

Gender Audit of Sports Budgets in the Mateh Asher Regional Council in Israel

Yael Hasson and Valeria Seigelshifer

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Adva Center
P.O. Box 6136401
Telephone: 972-3-5608871
Fax: 972-3-5602205
www.adva.org
contact@adva.org

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Background

The gender audit of a budget and its preparation reflects how resources are divided between women and men, and to what extent this division meets the needs and priorities of women and men, as well as girls and boys. A gender analysis of the budget is a strategy for advancing the status of women and reducing gender inequalities in society.

Like the national budget, the municipal budget is ostensibly a neutral tool; it consists of numbers that describe income and expenditures, with no explicit mention of gender. However, women and men from various social groupings are positioned differently in society – in the workplace and family – and have different roles and needs. Public services such as education, health, public transportation, and welfare are utilized differently by women and men; hence the budget impacts women and men differently.

The goal of gender budgeting is to introduce social – and particularly gender – considerations into the planning and budgeting process. The gender audit of a budget can reveal the extent to which policies and budgetary allocations contribute to achieving greater gender equality. Examining the effect of policies and budgets on the social and economic status of women and men (from different age, ethnic, and socioeconomic groups) can contribute to an understanding of the roots of inequality. The various opinions, roles, and preferences of women and men are taken into consideration as well as any obstacles that may prevent women and men from equitably enjoying the programs and fully participating in social and economic life. The results of the audit serve as a basis for making adjustments and changes where inequality has been found, ensuring greater gender equality in future budgets and programs.

Gender budgeting contributes to a more efficient allocation of funds to social services, increases the transparency of the budgetary process, and enhances the democratic participation of both female and male residents in the budget-making process.

A gender audit of the budget addresses two main questions:

1. What are the differential needs of residents – men and women?
2. To what extent are these needs being met by political decisions, public services, and current budget allocations?

How the project evolved

In 2013, Ms. Nili Alon, Mayoral Advisor on the Status of Women in the Mateh Asher Regional Council – the municipal government of a group of small localities in the North of Israel -- ordered from the Adva Center a course in social economics and gender budgeting for a forum of women holding leadership positions in the regional council. The final project of the course was postponed because of the untimely demise of the former council head and the election of a new council head, Mr. Yoram Israeli. In March 2014, Ms. Alon organized a lecture for International Women's Day on the subject of placing gender budgeting on the agenda of the incoming regional council head and the council plenary. Ms. Alon suggested that a gender audit be conducted in all the departments of the local authority in order to ascertain how resources were divided between women and men in the regional council. Mr. Israeli, the new council head, gave the go-ahead to Ms. Alon to begin a gender audit of the departmental budgets. The awareness and support of the women in the forum also contributed to promoting the audit.

After consulting with the Committee for the Advancement of the Status of Women at the regional council, a decision was made to begin the budget audit with the Sports Department. The Sports Department was selected because it keeps records of participants in its activities and also because the department director, Mr. Gal Mansour, expressed willingness to cooperate. In addition, Ms. Alon presented the project to Mr. Eyal Raz, deputy head of the regional council, who holds the portfolio for sports and the community center, and received his approval to proceed.

Thus, this project is a cooperative effort of several parties: the Adva Center; Nili Alon, Mayoral Advisor on the Status of Women in the Mateh Asher Regional Council; Gal Mansour, director of the Sports Department; Denit Dietersdorf, coordinator of the Sports Department; and Naomi Schorr, bookkeeper. The project design was developed by the Adva Center and is based on a model of mainstreaming gender into the planning and budgeting of municipal services, drawn from experience gathered both in Israel and in other countries. Following are the stages of the process:

- 1. Counting:** Collection of gender-disaggregated data – how many women/men and girls/boys use the services or facilities.
- 2. Analyzing the budget:** Conducting a gender analysis to reveal how the budgets allocated to sports are divided between women and men within various age groups, following the collection of gender-disaggregated data in the previous stage.
- 3. Assessing needs:** An in-depth analysis of the needs of the service recipients. This stage is crucial for understanding the real needs and desires of residents as well as the obstacles to their realization, if such exist.
- 4. Promoting change:** Setting new goals and corrective measures based on the findings – a quantitative analysis of the budget vis-à-vis the gender breakdown of participants and a qualitative analysis with respect to the expressed needs and desires of residents.
- 5. Monitoring results:** Examining the extent to which the objectives were met and whether new goals need to be set and corrective measures taken in order to achieve the objectives.

The first two stages of the model have been completed; an analysis of the Sports Department budget was conducted using a gender perspective.

The findings and analysis presented in this report are based on data received from the sports and financial departments of the regional council, as well as conversations with Mr. Gal Mansour, director of the Sports Department, Ms. Denit Dietersdorf, coordinator of the department, and Ms. Nili Alon, Mayoral Advisor on the Status of Women in the regional council.

Findings

1. Gender analysis of participants in the sports activities

A. General

In the 2014-15 activity year, more than twice as many men as women took part in the sports programs funded by the regional council; 33.5% of the participants were women and 66.5% were men.

In the breakdown by activity, it was found that men and women clustered in different sports. The men participated mainly in soccer (school and league games), the basketball league, and volleyball. The women participated primarily in throwball and gymnastics (artistic). Tennis was found to be a mixed-gender sport in which 43% of the participants were women.

Examining the team sports, it was discovered that the more professional the sport, the fewer the women participants. For example, 27 women participated in school basketball activities (versus 252 men), but no women at all – and 14 men – took part in the basketball league.

This is also true of volleyball – 17 women participated in the volleyball clubs in schools, but no Excellence in Volleyball teams were organized for women.

➔ **Gender distribution of participants in the sports programs of the Mateh Asher Regional Council, 2015**

Type of activity	Total participants	Women (absolute numbers)	Men (absolute numbers)	Women (%)	Men (%)
Tennis	253	109	144	43%	57%
Basketball school	279	27	252	10%	90%
Basketball league	140	-	140	-	100%
Soccer league	100	-	100	-	100%
Soccer school	215	-	215	-	100%
Artistic gymnastics	70	60	10	86%	14%
Rhythmic gymnastics	70	70	-	100%	-
Throwball	120	120	-	100%	-
Zumba	40	40	-	100%	-
Pilates	14	13	1	93%	7%
Excellence in Volleyball	23	-	23	-	100%
School volleyball club + youth	94	17	77	18%	82%
School enrichment volleyball	140	70	70	50%	50%
Capoeira	14	1	13	7%	93%
Total	1,572	527	1045	33.5%	66.5%

Source: Data provided by the sports department, Mateh Asher Regional Council on 1 March 2015 and 16 April 2015.

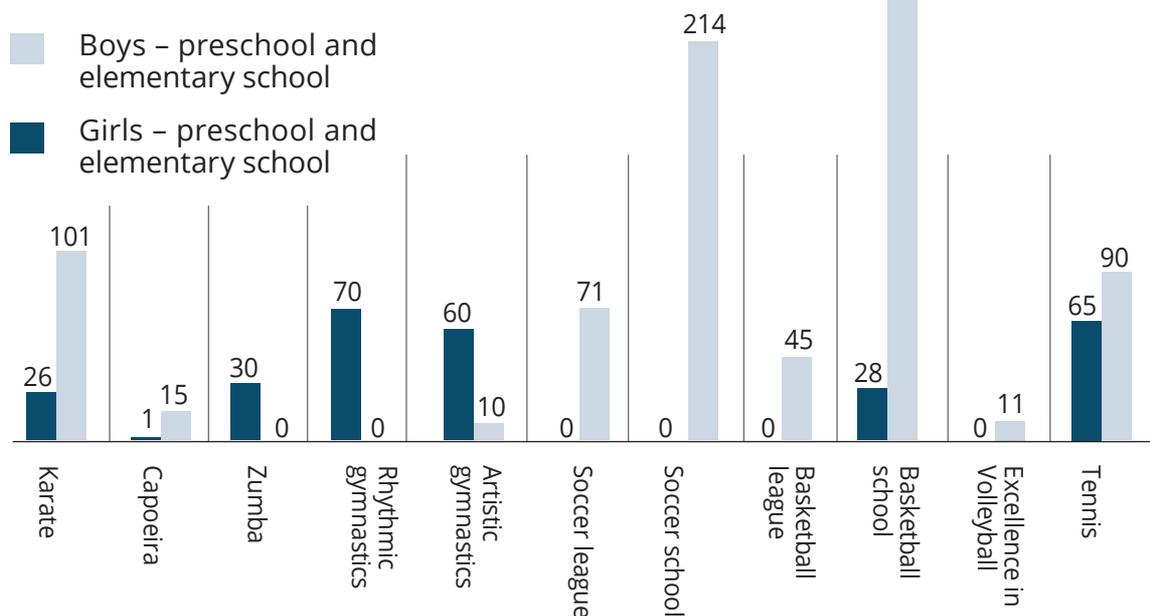
B. Participation in the sports programs by gender and age group

A gender analysis by age group revealed the following:

1. At the preschool and elementary school levels, about 26% of the participants were girls (280 girls and 812 boys), almost half of whom took part in gymnastics programs. In addition, girls comprised approximately 43% of the tennis players, 20% of the karate participants, and 10% of the basketball program participants. For boys, almost 70% participated in the soccer or basketball teams.
2. At the middle-school and high school levels, the proportion of girls in sports programs dropped dramatically to 11%. At these ages, girls comprised about a third of the tennis participants and 19% of the volleyball club. Sports activity at these ages takes place primarily in the framework of a league – volleyball, basketball, and soccer – all exclusively for boys.
3. Adults are offered informal sports and leisure programs, not competitive-professional sports. Women at this age comprised an absolute majority (93%) – most in the throwball groups.

➔ Participation of boys and girls in the Mateh Asher sports programs – preschool and elementary school ages, 2015

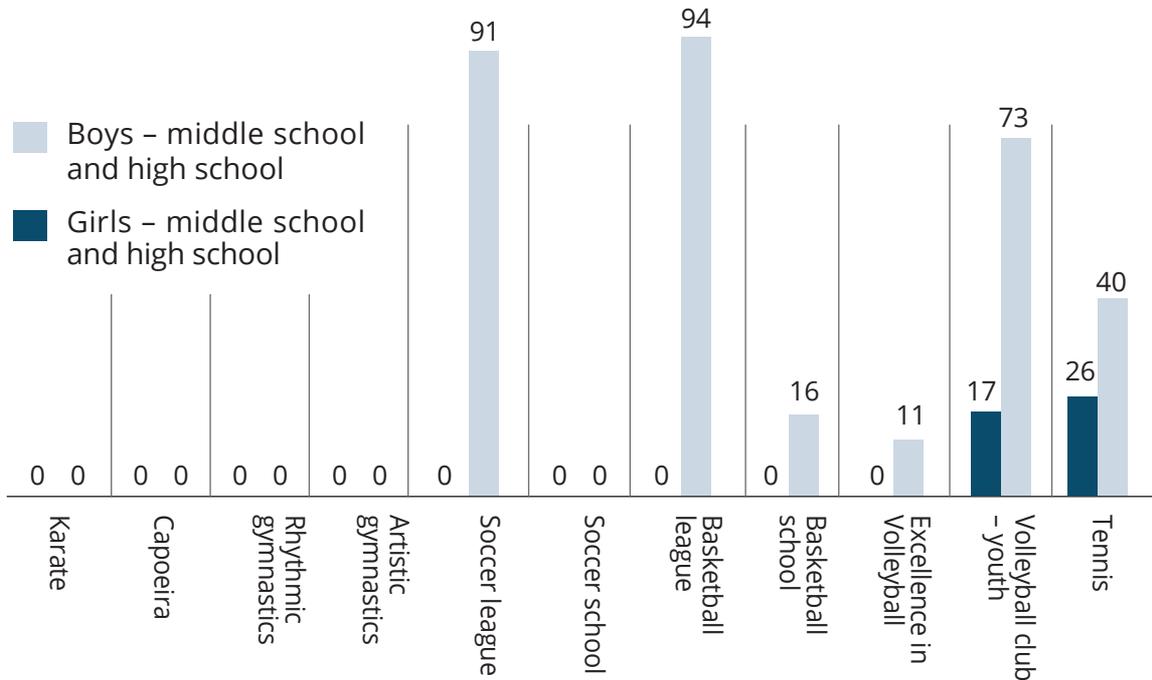
In absolute numbers



Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015 and 16 April 2015.

➔ Participation of girls and boys in the sports programs of the Mateh Asher Regional Council – middle school and high school, 2015

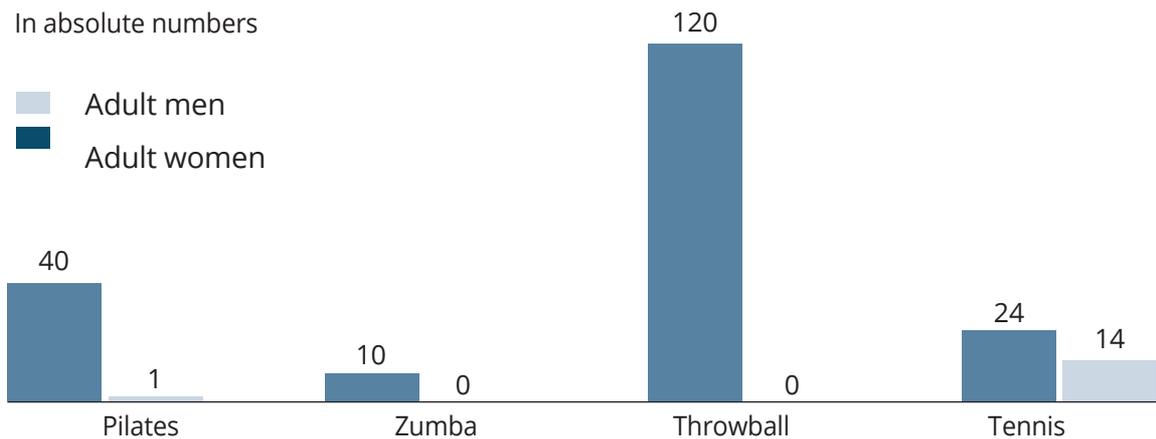
In absolute numbers



Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015 and 16 April 2015.

➔ Participation of women and men in the sports programs of the Mateh Asher Regional Council, 2015

In absolute numbers



Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015 and 16 April 2015.

2. Gender analysis of sports budgets

A. General

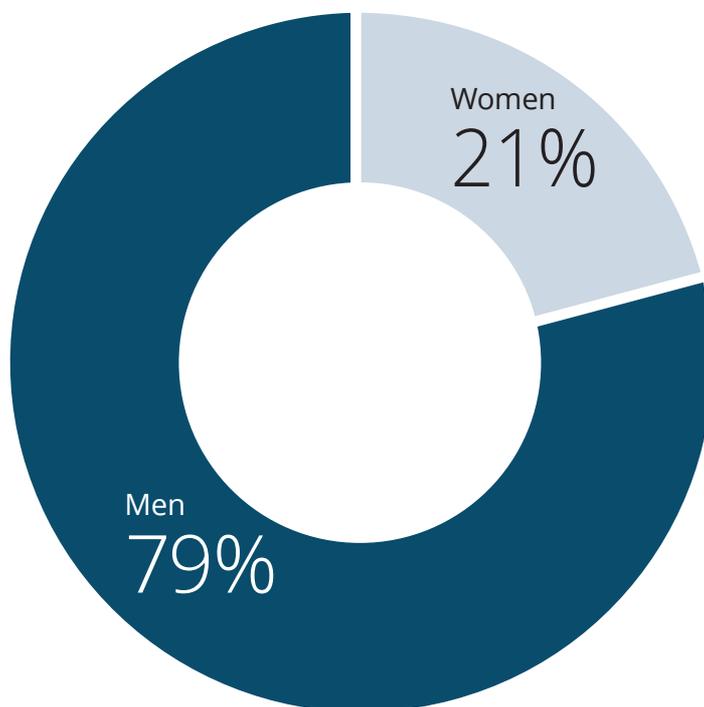
The total sports budget of the Mateh Asher Regional Council in 2014 was NIS 5,104,000.

The regional council funds the annual administrative costs – NIS 630,000 for employees and related expenses (department head, coordinator, secretary, wages, telephone, etc.) and another NIS 710,000 for facilities. The balance comes from participant fees collected by the community center as well as funding from sports associations, the Sports Administration of the Ministry of Science and Technology, Culture and Sports, state lottery, sponsorships, and donations – for a total of NIS 3,764,000.

Although 33.5% of the total participants were women (men were 66.5%), only 21% of the total resources (including participant fees) were allocated to women's sports programs.

➔ Allocation of total sports budget to women and men, 2015

In percentages



Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015.

B.Sources of funding for sports activities

As for sports activities, the total budget in 2014 was NIS 3.43 million. The regional council draws on four main sources to cover this budget:

- **Payments made by residents** – Registration fees collected by the community center from participants or their parents for the sports programs and activities. These totaled NIS 2.95 million in 2014, which covered the major part of the budget.
- **Sports association (Hapoel), the Ministry Sports Basket, and other regional council departments** – NIS 307,000, of which about half (NIS 157,000) came from the Hapoel Association and the Ministry Sports Basket to support volleyball activities. The Hapoel Association also funded the tennis groups (NIS 40,000 – women and men), basketball (NIS 20,000 – boys only), and the league soccer school (NIS 50,000).
- **The Mayoral Advisor on the Status of Women** funds the throwball program for women, totaling NIS 10,000.
- **Funding from the regional council Sports Department** totalled NIS 84,000 and is used primarily for upkeep of the sports facilities.

* Sports programs that are not directly run by the Sports Department account for the difference between NIS 3,764,000 and the regional council budget of NIS 3,430,000.

➔ Sports program budget for a year of activity, 2015

In shekels at current prices

Type of activity	Source of funding			Total budget
	Payments from residents	Donations and other sources	Regional Council	
Tennis boys/girls	547,000	40,000 Hapoel	-	587,000
Basketball boys/girls	820,000	20,000 Hapoel	-	840,000
Volleyball boys/girls	-	157,000 Hapoel, Sports Basket	54,000 Council	211,000
Artistic gymnastics	147,000	-	-	147,000
Throwball, Karate, Capoeira	220,000	10,000 Council	-	230,000
Health programs	113,000	20,000 Council	-	133,000
Soccer – school	325,000	-	-	325,000
Soccer – league	627,000	50,000 Hapoel	-	677,000
Tournaments, events	153,000	10,000 Council	30,000 Sports Basket	193,000
	2,952,000	307,000	84,000	3,343,000

Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015.

Data on the sources of funding reveal that the sport most popular among women – gymnastics – is fully funded by participation fees, and that this is the only sport that depends entirely on income from such fees. Volleyball, on the other hand, in which more men participate, does not rely on participant fees at all – it is almost entirely funded by the Hapoel Association, the Ministry Sports Basket, and the regional council budget.

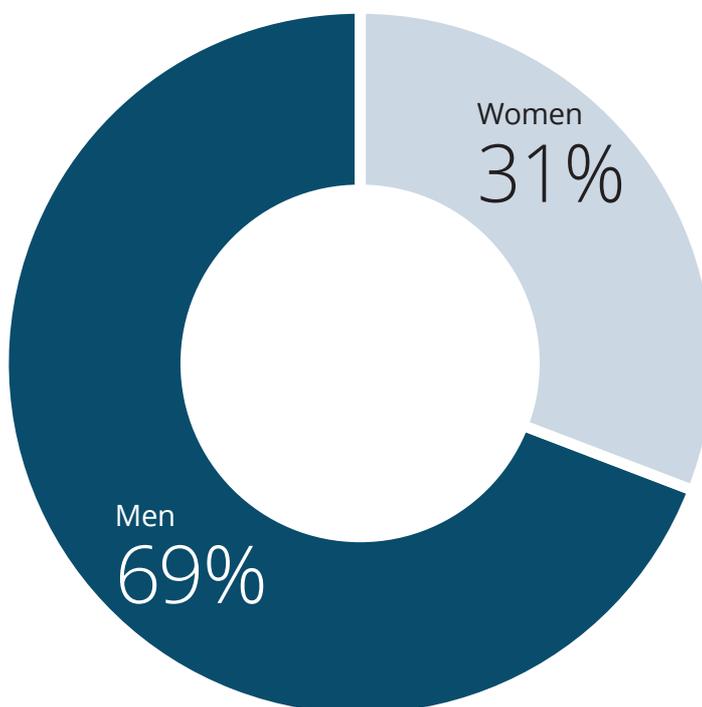
C. Average allocation per athlete

To examine the public investment in athletes, both male and female, we removed the element of participation fees and looked only at funding from the Hapoel Sports Association, the Ministry Sports Basket, and the regional council.

This analysis reveals that approximately 31% of the total public investment is allocated to women's sports, and 69% to men's sports.

➔ Public investment in athletes, men and women, 2015

In percentages



Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015.

The highest allocation per athlete is for the volleyball program – this sport also has the largest overall budget, which is almost two-thirds (64%) the entire public budget for sports. Among the volleyball teams, participants in the Excellence in Volleyball group enjoy the highest allocation per athlete – an average of NIS 1,826. There are 23 boys in the group, but there no such group for girls. The school volleyball club has mostly boys – 77 boys compared with 17 girls – with an average allocation per athlete of NIS 957. The volleyball enrichment budget is NIS 79,000 and divides evenly between 70 girls and 70 boys. The average allocation in enrichment volleyball is NIS 564 per athlete.

The second highest investment per athlete is in the soccer program – an entirely male sport (315 boys and no girls at all) – with an average NIS 159 per athlete.

A similar average allocation is given to tennis – NIS 158 per player – a sport in which women constitute some 43%.

A sports program in which the entire public investment is allocated to women – NIS 10,000 – is throwball, which is funded from the budget of the Mayoral Advisor on the Status of Women.

Gymnastics, virtually a female sport (86% girls), as noted, receives no public funds whatsoever.

➔ Public funding for sports activities in the Mateh Asher Regional Council, 2015

In shekels at current prices

Type of activity	Donations and other sources	Regional Council	Total budget
Tennis boys/girls	40,000 Hapoel Association	-	40,000
Basketball boys/girls	20,000 Hapoel Association	-	20,000
Volleyball boys/girls	157,000 Hapoel Association, Sports Basket	54,000 Regional Council	211,000
Gymnastics – rhythmic and artistic	-	-	-
Throwball, karate, capoeira	10,000 Council	-	10,000
Health programs	20,000 Council	-	20,000
Soccer school	-	-	-
League school	50,000 Hapoel Association	-	50,000
Tournaments, events, Program for Schoolchildren	10,000 Regional Council	30,000 Ministry Sports Basket	40,000
Total	307,000	84,000	391,000

Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015.

➔ Average allocation per athlete and total public funds invested in women and men, 2015

In shekels at current prices and absolute numbers

Sport	Total allocation	Average allocation per athlete	Men (absolute numbers)	Total allocation for men	Women (absolute numbers)	Total allocation for women
Tennis	40,000	158	144	22,766	109	17,222
Basketball (school & league)	20,000	48	392	18,816	27	1,296
Gymnastics	0	0	10	0	130	0
Soccer (school & league)	50,000	159	315	50,000	0	0
Throwball	10,000	68	0	0	147	10,000
Excellence in Volleyball	42,000	1,826	23	42,000	0	0
Volleyball school club	90,000	957	77	73,723	17	16,269
Volleyball enrichment	79,000	564	70	39,480	70	39,480
Total	331,000		1,031	237,782	500	103,338

Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015 and 16 April 2015.

D. Only 25% of the coaches are women

In the 2014-2015 activity year, 60 coaches worked in the Mateh Asher Regional Council, of whom 15 were women.

The sports with the most coaches are basketball (12 male and one female coach) and soccer (11 male and no female coaches). These sports also have the highest number of participants in general (419 in basketball and 315 in soccer), and an absolute majority of male participants (392 in basketball and 315 in soccer).

In the mixed-gender sports such as tennis (43% of the participants are women), most of the coaches are men: six male and only one female coach.

Soccer is a completely “male sport” both in terms of participants and coaches. For throwball, on the other hand, where all the participants are women, the gender division of coaches was relatively equal – five female and four male coaches.

For artistic gymnastics, in which most of the participants are girls, there is also a majority of female coaches (four female and one male coach).

➔ Female and male sports coaches in the Mateh Asher Regional Council, 2015

Type of activity	Female coaches	Male coaches
Tennis	1	6
Basketball school	1	12
Basketball league		
Soccer league		11
Soccer school		
Artistic gymnastics	4	1
Rhythmic gymnastics		
Throwball	5	4
Zumba	1	
Pilates	1	
Excellence in Volleyball	0	2
School club for volleyball + youth	2	5
School volleyball enrichment	0	3
Capoeira	0	1
Total	15	45

Source: Adva Center analysis of data provided by the sports department, Mateh Asher Regional Council, on 1 March 2015.

E. Participation in competitions and awards

A gender analysis of sports competitions indicates that there are more tournaments for boys than for girls.

In the 2014-2015 activity year, the Mateh Asher Regional Council participated in 23 tournaments in various sports. Of these, six were mixed gender, twelve were for boys, and five were for girls.

In tennis, a total of twenty players participated, of whom five were women. In the regional Prince Tournament, a boy from the Mateh Asher Regional Council took first place.

In basketball, 43 players, all boys, participated in competitions. The Youth A district team took second place and was promoted to the all-country division, while the Youth

B district team also took second place and moved into the national division. The younger boys won second place.

Activities undertaken by the regional council to promote equality in sports

Health programs and women's throwball. The regional council supports activities to promote health for women, adults, seniors, etc., such as clubs, lectures, marches, and the like. In an effort to encourage women to participate in sports, a women's throwball team was created. This sport is based on the rules of volleyball and allows women to join without prior training. In the various groups, 120 women participate. The council allocates NIS 10,000 to these groups from the budget of the Mayoral Advisor on the Status of Women. The balance comes from participant fees.

3. Other gender biases in the budget and sports policies

A. Girls pay the price of the budgeting process – volleyball as a case in point

Volleyball is a relatively well developed sport in the regional council. Budgeted volleyball activities fall into three groups: the volleyball club in schools in which boys are the main participants (77 boys and 17 girls), enrichment volleyball in schools with boys and girls participating equally (70 boys and 70 girls), and the Center for Excellence in Volleyball (23 boys).

The school clubs are funded by matching grants – every shekel allocated by the regional council is matched by a shekel from the state. Every club receives funds in accordance with the number of teams created; the state allocates funding according to age (adults receive more funding), gender (women receive more funding), and level (higher levels receive more funding). Newly formed teams are funded upon formation: The state allocates funding and the regional council pays for its share. As noted, girls comprise some 18% of the participants in these groups.

Volleyball enrichment activities in schools are not funded at all – neither by the regional council nor by the state. These are supported only by the payments collected from the adult group. As noted, boys and girls participate equally in these activities.

The Center for Excellence is a local sports center in which senior professionals give

special coaching to athletes under the age of 18 from various sports associations to prepare them for competitive activity in the framework of those associations (see website of the Ministry Sports Administration).

The Center for Excellence in Volleyball, designed to support the best athletes in this sport, can be found in Mateh Asher, but only for boys. Financial support for the Center for Excellence is based on the principle of matching funds: The Ministry Sports Administration supports this on condition that the regional council also puts up money. In this case, the regional council did not match the allocation (for lack of funds) and therefore the sports association denied the request to open a group for girls.

B. Bias in the use of facilities – to whom do the basketball courts belong?

A conversation with the head of the Sports Department revealed that even though a group of women and a coach were successfully recruited, he encountered problems in finding a court for their practices. The existing courts are all in use every day of the week (including weekends) by men's teams. Therefore, there is currently no women's basketball team in the regional council. Because the courts and sports facilities are a public resource in every sense of the word, this is a clear case of discrimination – assigning funds to benefit male groups to the detriment of the women basketball players who have no facility in which to practice.

Recommendations

The main finding that emerges from the gender audit of the sports budget of the Mateh Asher Regional Council is the absence of a policy designed to promote gender equality in sports, as well as scarce sports budgets: 86% of the cost of sports activity is covered by participant fees collected by the community center; the regional council's sports budget covers approximately 2.5% of the cost of sports. Resources that do exist are utilized primarily by boys and men. To change this, the regional council should place the promotion of women's sports high on its agenda, and work to change its priorities. Accordingly, we recommend the following measures to increase the investment in and allocation of resources to regional council sports activities:

1. Establish a steering committee to promote women's sports in the regional council and to consider a more egalitarian distribution of the sports budget. This committee should include those in positions of authority in the community center, the head of the Sports Department, the Mayoral Advisor on the Status of Women, members of the council plenary who deal with this issue, and experts in gender and women's sports. The committee should operate in cooperation with the community, with an emphasis on understanding the needs of both women and men in sports.
2. Prepare an updated master plan to promote sports in the regional council, recognizing the importance of sports activities – the full range of its health, educational, and social benefits – for women and men, girls and boys, of all ages. Accordingly, the plan should include clear gender criteria.
3. Re-examine from a gender perspective the criteria to allocate sports facilities to female and male sports groups, as well as practice hours, transport, and refurbishing to enable the participation of women's groups.
4. Given the small proportion of girls in the professional sports programs, sports policies should focus on raising the awareness of girls to sports and the opportunities open to them in the sports programs offered by the regional council. In parallel, these options should be expanded in response to an in-depth study of the needs of girls.

5. Sports funding is currently concentrated on professional and competitive sports in which there are more boys and men. To ensure gender balance in the distribution of funds, affirmative action should be adopted when budgeting the professional sports in which girls participate (such as gymnastics). Also leisure sports activities should be budgeted.
6. Girls might be involved in sports activities such as aerobics, walking, etc. and/or in private frameworks not supported by public funds. The needs and preferences of girls with regard to sports should be examined and activities should be funded that meet their needs.
7. Only women engage in throwball, and this is funded by the budget of the Mayoral Advisor on the Status of Women. The throwball allocation should be augmented from another source in the regional council. Mothers who engage in sports are positive role models and a source of pride to their daughters and sons. Therefore, this investment has educational implications of paramount importance.
8. Competitive sports are an experience with an impact well beyond the athletic field. They teach planning and devotion to a goal, teamwork, functioning under pressure, and the experience of winning and losing. Girls should also have these experiences and therefore competitive sports for girls should be expanded.
9. Efforts should be made to locate a funding source for opening an Excellence in Volleyball group for women.
10. It is recommended that consideration be given to cooperating with Athena, The National Council for Promoting Girls and Women in Sports, to help advance women's sports in the regional council and as a potential source of funding.

