This publication was prepared within the framework of the «Gender Budgeting in Ukraine» Project. The Project is implemented with the financial support of Sweden.

This publication is based on the results of a gender-responsive budget analysis of the programs funded from the state and local budgets in the physical training and sport sector, which was carried out by working groups on gender budgeting in Dnipropetrovsk, Ivano-Frankivsk, Kirovohrad, Luhansk, Mykolayiv, Odesa, Kharkiv, Kherson, Cherkasy, Chernivtsi regions, and in the Ministry of Youth and Sport of Ukraine.

GRB is a comprehensive gender approach in the budget policy and the budget process at the state and local levels, which provides for the distribution of budget funds in accordance with the gender equality principle.

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Introduction

This publication provides an overview and a critical analysis of the gender equality issues in the physical training and sport sector, which were disclosed in gender-responsive budget analysis of the programs funded from the state and local budgets of Ukraine in 2015-2018. The publication is based on the data presented in the reports of the working groups consisting of the public officials of the Oblast State Administrations, the Ministry of Youth and Sport of Ukraine, sports institutions, regional statistics departments and the State Statistics Service of Ukraine. The publication also based on research data, government documents and other sources. The gender-responsive budget analysis was conducted under the leadership of the Ministry of Finance of Ukraine under comprehensive reform to introduce gender-responsive budgeting in Ukraine, among other things. The gender-responsive budget analysis was performed by civil servants led by Financial Departments of Oblast State Administrations and the Ministry of Youth and Sport of Ukraine with support of experts of the «Gender Budgeting in Ukraine» Project, funded by Sweden.

The report examines the role of government policy and budget programs in eliminating gender equality issues and challenges. The progress achieved and the measures already implemented by the government to address these problems are highlighted. Besides, the report includes recommendations on how the government can ensure the efficiency of its policy and public services in the further work for elimination of the gender gaps identified and for achievement of equality.

The report is designed to provide summary information on de-facto gender gaps found in budget programs, as input to decision-makers in Ukraine (Cabinet of Ministers, Verkhovna Rada and other authorities), as well as public officials in physical training and sport sector. It will help in providing reforms to improve effectiveness and efficiency of the physical training and sport public service delivery.
Overview of gender issues and challenges in the sector

The physical training and sport sector is characterized by the presence of gender problems in many respects. If various problems that women and men are facing into account, this will increase the accessibility and quality of services and will also stimulate an effective implementation of the policy of physical culture and sport. This section covers the key issues of gender equality in the sport.

Sport is such a sphere where the social precondition for the shaping of femininity and masculinity, as well as traditional gender stereotypes and gender-based behaviour are very evident. «Sports activities have a number of specific features that contribute to the formation of gender stereotypes. A typical for men process of socialization hypothesizes that men should be engaged in sport more than women, since sport contributes to the formation of such personality traits that are stereotypically perceived as male ones – strength, perseverance, purposefulness, and so on. Even though women have recently become actively involved in sport, there are still certain sports that are characterized as more male or female ones. Aggressive physical contact is part of male sport, while grace and elegance are the features of a typical female athlete. There are some kinds of sport that represent the images of masculinity stereotypes (courage, rigidity, strength, manifestations of aggression in interaction with the opponent). For example, different types of combat sports. And there are
those representing femininity stereotypes (softness, emotionality, artistry); for example, ballroom dancing, figure skating.» (Lukashchuk V. I., 2012, 141)

Very often, women engaged in the sports connected with «male» characteristics are perceived as «male-like», whereas men who are not interested in the physical training and sport are considered to be «female-like».

On the other hand, it is sport that makes it possible to achieve equality between men and women by establishing common rules and values, such as fair play, non-discrimination, teamwork, etc. Engaging women and girls in sport contributes to the development of their leadership skills, independence, activity, competitiveness, and self-confidence. All these qualities contribute to the empowerment of girls and women and give them the opportunity to build their professional and family lives of their choice.

The sports field includes both professional sport, or high performance sport, and mass sport, or sport as an active rest and a means of keeping fit.

Today, more and more women and men are doing sport to spend their free time and to improve their health. Unfortunately, this indicator is very low in Ukraine – only 14.2% of the population is involved in physical activities and sport (Ministry of Youth and Sport, 2018, 24). According to a study conducted within the framework of the GRB Project, the share of persons engaged in sport in the Chernivtsi region in 2017 was 2% (Report of GRB working group, Chernivtsi, 2018, 15).

When reporting on the implementation of the National Strategy of health-improving physical activity in Ukraine for the period up to 2025, «Physical Activity – Healthy Lifestyle – Healthy Nation», the Ministry of Youth and Sport does not use gender-disaggregated data. However, according to the data obtained by the GRB Project, in the Kirovohrad region, in 2015, out of the total number of people engaged in sports activities, women accounted for only 26.1% (GRB Project, 2016, 77), while in the Chernivtsi region, in 2017, this figure made up 25.1% (Report of GRB working group, Chernivtsi, 2018, 15). An even smaller percentage of women were engaged in sport (10%) and participated in sports events (16.6%) held in the Dnipropetrovsk region by the Kolos Sports Society in 2016-2017 (Report of GRB working group, Dnipro, 2018).

In the Odesa region, the number of women in national teams participating in national competitions is decreasing. If in 2015 women accounted for 37.5% of the total number of the athletes who participated in competitions, then in 2017 this figure was only 25.6% (Report of GRB working group, Odesa, 2018, 34).

This aligns with the global trend showing that men traditionally predominate in sport – both in professional and mass one. The rate of women’s participation in sports events is lower than that of men all over the world.
Gender-responsive budget analysis of the physical training and sport programs revealed a significant prevalence of boys among the students of children and youth sports schools (CYSS). In 2015, in the Kirovohrad region, among the total number of users of municipal CYSS, girls accounted for 26.3%, while boys – for 73.7%.

In the sports schools subordinated to civic organizations, there are 26.9% of girls and 73.1% of boys (GRB Project, 2016, 77). The same situation was observed in the Kharkiv region: the number of boys among the students of CYSS was 2.9 times higher than the number of girls. Boys outnumbered girls in the Olympic, non-Olympic, and Paralympic sports (GRB Project, 2016, 83). In 2017, in the Odesa region, there were 4% of girls and 96% of boys in CYSS subordinated to sports clubs (Report of GRB working group, Odesa, 2018, 26).

Girls are less involved in team sports. In particular, in 2015, in the Kirovohrad region, 40.7% of female athletes were involved in eight team sports. Among male athletes, this figure was 55.5% (GRB Project, 2016, 79).

A significant gender gap in expenditures was found during the analysis of all programs in the field of physical culture and sport. For instance, in the Odesa region, under the Regional Program for the Development of the Physical Training and Sport for 2014-2017, expenditures were distributed in the following proportion: 71% – for men, 29% – for women (Report of GRB working group, Odesa, 2018, 26).
Odesa, 2018, 31). In the Kharkiv region, the expenditures on boys in CYSS exceeded the expenditures on girls by 2.7 times in 2014, and by 2.9 times in 2015 (GRB Project, 2016, 84). It should be understood that in this case the Program for the Development of Physical Training and Sport was funded through the regional budgets, which are replenished both by women and men. An imbalance of expenditures in favour of boys testifies to an unfair distribution of budget funds, as well as to the fact that parents of girls doing sports elsewhere than in CYSS had to pay for the girls’ training at their own expense.

In the sphere of professional sport, way fewer female athletes than male athletes get sports titles. In particular, in the Odesa region, out of the total number of people who received sports titles, women accounted for 9.5% in 2015, 12% in 2016, and only 3.5% in 2017.

It is very often the case that the participation of women in workouts and sports activities is limited by the lack of time in connection with the double workload of women (their taking care of children and relatives). It is clear that the lack of affordable social and medical infrastructure and services reduces the free time which women could dedicate to physical activities and sport.

Another gender-sensitive issue is the fact that women may face a general shortage of accessible (in terms of location and cost) and safe sports facilities, which subjects them to physical and/or verbal sexual harassment and violence.
In general, the problem of gender-based violence in sport is becoming increasingly topical at the international level. Data on the occurrence of sexual harassment in sport range from 14% to 73% in nine European countries that have conducted empirical research in this area. Sexual harassment is believed to occur in all kinds of sport. There are more manifestations of sexual harassment at the level of professional sport in comparison with mass sport. Verbal sexual harassment seems to be the most common form of harassment in sport (European Institute of Gender Equality).

Gender violence in sport includes abuse and sexual harassment by male coaches in relation to women and girls. In 2007, the European Parliament called on the member states to «identify best practices in the fight against sexual harassment and abuse in sport» (European Institute of Gender Equality).

In Ukraine, the problem of sexual harassment and gender-based violence in sport is not a topic for public discussions.

Another manifestation of gender inequality in the sports sector is the vast majority of men in coaching positions. Female coaches are more likely to work in such kinds of sport where there is a high proportion of women (e.g. dancing, gymnastics, figure skating, and equestrian sport) and they mostly work with women, teenagers, and children who compete locally and regionally. However, the number of women working in coaching positions in virtually all sports seems to be disproportionately low in relation to the total number of women in sport. This means that many men coach women and girls, while only a few women coach men. At the level of professional sport, the number of female coaches is very low, and in the cases when female coaches work with high performance athletes, they usually hold assistant positions, supporting male chief coaches (European Institute of Gender Equality).

This tendency is fully confirmed by the gender-responsive budget analysis of the programs carried out within the framework of the GRB Project implementation. Thus, in the Kirovohrad region, among the coaches and trainers at the children's and youth sport schools (CYSS), men significantly outnumber women: in the summer Olympic sports, the share of male coaches is 75%, in non-Olympic sports – 89%, and in sports for people with disabilities – 71% (GRB Project, 2016, 79). In the Kharkiv region, men account for 68% of the coaches and trainers at the CYSS (GRB Project, 2016, 84); in the Dnipropetrovsk region – 80% (Report of GRB working group, Dnipro, 2018, 20).

The predominance of men among coaches may be one of the factors that negatively affects the girls’ attendance at sports schools. In addition to psychological barriers, the possibility of facing sexual harassment and violence, girls might also lack some success stories and examples of women’s behaviour in sports.
A gender pay gap is observed in all regions where the gender-responsive budget analysis in the physical training and sport sector have been carried out. For example, in 2015, in the Kharkiv region, a gender pay gap of 50% in favour of men was recorded in CYSS, which was due to the differences in the remuneration of coaches of different categories and titles (GRB Project, 2016, 84).

Just like in other decision-making spheres, in sport, there is a low representation of women in leadership positions and a vertical segregation in the decision-making process – the higher the position, the bigger the gender gap (European Institute for Gender Equality).

Our country is no exception in this regard. Suffice it to say that there is not a single woman among the top management of the Ministry of Youth and Sport of Ukraine (Ministry of Youth and Sport, 2018a). Unfortunately, there is no information on managers at the level of departments, offices and units on the Ministry’s website (Ministry of Youth and Sport, 2018b).

At the same time, the gender-based management and an increasing number of female coaches can promote greater engagement of girls and women in sport and can eliminate gender stereotypes in sport.

The coverage of sports events and achievements in the media has a direct bearing on gender equality issues – ranging from the spread of gender
stereotypes about female and male athletes in the media to women’s access to sports journalism. For the most part, the media produce messages that relay and fix stereotypes about «male» and «female» sport. In addition, the image of female and male athletes in the media increases the stereotypical perception of gender roles. Female athletes are often portrayed as «female» and «sexy», but not strong, fast, professional, which devalues their achievements in sports.

Despite the significant increase in the share of girls and women in sport and the growing audience of those interested in female professional sport, there are still significant differences in the coverage of the activities of women and men in the media, where the achievements of male athletes receive much more media attention than the achievements of female athletes (European Institute of Gender Equality).

Unfortunately, it was not possible to find research carried out in Ukraine on the quantitative ratio of materials in the media on the achievements of women and men in sport. However, a general study by the Institute of Mass Information conducted in 2017 suggests that women are three times less likely than men to be featured in the media – on average, only 27% of cases (Institute of Mass Information, 2017).

Another aspect that needs to be taken into account is the lack of women in sports journalism. At the international level, women make up only 10% of this
media (European Institute of Gender Equality). In our country, there are also some gender biases and stereotypes about women’s work in sports journalism. Thus, studies show that women mostly publish materials or work as commentators in «female» sports (figure skating, gymnastics, etc.). In our country, there are no female commentators in football, hockey, wrestling, boxing competitions at all. If a female journalist wants to make a publication in these kinds of sport, this can disgruntle her male colleagues. She might be even challenged and tested for professional competence and knowledge of the topic. If men’s teams take journalists for away games along with them, they give preference to male journalists (Association of Sports Journalists of Ukraine, 2014).

Among journalists, there are still stereotypes that men are better employees and pay more attention to their careers, while women have their families as their priority (Ibid).

In Ukraine, women who are sports journalists also face direct gender discrimination. Thus, in May 2018, the editor-in-chief of the «Football» magazine, Artem Frankov, took the liberty to make a very humiliating public sexist statement regarding the possibility of women working as sports journalists (Espreso.tv, 2018)..
Overview of gender equality issues in programs and budgets

In 2015-2018, a gender-responsive budget analysis of 11 programs in the physical training and sport sector was carried out with the assistance of the «Gender Budgeting in Ukraine» Project (Dnipropetrovsk, Ivano-Frankivsk, Kirovochrad, Luhansk, Mykolayiv, Odesa, Kharkiv, Kherson, Cherkasy, Chernivtsi regions, and the Ministry of Youth and Sport of Ukraine).

In the process of the analysis, it was important to find out how programs and budgets influence women and men of different age and social groups, whether the planned activities address the needs and opportunities of women/men and girls/boys, whether these measures increase or weaken the gender equality.

The overall results of the gender-responsive budget analysis are as follows:

- all the analysed programs revealed gender gaps;
- there are stereotypes regarding the division of sports into «female» ones (artistic gymnastics, synchronized swimming, volleyball, handball, grass hockey) and «male» ones (boxing, wrestling, weightlifting, football, basketball, hockey);
- gender stereotypes and commonly used role models of female and male behaviour determine their preferences in choosing sport;
significantly larger proportion of boys is observed in the children’s and youth sports schools;

women and girls from rural areas have fewer opportunities for physical training and sport;

men predominate as coaches in all sports at the children’s and youth sports schools;

there is a significant gender gap in the salaries of women and men at the positions of coaches at the children’s and youth sports schools;

the expenses on boys/men in the budget programs in the sphere of physical training and sport significantly exceed the expenses on girls/women;

physical culture and sports programs do not take into account the gender needs of women and men, girls and boys in their diversity.

The detailed results of the analysis and the key issues to be addressed in order to improve the efficiency of the budget programs are outlined in the Annex.
Recommendations

According to the results of the gender-responsive budget analysis, recommendations were made on how to overcome the identified gender problems and gaps (by means of introducing measures and services), as well as to improve budgeting and planning in terms of gender equality, in particular:

- to carry out a situational analysis and identify the gender needs of women/men and girls/boys in their diversity at the stage of planning programs and budgets;
- to carry out gender-responsive budget analysis systematically for all programs in the sphere;
- to examine the possibilities for women and men of different age and social groups to be engaged in physical culture and sport;
- to identify the preferences and interests of women/girls and men/boys of different age and social groups in sport;
- to start collecting data disaggregated by sex, age, state of health, place of residence about professional and mass sport; as well as about the employment of coaches in various sports and about the management teams in the sphere of sport;
- to provide barrier-free access to sport for women/men and girls/boys with disabilities;
to promote wide engagement of women in physical training and sport by means of conducting information campaigns and social advertising;

to increase the level of physical culture and active lifestyle of women/men and girls/boys of different age and social groups;

to introduce financial incentives for athletes – both men and women – in order to develop sport and prevent the loss of skilled personnel.
Prospects for further work

On the basis of the results of the gender-responsive budget analysis of the programs in the sphere of physical culture and sport, gender gaps were identified and appropriate recommendations for their elimination and reduction of negative influence were provided. Changes should be made in the programs and budget documents in accordance with the provided recommendations. The “Gender Budgeting in Ukraine” Project plans to monitor the changes in the programs and budget documents and assess their impact on the lives of women and men, girls and boys in their diversity.

Despite the fact that many changes can already be made on the basis of the available knowledge and findings, some issues need further study, in particular:

- the ways to overcome the gender stereotypes that exist in the field of physical culture and sport;
- the level of physical culture and engagement in sport of women/men and girls/boys of different age and social groups;
- the mechanism of introducing the system of annual monitoring over the engagement of Ukrainian women and men in various kinds of sport, in particular, mass sport;
- the accessibility and safety of facilities/places for doing sport for
women/men, girls/boys of different age and social groups;
the factors of the gender gap in remuneration of women and men in the sphere of sport;
the ways of stepping up women's participation in sports events;
a mechanism for achieving the gender balance of equal representation and gender sensitivity in decision-making;
the ways of achieving gender equality in sports coaching and teaching;
examination of the issue of gender violence in sport;
the ways of facilitating the implementation of the results of modern scientific interdisciplinary studies into the activities of physical culture and sports institutions (in particular, "Gender Psychology," "Psychology of Sport", "Sociology of Sport", etc.);
the ways to improve the conditions and forms of activity of the constituent areas of physical training and sport at the place of residence, including personnel, logistical and informational support in accordance with the needs of women and men, residents of urban and rural areas, and so on.
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http://grbproject.org/nashi_dokumenty/


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Annex

Overview of the gender equality issues identified in the result of the gender-responsive budget analysis in the physical training and sport sector
The average coverage indicator of children and youth sport is 6.6% of the population aged 6 to 24 years. This figure is 10% among boys, and 3.3% among girls. Low representation of girls in children and youth sports centres (average figures are 70% of boys and 30% of girls). Within children and youth sport, boys are numerically dominant in all kinds of sport (Olympic, non-Olympic, and Paralympic sports).

There are twice as few children from rural areas (three to four times as few girls) among the students of children and youth sports centres.

Girls and boys are unevenly represented in various sports. Girls prevail in the so-called “female” sports – artistic gymnastics (100%), synchronized swimming (100%), handball (92%), volleyball (88%), etc., while boys, respectively, in “male” sports – ice hockey (100%), football (99%), free fight (99%), boxing (97%), etc.

Girls are numerically less represented in team sports.

Men prevail among the coaching staff of CYSS (average figures are 85% men and 15% women). Male coaches of children’s and youth sport are numerically dominant in all kinds of sport (Olympic, non-Olympic, and Paralympic).

Because of the significant difference in the quantitative representation, on average, 75% of the budget for CYSS is spent on providing services to boys and respectively 25% to girls. This gap is quite differentiated: in the Odesa region, in the CYSS subordinated to sports clubs, it makes up 93% against 7% in favour of boys, while in other CYSS – 70% against 30%.

**Key issues to be addressed in planning, rendering services, and budgeting**

To ensure measures and provide funds for the promotion of the institutions of children and youth sport among girls.

To create a parity of selection and training for girls and boys in all sports (eliminating the stereotypical division into “female” and “male” sports).

To ensure access to children and youth sport for children from rural areas (especially girls).

To inform school-age children and youth with disabilities about the possibilities of receiving services in youth athlete centres.

To create equal working conditions and ensure equal pay for female coaches.

To study the reasons why boys are less successful in winning prizes than girls.
In the national teams of the kinds of sport for people with disabilities, men outnumber women (on average – 65% male athletes and 70% male coaches).

Men prevail by the number of prizes won by athletes with disabilities with different medical conditions (on average – 60% of prizes won by men, 40% by women).

According to the results of the national Paralympic team’s participation in the summer Paralympic Games in 2012 and 2016, the highest number of awards was won by men (an average 60% of awards).

Expenditures on sports events of Paralympic and Deaflympic sports are allocated in accordance with the needs of sports; expenditures on the "male" sports exceeded the expenditures on the so-called "female" sports (by 40% on average).

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<th>Gender problems</th>
<th>Key issues to be addressed in planning, rendering services, and budgeting</th>
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<tr>
<td>In the national teams of the kinds of sport for people with disabilities, men outnumber women (on average – 65% male athletes and 70% male coaches).</td>
<td>To conduct educational and informational events (social advertising) aimed at engaging women with disabilities in sport.</td>
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<tr>
<td>Men prevail by the number of prizes won by athletes with disabilities with different medical conditions (on average – 60% of prizes won by men, 40% by women).</td>
<td>To create equal working conditions and ensure equal pay for female coaches.</td>
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<tr>
<td>According to the results of the national Paralympic team’s participation in the summer Paralympic Games in 2012 and 2016, the highest number of awards was won by men (an average 60% of awards).</td>
<td>To create and improve the existing &quot;barrier-free&quot; infrastructure of sports facilities.</td>
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<td>Expenditures on sports events of Paralympic and Deaflympic sports are allocated in accordance with the needs of sports; expenditures on the &quot;male&quot; sports exceeded the expenditures on the so-called &quot;female&quot; sports (by 40% on average).</td>
<td>To ensure a fair distribution of budget expenditures for various types of sports and increase spending on the sports that girls and women are engaged in.</td>
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### Schools of higher sportsmanship
(Ivano-Frankivsk, Cherkasy regions)

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<th>Gender problems</th>
<th>Key issues to be addressed in planning, rendering services, and budgeting</th>
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<td>Among the athletes of higher sportsmanship schools (HSS), men are numerically dominating (an average of 67% of men)</td>
<td>To establish cooperation between HSS and CYSS in order to ensure the engagement of girls in such kinds of sport, in which only men are represented.</td>
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<td>Among the athletes of HSS, men constitute 100% in such sports as &quot;boat racing&quot;, &quot;grass hockey&quot;, &quot;basketball&quot;.</td>
<td>To introduce financial incentives for athletes – both men and women – in order to develop sport and prevent the loss of skilled personnel.</td>
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<td>The number of male employees of HSS prevails the number of female ones (an average of 79%, sometimes up to 92% of men); female athletes show higher effectiveness at the competitions (the share of women who won the awards was 11.1% in 2015 and 20.6% in 2016; 2.5% and 0% for men respectively).</td>
<td>To encourage the recruitment of female coaches by providing them with the necessary assistance in housing and household issues, as well as financial support (as a temporary measure).</td>
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<td>Expenditures on male athletes in HSS significantly exceed the expenditures on female athletes due to the fact that the so-called &quot;male&quot; kinds of sport are better funded and require more costs for sports equipment and facilities.</td>
<td>To conduct an information campaign with the participation of female and male athletes in order to create a positive image and promote wider engagement of women in sport.</td>
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<tr>
<td>To ensure a fair distribution of budget expenditures on various sports in HSS.</td>
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Development of Olympic and non-Olympic sports
(Chernivtsi region)

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<th>Gender problems</th>
<th>Key issues to be addressed in planning, rendering services, and budgeting</th>
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The organization of regional competitions is aimed at such kinds of sport, in which mainly men are engaged.

There are more men than women among the participants of regional competitions (Olympic sports: 66.7% of men, 33.3% of women; non-Olympic sports: 72.9% of men, 27.1% of women).

There are more men than women among the participants of the national level competitions as well (Olympic sports: 72.1% of men, 27.9% of women; non-Olympic sports: 81.7% of men, 18.3% of women).

Expenditures on "male" sports exceeded the expenditures on "female" sports by 49.5% on average.

To encourage girls and women to do sport with the help of an information campaign.

To conduct a survey of girls and boys and their parents about the development of new sports and improving the work of children and youth sports centres, as well as about a greater involvement of girls in sport.

To update the facilities and equipment of sports centres, in particular, taking into account the needs of women and girls.

To introduce changes to the Integrated program of physical training and sport in the Chernivtsi region for 2018-2021, taking into account the gender approach.