen Überbau eben.“ (304-311,315-319)

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For Mr. Smoly, Gender Mainstreaming in Austria is comparable to activities for environment protection. He thinks that such topics may rise in the priority-list whenever economic circumstances are permitting, but are ranged in the back if problems occur that seem more important.

„Ich sag Ihnen jetzt was ganz was Böses und da bin ich wider beim Umweltschutz. Der Umweltschutz hat dann Priorität, wenn Geld da ist, und wenn es uns allen gut geht. Das heißt, wenn die Wirtschaft einen Knick hat, so wie es jetzt war 2008/2009, ist der Umweltschutz eigentlich zurückgetreten. Und ich glaube auch, so ist es in der Frauenpolitik wenn es da irgendwo- und jetzt hat die EU einen ganz anderer Thematik vorrangig zu behandeln, so ist das Genderproblem halt eher in den Außenbereich gerückt. [...]. Man behandelt es und es ist wichtig, aber es ist nicht in der Prioritätenliste an vorderster Stelle und es ist, je nach Wetterlage rutscht es weiter nach hinten und das ist auch in Österreich so.“ (755-766)

1.5 Resistance

Ms. Mikesch has often experienced resistance on different levels against different topics in her daily work. She told that even women are often negatively-disposed to planned activities. The deepest problem, the way Ms. Mikesch is seeing it, is that in Austria the awareness for Gender Mainstreaming and gender-related issues in sport are not pre-existing.

„Widerstand ist ja auch von Seite der Frauen zu spüren und ich denke, da ist einfach das Bewusstsein nicht wirklich geschaffen.“ (217-220)

„Also ich denke mir, das wir da sicherlich noch auf dem Stand sind, dass man jetzt nicht raus gehen kann und dir jeder erklärt, was Gender Mainstreaming ist. Man kann sich darunter nichts vorstellen und dadurch gibt es auch ganz wenige Projekte.“ (234-236)

„Wenn wir Frauen unsere eigenen Sportarten, unsere eigenen Dinge nicht annehmen- wer sollte es tun für uns? Und dieses Bewusstsein fehlt ganz einfach. Dieses Bewusstsein haben wir nicht.“ (290-292)

Fritz Smoly thinks that the reason why Gender Mainstreaming may be criticized is related to the fact that with the implementation of Gender Mainstreaming the workload increases. Up to him it is not the topic as such which leads to any form of resistance.

„Widerstand ist eher da wegen dem Arbeitsaufwand. [...]. Ich glaube, dass der Hauptgegner die Gewohnheit ist. [...]. Aber es hat nichts mit dem Thema allein zu tun glaube ich.“ (299, 307-309)

But once again he thinks that this problem will solve itself in the next two generations.

„Also ich bin überzeugt, dass die ganze Thematik nach zwei Generationen kein Thema mehr sein wird. Ich sage jetzt einmal, dass meine Generation vielleicht noch ein großes Problem haben könnte. Aber wenn ich meinen Sohn oder meinen Schwiegersohn anschau (.). Es schleift sich ein.“ (235-238)

2. Guidelines and Regulations

2.1 Competences and legal basics

The Austrian sport system is largely independent from the government and self-regulated by the federal states. Up to Mr. Smoly, this status of autonomy makes it nearly impossible to prescribe the implementation of political strategies for sports organisations. According to him, the only way for governments to ensure sports organisations getting active upon Gender Mainstreaming is money.

„Die Hauptproblematik ist die, -und das ist der Vor- und Nachteil des österreichischen Sportsystems: Jeder Verband ist autonom. Jeder Bundesverband hat aber noch neun unter Anführungszeichen autonome Landesverbände und diese autonomen Landesverbände, oder diese ganze Struktur, hat ja unten autonome Vereine. Das heißt, gemäß dem Vereinsgesetz ist jeder Vereinsfunktionär, Landesfunktionär, Bundesverbandsfunktionär nur gegenüber seinen Mitgliedern verantwortlich. Es gibt kein Durchgriffsrecht. Das einzige Durchgriffsrecht ist „Geld“. (132-137,139)

„Ja. (...). Die BSO kann nicht viel machen. (...). Die können es wirklich nur in Richtlinien fassen [und]die Richtlinien der BSO sind lediglich ein Papierl. Wenn die Dachverbände und Fachverbände keine Frauen delegieren in die BSO Gremien, dann bleibt die Forderung nach mehr Frauen in den BSO Gremien unerfüllt.“ (141-143,472-473)

Ms. Mikesch claimed that for Gender Mainstreaming in sport, not only a concrete concept but even the legal basis for its implementation is missing. While only two federal states at least mention the intention of promoting women in sport, the other seven don't have anything written in their sport law that may be comparable.

„Es gibt in jedem Bundesland ein eigenes Sportgesetz. Es gibt aber nur zwei Bundesländer, die dieses Thema Frauen zu fördern überhaupt mit einem Satz im Landesgesetz verankert haben [...].“(182-188)

2.2 Guidelines

Both experts couldn't give detailed information on this topic.

2.3 Quota system in sport

Ms. Mikesch told that she doesn't know of any form of quota regulation in the Austrian sport system. Also, she questioned that a quota regulation may be the appropriate method of choice for the problems currently present in sport. Hence, she doubted that there is going to be such a regulation in the near future.

„Also das Thema ist wo setze ich eine Quote an?! Also ich sehe momentan im Sport nirgends wo den Ansatzpunkt, dass ich sage, wir brauchen dort jetzt unbedingt eine Quote außer in der einen oder anderen Spitzenposition.“ (110-112)

However, literature research showed that Salzburg has had a prescribed women's quota for executive sport boards since 1988 already²⁶.

3. Actors and Institutions

3.1 Implementing actors

For both Austrian experts people in higher positions and mainly women in leading functions play an essential role in bringing equality matters forward. Ms. Mikesch reported that since the secretary-general of the BSO is female, gender is now quite naturally taken into account. And due to the autonomy of sports organisations and the marginal interference of the state, Mr. Smoly pointed out that each single club functionary is responsible for Gender Mainstreaming.

Ms. Mikesch: „Ich denke wir haben einen großen Schritt gemacht, als die Position des Generalsekretärs ausgeschrieben wurde und eine Frau gekommen ist, mit der Frau Mag. Barbara Spindler. Und das merken wir jetzt auch bei unserer Arbeit- es ist heute einfach selbstverständlich geworden, dass wenn heute eine Zeitung erscheint von der Bundessportorganisation, dass wir angerufen werden, gefragt werden: 'Habt's ihr ein Thema, bringt ihr was?' Also da hat sich schon sehr sehr Vieles weiterentwickelt vom Bewusstsein her. Aber, und das zeigt uns das auch, dass, wenn an einer Entscheidungsposition eine Frau sitzt, du ganz einfach mit dem Thema ganz anders gehört und ganz anders gesehen wirst. [...]. Die Sichtweise ist eine andere geworden." (147-148,133-141)

3.2 Implementing institutions

Concerning the awareness rising for Gender Mainstreaming, Ms. Mikesch would give the responsibility to politics and to the highest boards of sports federations as well as to the BSO. Up to her actually every higher sports board should feel responsible because there is no general overall organisation for handling gender issues in Austria.

„Naja, also ganz wichtig ist sicherlich einmal die Politik, die die Aufgabe hat einmal Bewusstseinsbildung zu schaffen. Auf der anderen Seite natürlich in den großen Gremien, ebenso wie die Bundessportorganisation, wo ich sage, 'ok da sind wir jetzt momentan am Weg', ebenso wie die Dach/Fachverbände, also (.). Das Sportministerium natürlich, aber das fällt für mich eh mit in die Politik hinein, aber ansonsten haben wir keine so zentrale Stelle. [...]. Das heißt die BSO haben wir, das ÖOC- und im Grunde genommen sind diese Gremien alle dafür zuständig. Die Sporthilfe wäre zum Beispiel auch so etwas für die aktive Sportlerin.“ (325-332)

²⁶ See: The "Landessportgesetz Salzburg" in its latest version from 2007, § 8 paragraphs. 2 and 3. Access on 2.9.11 at: http://www.salzburg.gv.at/salzburger_landessportgesetz_1998_neu.doc

3.3 Cooperation and Networks

3.3.1 National level

Mr. Smoly believes that women's networks essentially have to have members with a high profile and links to the 'men's world' in order to bring their concerns forward. From his experience, appointing a women's group or a women's committee often turned out to have hardly any impact but disguise the fundamental problems.

„Meine Position war damals: 'Ein Frauensportreferat ist eine Alibihandlung' (98-99). Die Leiterinnen dieser Frauenreferate (ASKÖ, ASVÖ) waren nicht im Vorstand drinnen oder im Präsidium oder in sonst irgendwelchen Gremien.“ (115-117)

3.3.2 International level

Concerning cooperation on an international level, Ms. Mikesch told that therefore the participation of EWS conferences is kind of important. For the women's committee this is the main link to the international movements on gender and sport.

4. Implementation

4.1 Implementing options and methods

Ms. Mikesch claimed that although there are ongoing projects and programs, there is no supervisory entity or a common national action plan.

„Es gibt Einzelprojekte, aber es gibt leider nichts Verbindendes darüber. [...]. Es gibt nichts Übergeordnetes, was Gender Mainstreaming im Fokus hat.“ (315, 316, 333, 334)

Therefore Mr. Smoly reminded once again of the autonomy of sports organisations and the limited possibilities of interference from the government or the highest sports boards.

„[...] das Problem ist noch einmal, die Struktur des österreichischen Sports, also das Durchgriffsrecht. Ich kann also nicht anschaffen, dass meine Vereine das so tun. Dazu kommen aber noch die Probleme bei den Rahmenbedingungen der Vereinen. Fragen'S in Wien ob man Hallen bekommt. Dass man also parallel was machen könnte. Gibt es fast nicht.“ (342-346)

He stated that due to differing conditions in the federal states, like the infrastructure, governmental support and personal resources, it would be hardly possible to implement a common action plan.

„Das Problem ist ja im Sport, dass ja nicht eine Vorstellung, die du hast oder ein gutes Projekt dass du hast, eins zu eins auf ganz Österreich umgelegt werden kann. Das geht nicht! Du hast einfach andere personelle Ressourcen, andere Infrastruktur, andere materielle Ressourcen, anderer Politiker in deinem Bundesland oder in deinem Ort- das geht nicht.“ (415-419)

Moreover he stressed the differences between the nationally-governing bodies that handle the issues of gender equality in sport in its own way: While the SPORTUNION didn't appoint a women's committee, ASKÖ and ASVÖ did what Mr. Smoly considers as an alibi action because these committees were separated from the other areas.

„ASKÖ und ASVÖ haben es gemacht, die Sportunion nicht. [...]. Da sind wir wieder bei dem, dass natürlich jeder Verband individuell anders gestaltet ist. Wir, also die Union, hatten Vereine als Mitglieder und Landesverbände. Die ASKÖ und ASVÖ haben die Länder als Mitglieder gehabt.“ (96-114)

4.2 Projects

4.2.1 National perspectives

When the Austrian experts were asked about Gender Mainstreaming projects and activities for women they informed about different projects, in which they have been involved. The spectrum of their explanations ranged from projects of child care for coaches over to the awarding of the BSO women's price to appointing a school soccer club for girls. As initiators of some of the mentioned projects, the Austrian secretary general of sport, the BSO and the sport federations were named once.

Ms. Mikesch: „Da hat es zum Beispiel einmal ein Projekt gegeben, dass Frauen, die eine Trainerlaufbahn einschlagen, Unterstützung bekommen bei der Kinderbetreuung. Das wurde wieder eingestellt, weil es nicht angenommen wurde. Es hat nicht einmal die Anfrage gegeben dazu!“ (71,77)

Mr. Smoly: „Keine schlechte Sache ist die Überlegung der BSO bei ihren Preisen im Herbst auch einen Frauenpreis herzugeben. Wobei natürlich die Problematik bei dieser Auswahl die ist, dass die Kandidatinnen für die Medien interessant oder bekannt sein müssen. [...] sonst sind sie nicht in der Zeitung drinnen.“ (243-246)

Mr. Smoly: „Also das war ein Anliegen vom Staatssekretär Lopatka, damals im Zuge der Euro 2008, der gesagt hat: 'Warum spielen nur die Burschen Fußball und gibt es keine Schülerliga in der Schule für Mädchen?' [...]. Er wollte das umsetzen und das haben wir gemacht und das läuft jetzt. Wir haben einen Budgetposten geschaffen, haben den ÖFB dazu geholt, haben das Unterrichtsministerium dazu geholt und haben gesagt: 'Wir finanzieren da einen Teil mit', haben den Weg gelegt, dass die Post damals gesponsert hat [...] und damit ist das Geld da gewesen und man konnte starten in den Bundesländern.“ (630-644)

Even though the described national projects Mr. Smoly and Ms. Mikesch named involve quite specific individual measures, there was one area which was pointed out from all two experts. Both underlined that the field of soccer has been given increased attention to promote women and girls.

Ms. Mikesch: „Der Fußballverband hat jetzt natürlich dadurch, dass er sich ganz stark auf den Damenfußball setzt, sicherlich ein ganz klares Zeichen gesetzt. Auch in Österreich.“ (237-245)

4.2.2 International Support

In the context of Gender Mainstreaming projects, Mr. Smoly was asked how far the European Union would support the promotion of national Gender Mainstreaming projects. However, due to the massive bureaucratic efforts, he doubts that this would be a good way to encourage non-profit organisations to promote Gender Mainstreaming.

„Haben Sie schon mal um eine Projektförderung angesucht?!? Nein? Das schaut sich ein jeder an und sagt: 'Das zahlt sich nicht aus, der bürokratische Aufwand. Also wer kann da ansuchen? Also wenn jemand ansuchen kann, dann der der mit dem bürokratischen Aufwand umgehen kann, weil er hauptberufliche Mitarbeiter hat, zum Beispiel die BSO. [...]'“ (582-592)

4.3 Financing

Since 2007, the former budget item for women's promotion in the national General Sport Fund (Allgemeine Sportförderung) was changed to a budget for supporting Gender Mainstreaming. This is what Ms. Mikesch really regrets because from her point of view there should still be a budget for girls and women as long the situation remains that misbalanced.

„Es hat bis vor einigen Jahren im Budget des Bundeshaushaltes, also im Sportbudget, eine reine Frauenförderung gegeben. Das wurde vor ein paar Jahren in Gender Mainstreaming umgewandelt. Also es gibt keine reine Frauenförderung mehr im Sportbudget-aus dem Sportbudget heraus. Und beim Gender Mainstreaming (..) natürlich ist das etwas, wo wir uns alle damit auseinandersetzen müssen, weil natürlich der Turnverband kommt genauso mit seinem Problem, dass er sagt: 'Ich habe zwar Mädchen, aber mir fehlen die Burschen!' Und damit ist natürlich auch der Zugang zu diesem Budget auch ein anderes. Ich würde mir immer noch wünschen, dass wir ein reines Frauenbudget bekommen könnten, so lange sich die Situation so schlecht darstellt für die Frauen.“ (152-160)

The money is provided from the national sport budget and is allocated from the BSO to the national umbrella organisations. Hence, a regional club can't apply for project funding all by itself.

„[...] Und das ist das schwierige an Frauenprojekten. Es passieren schon Frauenprojekte. Oft auf kleinster Ebene im Verein. Aber der kommt an diesen Fördertopf nicht! Und das ist einfach so, gesetzlich geregelt: Bundessportfördermittel können auch nur auf Bundesebene ausbezahlt werden. Also es kann jetzt ein Landesverband, ein Verein NICHT direkt ansuchen. Sondern es geht IMMER über den Bundesverband!“ (161-162, 172-174)

The Implementation of Gender Mainstreaming in European Sport

Beside the special budget for Gender Mainstreaming out of the national General Sport Fund “Allgemeine Bundessportförderung”, there is still a special budget for women provided by the Sporthilfe pot. This grant, however, is only for female top-sport athletes (Homepage der Österreichischen Sporthilfe)²⁷.

“Es gibt [...] im österreichischen Sport natürlich zusätzlich Frauenfördermaßnahmen [...]. Ich denke da an die Sporthilfe. Die Sporthilfe hat die normale Förderung in der Höhe von 440 Euro pro Monat aber dann gibt es zusätzlich noch eine Frauenförderung.“ (65-69).

5. Evaluation

Both Austrian experts regretted that project Evaluation in Austria is very rarely realized in general. It is even worse in the context of evaluating gender equality.

Mr. Smoly: „Nein, also ich glaube, das ist in Österreich kein Thema.“ (809)

6. Controlling

According to the experts in Austria, Controlling of Gender Mainstreaming doesn't take place.

Mr. Smoly: „Es gibt auch kein Controlling muss ich ehrlich sagen. Also es wird zwar im Sportbericht (lacht) - der meistens zwei Jahre später erst herauskommt (...). Wobei ich glaube, es gibt noch immer keinen Sportbericht 2008. Was macht man dann drei Jahre später? Wer liest den das dann noch!?“ (311-314)

An obligatory reporting of Gender Mainstreaming activities does not exist.

Ms. Mikesch: „Es gibt keine durchgängige Linie, wie und wo Gender Mainstreaming im Sport dokumentiert wird.“ (314)

According to Mr. Smoly the Controlling of gender-related fund allocation, like currently implemented, is impracticable and leads to a disproportionately-high effort.

„Also die Verbände müssten hinsichtlich der Finanzierung dezidiert hinschreiben, wie viel Prozent für Männer und wie viel Prozent für Frauen ausgegeben wird. Was nahezu unmöglich ist aus meiner Sicht.“ (277-279)

„Jeder Sportverband bekommt einen gewissen Betrag an Bundessportförderungsmittel und er muss dann am Jahresende sagen, wie viel Prozent für Frauen und für Männer ausgegeben wurde. [...]. Ja, man könnte es machen. Aber das ist ein horrender Aufwand. Der zahlt sich einfach nicht aus, sag ich.“ (286-293)

²⁷ HP Österreichische Sporthilfe. Access on 12.7.11 at:
<http://www.sporthilfe.at/sh/powerslave.id.9.nodeid..html>

Interpretation of Austrian results

The Austrian experts told that the concept of Gender Mainstreaming is widely unknown and not accessible to a wider public. Nonetheless, there are some experts, who are constantly dealing with it. However, issues come up regarding its implementation all the time because the differences between Gender Mainstreaming and the promotion of women are clearly communicated in the most uncommon cases. Since there is no overall concept of how to handle Gender Mainstreaming in the Austrian non-governmental sport spheres, the discussion who should feel responsible for it is constantly extending. This is even more challenging because not only a concrete concept but even the legal basis for its implementation in sport is missing. So currently the only way to ensure sports organisations to get active upon Gender Mainstreaming seems to be via extra funds. Concerning the awareness raising for Gender Mainstreaming, the experts emphasized the responsibility of politics, highest boards of sport federations, the BSO and the media. Due to the fact that there is no general overall organisation for handling gender issues in Austria, every higher sport board should get active and every single sport official has to feel responsible to a certain extent. So, it depends on the support of people in higher positions- and mainly of women in leading functions- which is essential for enhancing activities towards Gender Mainstreaming. As a consequence, national women's networks as well must have members with a high profile and links to the 'men's world' if they want to participate actively in a gender equality discussion in sport or implement activities which call for attention in a wider scope. Since 2007, in the General Sport Fund (Allgemeine Sportförderung), a budget for supporting Gender Mainstreaming in sports exists. However, there are ongoing projects and programs, yet there was no supervisory entity or a common national action plan the time the interviews were held²⁸. Furthermore, the Evaluation of Gender Mainstreaming in sport doesn't take place and the Controlling is not consequently carried out.

²⁸HP 100% Sport (press conference 18.10.11). Access on 30.12.11 at: <http://www.100sport.at/de>

7.1.2 International setting

1. Current status of Gender Mainstreaming

1.1 Different means of access

Mr. Ooijen reported on his experience that there are various national approaches in handling Gender Mainstreaming and that gender equality is often seen in different ways.

“[...] there are differences in how people from the South of Europe are thinking about Gender Mainstreaming and how the people in Scandinavia and Western Europe are thinking about Gender Mainstreaming. [...]. Sometimes it looks like a non-existing issue. In the Netherlands, there is no debate about gender equality in sport but that doesn't mean that everything is fine or nothing happens. But they are handling the issue in a different way. [...]” (470-473,478-480)

In this connection he also pointed out the specific approach in the Balkan states which is very much influenced by the role of sport in the former communistic or socialistic ideals.

“Sport was really part of the political system. Sport was something where you could show your national pride. And the position of women was not equal but- ok if the women could also win medals it was interesting for the political leaders as well. There was a more equal approach in the promotion of participation and winning medals but it had a focus mainly on top-sport in those countries.” (87-93)

1.2 Societal and cultural context

Mr. Ooijen has the opinion that the situation in sport reflects the situation in society but that sport and its movements often claim that sport has its own autonomous society.

„[...] But the interesting part of sport is, how could I say- that although it is a mirror part of society- if you compare it to education or the business world, it has all details of society. [...] For a long time it was only seen as an interesting leisure activity with a lot of dynamics on voluntarism and no links to society. Today we realize it is different” (19-24)

Moreover he claimed that the situation in sport is still very unbalanced from a gender perspective and that changes, even though they take place, in sport take much longer than in other areas of society.

“It's changing with generations in sport. There are changes in countries but the ideas are still developing slowly. In sport it takes much longer than in other fields. Sport is a very conservative area [...]. I have the idea that university and education are changing much faster than sport.” (245-258,534-537)

“Less than ten percent of people of the executive boards of sport governing bodies in Europe are women. Less than ten percent! Fortunately the (...?) is much better if you look at participation grades”. (200-201)

Also Ms. Hämäläinen is of the opinion that in the case of gender equality, the sport system is proceeding very slowly.

“My main experience is from Finland and it seems that the situation in businesses in the private sector [...] is better than in the world of sport or the academic. So actually it seems that sport is quite well far behind.” (62-65)

1.3 Latest focus and problem definition

Mr. Ooijen explained that on an international level, one of the biggest issues in the recent debates is the low number of women in leading positions and the representation of women in governing bodies.

“Where we are really worried is about the sport governing bodies. How many women are represented in national Olympic committees in the board so that they can decide on issues. [...] There is a need for more women in executive boards; it will improve the quality of sport [...]” (192-194, 529-530)

Also Ms. Hämäläinen experienced, that currently much attention is given to the fact that women are underrepresented in leading positions. Even ENGSO reacted upon these trends, however, for Ms. Hämäläinen it’s also important that ENGSO promotes general access for women to sport activities.

“And I think now lately the emphasis has specifically been more on this “women in leadership position” but of course, in general for us it’s also very important to make sure that women can also practice sports. So it’s not only about women in leadership positions that’s not all that we understand as promoting gender equality but also promote the participation of women from different backgrounds in sport itself.”(187-194)

1.4 How far is it on the agenda?

Mr. Ooijen explained that good governance and no discrimination are two of the Commission’s principals. Hence gender equality plays a constant role in the politics of the European Commission.

“I think- for me it is normal that good governance in sport means that all different groups are represented. [...]. It should be natural that everybody is represented in boards.”(242-243)

“[...] and there should be no discrimination [...] that’s a principle of the European Commission, including all governments. Sport should be organized in a democratic way. And once you feel there are sort of glass ceilings protecting men or not providing women the same opportunities then everybody involved should support developments to break it down.” (245-254)

For ENGSO the promotion of gender equality in sport isn’t its main objective, but an issue they focus on every now and then, mainly through their projects.

“ENGSO of course in general- you know this is very vague- but one of the ends is also to promoting gender equality. [...] now, because we have had the opportunity to get funding for this project which means that we also had the opportunity to do more about it. [...] it’s not the main focus it’s one- among several others. [...] It is one topic that we want to promote but we also recognize that we don’t want to have overlapping work with any other organisation [...]”(183-187,273-278)

1.5 Resistance

Mr. Ooijen doesn't feel that there is resistance against Gender Mainstreaming on the political level of the European Commission in fields like education and culture. But he is well aware that resistance against it may occur in some sectors and when there are cultural circumstances prohibiting the equalization of men and women.

"Here on the European level we don't feel much resistance any more against Gender Mainstreaming. Mission and vision have really changed. But if the cultural context is still a barrier for women, to work or to sport or to represent the people in boards- there of course it is still a long way to go [...]" (449-452)

From Ms. Hämäläinen's point of view, the enhanced efforts of promoting women can lead to negative emotions against Gender Mainstreaming. But she thinks that this discussions won't hinder the ongoing changes and developments.

"Oh yes. Yes of course, there is always this discussion about 'Is gender equality only about supporting women!?' And I guess -perhaps in some organisations and in some countries maybe more than in others- but I don't think that's a threat for promoting gender equality in sport in general." (311-314)

2. Guidelines and Regulations

2.1 Competences and legal basics

Mr. Ooijen informed that due to the Commission's limited competence on national gender -and sport politics, it is first and foremost the responsibility of member states to decide upon Gender Mainstreaming activities in sport. And even the Lisbon treaty in 2009 raised the Commissions possibilities to promote an active sport policy, the independence of member states and the autonomy of sports organisations to be respected going forward.

"[...]. Because on sport, the European Commission has only a limited responsibility. We have limited competences. In the field of gender, it's almost the same. So it's the countries, the governments of the member states, deciding on all issues. And the Commission, especially in the fields of sport has an official responsibility, or a competence, we call it here, since the Lisbon treaty only and it's 2009." (43-48)

"[...]. We say that- even in the Lisbon treaty, that we respect the autonomy of sport. The sport movements don't like too much interference from governments. They like to have their own rules, their own regulations [...]" (67-69)

2.2 Guidelines

As a basis for further considerations and decision-making upon gender issues in sport, the European Commission considers different documents. Beside the White Paper of Sport there are also other documents taken into account which specifically deal with gender equality.

"Of course there is the White Paper of Sport in which the position of the European Commission is described" (151). [And] we have also the European Union 's Strategy on gender equality and its action plan on the position of women and men." (159, 160)

The Implementation of Gender Mainstreaming in European Sport

Ms. Hämäläinen feels that the emphasis for gender equality has been raised during the past few years. The White Paper on Sport from 2007 and the Communication Documents take gender issues especially into account and also the Strategy 2010-2015 identified gender in sport as a specific problem area. So these drafts and elaborations really functioned as guidelines for bodies on the international level.

“[...] And now I think during the past few years there has been more emphasis on it [...]. Now in the communication and in the White Paper of Sport from 2007 gender equality has been raised. [...] I think that it was a good development that now in this Strategy for equality between men and women, [...] sport is specifically mentioned especially for these kind of trying to – I hate to say combat- because it’s always so violent. But really, to try to get rid of these stereotypical images that you also have in education and in certain areas of employment but also in sports. So this kind of getting rid of this stereotypical thinking that is specifically mentioned in this Strategy, I think it’s good that the Commission has also recognized that sport is also a kind of special area.” (184-187,201-210)

Although declarations on an international level don’t include legally binding contents, Mr. Ooijen is convinced that they are of huge value. They reflect which issues the organisations in charge are discussing at the moment and provide possible basic points for national policy-making and strategic directions for international decisions.

“It has no binding value. But it puts it on the agenda. And especially on women [...] it could make a difference. It could make a difference when you can refer to UN documents on women and sport, on guideline- because it’s more or less linked to Human Rights now. [...]. And if you look for the declarations- yes, it’s of course a lot of nice wording. But it helps people who develop strategies on a national level. Because once you have to develop, once you have to do something and you can make a reverence to the UN right [...] you could say: ‘Ok, so it’s quite normal that we do it! Yes, the whole world has made an agreement on this!’ [...] it has changed the way of looking at women in sport on many levels.” (387-402)

2.3 Quota System in sport

Because of its limited competences, the European Commission can’t enact a binding quota in sport. Nevertheless it is focusing this issue and share best practice experiences between the member states.

“We are not in the position – again, because of our limited responsibility to make decisions but we discussed the issue with member states sitting together in a working group. [...]. And in fact every country is saying: ‘Yes, we try to solve this in our own way and it is interesting and positive to hear from others how they deal with the topic and we learn from that!’ At the moment the Commission's role is only to organize that platform to discuss-to exchange ideas [...]” (208-217)

3. Actors and Institutions

3.1 Implementing Actors

Mr. Ooijen is convinced that it's not only organisations or networks which may play an important role in promoting Gender Mainstreaming. It also needs the support from individuals and people in power, like scientists and politicians, to move forward the work on gender-related issues.

“With the help from people in power you can do something, you can start working on the issues of gender in sport. [...]. And the result depends on the support of a well known professor or for instance somebody from the government who is really behind or a female minister. It is sometimes (..) - unfortunately that it's still like that.” (482-485)

Also, Ms. Hämäläinen is positive that in order to bring women's interests forward it needs the collaboration of people in higher positions. And due to the fact that sport is mainly led by men, their compliance would be necessary as well.

“[...] And obviously, because the current situation is that most of the sport leaders are men. That means that you also need support from men and specifically from those who already are in the higher position.” (89-91)

Both experts explained, that also on the international level, communication and interaction to a very large extent, still functions on an individual level. Hence it is often individuals like college professors and women in leading positions who are essential contributors in the ongoing discussion about gender equality.

Mr. Ooijen: “Kari Fasting, Gertrude Pfister, Amanda Bennett- Amanda Benet is not really a scientist but these are the people who are really interested in these issues.”(333-335)

3.2 Implementing Institutions

3.2.1 National

Due to the limited competences of international bodies it is the member states' and mainly the governments' scope of responsibility to decide upon given issues (see above: Bart Ooijen, *Competences and legal basics*).

The Implementation of Gender Mainstreaming in European Sport

From Ms. Hämäläinen's experience it is the sport movement and its organisations themselves who have to be willing to get active. The governing bodies of the European Union only can provide recommendations and funding which would turn out to be a dead end without the cooperation of sports organisations.

"I think it more needs to come from the sports organisations themselves. I mean when we are talking of sports organisations specifically of course. And if they don't really want to do something about it then nothing is going to happen even if the European Union gave all kind of recommendations and funding and that's one thing." (105-109)

3.2.2 International

Even Ms. Hämäläinen wouldn't give the root responsibility for Gender Mainstreaming solely and entirely to the European Union, but she is convinced that when it comes to the task of awareness raising for gender issues, the Union plays an important role.

"Well the European Union has a role, it's maybe not the main actor. But in terms of encouraging different levels to do something- whether it's through recommendations or this kind of policy issues- yes, mainstreaming- I use that word then- or that direct financial support. That can for sure play a role but it doesn't really make it the main actor." (102-105)

"But I mean you still need a general change of attitudes as well. And that's not something that you can do with individual projects. And that is something where the European Union by continuing these discussions where they can help." (324-336)

Up to Mr. Ooijen, the European Parliament is as well an institution which may be considered as one of the essential contributors on the European level. But its competences are also limited and mainly concerned with awareness-raising for democracy and human rights.

"[...]. Especially in the field of sport the European Parliament is really asking attention for disabled and for the position of women. [...]. So if the Commission proposing plans for sport the Parliament will react on that keeping these topics in mind [...]." (341-345)

"[...]. On a more general level you could say, that because of all sorts of platforms discussing the issue, political strategies are changing." (401-406, 407-408)

3.3 Cooperation and Networks

Ms. Hämäläinen pointed out that in the end it's up to the women themselves to take the initiative and apply for higher positions. However, in order to get to this point she feels that the support of networks is of importance, as well as the connection to people in leading positions, which in sport often are male.

"Yes obviously women themselves need to be active and willing to take the responsibilities and have the courage to apply for higher position but in order to get there you need to have some kind of support and a network. And obviously because the current situation is that most of the sport leaders are men -that means that you also need support from men and specifically from those who already are in the higher position." (85-91)

3.3.1 National networks

In Mr. Ooijen's point of view networking can lead to a fruitful exchange of ideas, information and experience while he thinks that basically international networks seem to be more important as far as the exchange on a European level is concerned. Contrary to national networks, they are professionally-organized and properly-linked as well as consisting of members with high profiles.

"Networks are really interesting and they are functioning as exchange of information. [...]. They exchange information, they discuss issues together, start having contact, help and support each other and that's how the networks are working very well. [...]. But the final level of influence depends on specific persons in high positions or in specific positions and unfortunately not (yet) depending on the platform as such." (358-365)

For Ms. Hämäläinen the establishment of a women's committee may help to a certain degree but as the only measurement for more gender equality it may be far too little to change the situation for underrepresented women.

"[...] actually what I have seen is that an organisation said: 'Ok we have this separate committee that deals with women and the rest of us we don't have to deal with it anymore.' And in the end you know although sometimes these persons they generally think that this will help but they may also think that *this is just getting the problem out of their hand* and they are happy with that. So that is a very negative approach." (316-321)

In this case both experts share the opinion that a cross-link to the 'men's world' is absolutely essential in order to have progress and not to remain an isolated group.

Ms. Hämäläinen: "[...] eventually you can improve it to a certain point through the women's committee because then you can recruit some women who are active and interested and willing to actually do something but that will never solve the problem because they remain a bit isolated." (74-82)

3.3.2 *International networks*

Mr. Ooijen explained that mainly the international “Sports for All” organisations are playing an important role on the European level on this topic. Due to the fact that the European Commission has limited resources and competences it depends on activities and projects of NGOs in this field. Through this activities supported by the Commission, the exchange of information and the communication through conferences with ENGSO, EWS, IWG, and ISCA²⁹ could take place and this is felt as very important.

„[...] And of course we are depending on those organisations applying for projects. We have our regular contact with the EWS and we have our regular contacts with ENGSO. So we have our regular contacts with the EOC. [...] They are the strongest links on those subjects. [...] Because these are the people from the sports movements so ENGSO, EWS, ISCA in Copenhagen, they are the “Sport for all movements”, and they are the “Sports for All” organisations in Europe and they feel responsible for all sort of groups and social inclusion in general and of course gender equality is one of their main issues.” (314-320, 325-329)

While the European Commission needs the cooperation with NGOs through projects, ENGSO as well as other NGOs are in need of funding for their project plans. Therefore, Ms. Hämäläinen pointed out the importance of cooperation and communication which would additionally avoid overlapping work. ENGSO uses different communication channels to exchange information. Further, their projects are discussed and presented on various conferences and meetings. They have their own ENGSO forums as well as a link to the EU Sport Forum and a connection to the International Working Group (IWG).

“Well of course this program (WILD) has been presented and also other ENGSO activities have been presented in general in different meeting. Of course there was the EU Sport Forum and then our own ENGSO Forums and general assemblies and then [...] many other activities which are more or less listed in the final report (Evaluation report of the WILD Project). Yes and one interesting event was the United Nation’s International Working Group of Sport Development and Peace. [...] So the United Nations, they have their office on sport development and peace [...] but they also have this international working group. It’s the International Working Group on Sport Development and Peace. And this working group, they actually have five different topics that they deal with – sport and health, sport and disability and one of that is sport and gender. Or sport and gender equality. [...]” (252-271)

²⁹ See: International Sport and Culture Association. Access on 3.2.11 at: <http://www.isca-web.org/english/home>

4. Implementation

4.1 Implementing options and methods

As already stressed before, it is the responsibility of the member states to implement Gender Mainstreaming in their national sport systems. It is not in the competence of the European Union to make an overall decision upon the implementation of Gender Mainstreaming in sport. Mr. Ooijen explained that there is an additional reason as well because of the diversity of the countries which requires different measures.

“I think I should stress the diversity in the countries. And even on quota you could say: ‘It works well in a country like France, it’s not necessary the best instrument in a country like whatever, maybe we should look for other tools to reach // - there are more tools, not only quota. [...]’ (520-523)

So the way the European Commission gets active is mainly in terms of awareness rising for the importance of the topic and supporting training in leadership position and the fight against discrimination and violence against women. So its priority assignment is to encourage projects via grants and provide possibilities for information exchange, cross linking and networking in organizing conferences and platforms.

“For example grants and subsidies. [...]. That’s how really sports organisations can be addressed. [...]. So we could put it on the agenda of the member states, we could organize conferences and even that will lead to more awareness for the topic in different ways.” (520- 528)

The next objects for upcoming project-support have been already discussed just they aren’t clear yet. But what the Commission realized was that building the framework for projects could help focus and proceed in different fields, on varying issues. So there will be new calls for proposals in the future but how far they will address gender equality is still open.

“We are going to have a new program on sport and then we organize calls for proposals so that you can apply with projects. It’s not clear yet which topics and issues the call will address and it’s on the Commission to define it. As a basis for the call there is once again the White Paper of Sport and the Communication on Sport.” (495, 502-510)

Also ENGSO is aware of the above mentioned dissimilar national settings. This fact was taken into consideration in the planning process of the WILD Project. Hence there was given space to the different approaches of the partner countries.

“But like I was saying at the beginning, there were also differences in the different countries. Partly maybe because well, the different situations of the countries and their different approaches to the program. And I mean there was a certain framework that was agreed that would be done also on the national level. But how to do it that was up to the national partners. So maybe in some countries they didn’t really just kind of manage to benefit from all the things they could do and then the results were also a little bit more meagre.” (155-72)

4.2 Financing

In 2009, the Commission provided grants for a twelve month period- respective a one and a half years period- for a project from ENGSO, one program from ATHLETICS and the third one went to UISP (Unione Italiana sport Per tutti).

“We supported in 2009 – because we wanted to test what sorts of priorities we should choose for the future EU sports program, three women projects”.(120-122)

Apart from finding new topics for upcoming programs, the Commission is still discussing if the financial support should be handled the same way as it has been done, in the future.

“We are supporting the projects with 200 000 each for one and a half year or 12 months to one and a half year period. But now we are discussing if these were the right parameters for the future [...]”. (492-494)

4.3 Projects

In the framework of the Commission’s “Preparatory Action” in 2009, calls for project proposals were launched. Out of more than hundred applications three projects were chosen which intended to focus on the implementation of gender equality in sport.

“There were two training projects. Where women were trained to get more information to get a better positive attitude [...]. The third project [...] was addressing the role of women and sport in the media. It was also addressing the stereotypes [...]” (277-282,285-287)

Ms. Hämäläinen informed that beside the grand fund of the Preparatory Action, ENGSO also received financial support from the Lifelong Learning Program for realizing their project called ENTER. So there was one more possibility for ENGSO to pay attention to the tasks of women and gender equality in sport.

“[...] ENGSO, we have been leading two different programs now on promoting women in sports. One of them is called ENTER [...] and that has been funded by the Lifelong Learning Program Leonardo da Vinci. [...]. Then the most recent one is called WILD- Women’s international leadership development.” (109-114)

The WILD Project

WILD is the short form for “Women’s International Leadership Development”, a project for which ENGSO was awarded to get funding from the European Commission. It aimed to support female employees of sports organisations to take the initiative for applying for leading positions. The implemented activities should on the one hand strengthen the women’s self-confidence but as well develop their skills by providing tools and information.

“[...] But the thing is with WILD- the target was really the individual So the idea was to support and empower [...] individual women to kind of – well to take the leadership position like to be – both encourage them in the sense of kind of ‘Yes you can’ but also give actual tangible tools that they can use.” (115-118)

Ms. Hämäläinen told that there have been seven partner countries which participated so there were national activities as well as international trainings.

“So in the WILD program there were three national trainings and three European trainings. And the different partner countries they were responsible for running the three national trainings. And then, the three European trainings, all the different participants from the different countries came together.” (118-121)

“And there were seven partner countries from the European Union and each of them had nominated six women to take part. So it was quite a small group, which also helped to have a more kind of tailored approach.” (128-135)

While Mr. Ooijen regretted that the projects, the Commission supported, have been very narrow concerning the target group, Ms. Hämäläinen told that the end report and Evaluation of WILD showed that focusing on the individual, was in this case a very successful approach.

“[...] for the WILD program we were already looking for women who were already there, kind of. So they already have a position either as an employee within a sports organisation or as a volunteer leader- maybe a board member or something. So who are already have a certain position and want to then, you know, kind of continue in that career. And ENTER is more for kind of those who are maybe not there yet. It’s more who maybe want to aim at leadership position in the future and maybe international level [...]” (215-238)

5. Evaluation

The interviews in Brussels brought out that there is no overall Evaluation of Gender Mainstreaming in sport on an international level. Although the European Commission as well as ENGSO did separate Evaluations, the focus of Evaluation was not the implementation of Gender Mainstreaming. For ENGSO the approach within the Evaluation was the personal development of the participants.

Ms. Hämäläinen: “Well it was mainly from the individual perspective. Like how much the women who took part thought that they had actually gained something during the program.” (128-129)

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The European Commission tried to figure out which of the several Preparatory Actions were as promising so they were worth being continued in the future³⁰. In this context, Mr. Ooijen claimed that the focus of the three latest projects and latest actions has been very narrow and he pointed out that one should not forget about women with an ethnic background.

“I noticed that in the three projects and especially the two training projects it was all about white, well educated women. I would like to stress that in possible projects in the future women with a different ethnic background should be included if they meet the entry level.” (172,176-178)

6. Controlling

Mr. Ooijen explained as well that as there is no overall Evaluation or reporting on Gender Mainstreaming, there is no earmarking of budgets or monitoring on an international level either. Also on the national level he has witnessed that the discussion about earmarking gender in fund allocation hasn't been well received. He stated that this is mainly due to the fact that reporting on Gender Mainstreaming efforts would result in a lot of bureaucracy.

“What you see is that people responsible for gender policy are saying: ‘Yes, we should control.’ But people from financial cells are against - not because they are against Gender Mainstreaming but they want to reduce bureaucracy. They want to reduce all regulations. So they simply said: ‘Yes but we could not ask all these details anymore so here is your grant, show us that you have a good results and be careful that it's also positive on equality and everything but we are not going to regulate and to control it anymore. All beside, we don't have the people to do so anymore because all civil servants have to be reduced. [...]’ (234-240)

Interpretation of international results

The implementation of Gender Mainstreaming is neither a concrete strategy of the DG EAC nor of the ENGSO. So, its implementation is less a temporal objective than a constant principal. Due to the Commission's limited competence on national gender - and sport policies, it is the member states' and mainly the government's scope of responsibility to decide upon given issues, which leads to various different national approaches in handling Gender Mainstreaming. Nonetheless, there are different drafts and elaborations functioning as guidelines, especially as basis for the discussion on the international level. For national institutions, the international declarations don't include any legally binding contents. Following, the European Commission depends on activities and projects of NGOs in this field, such as the ENGSO. The efforts of international governmental bodies would definitely turn out a dead end without the cooperation of sports organisations.

The priority assignment of the European Commission is to encourage projects via grants and provide possibilities for information exchange, cross linking and networking by

³⁰see Economisti Associati srI, 2011)

organizing conferences and platforms. Networking, cross-linking and the connection to people in leading positions- which in sport often means men- was emphasized as essential in order to have progress toward gender equality in sport.

The interviews in Brussels showed that there is no overall Evaluation or reporting on Gender Mainstreaming and no earmarking of budgets or monitoring on an international level either.

7.1.3 Norway

1. Current status of Gender Mainstreaming

1.1 Different means of access

The formulation “Gender Mainstreaming”, as in many other cases, cannot be translated exactly into Norwegian language. Due to the fact that there is no common definition either, Prof. Fasting considers a suitable approach to interpret it as a gender perspective.

“Gender Mainstreaming cannot be translated to the Norwegian language [...] And some speeches I read recently of some ministers [...] they actually translated it to a gender perspective. [...]. Perhaps that’s what it is.” (57-63)

For Prof. Fasting, nowadays, Gender Mainstreaming in Norway could be seen as a constant principal, comparable to the way the European Union or the Council of Europe is trying to cope with it.

“[...] I know that the European Union has had Gender Mainstreaming on their agenda just as the Council of Europe has for many years [...] in relation to Gender Mainstreaming [...] it’s the overall (.) kind of (.) in the European Union. And I think that’s the same in Norway.” (122-125)

In Norway, the formulation Gender Mainstreaming hasn’t found entrance in official affairs, even though the experts are well aware of this concept and its principals. Prof. Fasting explained that the Council of Europe considers Norway as one of the very few countries which make use of Gender Mainstreaming at all.

“I read something now in connection to the Council of Europe and there it is said that Norway is one of the fewest countries that ever had Gender Mainstreaming, I saw, you know, since long time ago. [...] So I think it’s more correct to say, that that concept in Norwegian language is not used. But when you look at what it is, we mainstreaming gender a lot in this country you know in all places and on all levels.” (507-513)

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The women from the Ministry of Sport informed that the Norwegian law for gender equality is addressing the issues of “Equality between gender”. So according to them, there is no definition problem on a legal basis.

“It’s quite clear in the law and [...] it says equality between genders.” (390-392)

1.2 Societal and cultural context

Prof. Fasting explained that the situation of women in Norwegian sport is very close to the situation in the whole society, mainly in the field of politics. Nevertheless, changes in sport may take much longer than in other areas.

“There has been a quota in politics for a long time. Forty percent at least [...] and there is a discussion about a forty percent quota in private businesses [...]. I think it’s important to say that to see that sport is just - even though it’s non-governmental – it mirrors the situation.” (286-290)

„So but equal rights in Norway- you know, we are listed – I saw the latest- I think it was from the UN- as number two in the world on the equal right agenda and of course this mirrors also in sport. But you know sport and the military is pretty difficult to change compared to many other things.” (63-69)

1.3 How far is it on the agenda?

Even though there is no concept running under the name of Gender Mainstreaming in Norway, the Norwegian experts explained that Norway has an outstanding awareness for this topic. All three are convinced that the mainstreaming of gender is deeply implemented and integrated in their whole society and that it even takes place in sport.

Prof. Fasting: “I read something now in connection to the Council of Europe and there it’s said that Norway is one of the fewest countries that ever had Gender Mainstreaming [...] since long time ago. [...]. So I think it’s more correct to say that that concept in Norwegian language is not used. But when you look at what it is we mainstreaming gender a lot in this country you know in all places and on all levels.” (506-513)

In Norway, the discussion about gender equality now reaches back forty years and according to the experts, it has been high on the agenda even in sports organisations for many years. Furthermore, it is not only that Norway has realised to implement a gender perspective; they are actually in a leading position in this area.

Ministry: “This had been high on the agenda for many years. You probably heard Kari Fasting saying the same things, so we discussed it right from the beginning of the eighties. There has been a great focus on women in sport. And also it’s another Ministry that is responsible for this field.” (37-40)

“Gender Mainstreaming, it’s influencing everywhere our society. [...]. On the board of the National Confederation there are six female and five men, the president from 2007 to 2011 is female- so actually the Gender Mainstreaming is there already!” (77, 78, 79, 172)

1.4 Latest focus and problem definition

Prof. Fasting informed that the quota regulation in sport has lead to nearly forty percent female members in the Norwegian Olympic Committee and thirty-seven percent board members in the different sports federations. But yet, there are still issues in Norwegian sport where the target group is still female. In one report, Prof. Fasting published a few years ago, she found out that only eight percent of Norwegian coaches are women, which up to her, is a very embarrassing outcome. Hence, she believes that there should really be a focus on this (see *projects* below).

“I think there is always a lot to do but I think that the priority now should be to get more female coaches.” (537,538)

Also the women from the Ministry believe that working on gender issues in sport never stops and that concerning gender equality in sport, more attention is still given to women.

“When it comes to gender equality the main focus is still on women and girls especially in sport. [...]. The focus on female coaches and leaders, it's still a long way to go and you have certain sports where there are lot of boys compared - so these typical sports like boxing [...] so you have to have the focus there all the time that's my belief. And in a way you could say the same with ballet where there more girls than boys you need a focus on gender and open up for it. So I think you can't stop and say 'oh we are so good we won't do (.) anymore!'" (411-416)

1.5 Resistance

For Prof. Fasting resistance against mainstreaming gender in sport will occur whenever it comes to changes in traditional sport systems and traditional ways of thinking.

“Well there are always- I mean you know most thing is about power. And if we are talking about high levels- like boards of sport federations, the Olympic Committee or old men who always have done it like that- that way women come in you know, and they take their seats. There will always be resistance and there will always be people (.) that people think: 'It's fine the way we are having it why should we change the way to get more women?' and they don't see the point.” (427-432)

The employees from the Ministry don't see much resistance against Gender Mainstreaming in sport anymore, due to the fact that this has been discussed for a long time now. But they reported that there has been and that there still is resistance when it comes to other gender-related issues which are actually on the agenda.

“And it has been at least for forty years there has been a focus on it. And of course the struggle was hardest to begin with forty years ago and it is still a struggle to get equality between men and women when it comes to wages in work.” (401-403)

2. Guidelines and Regulations

2.1 Competences and legal basis

The Norwegian sport is pretty independent from the government. Nevertheless sports federations are funded by the state to a big percentage. This fact raises the political influence, hence, the sport movement, even though it is mainly non-governmentally-organized, has to respect the legal regulations on gender equality currently prevalent in Norway. In the policy of the Ministry of sport as well as in the statutes of sports federation there is a connection to the overall national policy of gender equality set by the Ministry of Children and Equality. In concrete terms, Prof. Fasting informed, that there is an obliged gender quota for sport federations, since 1991 (see *Quota system in sport* below).

Prof. Fasting: “And of course the state doesn’t - even though the sport gets money from the state- the state only decides upon the sport in a certain decree. Because sport is an NGO, it’s a non-governmental organisation and it’s pretty independent.” (66-69)

Ministry: “We do have a Ministry for Equality and there is a law which says ‘equality between gender’”. (386,392). [...]. Because it’s important to know that they set the agenda for the gender equality questions. And we, all the other ministries have to abide by the rules that they set. And all others underlying- like the confederation of sports they have to go by the same rules of course.” (45-47)

2.2 Guidelines

Based on the Norwegian White Paper of Sport, the Ministry sends out an annual letter to the sports federations, where important objects were pointed out. One of these objects since a long time has been the care and attention of gender equality.

“[...]. We write a letter when we gave the grant fund every year to the sports federations we write them a letter- or whatever you call it when you say that you get the amount of money- and every year, it says that it’s very important that the Confederation is working with equality in a broader sense but also when it comes to sexual orientation, marriage and whatever, gender and ethnical background. So we sent back to the Confederation when they allocated money and then when they report back to us then we see what they have done in respect of gender.” (51-58)

“This is the one letter from the Ministry to the Confederation per year. So this is an important letter where the Ministry tells the confederation what to do. Each year. And for many many years it says that equality is important.” (63, 64,260,261)

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Taking the guidelines of the Ministry into account, the Confederation of sport formulates its own specific plans of action. Prof. Fasting informed that in the past, there have been elaborated plans of action for women in sport, formulated by the former Women's Committee. Since the Women's committee stopped its work, however, there were no action plans addressing only women but issues of gender equality in a widened perspective. Thus the latest action plan, so the experts, targets the discrimination in relation to gender and sexuality and explains the aim of taking action against all kind of discrimination in sport.

"The women's committee in 1985 they made a plan of action. And this action was going to the highest board [...] and they gave also money at that time to the committee and to a person, a consultant [...] who worked with this. There was an action plan for 2007 to 2011 by this new board as they always make [...] and it mentions [...] discrimination in relation to gender and sexuality which is new - sexuality it's in there and ethnicity but it's more general formulas." (252-255, 488-491)

2.3 Quota system in sport

In Norway a gender quota for sport boards is determined by the law of sport, which was amended in 1991. Prof. Fasting explained that this regulation provides the number of male and female representatives on the board to reflect participation figures of men and women in percentage.

"In sport, there is a paragraph and it's in the law of sport. Paragraph 4.2 is saying that on all boards and committees you should have representatives of gender that mirror the membership in the organisation but there should be at least two." And that has led (.) that of course the members of female on the different boards have increased. It has been on now for a very long time. [...] I think it was in 1991 that this sport law was changed. But this year we just have had an election in the Olympic Committee and for the first time there are more women than men." (289-300, 328-329)

This quota system was decisively instrumental in increasing the number of female leaders in sport, which is according to her, almost equal nowadays.

"[...] one very very positive thing [...] which I think we probably are best in the world: There are around forty percent female members in the Norwegian Olympic Committee and we found that I think it was thirty-seven percent of the board members in the different sport federations are women so it's almost equal and the reason for that is this quota regulation that we have had in sports since ninety-one." (92-99)

3. Actors and Institutions

3.1 Implementing actors

Prof. Fasting emphasized that people in leading positions as well as scientists are essential supporter of gender equality action.

"You know, it's very important to have the people in power and there was a male president who was a Professor here [...] and he was very supportive and I think that meant a lot because he had a lot of power." (260-262)

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Furthermore, Prof. Fasting pointed out that to have people with a high profile on the front may be as well conducive for pushing the discussion forward. As an example she named Amanda Bennett, who is currently active for EWS. The women from the Ministry named Prof. Fasting as one of the driving forces of Norway's ongoing discussions upon gender equality in sport. In agreement with Prof. Fasting's quote, they as well referred to the importance of efforts made by individuals with some influence.

Ministry: "The focus on women in sport was already from the ninety-seventies and Kari Fasting was among the ones who worked really hard that to get girls- females to compete where they were not allowed at that time." (94, 99,100)

"So that was on the agenda for many many years and they have some strong contributors to that fight if you can call it that." (100,101,401,402)

3.2 Implementing Institutions

3.2.1 National Organisations

In sport the women from the Ministry of Sport would give the general responsibility for mainstreaming gender through the sports organisations to the national Confederation. But they added that every single sport club in Norway yet has integrated a gender sensitive perspective and pays attention that everyone is provided with equal opportunities. Therefore, in Norwegian sport everyone gets an actor and contributor for the principals of gender equality.

"In Norway, overall we say it's the Confederation of Sport who is responsible for streaming it through the organisations. I think it's everyone in Norway who has (.) a little all the things about Gender Mainstreaming. So that in a local club you are aware of that, that girls have the same possibilities as boys have and so on." (352-356)

Prof. Fasting emphasised that there are as well huge differences between the different sports organisations. She remarked that the sport movement is a very varied field and informed that every federation is handling gender issues in its own way. And although the implementation of gender equality in Norwegian sport is, compared to other countries, highly promoted, there are some organisations which seem to be more willing to set actions for equality than others. One federation Prof. Fasting highlighted in this context was the football federation, which has been very active over a long period of time.

"I think that one of the problems when we are talking about sport- that we are talking about sport as it is a unity. But there are some huge differences between the different sports. [...] And we can see in Norway that [...] there are some sports that are more interested in equal rights, so in women's issues than other sports, so doing more for it. [...]. The football federation has done a lot [...] and they worked very systematically over many years." (220-226)

"And football is the largest sport for women's sport in Norway. And it's been interesting to see because women were first allowed to play football officially in 1975 and how they have grown you know and then they started passing the big one (federations)- the track and field the handball skiing and then finally gymnastics who have eighty percent women members. And I think it's hundred-and-ten thousand female players." (228-232)

3.2.2 International Organisations

Whereas experts like Prof. Fasting are actively-involved in various international governmental and non-governmental networks and institutions, the Norwegian government is as well open for cooperation and experience-sharing on all kind of levels. The employees from the Ministry informed that they are closely following the international discussion in terms of gender and sport, even developments on an European Union level are therefore of importance.

Ministry: "This is now after the Lisbon Treaty -where sport is now in the article 165- we are well aware of that. So we are eagerly following what will happen in the European Union with sports because we realized that we lifted much higher. [...]. You know we want to be part of the European family in sport so naturally, it's very interesting for us to see what is going on and also we hope that what we do will be interesting for the European Union, so that we can bring something forward to be an attractive collaborator." (308-315)

Prof. Fasting: "You know there are some people who are involved in some research projects because you know Norway is paying a lot of money to the European Union even though we are not member. So you can apply and there are- some kind- of networks and there are some sport projects. We have also one professor here from Germany." (501-504)

3.3 Cooperation and Networks

3.3.1 National Networks

Prof. Fasting informed, that from 1985 to 1991, there was a women's committee in the Confederation which set various actions in terms of positive discrimination. One huge project, which was called "Woman Can Will/Want and Dare", brought out a network which Prof. Fasting characterized as especially powerful and productive. Nowadays, there is nothing comparable to this pre-existing committee. However, Prof. Fasting informed that developments like the quota regulation and the appointment of a female president contributed to the implementation of a gender perspective and equality in sport. So there is no specific representation of interests needed.

"Today there is no such committee or network. It's more Gender Mainstreaming now if you understand what I mean. It's more incorporated. [...]" (480-481)

"[...] we made a course which in English- actually it was translated and used I think in UK. It was called "Women can want and dare" or "Women can will and dare" it was translated to. And many women in sport took this course. And we educated many coaches and we had conferences with media and we had this coaching thing and we had for female sport leaders and there was a very very good network and this network met once or twice a year. After ninety-one, when this group [the women's committee] disappeared, this also disappeared. And now I don't know how it looks like- but I think that there is not a network [...] like it was. But I think because of the quota regulation and also now the last four years that we have the first female president there are quite a lot of women leaders in sport in Norway." (267-279)

Also the Ministry of sport explained that the committee for women was no longer necessary because a gender sensitive view permits to bring the committee's work out in the "daily business".

"It existed till 2010 and we presume that it actually had achieved its objectives." (136-139)

"So they bring it out in the daily work and in other projects like the "Olympiatoppen" and they didn't need the female group as such." (143-145)

Even the experts wouldn't consider it in terms of gender equality, they informed that there are networks, which approach women's issues from a very problem-centralized perspective. Lately, special attention was paid to the problem of eating disorders in girls-sport. Therefore a network, constituted by five federations, has been established which launches different kinds of activities upon this issue. Due to the fact that these problems are more common in girls sport, the target group is once again, females.

"[...] and especially the issue from the eating disorders has been very focused on because they do have a challenge. So that is not in Gender Mainstreaming but it's got to do with girls and focuses on girls so you can see in a way it's moved from getting girls in, to focus on what are the challenges that we meet in girl sport. So you meet that more often in girls sport than with men even though they do have eating problems as well. [...]. We have a network that is called healthy girls sports which is in the confederation and that goes on eating disorders and sort of being there for women and girls. I think it's four or five national federations which have this project together [...] and these are very important federations, very big and with lots of participants. [...]. And handball, which is a big national federation, as well, with many girls." (362-379)

3.3.2 *International Networks*

The implementation of equal rights in Norway is, compared to other European Countries, highly advanced. Hence, women's networks, for Norway, don't play such an essential role as they did at the end of the eighties. It really seems that it is more the case that international institutions and networks profit from the work of Norwegian experts, than the other way round³¹. But Prof. Fasting is convinced that in lower-advanced countries, networks like EWS can be very supportive, mainly in terms of positive action and awareness-raising for women's issues in sport. For her, in some cases it is not enough to consider the existence of a Gender Mainstreaming policy as a satisfying end of the line, while the blatant misbalance to the disadvantage of women in sport is still prevailing.

³¹Beside EWS and IWG Prof. Fasting is also working on gender issues for the Council of Europe and its European Sport conference. Her latest study is about Gender Mainstreaming where a draft will be presented at the EWS conference in London 2011.

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“[EWS], I don’t know so much about it during the last ten years but from my time, the end of the eighties and the beginning of the nineties, I think it had an impact because we were on the agenda at the European Sport Conference and there were not only European countries participating. Also the former East bloc countries and there was governmental and non-governmental people attending but when we had meetings in this call group we tried to put the meeting in countries that didn’t have any women and sport group because at that time we thought it was- and I think it was very important- with positive actions. And that meant that you had a group – it could be only women or it could be women and men who tried to promote women’s sport. And I think – I still think that’s important in some countries you have because if you- as we saw when it went down in Norway a period there after ninety-one – if you are saying ‘No we have Gender Mainstreaming’ – or what you call it - and you are just saying that the board should be responsible for both, women and men so therefore we shouldn’t have any special action or anything for women. This you see that it’s fine to say it but in practice the work for women is still going on because women – probably nothing intentional but because it’s only men around the table. So I think that- what we saw when we went to a country the countries often afterwards appointed a women and sport committee and built or become a part of a network so I really think the EWS was important there.” (377-393)

4. Implementation

4.1 Implementing options and methods

Tools for reaching Gender Mainstreaming like gender statistics, gender assessment and gender budgeting are very widespread in Norway. Even in the world of sport, they are commonly used.

Prof. Fasting: “In Norway this is very much implemented also in sport. You have to present statistics on women and men and you have to report to the Ministry on that. And I think this is very important because it makes things very visible.” (150,178,184,185)

Up to Prof. Fasting, positive discrimination has been- and in some cases still is- an appropriate option to reach gender equality. Furthermore she stressed the importance of quota, in order to realize notable changes.

“But I think that sometimes it is important to have women’s projects only. I really believe that – this is I believe in quota. [...] Because of course you need a certain proportion to get some changes.” (366,367, 373,374)

Although the women’s committee doesn’t exist anymore the work on gender-related issues hasn’t stopped but has been brought out in the federations’ daily work.

Ministry: “The work of the former women’s committee is now implemented in the federations and federations are working together on the issues.” (146,150)

“So this is a good way of development. Not only specific networks. The work is integrated in the whole organisation and all these flags here (*markers in the sport report*) show that they are thinking about gender. They have this gender perspective all over.” (152-156)

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The women from the Ministry think that Norway has come to the point that a gender-sensitive perspective is that much integrated in all areas of life, that interference in terms of mainstreaming gender is no longer necessary. However, even though they don't feel the need of mainstreaming a gender perspective, they are considering gender equality in sport as a constant and ongoing process. Thus decision-making follows a kind of problem-centralized approach. This means that the focus lies foremost on the issues which appear in different sports, but to scrutinize them in a gender-sensitive manner. If it may be a problem which meets girls sport more often, projects and measures will target girls (see *Projects* below).

“I think in Norway maybe they are getting to the stage that they don't focus on girls or boys but what are the problems and who is affected for example with eating disorders.” (381-383)

4.2 Financing

At the time of the women's committee, a special budget for its work was allocated.

Prof. Fasting: “At the time of the women's committee we had a budget and we had money to do this network – to invite people, to have arranged this different kind of seminars and courses. Today I don't think there is anything like this.” (486-488)

Today, no separate budget for women in sport does exist. Nevertheless there is the possibility to apply for financial support in order to realize different kind of projects.

Prof. Fasting: “There is not a budget in- because who should handle the budget for women and sport? So there is not a specific budget for women and sport. But when you have projects- like at the top level [Olympiatoppen]- then they have some millions for that particular project. But not for women in sport like in general. Not like we have because there is no committee.” (495-498)

4.3 Projects

Prof. Fasting stated that the former women's committee had a concrete plan of action and that what she calls “The golden age of equal rights”, brought out many different projects for women in sport. Nonetheless, she adverted that none of the projects have been carried out as “Gender Mainstreaming Project”, but in terms of positive action they for sure, aimed to contribute to gender equality.

“Projects were never defined as ‘Gender Mainstreaming projects’ but as gender equality project. [...] For example in that women's committee from 85 to 91 we had many different projects that we did. [...] I call this [...] ‘the golden age of equal rights for women and sports’, from eighty-five to ninety-one. It was different kind of action taken to reach gender equality. For example we had some courses for coaches but that would be positive discrimination, positive action. Maybe we had more of that.” (202-208,268-269)

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In the time of the women's committee there has been, among several other actions, a focus on women in media and a huge project which aimed to win more female sport leaders. Latter was translated to English and also used successfully abroad.

"We made a course which [...] was translated and used I think in UK. It was called 'Women can want and dare' or 'Women can will and dare', it was translated to. And many women in sport took this course. And we educated many coaches and we had conferences with media and we had this coaching thing and we had for female sport leaders and there was a very very good network and this network met once or twice a year. After ninety-one when this group disappeared this also disappeared. [...]" (267-275)

The experts emphasized that there are still different ongoing projects in terms of gender equality. There are current projects in the field of top sport and the field of trainer education, where the target group is female. That is because even in Norway, women in sport still have an issue. Foremost the number of female coaches is, according to Prof. Fasting, very low.

Kari Fasting: "I did a report for the Norwegian equal rights and discrimination ombud about sport and we looked at different issues in relation to equal rights and we found one very very negative thing [...]. The negative thing was that of all the national coaches from this sixty-five sport federations that we have in Norway there was only eight percent female coaches and that's very very bad and very very embarrassing." (90-95)

Ministry: "I might be wrong, but I think when it comes to Gender Mainstreaming in sport it's women and that's why we have these women's projects also with the elite sports for coaches they have a special project (...)" (197-199)

"For top-level sport there is a project which is related to winning more gold medals and also to – there is also one for developing top-level coaches." (491-493)

5. Evaluation

At the very moment when the interview took place there has been no ongoing Evaluation on gender equality. But the women from the Ministry informed that many different institutions are doing Evaluations for the Ministry from time to time and that the results are usually used for policy- and decision making.

"The policy of the Ministry is based on Evaluation made by scientists and communicated via the White Paper on Sport. International research Centre, institutes which deal with sport, universities and some more private institutes do research for the Ministry. But at the moment there is no research project on gender and sport." (275,284,287,289,300)

The Implementation of Gender Mainstreaming in European Sport

Prof. Fasting claimed that most of the gender equality projects haven't ever been evaluated. But she informed about the "Women Can Will/Want and Dare" Project which had been evaluated from two different perspectives. Additionally, these Evaluation results were presented to an international community and as mentioned before, the program was used abroad.

"[...] there are so many projects in sports and they never evaluated it. But we did two big Evaluations. We did one Evaluation on the central women and sport committee and I had a student who did this and wrote a report in Norway and translated it to English and it was presented and handed out at the conference in ninety-four in Brighton." (454-466)

Prof. Fasting is relatively sure that this program led to an augmentation of female leaders. Although she admitted that concerning gender equality, the question of cause and effect is hard to answer.

I think it was more than 3500 that took that course and that must have had some impact I am sure. I mean at this leadership (.) the number of leadership that we got – that must have been related to that. It's very difficult in these cases to say 'cause and effect'." (470-475)

6. Controlling

Prof. Fasting explained that looking after the fulfilment of quota in the federations usually works well. The federations have to report about it to the Olympic Committee, which makes the agreement on gender quotation relatively binding. At least as far as the federations' level is concerned. Further she stated that it gets harder to realize the quota in regional organisations. But according to her, in Norway there is an existent gender sensitive perspective even in small clubs on the regional level.

"Well you know this is very difficult of course to check it and what is the punishment etc. So that has been discussed. But if you are at the highest level- at the sport federation level- like skiing, handball cannot fulfil it, there are some rules you have to apply the Olympic Committee and you should have very good reasons for not doing it. But when it comes further down in the districts and clubs it's difficult." (307-313)

Beside the observation of the Olympic Committee, the implementation of quota in the federations is controlled by the Ministry of sport as well. The experts from the Ministry informed that federations regularly have to make statements on their efforts for gender equality in order to get funded by the Ministry. So annually, they have to report back to the Ministry what they have done for women, girls, gender and equality.

"We get their application every fall and then they get their money every January. So it's a cycle. Every year the same procedure." (68, 69)

The Ministry itself is under observation of the ombudsman from the Ministry of Children and Equality. She is the one who controls all sectors and who would get active in case of any non-compliance of equal rights.

“So we have an ombudsman, she is from the Ministry of Children and Equality. So they look after all the sectors. So if we didn't do that in sports she would be raising her bell. Well [...] not control as 'I look into your books' but she has her ears and her eyes open all the time. If she hears complain then she will go in. And that comes to sexual harassment and other forms of equality as well you know at work if a man gets a job before a woman and they are both qualified then the woman or the man may complain and she will look into it [...].” (172-187)

Interpretation of Norwegian results

The formulation “Gender Mainstreaming” literally does neither exist nor is it implemented as an explicit strategy or concept in Norway. However, Gender Mainstreaming, interpreted as gender perspective, could be considered a constant principal, even in the spheres of sport. Tools, which are generally used to put the concept of Gender Mainstreaming into practice are well implemented in the field of sport. In this connection, quotas as well as positive action to a certain extent are emphasized as an appropriate option to reach gender equality. Enhanced efforts over many years and the obliged gender quota for sport federations established in 1991 led to the result that a gender perspective has already seeped through Norway's sports organisations. Nonetheless, the work towards gender equality in sport never stopped. The reason is that despite these developments, women continue to face bigger issues in sport so that when it comes to gender equality, more attention is still being paid to women. Taking this into account, guidelines and action plans sent out from the Ministry to the sports federations, have been focussing on the care and attention of gender equality for a long time. Subsequently, there have been various projects for women only, which aimed to contribute to gender equality. Nevertheless, none of them have ever been carried out as a “Gender Mainstreaming Project”. However, now, the latest action plan launched by the Ministry is not only targeting gender equality but explains the aim of taking action against all kind of discrimination in sport which includes disability, gender and sexuality. In this connection, every single sport club is obliged to provide everybody with equal opportunities in order to turn them into contributors of (gender) equality.

However, the general responsibility for “mainstreaming gender” through the sports organisations is given to the national Confederation. While many different institutions are doing Evaluations for the Ministry from time to time, most of the gender equality projects haven’t ever been evaluated. One outstanding exception was the “Women Can Will/Want and Dare” Project which had even been evaluated from two different perspectives. The compliance of gender equality regulations is controlled in different ways. While the federations have to report to the Olympic Committee about the implementation of quota, they are as well controlled by the Ministry of sport, which is, likewise every other sector, under the observation of the ombudsman from the Ministry of Children and Equality.

7.1.4 Kosovo

1. Current status of Gender Mainstreaming

1.1 Different means of access

For the experts in Kosovo the concept of Gender Mainstreaming is completely unknown. Although each of them has various experiences with international laws, regulations and concepts, they are not familiar with the concept of Gender Mainstreaming.

1.2 Societal and cultural context

The experts from the Ministry as well as the president of the Olympic Committee stated that there are no cultural or religious barriers in Kosovo which would keep anyone from practicing sport.

Mr. Hasani: “So if you look at the Olympic movement, if you look at the non-governmental organisations, if you look at governmental organisations- I think that we gave space for women to be involved. It’s not an easy task but anyway we managed to involve as much as possible women in leading the sport.” (52-55, 66, 67)

Moreover they are convinced that women are well-integrated in every sector of society even in leading positions.

Ministry: “Women in Kosovo are integrated in every sector of society. From the parliament, government, non-government associations. Although we hope this percentage will rise someday but in general, women are integrated everywhere. We have a female president!” (B 488-501).

The Implementation of Gender Mainstreaming in European Sport

In Kosovo, participation grades in sport are extremely low. The experts associated this with the deep economic and infrastructural problems, from which women sport is affected even more severely. Nevertheless, men sport as well is struggling hard for its existence.

Mr. Hasani: "First I checked some statistics and I saw I our country we have only between one and two percent from people practicing sport. In European countries it's between thirty-five and forty-five. So now- if again we compare this number- it's around zero."(143-145). "So we couldn't get framework for women's sports that women can make a living from sports." (161-163)

Ministry: "Women sport in Kosovo, like men sport, they are struggling to get financial support from the private sector – Sponsoring." (B 115-121)

1.3 How far is it on the agenda?

Due to the United Nations' mission in Kosovo, policy-making and legal system is in line with international standards. Also gender equality is set on the agenda. Therefore the policy to improve women's sport ranks highest on the priority list of the Ministry of Sport. Also, the OCK follows the international "Sport for All movement" which is as well known for taking gender issues into account.

Mr. Hasani: "And mainly will be focused on sports for all to increase this number, to develop sport in the primary school and also the elite sport. And we have already managed to have in the law that all winners of medals in our country to be paid for one year. It's like a scholarship." (210-219)

1.5 Resistance

In Kosovo the experts negated any form of resistance against the idea of gender equality, but the exact opposite is the case. They are very proud of their female sportswomen who have been lately performing more successfully than men. They actually feel that probably even more attention and money should be given to female athletes in order to support their successful performances in international tournaments.

Ministry: "It s very important that men's side- they are not bothering women to make sports and to do whatever. [...] they don't have the idea to say for example 'we must be better than girls'. We say if the girls are better 'hallo come! [...] Just be better!' We are not saying that the men can be on top. No, never. Can be women! We have one girl, the judoka, we hope that she will be in Olympic Games and that is our pride."(B 543-555)

2. Guidelines and Regulations

2.1 Competences and legal basis

The people from the Department of Sport informed that even sports organisations function autonomously as NGOs, they are financially depending on the grants from the Ministry. Due to the lack of an appropriate law for sponsorship and the very low membership fees, which are more or less symbolic, sport in Kosovo is solely funded by the state.

Ministry: “So it’s very well separate like government pillar with the non-government pillar. The trouble, it’s coming then with the legal infrastructure. We do not have the law on sponsorship yet. So the sport is only funded by the state.” (80-87)

2.2 Guidelines

The sport law in Kosovo as well as every other legally-regulated sector was made in cooperation with international institutions (see: *quota system*).

Ministry: “We have European Partnership Action Plan, we have the Ministry for European Integration, we have an agency for gender equality and we have all this.” (207,208). We got a lot of support from EC and separate countries like Germany, France in these terms [...]” (213,214)

Thus, the objective was to build a legal infrastructure which meets the European standards. Therefore the regulations contain, among other international targets, principles of gender equality and non-discrimination. One specific law which influences the world of sport as well is the one of gender equality³². It was made under the controllership of the UN and calls for equal rights in all parts of societal life. These principles are as well respected in the statutes of sports federations. One thing people from Ministry pointed out to illustrate this congruence, was the more or less obliging statute to also arrange women’s leagues.

Ministry: “The strategy of sport, it’s the same for men and women [...] within their statutes they are obliged to have also women’s leagues in the federations.” (11-12,179,180)

³² See: United Nations (2004, total)

The Implementation of Gender Mainstreaming in European Sport

Although the experts weren't familiar with the concept of Gender Mainstreaming, they affirmed that the laws and regulations in sport comply with legal requirements of the European Union.

Ministry: "Sport's law and regulations are in line with the European Union regulations but the issue is how much we can cover these laws with the budget in order we have progress. [...] you know, there is a lot of budgetary issues here [...]. We are informed about plans and strategies of the European Union. [...]. So maybe we are missing a law [for Gender Mainstreaming] but whatever regulations we have are in line with the European Union." (183,199-207,215)

Mr. Hasani: "After Serbian regime was shot down, United Nation through the United Nation mission in Kosovo. And together we made in the beginning some regulations which later become law. And from that early beginning was one decision women to be involved. Not only women but we also spot about integration of minorities here in Kosovo also people with disabilities. And I think that we tried to make (.) since we start with new establishing of the institutions- we wanted to meet all requirements and the European standards." (35-50)

With their policy on women and sport, the Ministry expresses the intention to promote and integrate women in sport as much as possible. This policy has priority on the governmental level and it's also communicated to the sports federations.

Ministry: "This politic aims to push a lot of women to make sport." (B57)

"This politic is about to improve the woman's sport to make it better and push women to do sport. [...]. In the politic of the department of sport, that politic is number one. [...]. That have federations, Olympic Committee, clubs and everything." (B 34-37, 41, 45, 46)

2.3 Quota system in sport

As well as the statutes, the federations are obliged to have women's leagues, all national federations signed up to fulfil a quota of 30 percent female members on their executive boards.

Mr. Hasani: "[...] in Kosovo all sports institutions allow access for women not only to practice sport but also as leader. In each statute of all national federations, also in the Olympic Committee, thirty percent of executives in committees should be women. [...]. It's written in the statutes and I think this is respected. Maybe in some sports where they don't have enough women but they respect and you hardly could find one federation without women in executive committee." (24-30)

3. Actors and Institutions

3.1 Implementing actors

All experts are convinced that it is first and foremost women, who have to be willing to enter the world of professional sport. However, they also stated that due to the bad circumstances overall, they would need the support of government and educational institutions (see *Implementing institutions* below).

3.2 Implementing Institutions

3.2.1 National organisations

The president of the OCK thinks that gender equality is not only a task of one institution but an issue for everybody. Nevertheless, he informed about the active support of the department of sport and as well of the OCK's responsibility of raising the participation grade of women in sport.

"I think it must be one club and all institutions to respect it. Starting from clubs, starting maybe from the school and there to be as much as possible women to be involved. And we (OCK) to raise the number because if we look at the number of athletes practising sports and compare percentage of men and women the men prevail in big percentage. [...]. Also in department of sports which is part of Ministry of Sport, there is one of the priorities to help and to support women in sport." (35-50)

Beside the government's role in implementing gender equality and apart from the people from the Ministry, the experts emphasized the importance of education beginning from primary school already. Nonetheless, women themselves have to be willing to improve their situation, so the experts' opinion. This is due to the fact, that no board, group or committee for the representation of women's interest exist. While the experts foremost claimed the bad financial situation, it is, however, also the technical know-how regarding gender-specific activities (Gender Mainstreaming concepts) not given.

Ministry: "The changes must happen in the society, civilian society. It's government, Olympic Committee, federations, faculty. This is very important. Education from the primary school to faculty. [...]. But the biggest step it's women because they have to say one day we love sport. It's also women who should take the initiative. [...]." (B 525,547)

3.2.2 International organisations

People from the Ministry informed that there has been a lot of international interference in Kosovo's law making, which also influenced the national sport movements.

We have European Partnership Action Plan, we have the Ministry for European Integrations, we have an Agency for gender equality and we have all this." (207,208)

"We got a lot of support from EC and separate countries like Germany, France [...]." (213-214)

4. Implementation

4.1 Implementing options and methods

They are not familiar with the idea or the concept of Gender Mainstreaming. So the experts haven't been able to inform about any implementation methods. Nonetheless, the existence of the gender quota for leading positions in sport federations - even experts wouldn't consider it as Gender Mainstreaming tool - was scrutinized in greater detail.

Thus the president of the OCK informed that a thirty percent mark isn't always easy to achieve. Foremost in sports with very few female participants, for instance in boxing, it is nearly impossible to recruit enough women in order to fulfil the quota. This means that it differs from one sport to another how far federations are able to meet the thirty percent of female leaders.

“And now how much it is implemented it varies from sport to sport. Because in some sport you don't have women who practice sport. For example in boxing. And there we have for example only two athletes and they started recently. So you couldn't find them in the clubs then you couldn't find them involved in the assembly. Choice, it's not fair to take someone 'from the street' to fulfil the quota.” (76-71)

4.2 Financing

There is a separate budget for women's sport and due to the raised attention for women in sport through the policy of women sport 2011, more money could be allocated.

Ministry: “[...] they have as well a separate budget for women sports.” (2-3)

“So, 2011 we have this year most significant budget for women in general. But it's not a long-term budget. [...]” (147-152,158-159)

So the Ministry is financing what can't be covered by sponsoring from private organisations and companies which is much more an issue for women's sport.

“In order it is really hard for women's sport to get sponsoring from the private sector, Ministry of Sport is helping the clubs in continuing their existence. But nothing more. [...] it's not a budget that can offer something in the future.” (B 123-127,128,138,140)

However, as already stated before, the financial situation of sport in Kosovo is that the money from the Ministry is hardly enough to ensure the existence of sport organisations (see *Social and cultural context* above).

4.3 Projects

Although the policy of women's sport puts the focus on several issues, the money which could be raised for women's sport isn't enough to realize the project plans of the federations.

Ministry: "Clubs and federations they have lots of projects, concrete projects- professional projects but we (the Ministry/department of sport) don't have the budget! We are talking about one policy of women's sport that is very good that we have it. But if we considered how much budget we have in that policy- every club will get one thousand Euros per year!" (151-169)

5. Evaluation

Due to the fact that the concept was unknown, no information about Evaluation could be generated. It is strongly assumed that due to the international surveillance, different kind of Evaluations are conducted. However, there is no independent sport-internal Evaluation of gender equality themes in Kosovo.

6. Controlling

National policy making in Kosovo has been controlled by international organisations. However, the knowledge of any Gender Mainstreaming tools is, as far as the analysed setting is concerned, not given.

"When we used to work on the sport law after we finalized it there was one commission from European countries who were experts of sport and they came here and they looked from the perspective how this law is complying with international law including also everybody to have access, of course women, disabled, minorities and all other standards [...]." (240-246)

Hence, from a national perspective the compliance of regulations is not officially - and formally-controlled.

Interpretation of Kosovan results

The principals of Gender Mainstreaming or the implementation as a concept in sport is not acquainted with the experts even though the sport law in Kosovo was made in cooperation with international institutions. Hence, the legal system in sport is in line with European Union standards, which also implies gender equality on the agenda. With their policy regarding women and sport, the Ministry of Sport³³ expresses the intention to promote and integrate women in sport “as much as possible”. This policy has priority on the governmental level and it’s also communicated to the sport federations. While the statutes oblige the federations to have women’s leagues, all national federations also signed up to fulfil a quota of thirty percent female members on their executive boards. So, respecting these international regulations for non-discrimination and providing equal opportunities are not only the tasks of one institution but issues for everybody engaged in the spheres of organized sport. Nevertheless, the OCK’s responsibility has been especially underlined for raising the participation grade of women in sport and the government’s essential role in providing the legal and financial framework for equal opportunities. However, it is the women themselves who have to be willing to improve their situation and to enter the world of sport, so the experts believe. The support of government and educational institutions, thus, due to the bad circumstances overall is necessary. Yet, however, the financial support from the Ministry is hardly enough to ensure the existence of sport organisations and does not allow the realization of any plans for bigger women’s projects of the federations. While the law for sport has been controlled by international organisations, it is assumed that from a national perspective, the compliance of any regulations, such as the fulfilment of the women’s quota, is not formally controlled.

³³ See: The Department of Sport of the Ministry of Culture, Youth and Sport. Access on 2.2.12 at: <http://www.mkrs-ks.org/?page=2.1>

7.2 Summary by categories

7.2 1 Category 1

1 Current status of Gender Mainstreaming
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1.1 Different means of access

From an international perspective, there is no common way of implementing Gender Mainstreaming on a national level. Also, no specific Gender Mainstreaming concept for sport does exist. Thus, the expert from the European Commission informed that there are various different forms of handling it within the member states.

The Austrian experts described Gender Mainstreaming as a concept only few people in the spheres of Austrian sport deal with. It cannot be literally translated into German and according to the interviewees, the concept is not accessible to a broad audience. Moreover, the experts criticized that only vague explanations of this concept exist.

Norway's outstanding gender-sensitive perspective is very well promoted and incorporated to a large extent in every sector of social life, even in the field of sport, the principals of mainstreaming gender, its tools and techniques are well known and implemented. Even though Norway is, according to the Council of Europe, one of the fewest countries which really realized Gender Mainstreaming in practice, it can't be exactly translated and does not play any role as a specific political concept. Foremost it is the concepts for gender equality which have been highly-promoted for many years already.

For the experts in Kosovo, the concept of Gender Mainstreaming is completely unknown. However, they are reacting on international demands concerning gender equality and equal rights.

1.2 Societal and cultural context

Both Austrian experts are convinced that there is a relation between the societal conditions and the current imbalance of gender prevailing in Austrian sports. The situation in sport is even worse than in other sectors of society, which, according to Ms. Mikesch, is explained by the fact that the work on gender-related issues in sport has only started recently in Austria.

Mr. Ooijen as well thinks that the situation in sport sometimes reflects the situation in society but that sport and its movements sometimes may have no links to society at all.

He shares the view with Ms. Hämäläinen, that in sport, progress towards equality takes much longer than in other areas of society.

Also, Prof. Fasting explained that the situation of women in Norwegian sport is very close to the situation throughout society. Nevertheless, changes in sport apparently take much longer than in other areas.

The experts in Kosovo informed that women are well-integrated in every sector of society even in leading positions and that in general there are no disadvantages for women due to religion or tradition. Also in the spheres of sport, women are represented in all kind of positions. Nonetheless, women sport is affected more severely from the deep economic and infrastructural problems the country has to face, which is reflected in a low participation grade and the low number of professional sportswomen.

1.3 Latest focus and problem definition

Putting Gender Mainstreaming into practice is a substantial undertaking. Due to the fact that no tangible guidelines how to do this in sport could be found, the experts were asked on which aspects and measures a current focus is being laid - respectively should be lying - from their point of view and where they would identify current issues in terms of gender and sport.

For Mr. Smoly the current gender-related issues occurring in Austrian sport are primarily societal issues and not problems that the sports world could solve. Hence, he questions Gender Mainstreaming as an objective of the BSO.

Ms. Mikesch believes that for sure, it is important to react on occurring issues and to get active within the spheres of sport. According to her experiences one enormous difficulty in Austria is to find women willing to take high positions. She thinks that upcoming activities should be composed of education or training courses for women in order to give them the self-confidence to apply for higher positions. A further issue for Ms. Mikesch is the sector of sport, women and media.

Bart Ooijen explained that on an international level, one of the biggest issues lately is the low number of women in leading positions and the representation of women in governing bodies. Also Ms. Hämäläinen experienced, that currently much attention is given to the fact that women are underrepresented in leading positions.

Prof. Fasting examined lately that in Norwegian sport only eight percent of coaches are female, which up to her, is a very embarrassing outcome for Norway. Hence, this circumstance receives increasing attention through specific programs.

Within the policy on women sport, special attention is given to the fact that women's sport in Kosovo is even more affected of financial problems than men's sport.

1.4 How far is it on the agenda?

Even though Ms. Mikesch stated that the women's committee is dealing a lot with Gender Mainstreaming, she informed that there is no overall concept of how to handle it in the Austrian nongovernmental sport spheres.

Mr. Ooijen informed that in the context of the European Commission's principal of democracy, gender equality plays a constant role in the politics of the European governing bodies. However, an explicit policy for Gender Mainstreaming in sport wasn't mentioned in this connection. For ENGSO, the promotion of gender equality in sport isn't its main objective, but an issue they focus on every now and then, mainly through their projects. Putting Gender Mainstreaming into practice goes hand in hand with the principals of grass root-sport and is more incorporated in ENGSO's daily work than it is separately-targeted.

In Norway, activities in terms of gender equality don't follow a Gender Mainstreaming concept. However, the Norwegian experts explained that they have an outstanding awareness for this topic and that various Gender Mainstreaming tools and methods are applied in the field of sport. It is the principals of gender equality which have been highly-ranked on the agenda in Norwegian's politics for many years. Thus, the Norwegian experts informed that the mainstreaming of gender is deeply-implemented and integrated in their whole society as well as in sport, of course.

The experts in Kosovo informed that the legal system and regulations for sport are in line with international standards. Also, gender equality is on the agenda of the Ministry of sport. Therefore, the policy to improve women sport ranks highest on the priority list of the Ministry and also the OCK follows the international Sport for All movement which is as well known for taking into account gender issues. Nevertheless, none of the national experts for sport has heard about Gender Mainstreaming yet.

1.5 Resistance

Ms. Mikesch has often experienced resistance against different kinds of supportive efforts. She said that even women are often negatively-disposed to women's promotion. For her, this is mainly due to the lack of awareness for gender-related issues in the Austrian sports world. According to Mr. Smoly, it is not the principal Gender Mainstreaming as such which leads to any form of resistance, but for sure does the increasing workload which comes with the implementation of this concept.

Mr. Ooijen is well aware that changes towards the equalization of women are often accompanied by resistance. For him, the promotion of gender equality in sport is especially challenging if there are cultural and societal barriers still hindering women to practice sport publicly as a profession. But as far as the higher level of the European Commission is concerned, he doesn't feel that there is resistance against the mainstreaming of gender or women's promotion. Ms. Hämäläinen's experienced that the enhanced efforts of promoting women sometimes may lead to negative emotions against Gender Mainstreaming and gender equality measures. But she thinks that such discussions should not and won't hinder the work against occurring disadvantages related to gender.

The experts from the Norwegian Ministry of Sport don't see much resistance against Gender Mainstreaming in sport anymore. They explained that this is due to the fact that gender equality has been high on agenda for a very long time. However, whenever it comes to changes in traditional sport systems and traditional ways of thinking, there will be a certain kind of repulse, Prof. Fasting is convinced. She feels that resistance against promoting women in sport is also very much related to the fear about losing power and position.

In Kosovo, the experts negated any form of resistance against the idea of gender equality. The experts informed that Kosovo's female athletes lately performed very successfully in international tournaments, which makes the country very proud. So actually, there is the idea of enhancing the attention for female athletes because they actually furnished better achievements than male athletes. These statements, however, indicate rather the incorporated communist ideas (cf. Mr. Ooijen, p. 78) than an understanding of Gender Mainstreaming principals.

7.2.2 Category 2

2 Guidelines and regulations

2.1 Competences and legal basics

Competences

Mr. Ooijen informed that the Lisbon Treaty in 2009 raised the Commission's possibilities to promote an active sport policy and to raise, inter alia, gender and sport-related topics. Nonetheless, the independence of member states and the autonomy of sports organisations are to be respected going forward. Hence, it is first and foremost the responsibility of member states to decide upon Gender Mainstreaming activities in sport.

The Austrian sport system is largely independent from the government and so is the system in Norway and Kosovo. While the sector of autonomous sports organisations generally allows only little interference by the government, sport is funded by the state to a big percentage. Hence this circumstance provides a certain influence of the governmental sector, so the quotes of Austrian, Norwegian and Kosovan experts.

Legal basis

Ms. Mikesch claimed that in Austria a legal basis for the implementation of Gender Mainstreaming concepts in sport is completely missing. She informed that only two federal states at least mention the intention of promoting women in sport, while the other seven don't have anything written in their sport law that may be comparable. Hence a nationwide implementation is pretty unlikely due to the fact that it is the federal states which take care of regional sport.

In terms of the legal basis for equality in sport, the experts from Norway and Kosovo referred to their national law of equality from which result further obligations for sports organisations. In both countries, the experts stated that statutes of sport federations are embedded in the overall national policy of gender equality:

The experts from the Norwegian Ministry of sport explained that it is the Ministry of Children and Equality which give the legal frame for gender equality in Norway. And also non-governmental sport movements, and foremost the sport federations, are supposed to respect these guidelines within their statutes.

In the case of Kosovo, the current national law for gender equality was made under the surveillance of the UN. Also the sport law in Kosovo was fixed in cooperation with international institutions - so the experts affirmed – although they weren't familiar with the concept of Gender Mainstreaming- that the laws and regulations in sport comply with legal requirements of the European Union.

2.2 Guidelines

As a basis for activities and discussions upon gender issues in sport the European Commission considers different documents which are of importance for ENGSO's decision- and policy making as well. In this context the experts mentioned the European Union's equality documents on the position of women and men in the White Paper of Sport and the Strategy 2010-2015, which lately are of special relevance. Mr. Ooijen informed that these documents don't include legally-binding contents but nonetheless would be of huge value. These papers reflect which issues the organisations in charge are actually discussing and raise attention for specific topics. They do not only function as guidelines for bodies on the international level but as well aim to provide possible base-laying points for national policy-making.

Throughout the interviews with the Austrian experts, no specific guidelines, elaborations or instructions could be examined which would be of importance for the handling of Gender Mainstreaming in sport or support its implementation in sports organisations. Mr. Smoly even doubts that such papers exist in Austria after all. However, literature research indicates that such regulations do exist. Thus, the White Paper on Sport is addressing Gender Mainstreaming in different contexts. Nonetheless, Mr. Smoly is of the opinion that this evokes neither any specific declaration of option nor does it provide tangible guidelines for the implementation of Gender Mainstreaming. Besides, the women's committee of the BSO does not offer a course of action or guidelines towards Gender Mainstreaming for sports organisations.

Based on the Norwegian White Paper of Sport, the Ministry sends out an annual letter to the sports federations, where important objects were pointed out. One of these objects for a long time has been the care and attention of gender equality. Taking the guidelines of the Ministry into account, the national Confederation of Sport formulates its own specific plans of action.

Thus, the federations supposed to react upon it. Prof. Fasting informed that in the past, there have been concrete plans of action for women in sport, formulated by the former Women Committee. Since the Women's committee stopped its work, there were no action plans addressing only women but issues of gender equality in a widened perspective. Thus, the current version of the White Paper of Sport is addressing not only discrimination in relation to gender but also sexuality and it exposes the aim of taking action against all kinds of discrimination in sport.

In Kosovo, it is the actual policy on women and sport of the Ministry of Sport which may be instanced under the section 'Guidelines'. The policy of women sport should express the intention to promote and integrate women in sport as much as financial and infrastructural resources permitting. It has priority over the other sport policies and is also communicated to the national sports federations.

2.3 Quota system in sport

The European Commission doesn't prescribe any form of gender quotation for sport organisations, neither for the international nor for the national level. Nonetheless, the European Commission discusses solution options and is closely following up on how the Member states themselves are handling this issue. In reinforcing an active dialogue between the states, the Commission aims to increase the spread of best practice experiences, Mr. Ooijen informed.

Concerning the quotation of gender in sport, every country examined for this thesis had its own special way of dealing with the problem of the underrepresentation of women in sport (boards):

In Austria's sport system, there is no uniform gender-quota system on a national level. However, the sport law Salzburg prescribes a women's quota for executive boards. Still, both experts doubt that it would be possible to implement an obliged gender quota in the national sport legislation. In Norway, it is not only the private sector which has an obliged gender quota. Also sports federations have a very specific quotation system, already since 1991. The obliged gender quota is given for sport boards and determined by the law of sport. This regulation provides the number of male and female representatives on the board to reflect participation figures of men and women in percentage. In Kosovo it is the quota of thirty percent female board members which should be respected in executive sport boards.

This regulation is prescribed in the federations' statutes, which were made under the surveillance of international organisations and signed up to fulfil from every national sports federation in Kosovo.

7.2.3 Category 3

3 Actors and Institutions

3.1 Implementing actors

The experts in Brussels informed that personal dedication by individuals and the support from people in power is very important to bring forward the work on gender-related issues - even on an international level. In concrete terms, the experts named people in higher positions, scientists, and college professors as key actors and stated that to have male contributors are as essential as the collaboration of women in leading positions. In order to move toward gender equality in sport, the experts characterized the compliance of politicians equally-important.

For both Austrian experts, people in higher positions and mainly women in leading functions play an essential role in bringing forward equality matters. For Mr. Smoly it is every single club functionary who has to get active upon measures for Gender Mainstreaming. In general, he thinks that it is up to every individual to take the responsibility for Gender Mainstreaming in its personal sphere of influence. Otherwise nothing will change due to the autonomy and self-regulation of the sport world which hinders great intervention of the Government.

Comparable to the experts in Brussels, the Norwegians emphasized that people in leading positions as well as scientists are essential supporters of gender equality action. The experts from the Ministry told that when the importance of gender equality in sport was on the rise many years ago, it was very important to have strong female contributors taking the pioneer role and fighting for women's rights in sport.

Kosovo's experts stated that there are no cultural or religious barriers for women to exercise or engage in professional sport. But due to the prevailing precarious situation, the experts see that women who enter the world of professional sport will need help. In Kosovo certain kinds of support is coming from the government and educational institutions like the University of sport. Nonetheless, the experts emphasized that it is first and foremost women, who have to be willing to pursue a professional career in sport.

3.2 Implementing institutions

The experts in Brussels informed that the governing bodies of the European Union can only provide recommendations and funding in order to encourage activities towards gender equality. Hence, the cooperation of national governments and the engagement is essential in this connection and so is the will of sports organisations. Otherwise, these efforts will turn out to be a dead end.

Due to the lack of an overall organisation for handling gender issues in Austria, Ms. Mikesch thinks that every higher sport board should feel responsible for the implementation of Gender Mainstreaming to some extent. In terms of awareness-raising she would give the responsibility to politics just as well as to the highest boards of sports federations and the BSO. Due to lacking information, it is assumed that the Austrian experts don't expect international institutions to play a role in the discussion and implementation of Gender Mainstreaming in Austria.

The Norwegian experts give the general responsibility for "mainstreaming gender" through sports organisations to the national Confederation. They added though that every single sport club in Norway yet has integrated a gender-sensitive perspective and pays attention that everyone is provided with equal opportunities. Hence, in the Norwegian sport system everyone gets an actor and contributor for the principals of gender equality. On an international level, Norway actively participates in the discussion about gender equality. Prof. Fasting's work serves governmental and non-governmental institutions and contributes to various international expertises of gender, equality and sport.

In the Ministry of sport, evolvments of gender equality and sport on an international level are closely-followed. And so are the developments of the European Union's sport policies. The experts from the Ministry informed that although Norway is not a member of the European Union, it aims to be a good collaborator as far as the sector of sport is concerned.

The president of the OCK thinks that in order to provide equal opportunities and access for women in sport, it has to be a task of every sport club. Apart from that, it is the department of sport which is considered to play an active role in supporting women's sport. Furthermore, the OCK may be seen as a key contributor for working on gender equality in sport and the president of the OCK gives it the responsibility of raising the participation grade of women.

People from the Ministry informed that there has been a lot of international support in Kosovo's law making but the question of which role international institutions play for gender equality in sport apart from the creation of legal framework remained unanswered.

3.3 Cooperation and Networks

Ms. Hämäläinen informed that for ENGSO, international cooperation with women's networks like IWG and EWS and governmental bodies like the EU Sport Forum is of importance. Also, Mr. Ooijen, speaking from the governmental perspective, emphasized the productive working relationship between the Commission and international "Sports for All" movements. The experts in Brussels are both convinced that networking has many positive effects and can lead to a fruitful exchange of experiences and information. They especially positively highlighted the achievements of international women's networks which are considered as working very effectively in terms of gender equality and equal rights for women in sport. The advantages of networks of international relevance are distinguished by their professional organisation and their proper linking. Furthermore, they mostly have members with high profiles which are also very helpful in order to bring their concerns forward. According to Mr. Ooijen, these prerequisites are often not met in national networks which provokes that they hardly gain any influence in bringing women's issues further. Not that only the essential contact to the 'men's world' is missing, in many cases, but they even aren't cross-linked at all. Hence they will remain isolated groups what Ms. Hämäläinen experienced in many cases within the women's committees of national umbrella organisations. From her point of view, the appointment of such groups must not be seen as the solution of every structural and personal problem women have to face in sport. Comparable to Ms. Hämäläinen, Mr. Smoly also thinks that creating a women's committee is simply a kind of alibi action which often turned out to have hardly any impact but solely served to disguise fundamental problems. He is widely-positive with the international experts that women's networks essentially have to have members with a high profile and links to the 'men's world' in order to bring their concerns forward. Concerning cooperation on an international level, Ms. Mikesch told that the participation of EWS conferences is therefore important. She informed that for the women's committee, this is the main link to the international movements on gender and sport. Nevertheless, how far this connection is followed consequently in order to link international developments with the national decision-making has to be called into question. While the success of national

women's networks was really queried by Mr. Smoly, no further links to any international networks despite of EWS could be detected.

Prof. Fasting informed that in the past there have been two women's committees which were integrated in the national umbrella organisation of sport. The first one existed from 1985 to 1991 and was mainly of importance in terms of positive discrimination. The second one, appointed in 2007/2008, consisted, contrary to its precursor, not only of women but to its half of male members. Nonetheless, it also ceased action after a period of two or three years because it was assumed that due to the achieved developments toward equality, an exclusive focus on women was no longer appropriate. Beside these committees, Prof. Fasting furthermore informed about a very powerful and productive network developed in the framework of the huge "Woman Can Will/Want and Dare" Project. Nowadays, there is no comparable women's committee or network which would promote exclusively women, so the experts. They emphasized that Norway has come so far that positive discrimination of one sex would even be considered as an old-fashioned approach of acting on given issues. But, however, there are networks working on current matters in sport from a very problem-centred approach. Thus the experts talked about a network constituting of five major federations which are actually active in terms of eating disorders in girls sport. The implementation of equal rights in Norway is, compared to other European Countries, highly-advanced. Hence, Norway is not in need of international support in order to advance in terms of national gender equality strategies in sport. On the contrary, national institutions and networks are profiting of the expertise concerning gender, equality and sport Norwegian experts like Kari Fasting are providing.

7.2.4 Category 4

4 Implementation

4.1 Implementing options and methods

It is not in the competence of the European Commission to make an overall decision upon the implementation of Gender Mainstreaming in sport. Thus, the member states themselves are supposed to implement Gender Mainstreaming in their national sport system. Mr. Ooijen informed that the way the European Commission gets active is mainly in terms of awareness rising for the importance of the topic. Another important pillar of the Commission's activities is the financial support and funding of projects.

The Commission is aware that the diversity of the member states requires different strategies and approaches. Hence, it aims to provide best possibilities for the exchange of experiences and best practice models and to create the framework for cross linking and networking in organizing conferences and platforms which bring together governmental and non-governmental actors. Also, ENGSO is aware of the above mentioned dissimilar national settings. This fact was taken into consideration in the planning process of the WILD Project hence there was given space to the different approaches of the partner countries.

Ms. Mikesch claimed that in Austria there is yet no supervisory entity who would guide the implementation of Gender Mainstreaming. Even though there are ongoing "Gender mainstreaming projects" in sport, a common national action plan for the implementation does not exist. Mr. Smoly doesn't find this surprising. Due to differing conditions in the federal states, like the infrastructure, governmental conditions and personal resources, it would be hardly possible to implement a common action plan in Austria. Additionally, the autonomy of sports organisations would hinder the requirement of national-wide binding implementation options. All in all, both Austrian experts consider the change of the budgetary item "Women's promotion" in "Gender Mainstreaming" within the General Sport Fund a problematic issue. In this context, Mr. Smoly criticized the blurred guidelines and information about this budget which would result in even more ambiguous-formulated project applications. Ms. Mikesch foremost the focus shift, though the misbalance and detriment in Austrian sports yet is almost exclusively affecting women.

Up to Prof. Fasting, positive discrimination was definitely an appropriate option when the work towards gender equality in Norway started many years ago. Furthermore she thinks that in some places it may be still necessary to have women's promotion only. While the former women's committee and networks reinforced the realisation of concrete action and projects, the implementation of an obliged gender quota for sport boards constituted an essential step towards gender equality in general. Above other developments it may also be related to the success of the quota regulation that a specific women's committee wasn't needed any longer and its work on gender-related issues could have been brought out in the federations' daily work.

Even though Prof. Fasting emphasized that there are differences in the federations' engagement concerning gender equality, Gender Mainstreaming tools (gender statistics, gender assessment, gender budgeting etc.) are very widespread and commonly applied in the field of sport. All Norwegian experts think that a gender-sensitive perspective is already implemented in every single sports organisation. Nonetheless they consider gender equality in sport a constant and ongoing process which will keep receiving attention going forward.

The experts in Kosovo weren't familiar with the idea of Gender Mainstreaming but were well-aware of the importance of promoting equal opportunities for women in sport. However, this may be especially due to the pressure of international organisations. The experts informed about the existence of gender equality guidelines, which are valid for sport. It did not seem, however, that gender equality concepts have been theoretically-prepared or scientifically-processed by national sport experts. Gender equality thoughts in sport are mainly exerted through regulations evolving through international intervention. This applies to the women's quota in executive boards as well as to the anti-discrimination law, which obliges the federations to provide access for women and to hold women's leagues.

4.2 Financing

In 2009, the Commission provided grants for a twelve month period- respectively a one and a half years period- for a project from ENGSO, one program from ATHLETICS and the third one went to UISP. Mr. Ooijen informed that for sure there will be new calls for proposals in the future. However, at the time the interviews were held, the Commission was clarifying budgetary issues and how the financial support will be handled in the future. Which topics upcoming projects should cover and how far they will be meeting gender equality was nothing the Commission had discussed about yet. Due to the positive feedback of the past equality projects, Mr. Ooijen could at least imagine that further projects probably will be again targeting women.

Since 2007, the former budget item for women's promotion in the General Sport Fund was changed to a budget for supporting Gender Mainstreaming. The money is provided from the national sport budget and is allocated from the BSO to the national umbrella organisations ASKÖ, ASVÖ and SPORTUNION. In comparison, Austria is the only one out of the three examined nations which provides a special budget for Gender Mainstreaming. Also the funding of the European Commission includes nothing like this. However, the Austrian experts both were not positive with this development of budgetary policy due to its worse tangibility and comprehensibility. Furthermore, Ms. Mikesch thinks that the focus shouldn't have been taken off women's issues in sport.

Prof. Fasting informed, that for the work of the former women's committees, for sure, a special budget was allocated. However, now that the implementation of Gender Mainstreaming was successfully realized in sport, there is no separate budgetary item for women in sport. Also, there is no special grant for equality projects. Within the allocation of project funds, the principals of gender equality are respected and all kind of projects are financially-supported to the same extent.

In Kosovo, the Ministry of sport holds a separate budget for women's sport. However, this is not an additional grant for positive action. The experts informed that 2011 is the first year that sport in general was targeted in national policies. Due to this increased attention for sport, the Department of Sport is able to provide the most remarkable budget ever since its beginning. Nonetheless, it may support women's sport in continuing in existence but it would be far too little to realize any additional projects or promoting actions.

4.3 Projects

In the framework of the Commission's "Preparatory Action" in 2009, calls for project proposals for sport were launched. Out of more than hundred applications, three projects were chosen which were intended to focus on the implementation of gender equality in sport. ENGSO was among the applicants, which were awarded to get funding for the realization of its WILD Project. WILD, the short form for "Women's International Leadership Development", was held in 2010-2011 and provided the possibility for seven European Union member states to participate. The project consisted of nation-wide activities as well as trainings in –respectively for– an international context and aimed to support female employees of sports organisations to take the initiative to apply for leading positions.

Additionally, Ms. Hämäläinen informed that apart from the grand fund of the Preparatory Action, ENGSO also received financial support from the European Union Lifelong Learning Program for realizing their project called ENTER.

Projects - National perspectives

The Austrian experts gave insights in different projects, in which they have been involved. The described projects were featured by dissimilar project promoters and varied wide in their range of targets and target groups. Nonetheless, both experts underlined that the field of soccer has been given increased attention to promote women and girls. Ms. Mikesch emphasized that keen projects for women are often taking place on the very basis of sports organisations- small regional clubs. But despite their potential relevance in terms of Gender Mainstreaming and women's promotion, it is hardly possible for a single club to apply for the funding provided by the Gender Mainstreaming pot (cf. General Sport Fund). This grant, however, is reserved for federations and/or activities which would be of overall national interest in Austria. Due to the fact that both experts weren't familiar with current figures referring to this special project support, data were required from the competent authority at the Ministry of Sport. The financial support of Gender Mainstreaming allocated for activities on the level of federations in 2010 is as follows:

Fund allocation

Tab. 5: Supported projects by the General Sport Fund

Aus den Mitteln der Allgemeinen Bundes-Sportförderung, speziell aus dem Bereich „Förderungen im Sinne von Gender Mainstreaming (Gender Mainstreaming)“, wurden 2010 13 Projekte mit einer Gesamtfördersumme von 273.170,98 € unterstützt:

ARGE z. Förderung d. Mädchenschulfußballs € 30.000,00

Österreichischer Badminton Verband € 20.000,00

Österreichischer Eishockeyverband € 30.000,00

Österreichischer Fachverband für Orientierungslauf € 2.500,00

Österreichischer Fachverband für Turnen € 15.000,00

Österreichischer Handballbund € 30.000,00

Österreichischer Hockeyverband € 15.000,00

Österreichischer Judoverband € 12.000,00

Österreichischer Leichtathletik-Verband € 12.000,00

Österreichischer Ringsportverband € 15.000,00

Österreichischer Ruderverband - Erster Wiener Ruderclub "LIA" € 76.870,98

Österreichischer Squash Rackets Verband € 1.800,00

Österreichischer Volleyballverband € 13.000,00³⁴

International Support

In terms of international support for the implementation of Gender Mainstreaming on a national level, Mr. Smoly doesn't feel that international institutions like the European Commission have appropriate competences to support or reinforce the implementation of Gender Mainstreaming on a national level. Due to the massive bureaucratic efforts, he doubts the interest for any smaller non-profit organisation apart from the BSO possibly. Furthermore, the explanations from Ms. Mikesch lead to the assumption that the international institutions don't support the realization of projects in a direct way.

Prof. Fasting stated that it was foremost between 1985 and 1991 -the "golden age of equal rights"- that different kinds of action were taken in order to reach gender equality in sport. In this context, Prof. Fasting informed that projects for women and positive action in general played an important role, whereas none of the projects have ever been carried out as a "Gender Mainstreaming Project". In the time of the women's committee there has been, among several other actions, a focus on women in media and a huge nation-wide project which aimed to win more female leaders (see the "Woman Can Will/Want and Dare" Project).

³⁴ (Electronically transmitted information upon request. Bundesministerium für Landesverteidigung und Sport- Sektion Sport, 29.10.2011)

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The Norwegian experts emphasized that nowadays there are still different ongoing projects with a female target group. Thus, they informed about a project in order to promote female top sport athletes (Olympiatoppen), activities in the field of trainer education, and a network called “Healthy Girl’s Sport” which targets the issue of eating disorders. Basically, gender equality is a constant principal anyway. However, these projects would primarily not be considered as gender equality projects. Thus, the experts explained that in Norway, they don’t feel the need to focus on projects which would aim to mainstream a gender perspective anymore. This implies though, that actually it is not the main purpose to *establish* gender equality through projects put to *preserve and develop* the existing very fine balance. So when it comes to gender equality in sport, women obviously seem to have still a bigger issue than men. Hence, females will further receive appropriate attention. The interviews didn’t result in any indications of international support for Norway’s gender equality activities. On the contrary, Prof. Fasting informed about the national wide “Woman Can Will/Want and Dare” Project, initiated by the first women’s committee, which has been translated and successfully put into use in the UK.

The experts from the Kosovan Department of Sport underlined that the money which could be raised from governmental grants is eminently low. They emphasized that it is definitely not enough to realize the federations’ project plans which would aim to promote female athletes. Nonetheless, the policy of women sport has priority in the Ministry’s politics and it marks the intention to support women sport as much as possible. Although there is a lot of international support and the European Union launches different kinds of positive action in the field of sport (e.g. TEMPUS Balkan Sport), none of the experts mentioned any projects in terms of gender equality.

7.2.5 Category 5

5 Evaluation

The interviews in Brussels resulted in that there is no overall Evaluation of Gender Mainstreaming in sport on an international level. Neither is the Commission demanding an Evaluation report of Gender Mainstreaming from the member states. Bart Ooijen explained that the Evaluation of Gender Mainstreaming is generally difficult for numerous reasons. He emphasised that it is not only due to the indirect effects of Gender Mainstreaming interventions but also because Evaluation needs temporal and personal resources, non-profit organisations in sport hardly can provide.

Although the focus never lay directly on the implementation of Gender Mainstreaming, the experts informed about their intern Evaluations which were made in terms of their cooperation in 2009. ENGSO, on the one side, carried out a project Evaluation of the WILD project, foremost focusing on the individual development of its participants. The European Commission on the other hand, evaluated different aspects of its Preparatory Action. In looking for the most promising activities out of the funded projects, the Sport Unit tried to figure out which of them were most capable of the development in future and are worth being continued³⁵.

Mr. Smoly pointed out that project Evaluation in Austria is in general, very rarely realized. Concerning “Gender Mainstreaming” projects or even the overall implementation status of Gender Mainstreaming in Austrian sport, he is convinced that Evaluation is not an issue at all. Ms. Mikesch feels that in Austrian sport, individuals who carry out the concept of Gender Mainstreaming, or at least appropriate organisational forms which would realize demanded Evaluations are missing.

³⁵Cf. Economisti Associati scI, 2011

At the very moment when the interviews in Norway took place, there has been no ongoing Evaluation on gender equality topics. However, the employees from the Ministry informed that many different institutions are doing Evaluations for the Ministry from time to time and that the results are usually used for policy- and decision-making. Prof. Fasting regretted that most of the past gender equality projects haven't ever been evaluated. However, she informed about the "Women Can Will/Want and Dare" Project which had been evaluated from two different places. Additionally, these Evaluation results were presented to an international community and as mentioned before, the program was successfully used abroad. She really is convinced that this project must have had a certain impact on different levels. Nonetheless, as well as Mr. Ooijen, Kari Fasting thinks that the question of cause and effect is hard to answer in this connection.

Due to the fact that the concept of Gender Mainstreaming in Kosovo was unknown, no information about Evaluation could be generated. It is assumed that no intern Evaluation of any action in sport is taking place in Kosovo at this point. Even though the president of the OCK informed about international surveillance in different contexts, an extern Evaluation of gender equality in sport carried out by international institutions wasn't mentioned in concrete terms.

7.2.6 Category 6

6 Controlling

Mr. Ooijen explained that just like there is no overall Evaluation or reporting on Gender Mainstreaming, there is no Controlling of it on an international level either. Also on the national level he has witnessed that the discussion about Controlling of fund allocation hasn't been well received. He stated that this is mainly due to the fact that reporting on Gender Mainstreaming efforts would result in a lot of bureaucracy.

According to the experts in Austria, the Controlling of Gender Mainstreaming is not taking place. Furthermore, they informed that an obligatory reporting of Gender Mainstreaming activities does not exist either. According to Mr. Smoly, the Controlling of gender-related fund allocation is impracticable and would lead to a disproportionately-high effort. He doubts that fund applicants really have to conduct internal Controlling of their activities and even if so, he can't imagine that the sports organisations' reports would reflect the reality but a dressed up picture of estimated values.

The Norwegian experts explained some of the multiple loops of Controlling and reporting of gender equality in sport. In this context, Controlling is not understood in the sense of management account but in terms of scrutinizing the compliance of gender equality regulations. The federations have to present the corresponding figures to the Olympic Committee (the Norwegian national umbrella organisation), which makes the agreement on gender quotation relatively binding, as Prof. Fasting explained. Further she emphasized that the fulfilment of demanded quota in the federations usually works well but that the abundance of quota, due to lack of personal resources, isn't easy for regional clubs. Nonetheless, the reporting on the current gender distribution in leading positions is implemented comprehensively. So it is also small sports organisations which would realize as well as possible regulations for gender equality. Regarding the governmental side, the federations' performance on gender quota and equality are also controlled by the Ministry of Sport. Therefore the federations regularly have to report to the Ministry in order to get funded. Subsumed to the annual sport report, the Ministry is then controlling the federations' statements on quota and efforts for equality. Hence, the governmental financial support for sports organisations is attached to the condition of compliance of regulations and appropriate reporting on it.

For a better understanding, the experts from the Ministry of Sport informed about one further Controlling loop which finally refers to the Controlling system's very basis, the Norwegian law of equality. The Ministry itself is, like all the other sectors carrying out the demands of the Ministry of Children and Equality under the constant supervision of the ombudsman for equality. The experts explained, that she is the one who controls all sectors and who would get active in case of any non-compliance of equal rights.

The president of the OCK informed that national policy making in Kosovo has been supervised by international organisations. However, the interview didn't reveal whether the implementation of regulations is still externally controlled. Mr. Hasani stated that of course small clubs have problems to meet the thirty percent mark of female board members. Nonetheless the quota is respected in club statutes and would be complied as far as possible. The OCK's president emphasized that like in politics, the quota is realized in Kosovo's bigger federations. Either way, it is assumed that the fulfilment of the quota is not officially - and formally-controlled and generally not sanctioned.

8 Outlook

Chapter eight resumes the most important findings and presents the final results regarding the given research questions. In view of the assumptions presented in the beginning, the collected data is being discussed. Finally the key category “awareness” is presented and on its basis, new hypotheses for further research questions are generated. Further on, the sections “Conclusion” and “Prospect” summarize the gathered experience and reach out to ongoing challenges for new research projects.

Recapitulation

This thesis aimed to scrutinize the implementation of Gender Mainstreaming strategies in sport by selected settings within Europe. Therefore, three European countries were chosen as examples for the national implementation. The interviews with experts from the European Commission (DG EAC) and ENGSO served as the analysis of the international handling. For this research project, a dual approach of literature analysis and qualitative research methods was chosen in order to clarify national and international strategies. The first part provided a theoretical approach to baseline definitions (chapter 2), legal basics (chapter 3) and the division of responsibilities (chapter 4) as well as it stressed different implementation options and settings (chapter 5).

The second part structured the process of qualitative research from contact development over expert interviews to data analyses (chapter 6) and presented summaries of the collected data (chapter 7) which finally served to answer the initial research questions (chapter 8).

8.1 Answering of research questions

Central research questions

1. Which activities serve the implementation of Gender Mainstreaming in sport?

The study of literature showed that there are various tools and methods to realize Gender Mainstreaming in a setting-specific context (see chapter 5). Also, there are efforts to adapt this strategy in order to meet gender equality issues in the spheres of sport. However, authors declare that it is still a very long way to go till Gender Mainstreaming is regularly anchored in the traditional structures of sports organisations (Gieß-Stüber et al., 2006, p. 12 f.). Nonetheless, the experts informed about different activities on the various levels, which could be almost interpreted as measures towards Gender Mainstreaming (cf. research question 2, p. 134 below). Efforts of the highest (sport) political levels like the quota regulation in Norway and Kosovo, the call for project proposals (European Commission) or the appointment of a women's committee within the BSO in Austria serve as examples for that. However, activities weren't carried out following an explicit formulated nation-wide, respectively international Gender Mainstreaming strategy. In general, the application of tools and methods seem to be less theory-grounded and systematically-used in the sense of a targeted course towards Gender Mainstreaming than the theoretical findings from the first part of this thesis would have suggested (Rosenbichler et al., 2007, total).

1a) How far does the implementation of Gender Mainstreaming take place in terms of a professional strategy?

While various activities could be detected, which were dedicated to serve the realisation of gender equality thoughts in a broader sense, they weren't carried out or formulated for meeting the demands of a Gender Mainstreaming strategy (as described e.g. in Rosenbichler et al. p.16 ff.). In general, it's been foremost individual measures like projects, which were emphasized in this connection. Though, regarding the structural level, Norway and Kosovo could also inform about a quota system for executive boards.

All in all, the interviews with people in charge from governmental and leading non-governmental sports organisations couldn't expose any concrete Gender Mainstreaming strategies. However, literature research brought out that in Austria, several Gender Mainstreaming guidelines for sport are formulated (Pelousek, 2007, p. 38 f.).

1b) How is Gender Mainstreaming in sport handled on national and international levels?

While Gender Mainstreaming was established in international treaties and directives, by the time, equality laws and principles have been integrated into domestic legislation as well (Council of the European Union, 2005, p.6). In the recent past, enhanced attention has been paid to the special characteristics of the action field sport (Collins, 2010, p. 220). However, in the context of national sport policies, the contribution of international governing bodies (e.g. the European Commission) is limited to supportive action without being able to get involved in national legislation. Hence, it is the responsibility of each member state and its national and regional federations to regulate and handle the sport system and its sectors. International regulations have no binding value for the implementation of Gender Mainstreaming (Mittag, 2010, p. 99). Proven by numerous written documents and emphasized by international experts, there are different ways for implementing Gender Mainstreaming in sport policies. Although there are various national concepts, in the framework of this thesis no nation-wide or European-wide formulated Gender Mainstreaming policy for sport could be detected. However, it could be elaborated that the implementation of gender equality principals, Gender Mainstreaming projects, women's promotion etc., are carried out respecting the top-down approach and the allocation of responsibilities as illustrated in chapter 4.

1c) Do projects with issues on women sport play a role in this context?

In line with the theoretical elaborations of this thesis, projects for promoting girls and women could be seen as an appropriate measure in terms of a Gender Mainstreaming strategy. Especially, if discrimination and structural disadvantages are at the expense of women, positive actions may be put into practice (Bergmann & Pimminger, 2004, p. 21). Per definition of the Council of Europe, positive action and Gender Mainstreaming should even be implemented as a dual track approach (see chapter 2, p. 17). As the analyses of interview data highlighted, despite all efforts in terms of Gender Mainstreaming, women continue to face bigger issues in sport so that when it comes to gender equality, more attention is still being paid to women. Hence, supportive projects and positive action are currently targeting females. Nonetheless, a long-term strategy which would formulize concrete overall objectives in terms of Gender Mainstreaming currently do not exist (anymore)³⁶ in any of the scrutinized settings.

³⁶ See thereto: Norway's current action plan and guidelines towards non-discrimination in sport

2. Who are the national and international actors in terms of Gender Mainstreaming in sport and how are the responsibilities divided in this context?

As shown in many different places in this elaboration, that it is everyone in his or her specific field of competence who should feel responsible for the implementation of Gender Mainstreaming to a certain extent (see chapter 2). From this requirement, different tasks and areas of competences arise, which are, according to literature, divided between the governmental spheres, the level of administration and the scope of project promoters (see chapter 4). In the context of sport, the interviewed experts also stressed the importance of governmental engagement and the commitment of the national umbrella organisations. Especially, the experts emphasized the role of national federations for the implementation of different measures and underlined their will to make a crucial effort as important prerequisite (see additional Hartmann-Tews et al, 2006 in chapter 4, p. 34). In practice, however, analyses showed that federations often struggle hard to identify suitable persons in charge or committees in order to act routinely on the interest of Gender Mainstreaming. (Gieß-Stüber et al., 2006, p. 12 f.). This seems even more a challenge if the “gender knowledge” in general is missing (DG HRLA, 2009, p.1). Thus, in accordance with this, some of the experts reported about vivid discussions on the question about the distribution of responsibilities in the context of Gender Mainstreaming (cf. interview with Herta Mikesch).

3. Which role do women's (sport) networks play for the implementation of Gender Mainstreaming in sport?

The literature research indicated that the comprehensive work of women sports organisations provides important recommendations toward women in sport and thus plays an essential role for governmental policy making. Women sports organisations not only call on governments to strengthen their gender perspective but as well address regional and international sport organisations to force the recognition of gender equality (United Nations, 2007, p. 5 ff.). In this connection, most of the interviewed experts positively highlighted the achievements of international women's networks. Also, they were rather positive that even national networks can help to bring different topics on the agenda of sport politics.

However they would have to be properly cross-linked and supported by people with a certain profile. Therefore the Norwegian experts stated that there have been different nationwide networks which acted as essential contributor at the interface between the non-governmental sphere and other sectors. Kosovo, however, doesn't have any of such representative structures and the Austrian networks most likely don't fulfil the conditions to appear as a profiled counterpart (cf. interview with Fritz Smoly).

4. What does the Evaluation and Controlling of Gender Mainstreaming in sport look like on a national and international level and which criteria exist in order to realize this?

Evaluation

Through the conducted interviews, no overall Evaluation on the current status of Gender Mainstreaming could be detected. Nonetheless, even if carried out only individually and sporadically, it is at least the Evaluation of programs and single projects that has been mentioned -apart from Kosovo- in the conversations with experts. However, the analyses resulted in the Evaluation methods not being used as a tool within a comprehensive Gender Mainstreaming strategy in sport. This applies for both, the international level and the national settings.

Controlling

The interviews showed that just like there is no overall Evaluation or reporting on Gender Mainstreaming, there is no specific earmarking of budgets on an international level either. Also, on the national level of member states, experts witnessed that the discussion about Controlling of fund allocation hasn't been well received. On the contrary, the Norwegian experts stressed that the multiple loops of Controlling and reporting of gender equality in sport (e.g. looking after the compliance of the women's quota) are well established and well functioning on the national level. However, a concrete Controlling concept of Gender Mainstreaming as a strategy could not be detected through the expert interviews.

8.2 Discussion of results

Assumptions

While assumption 1, 4, 5 and 6 have proven to be only partially successful (see. chapter 3 and 4),

- 1. A common line of European Union-States regarding the implementation of Gender Mainstreaming does exist and is carried out via different regulations and guidelines.*
- National guidelines could be detected, which establish criteria for the handling of Gender Mainstreaming.*
- 4. It is the government's task to carry out considerable regulations and guidelines toward Gender Mainstreaming.*
- 5. While international women's networks at least may be able to represent women's interests, national networks are by far not powerful enough to significantly influence gender equality policies on a nationwide level (in sport).*
- 6. It is mainly the task of sport clubs and regional associations to realize Gender Mainstreaming projects. They are also responsible for the Controlling and Evaluation of concrete programs.*

- assumption 2 turned out to be well founded.

- 2. Gender Mainstreaming in sport focuses mainly on the promotion of women.*

According to the statements of the experts from Kosovo, assumption 3 should be rejected.

- 3. Due to cultural circumstances and the religious background in Kosovo, fewer efforts are given to the promotion of gender equality and the empowerment of women.*

Not only did they negate any discrimination of women due to cultural or religious reasons, but they emphasized that their sport law would prohibit any form of discrimination and that all sport policies would meet the international requirements of gender equality. However, the analyses of Kosovan interview data detected that the self-reliant application of Gender Mainstreaming tools in sport is not yet taking place. This leads to the assumption that the work on gender equality is proceeding solely due to international demands. Nonetheless, an already given problem-focus for gender-related issues in the present national sport structures could be detected to a certain extent (e.g. focus on the low number of female trainers). The awareness for gender issues in structures and processes has, however, to be further developed in order to create self-sufficient methods of problem solutions.

Core Category: Awareness

Against the background of such diverging out-comes, the gap between demands in literature and the implementation in practice becomes obvious. As a consequence, the existence of awareness for the tasks at hand (Rosenbichler et al, 2007, p. 17; Diketmüller, 2005, p. 104 f.) became the jumping point when it came to discussing the presented interview results. Following, the item “awareness” is integrated as core category in the already existing category system (see chapter 6). Its introduction is supported by the theoretical elaborations in the first part of this thesis (.see especially chapter 2: *Prerequisites and critical parameters*, p. 17) and aligned with the principals of the Grounded Theory (Strauss, 1994, p. 65 ff.). As core category, it underlies the here presented category system and also builds the basis for the formulation of hypotheses below (Strauss, 1994, *ibid.*).

Category description

The item “awareness” as fundamental category, results out of the six originally categories (see chapter 6, p. 63 ff.). It subsumes the theoretical elaborations concerning gender knowledge (DG HRLA, 2009, p. 1 in chapter 2, p. 18) and gender equality concepts (DG HR, 2004, p.11 in chapter 2, p. 15). The following section illustrates the interrelations within the category system given by the introduction of the key item “awareness”.

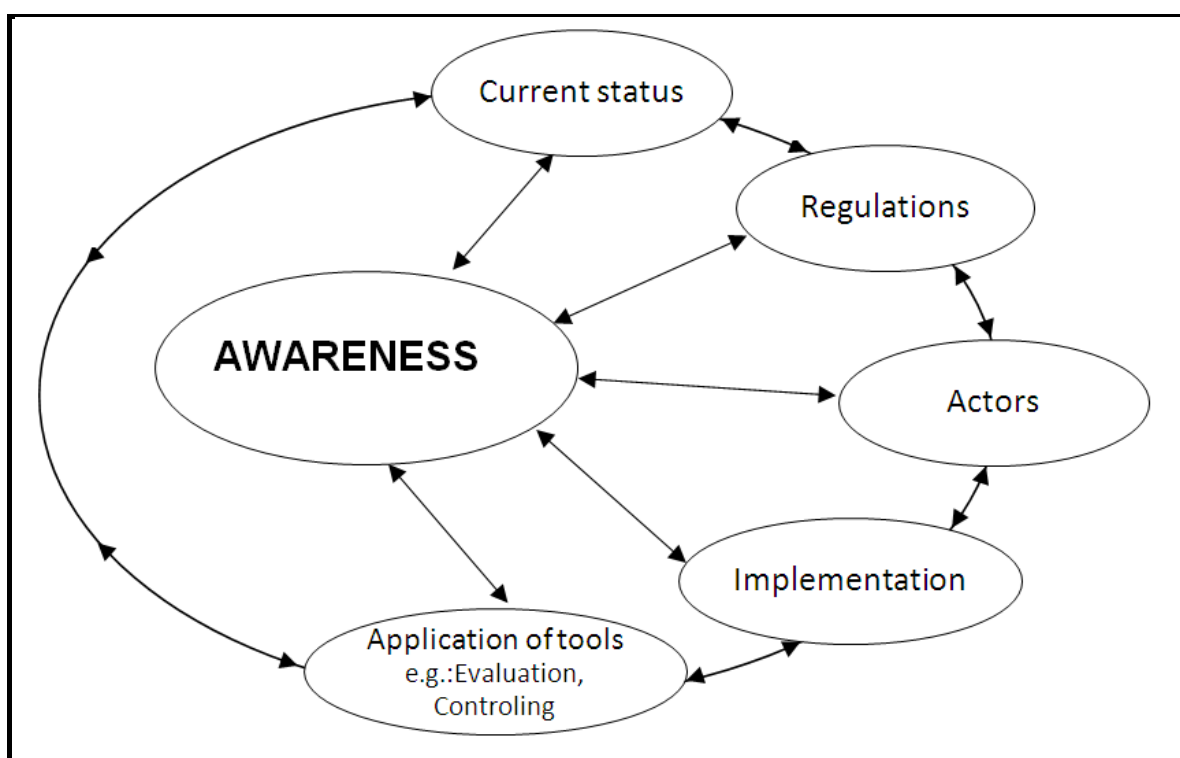


Fig. 6: The interrelations within the category system (own illustration).

1. Core Category → Original categories

a) Awareness → Current Status (of Gender Mainstreaming)

It is assumed that raised awareness for given subjects changes the look on the current situation and influences the understanding of “gender and sport”. Only the existence of “awareness” allows the adoption of a gender sensitive perspective and following, the definition (formulation) of gender-related issues for sport.

b) Awareness → Guidelines and Regulations

It is assumed that a specific problem-focus and the awareness for gender-related issues in sport (see *awareness and current status* above) lead to the establishment of a regulatory framework. Thus, the awareness for gender-related issues influences the policy-making and determines the contents of guidelines and regulations.

c) Awareness → Actors and Institutions

The higher the given awareness of actors, the more naturally will gender equality be integrated as constant principal in all sectors of life (see chapter 2, p. 15). Cognizant actors will recognize the tasks at hand and take the responsibility in their personal sphere of competence (Bergmann et al., 2004, p. 32 in chapter 4, p. 30).

d) Awareness → Implementation

Systematic actions would need a legal framework and a clear division of responsibilities (see “*awareness*” and *category 2 & 3* above). These aspects are considered to be preconditions for the relation between “awareness” and the implementation of activities toward Gender Mainstreaming. It is supposed that the higher the awareness for gender issues of people and institutions in charge, the more resources will be allocated for the implementation of specific actions which foster Gender Mainstreaming (e.g. financial grants, special funds, etc.). Further on, the higher the awareness for gender equality subjects, the more it will be routinely implemented as principal in the daily routines (Rosenbichler et al., 2007, p. 19)³⁷.

e) Awareness → Application of tools (e.g. Evaluation and Controlling)

Considering Gender Mainstreaming as a permanent cross section task and not only as a special current issue (see “*awareness*” and *category 2* above) will need the application of accompanying tools (Müller et al., 2005, p.25). The higher the awareness for the importance of a strategic implementation, the more constant and targeted documenting measures will be applicable.

2. Category → Core category

As illustrated in figure 6 above, the separate categories indicate interrelations and mutually influence each other. Also every single category can have an impact on the development of “awareness”. Despite all possibilities of cross-linking of categories, it is strongly assumed, however, that “awareness” abides the basic assumption for an overarching Gender Mainstreaming process (Bergmann et al., 2004, p. 31, chapter 5, p.42)³⁸.

³⁷ See: “Gender Mainstreaming on two different levels” (ibid.).

³⁸ See: “Gender Mainstreaming, a systematic strategy” (ibid.).

Hypotheses

Hypothesis 1:

The constant streaming of a gender perspective through all sectors, levels and processes is only possible if a shared awareness for the (importance) of Gender Mainstreaming principals exists. A lack of awareness and commitment at one specific level (respectively in one of the presented categories) has to be compensated through enhanced efforts in another sector (category). Following, the development in (and of) the Gender Mainstreaming process will be limited or even impeded.

Hypothesis 2:

The great variety of researched national implementation options indicates different “development stages” of the analysed settings. It is assumed, that every organisation, system or sector (from small sport clubs to national sport organisations and structures) will have to run through these stages on its way to a routinely incorporated Gender (Mainstreaming) perspective.

Hypothesis 3:

The development of a gender sensitive perspective (a Gender Mainstreaming routine) can be demonstrated by means of a Fourfold-Matrix. Therefore the item “Awareness” and the item “Regulations” are emphasized as the most imported components in order to describe the different stages of bringing gender into the mainstream.

Development stages of a routinely incorporated gender perspective

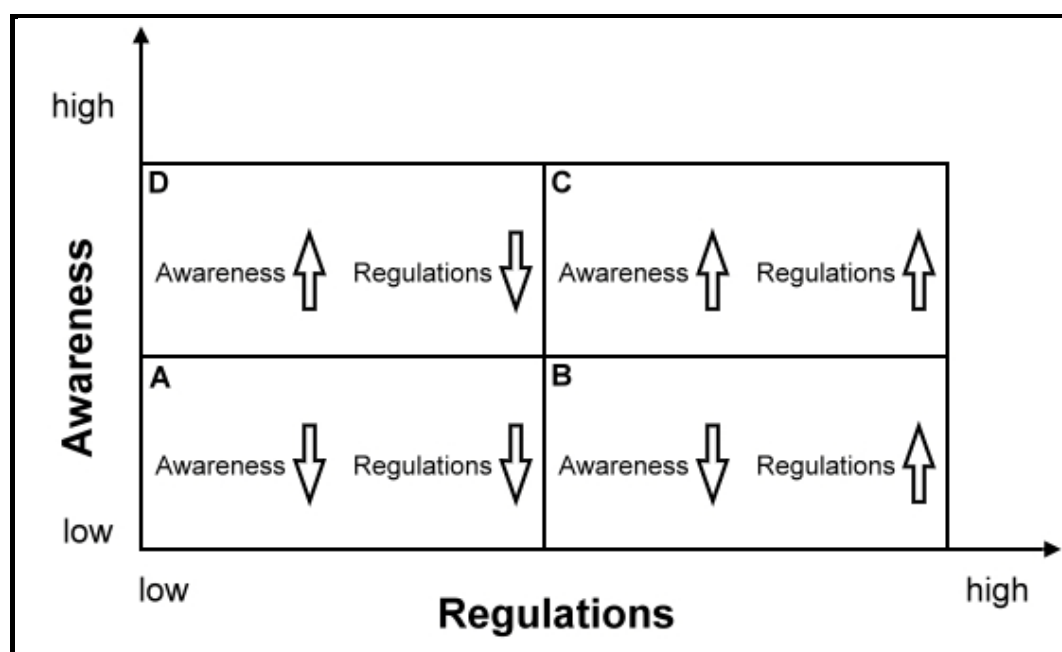


Fig. 7: Fourfold-Matrix of development stages (own illustration).

The presented matrix illustrates the different stages of mainstreaming a gender perspective. As a hypothetic construction, it can be transferred to different settings. The development process runs chronologically through the presented sectors, going from A to B to C to D.

At the beginning, in sector A, there is, due to a lack of awareness, no focus on gender-related issues (neither at the operational level of sports organisations, nor at the level of policy-making/ governmental level).

If in addition, the regulatory framework is not given (as already postulated due to the lack of awareness of policy-makers), Gender Mainstreaming will not be implemented in a comprehensive way or will not even be considered as an issue at all.

In sector B, the awareness at the operational level is still very low, respectively not given (yet). Nonetheless, there are guidelines and binding regulations given to a high extent, which prescribe the implementation of Gender Mainstreaming by law.

At the stage of sector C, the awareness for the importance of gender equality principals, as well as the regulatory framework for the respective implementation are given to a large extent.

Reaching the stage of sector D, a gender sensitive view (awareness) is that high (respectively incorporated) that after a period of binding regulations (e.g. a women's quota) the system came to feed itself and the mainstreaming of gender takes place automatically even without binding regulations and prescribed rules (e.g. without a 50:50 quota, men and women are equally represented in leading positions)³⁹.

Consequences for the practice

Analysing the interesting problem-field in light of the presented matrix may help to choose the appropriate strategy for the currently given development stage. Taking this specific development level into account would also give way to taking out the most beneficial from best practice experience, provided by settings that have already successfully proceeded to the next development stage (see the "Women Can Will/Want and Dare" Project from Norway to the UK). However, it will be essential for future elaborations to narrow the scope of analyses in order to scrutinize given problem definitions in a more concrete sense⁴⁰. These steps, however, are not a task of the present elaborations and have to be left open, considering the limited frame of the presented study.

8.3 Conclusion

The presented elaborations gave way to international organisations lately, paying enhanced attention to gender-related issues in sport and likewise, to the importance of a setting-specific respectively sport-specific focus (Lisbon Treaty, EC strategy 2011-2015). Also, in the selected national examples, analyses indicate that gender-related issues are met in different ways (e.g. regulations for gender equality, women's quota, special funds, women's appointees etc.) and levels (e.g. personal, structural level). This variety of national implementation options is emphasized to indicate different stages of development regarding the Mainstreaming of Gender. As a consequence, this underlines the expert's statements (see interview with Ms. Hämäläinen, Mr. Smoly, Mr. Ooijen) that these different stages of development would need different activities and structures in order to meet the tasks at hand in the most appropriate way. (cf. figure 7 above). However, despite the different stages of development, several issues could be detected, which are still a challenging task all over Europe (e.g. to win female coaches and in countries without a gender quota: women and leadership).

³⁹Note: Due to the assumption that regulations, which led to a successful implementation aren't withdrawn in practice, the transferability of the theoretical elaboration for sector D is assumed to be only limited. For the sake of completion, however, it should be mentioned, serving as the finalizing component of this theoretical construction.

⁴⁰ See e.g.: Distinguished levels of analysis (Wetterer, 2006, p. 17).

In this connection, however, internationally considered projects like “Women Can Will/Want and Dare” demonstrate that it is possible to transfer ideas and methods which would fit for different national settings. Also, the results of the WILD Project Evaluation show, that with the respective conceptual framework of international projects (e.g. paying attention to setting-specific conditions), individual development regarding the national level is possible. In this connection the support of well-cross-linked networks and the participation in international projects can be supportive for national proceedings.

Nonetheless, due to the multiple confirmed resistance and backlog of the system sport (see interview with Mr. Ooijen and Prof. Fasting), it seems that the prescription of an obliged quota system is hardly inevitable for gaining notable structural changes. However, as already stated, a women’s quota is not a “magic bullet” and neither is - even emphasized as prerequisite- the mere provision of gender knowledge (awareness raising campaigns) (chapter 5, p. 42). If Gender Mainstreaming and gender equality are considered as continuous process, none of the here elaborated tools and methods can be seen as an end in itself. Even if a gender perspective is successfully implemented in different structures, the challenge remains to realize gender equality in the daily work of sports organizations (Gieß-Stüber et al., 2006, p.12 f). On the basis of analyses, an incorporated gender-sensitive perspective is emphasized to be just the basis for the routinely-embedding of gender equality principals in the daily businesses (as told by the Norwegian experts). However, this discussion will be less advisable for settings where a “routinely streamed gender perspective” cannot be brought up as a topic of discussion yet and the debate about the elimination of structural inequalities - dominated by disagreement – continues. In this connection it is strongly questioned if Gender Mainstreaming as a strategy is (yet) the appropriate method of choice in order to enhance gender equality in sports organisations.

8.4 Prospect

Based on the study's findings, Gender Mainstreaming is more than the simple implementation of certain tools and methods. Due to the commonly stressed backlog of the system sport, it would be positively endorsed to consider Gender Mainstreaming as an ongoing process, rather than an end in itself (see chapter 2). It is strongly emphasized that it would need constant and reflected guidance in order to develop a routine in acting according to the interest of Gender Mainstreaming in sport; even more so, because, gender equality is definitely a big issue within this action field. Subsequently, an essential extent of responsibility should, among others and despite their limited competences for sport, also be given to governments (see chapter 4). As demonstrated, there are, by all means, possibilities to raise awareness and enhance activities while respecting the autonomy of sports organisations. From the way things are at the moment, it is rather unlikely that in the present future, efforts towards gender equality in sport will be implemented more prevalently in conformity with a purposefully formulated nation-wide Gender Mainstreaming strategy. Nonetheless, this must not be an excuse for inhibiting the elaboration of gender-sensitive concepts in sport generally. Thus, despite all implementation difficulties and vague allocation of responsibilities in the spheres of sport, it could be finally worth focusing on the potentials of these non-governmental/ non-profit sports organisations, such as high individual commitment and personal involvement. Taking into account these sector-specific characteristics of the sport system, it seems to be, more than elsewhere, especially important to provide theoretical elaborations in the most convenient and tangible way possible. It is my strong belief that continuing developments and Evaluations of equality concepts can improve the handling of gender-related issues in sport and thus, support an active and fruitful discussion. In this context, it is the sport scientists who are challenged to provide an accessible theoretical basis in order to ensure gender equality in sport to turn from theory into practice.

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Annex

I List of abbreviations

II List of figures

III List of tables

IV Interview guide (Mr. Ooijen)

V Declaration of oath

VI Curriculum Vitae

I List of abbreviations

ASKÖ	Arbeitsgemeinschaft für Sport und Körperkultur in Österreich
ASVÖ	Allgemeiner Sportverband Österreich
BSO	Österreichische Bundes-Sportorganisation
CEC	Commission of the European Communities
DG	Directorate General
DG HR	Directorate General of Human Rights
DG HRLA	Directorate General of Human Rights and Legal Affairs
DG EAC	Directorate General Education and Culture
DGS	Directorate General Science
EC	European Commission
ENGSO	European Non-Governmental Sports Organisation
ESF	European Social Fund
EWS	European Women and Sport
ISCA	International Sport and Culture Association
IWG	International Working Group on Women and Sport
OCK	Olympic Committee of Kosovo
ÖOC	Österreichisches Olympisches Komitee
TEC	Treaties of the European Communities/ Treaties of the European Union
UISP	Unione Italiana sport Per tutti
WILD	Women International Leadership Development

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IV Interview guide (exemplary illustration)

Bart Ooijen, DG EAC European Commission

Issue	Main questions	Sub-questions
Opening Questions: sportive & (sport)political Background Competences Role of sport agenda	Could you please tell me how you got to work as a sport policy officer? And may you also tell me something about your sportive background? What is it that you find most interesting about sport policy and sport politics? And can you tell me what it is like to work in the European Union Commission? The Commissioner will speak at the EWS conference in London. What are her standings concerning women and sport? What is special on the European Union system concerning sport policy? Which role do the sport agenda play in the political fields of the European Union? How would you describe the situation for women in sport?	What is your educational background? Where did you work before? What are your fields of specialisation? What is the most challenging dealing with sport agenda on an European Union level? What is the Sport Unit about? What is it responsible for? What is it mainly dealing with? What is her focus? Which topics will her speech contain? Are there any trends being noted in sport policy the last years? And how would you comment on the different roles of women in sport?
I Gender Mainstreaming	When have you heard from Gender Mainstreaming the first time? How do you think Gender Mainstreaming in sport is different from other fields? How far does Gender Mainstreaming in sport make sense to you?	And in which framework? In which position have you been working at that time? Which examples could you think of? Why/ why not? Could you maybe illustrate your answer by giving an example?
II Treaties, Guidelines, Roadmaps	Which treaties are important for sport and Gender Mainstreaming? What impact do they have? What is the role of the European Union in women sport topics?	Why are they that important? Can you highlight this with an example? On whom do they have an impact? --> Example Which different actors on the European Union decision- making level can thus be mentioned?

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	How can the work between the European Union and the member states be described concerning the way of handling these treaties?	Could you please describe that with an example? What do you think about countries dealing with treaties? How are they supposed to deal with? How do you think about the commitment to implement European Union strategies on a national level?
III Actors and competences	With regard to the main actors concerning Gender Mainstreaming in sport- How can the role of the different governmental and non governmental bodies be described? Which subjects do the different bodies deal with? Who would you identify as main actors in the implementation of Gender Mainstreaming in sport? How are the stakeholders of Gender Mainstreaming in sport? What about sport programs?- Who is responsible for that? Who do you think takes the most out of Gender Mainstreaming measures and programs? It was written that platforms and networks could help in implementing Gender Mainstreaming and promoting women's interest. What do you think about networking in sport (in general) And which role do women networks and platforms play? What is the decision making like on an European Union level?	What is the role of the Ministers Conference? The commission's role in implementing Gender Mainstreaming in sport? The role of the European Union Parliament? The commissioner's tasks and responsibilities? What about NGOs? Are there any others? What are they doing for the implementation of Gender Mainstreaming? Which role do women sport programs play in the context of promoting more gender equality in sport? Who do you think should take the most out of it? Which Platforms and networks could you name therefore? Which of them are relevant on a national level, which play an international (Europe wide) role?
III a Preconditions, Platforms, Networks, decision making		
IV Gender Mainstreaming - a Double Strategy? Change management & Resistance	What do you think about Gender Mainstreaming as a 'Double Strategy'?	Which role does Gender Mainstreaming (as a double strategy) play in the latest activities for promoting gender equality?

The Implementation of Gender Mainstreaming in European Sport

	How would you describe the efforts of the European Union in changing the situation for women in sport? What do you think about implementing Gender Mainstreaming in a top-down mode? Who implements Gender Mainstreaming in a top-down mode and which goals are desired? One way to change structures is to implement gender quotation. What experience have you made with this issue in sport? How do you feel about the changes for women in sport?	How far are the latest activities and projects for women related to the strategy Gender Mainstreaming? How is Gender Mainstreaming supposed to change things in sport? What is the change management concerning Gender Mainstreaming in sport like? Which activities and issues are there? Which next steps are discussed? Which goals are there for further steps? How far do you think can Gender Mainstreaming be successfully implemented in a top-down way? How far down do you think can lasting effects be achieved? And what has to be done therefore? May you give some examples? Which results could have been obtained? What do you think about resistance against Quota? What changed since the Amsterdam treaty and the implementation of Gender Mainstreaming actions?
V Other Countries (Balkan, Norway)	Which position does the European Union (the sport commission) hold regarding the Balkan States? Are there any relations between the European Union and third countries concerning the promotion of women in sport? Are there any experience with Kosovo and Macedonia? What do you think makes them special regarding sport on a national level? What do you think about the situation of women in sport there?	Are there any cooperation, aids or funding? Why/why not? Are there any plans in the near future? Which experience have you made concerning this transnational exchanges? Which problems in sport do you think they have to face there?

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VI Financial aid/grants/project support	Which donations and funds are there for the support of women in sport in Europe? Can you give me some examples of how the financial support of the Union was used in the past?	Which financial aid is given by the European Union? Who can apply for financial support? On which factors does the total amount of the donation paid depend? Is there a special fund for projects? How can I imagine the selection process for projects which will be supported?
VII Controlling & Evaluation	How is the allocation of resources controlled? Which form of Gender Mainstreaming Evaluation exists in the European Union? Do any Evaluation standards exist? Which examples of project Evaluation could you give?	Who is responsible for the Controlling? Who is responsible for it? How is the Evaluation reported? How are the results communicated? Who is provided with Evaluation results? Who should react on it? Are there any Evaluation criterions? If not: How could they look like? On which Evaluation reports does the Commission currently have an eye?
VII a Reporting & Monitoring	In which form is information about Gem being shared? Which media are used to report on Gender Mainstreaming and promoting actions? Are there any standards of reporting, Controlling, Evaluation etc. on an international (European Union) level?	How and between whom should they be shared to enlarge the learning outcome?
Additional Questions	Is there anything else we haven't talked about? Something you would have found necessary to address concerning the interview topic?	

V Declaration on oath

Eidesstattliche Erklärung

Ich erkläre hiermit, die vorliegende Arbeit selbst verfasst und außer den angegebenen
Quellen keine anderen Hilfsmittel verwendet zu haben.

Wien, im Februar 2012

Claudia Koller

VI Curriculum Vitae

Personal Data

First name	Claudia
Last name	KOLLER
Address	7212 Forchtenstein, Wiesenerstraße 8
E-Mail	claudia_koller@gmx.at
Nationality	Austria
Date of birth	05.10.1985

Education and work experience

1992 – 1996	Elementary School Forchtenstein
1996 – 2000	Bundesgymnasium Mattersburg
2000 – 2004	Borg Wr. Neustadt (Specialty: Musical education)
2001 – 2002	Training course for Choreography and Modern Dance
06/2004	Matriculation
2005 – 2009	University of Vienna: Bachelor field of study: Sport management
11/2005	USI Ski-instructor course
12/2005	USI Snowboard-instructor course, Ischgl
01/2007	USI Aerobic- and gym instructor education
06/2007	Further education in aerobic at the European Sports Academy
01/2008	Snowboard- instructor course at the University Sport Centre, Dienten
02/2009	USI Snowboard-instructor course, Dienten
04/2009	Ski-Instructor course of the University Sport Centre, Dienten
07/2009	Further education for Pilates classes
07/2009	Snowboard-Instructor course at the University Sport Centre, Kaprun
10/2009	Further education for Fit-Box classes
08/2009	Education as bartender at the Austrian Barkeeper School
11/2009	Beginning of the master study in the field of Sport Science
01/2010	Snowboard-instructor course at the University Sport Centre, Dienten
09/2010	Education as masseur at the Institut Herricht, Vienna

Professional activities

The Implementation of Gender Mainstreaming in European Sport

2002 – 2007	Coach for Show Dance at the Sportunion Mattersburg
2007– 2010	Trainer in several fitness clubs in Vienna(self-employed since 2009) (e.g.: Club Danube, Shinerger, Holmes Place, John Harris, Bodystyle, Cumberland Fitness)
2005-2011	Instructor at school ski- and snowboard weeks
12/2010	Internship at the Heeressportzentrum Wien
2011	Project worker of the University Vienna, coordinative and administrative support of the European Union TEMPUS Balkan sport project
Since 2011	Student assistant of the department Exercise Physiology at the University Sport Centre Vienna

Social and professional Skills

First language	German
Additional languages	English (spoken and written) French (spoken and written)
Driving licences	A, B
MS Office	Word, SPSS, PowerPoint, Excel
Additional skills	Musical education in singing, violin and the piano

Vienna, February 2012