

STATEMENT OF DONNA A. LOPIANO, Ph.D.
BEFORE THE SUBCOMMITTEE ON COMMERCE,
CONSUMER PROTECTION, AND COMPETITIVENESS
U.S. House of Representatives
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I am Donna A. Lopiano, currently the Executive Director of the Women's Sports Foundation, a 501 (c) (3) non-profit education organization. The Foundation was founded in 1974 by Billie Jean King, Donna de Varona, Wyomia Tyus and other champion female athletes to promote and enhance sports and fitness opportunities for girls and women. These successful women athletes did not want girls following in their footsteps to face the same barriers to participation as they did. The Foundation produces programming in four areas: education, advocacy, recognition and opportunity.

Prior to accepting my current position in April of 1992, I spent 17 years as the Director for Intercollegiate Athletics for Women at The University of Texas at Austin. The University supported an eight-sport Division I women's athletics program with an annual budget of over 4 million dollars and, during my tenure, was one of the top three programs in the nation with every sport ranked in the nation's top ten. The University of Texas was noted for its women's basketball program, which held national attendance records for many years and was one of the few women's basketball programs in the nation where revenues exceeded expenses. Yet, with a participation rate of 77% male/23% female athletes in an institution that is 53% male/47% female in the general student body, the University is still not in compliance with Title IX. Indeed, in July of 1992, female athletes representing four club sport teams (soccer, softball, rowing and gymnastics) filed a Title IX suit against the University alleging failure to provide equal participation opportunities.

I am speaking as an educator and expert in athletic administration. My doctorate is in physical education with an emphasis in administrative theory and behavior and a specialization in athletics administration. Prior to my tenure at The University of Texas at Austin, I was a coach of both men's and women's varsity sports and an athletics administrator in a public urban institution, which did not award financial aid based on athletic ability and supported a program of 30 varsity sports for men and women (14 men's sports, 10 women's sports and six co-ed sports) with a total annual budget of \$200,000.

Higher Education Has Ignored Title IX In Intercollegiate Athletics

In my professional opinion, intercollegiate athletics in our nation's universities are openly discriminating against women in participation opportunities, the provision of educational opportunities via athletic scholarships and the employment of coaches and administrators. Few if any institutions of higher education, or high schools for that matter, are complying with Title IX of the 1972 Education Amendments Act. Here are some facts to prove the point:

- ¥ Females comprised over 53% of our college undergraduate student population in 1990 (U.S. Department of Education, 1990). Of 282,512 student-athletes participating at NCAA institutions in 1991-92, only 96,467 (34%) were women (Participation Study..., 1993).
- ¥ Contrary to popular thought, men's sport participation has not suffered at the expense of providing participation opportunities for women -- there were 16,242 more male athletes in 1991-92 than there were in 1981-82. For every two female participation slots created in this ten year period, 1.5 male participation slots were also added. (NCAA, 1993)
- ¥ The NCAA Gender Equity Study released on March 11, 1992, revealed significant discrepancies in athletic opportunities at the institutional level:

Division	Males	Females
I	250 (69%)	112 (31%)
II	167 (68%)	79 (32%)
III	215 (67%)	116 (35%)

- ¥ Female collegiate athletes are receiving less than 24% of the athletics operating dollar and less than 18% of the athletics recruiting dollar (NCAA Gender Equity Study, 1992.)
- ¥ Female athletes are receiving less than 33% of the college athletic scholarship dollar. Average Division I scholarship expenditures:

Division	Average Annual Athletic Scholarship \$ to Males	Average Annual Athletic Scholarship \$ to Females
I	\$849,130	\$372,800
II	\$319,543	\$148,966

Male college athletes receive approximately \$179 million dollars more per year in athletic scholarship grants than their female counterparts (NCAA Gender Equity Study, 1992.)

- ¥ In Division IA institutions, women's programs received only 18% of the total budget (Raiborn, 1990.)
- ¥ The proportion of African-American athletes in women's sports programs is significantly less than in men's sports programs, primarily because of the effect of the large number of black athletes in football.
- ¥ In 1972, 90% of all collegiate women's athletics programs were governed by women administrators; today that proportion is 16.8% (Acosta and Carpenter, 1992.)

- ¥ Among the 107 Division IA institutions in the NCAA in 1992-93, institutions with the most competitive athletics programs and highest administrative salaries, only two women currently head a merged department of men's and women's athletics. In Division IAA, three of 88 member institutions have women athletic directors and in Division IAAA (programs without football), three of 103 member institutions have women athletics directors (NCAA, 1993)

- ¥ In 28% of our nation's athletics programs, there are no women athletics administrators (athletic directors, associate directors or assistant directors) even though in over 300 of those schools there are at least three athletics administrator positions (Acosta and Carpenter, 1992).

¥ Women have a better chance of becoming president of an NCAA institution than athletics director (Acosta and Carpenter, 1992):

Division	female athletic director	female president
I	11	15
II	23	27
III	65	69
Total	99	111

¥ There are only nine women among the 105 athletics conference commissioners in the nation -- four of these women serve as head of women's-sports-only conferences. Five hold a commissioner's position in a conference governing both men's and women's sports but none serve as head of a Division IA conference (two are at IAA conferences and three are at Division III conferences).

¥ The NCAA has failed to provide strong leadership for its member institutions with regard to Title IX compliance. Only 9% of the faculty representatives at the NCAA Convention are women (Lovett and Lowry, 1989). Only 23.4% of all delegates to the 1992 NCAA Convention were women (NCAA, 1992.) Historically, the NCAA has argued against the inclusion of athletics in the Title IX regulations.

¥ 48% of all women's teams are coached by women (Acosta and Carpenter, 1992) but less than 1% of all men's teams are coached by women -- employment opportunities for female coaches of men's teams are almost non-existent.

¥ African-American women coaches, administrators, officials or athletics support personnel are virtually non-existent.

¥ About 5,952 jobs existed in 1992 for head coaches of women's teams. In the last ten years, the number of head coaching jobs for women's teams has increased by 812. Women hold only 181 more coaching jobs than they held 10 years ago while men hold 631 more as coaches of women's teams (Acosta and Carpenter, 1992.)

¥ Less than a third of all the committee positions in the NCAA are held by women; and that percentage drops to 20% among the NCAA's most powerful committees. These numbers reflect minimum representation limits established by the NCAA when they opened their doors to women sports in 1981 -- there has not been a significant increase since women were let in (Lovett and Lowry, 1989).

¥ Equal opportunity employment laws are virtually ignored in the hiring process experienced by female candidates for coaching and administrative positions. Women hear, "If you are young, you are going to have childbearing problems; if you are a parent, there is no way you can handle the time and recruiting demands of this job; if

you do not have children, you are homosexual; and if you get to forty, you are too old because you are going to have all those hot flashes and everything" (Delano, 1988). The employment process in athletics department is in the dark ages -- no, worse than that, it's the age of the cave man.

All of these facts are not surprising. Over the last twelve years, enforcement of Title IX and other civil rights legislation has been non-existent. In short, despite the requirements of the law, equal opportunity in sport for women and racial minorities is still a long way off.

Response to Questions Raised by the Chair

In the letter inviting me to testify at this hearing, the Honorable Cardiss Collins, Chairwoman, asked that I respond to the following three questions:

Q: Would the implementation of Title IX regulations automatically mean cuts in football programs? Is that bad?

A: Title IX compliance will not kill football. Yet, college football coaches and athletics directors are asking the public to choose between gender equity and football. We should never be asked to choose between our sons and our daughters -- yet we are. A simple analogy is helpful. You are a parent who has a son and a daughter. For many years, you have given your son, on the occasions of his birthday and Christmas, baseballs, gloves, footballs, hockey sticks and other sports equipment. His room is full of sports implements. One day, your daughter comes to you complaining that her brother won't let her borrow his glove so she can have a catch with her girlfriends. Would you tell her to go out and work so she can buy her own glove or would you explain to your son how important it is to share? Would you change your commitment to the importance of sharing and treating your children equally if your son advanced the argument that his sister would destroy, lose or in some other way damage his glove? In other words, we are hearing the arguments of boys or men who think that sports is their protected domain and values like sharing and equal opportunity do not apply to them.

Sports is too important to the physical, psychological and sociological well-being of our children to have it only benefit our sons:

- ¥ High school girls who play sports are 80% less likely to be involved in an unwanted pregnancy; 92% less likely to be involved with drugs and three times more likely to graduate from high school (Institute for Athletics and Education, 1990.)
- ¥ As little as two hours of exercise a week reduces a teenage girls risk of breast cancer, a disease that will afflict one out of every eight American women.
- ¥ Are we prepared to have our daughters suffer the results of generations of women who were not permitted to play sports or encouraged to participate in weight-bearing exercises that are necessary to laying down bone mass -- our mothers and

grandmothers. One out of every two women over the age of 60 are suffering from osteoporosis (National Osteoporosis Foundation, 1992)

- ¥ Girls and women who play sports have higher levels of self esteem and lower levels of depression (Ms. Foundation, 1991)
- ¥ Sport is where boys have traditionally learned about teamwork, goal-setting and the pursuit of excellence in performance -- critical skills necessary for success in the workplace. In an economic environment where the quality of our children's lives will be dependent on two-income families, are we willing to have our daughters less prepared for the highly competitive workplace than our sons?

We cannot choose between our sons and our daughters with regard to access to and participation in such opportunities. This is what Title IX of the 1972 Education Amendments Act is all about.

Compliance with Title IX will not affect the success of intercollegiate football programs. Football will always be a popular and important ritual on our college campuses and be of interest to television and other electronic and print media. In my opinion however, because 43% of all the monies spent on athletics in some schools are spent on football and basketball, the standard of living of many football programs will have to be reduced in order to redistribute funds for the cause of gender equity. Such reductions need not result in lowering participation opportunities for football players or scholarship support for athletes in financial need. Neither will such reductions result in the demise of football as many football coaches and athletics director would ask us to believe.

If we all agree that participation opportunities and direct educational benefits to student-athletes are the most important reasons for maintaining athletic programs in higher education, then other cost-saving and revenue-producing measures will be pursued prior to cutting teams or reducing squad sizes:

- a. Increase revenues of men's minor sports and women's sports at the institutional and conference level. The women's sports market is virtually untapped and must be developed. According to Raiborn's study of *Revenues and Expenses in Intercollegiate Athletics* (NCAA, 1990), there were at least 13 Division IA institutions in 1989 that had women's programs which generated \$1.3 million dollars or more and twice that number that generated \$400,000 or more. There is also evidence to indicate that the spectator and donor market for women's sports is a new market -- different from that supporting men's athletics. Therefore, developing that new market will not put women's sports in a competitive position against an institution's own men's program.
- b. Encourage conference members to adopt the same sports when expanding women's programs in order to realize the financial savings of competition within a reasonable geographic proximity.

- c. Establish conference-level presidential review requirements for the control of athletic administration staffing and the construction and renovation of athletics facilities. Such control is impossible at the national level and difficult at the institutional level where arguments include matching the commitments of traditional opponents without having any control over the decisions of those opponents.
- d. Create inducements for gender equity such as a rule that would prohibit the allocation of an automatic national championship berth to any institution that has not achieved gender equity or to any conference without a conference-level presidential review requirement for the control of athletics expenditures.
- e. Reduce institutional expenditures that do not directly and positively effect the participation experience of student-athletes such as:
 - ¥ downsize athletics administrative staffs
 - ¥ eliminate "status-related" expenses such as plush locker rooms and coaches offices and conference rooms
 - ¥ eliminate cellular phones
 - ¥ place a moratorium on construction of new athletics-only facilities including plush study/computer centers accessible only to student-athletes
 - ¥ continue efforts to restrict off-campus recruiting activities
 - ¥ eliminate housing athletics teams in hotels prior to home contests
 - ¥ eliminate airplane travel over short distances
 - ¥ restrict team travel distances during regular season play
- f. Legislate within the NCAA reductions in the amount of non-need-based athletics aid that institutions may award in each sport with the goals (1) maintaining competitive distinctions between all divisions, (2) maintain the current number of student-athletes who may receive such aid and (3) not reducing the aid levels of athletes who qualify for aid based on need. Such reductions should be accompanied by changing all sports to "equivalency" rather than "head-count" sports with limits placed on the total number of student-athletes who may receive any amount of aid.

Note: For example, football is currently permitted to have 85 grants awarded to no more than 85 student-athletes. This is commonly referred to as a "head-count" system where every athlete on aid counts as one grant whether they receive one dollar or a full scholarship. Under an equivalency system, football might be limited to 70 full scholarships that could be split up and awarded as full or partial scholarships to no more than 85 players. In this example, a savings of 15 full scholarships (approximately \$120,000) would fully fund the addition of another women's sport.

- g. Revise the NCAA revenue distribution formula to provide one unit for every men's sport over the minimum requirement and one and one-half units for every women's

sport over the minimum requirement -- or similar more advantageous weighting for women's sports.

Note: The NCAA revenue distribution is derived from the NCAA's lucrative television rights fees for the men's basketball Final Four and national championship broadcasts. These monies are currently distributed to all NCAA Division I institutions based on (1) a fixed amount for academic program support, (2) a graduated schedule based on the total number of men's and women's sports sponsored by a member institutions, (3) a graduated schedule based on the total number of scholarships awarded to male and female athletes by a member institution and (4) success of the institution's conference institutions in the NCAA Division I men's basketball championship.

- h. Revise the NCAA revenue distribution formula to provide more advantageous weighting for women's scholarships than men's scholarships.

See above note.

- i. Increase NCAA scholarship limits for women's sports in order to permit institutions to meet their compliance obligations for scholarships without adding excessive numbers of new women's sports.

There will be some institutions that will choose to cut participation opportunities for men as one among many actions taken to achieve gender equity. Many institutions will choose to cut a men's sport rather than reduce the "standard of living" of men's football or basketball and will blame the need on gender equity rather than excessive and unnecessary men's sport expenditures.

With regard to reducing the cost of men's sports and men's football in particular in order to support increased opportunities for women, there is no question in my mind that such actions will be healthy for all athletics programs. Athletics, especially Division I and II athletics programs need to be downsized. They are spending beyond their means in a fruitless quest for the golden ring of television exposure and bowl bids. Contrary to popular myth, football is either not offered as a sport or does not pay for itself at 91% of all NCAA member institutions (Raiborn, 1990):

Division	% of institutions w/ deficit football programs	average annual	deficit
IA	45%		\$638,000
IAA	94%		\$580,718
II	97%		\$247,000
III	99%		\$69,000

While football generates significant revenues at many schools, few teams truly generate the net revenue to support the rest of the school's sport programs. The situation is no different for the sport of men's basketball (Raiborn, 1990):

Division	% of institutions w/ deficit basketball programs	average annual	deficit
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IA	34%	\$238,000
IAA	74%	\$199,000
IAAA	75%	\$223,000
II	90%	\$97,000
III	97%	\$29,000

Q: The Executive Director of the NCAA testified at the April 9, 1992 Title IX hearing that gender equity would be placed on the front burner. In your opinion, has this happened? Is further federal intervention needed to make gender equity a reality?

A: The NCAA has appointed a Gender Equity Task Force, on which I am a consulting member. The recommendations of this committee are due to be presented to the January 1994 NCAA Convention. The teapot is on the front burner, the pilot light is lit, but this group has barely reached the level of "simmer". Thus far, the task force is dancing around the football issue in response to a nearly apoplectic football lobby. Those on the task force representing football interests are seeking to do three things: (1) prevent any action that would result in any reduction of football participation, scholarships or expenditures, (2) exclude football from counting in the determination of gender equity as is required under Title IX and (3) persuade the committee to conclude that women aren't as interested in athletic opportunities as men as a defense of the current low participation numbers in NCAA member institutions.

The issue of interest of female athletes is a critical one. **Opportunity drives interest and ability.** Title IX purpose includes redressing historic discrimination. **There is no lack of interest and ability on the part of males or females to participate in the finite number of opportunities available at the collegiate level.** Currently, over 3.9 million males and 1.9 million female athletes participate at the high school level (in a system that itself does not yet provide full equal opportunity for girls) and there are many more girls participating in Olympic sports traditionally not offered in the high school athletic program. Currently, there are only 186,045 male and 96,467 female athletes on NCAA teams (NCAA, 1993.)

In fact, it can be argued that institutions are "intentionally" discriminating against female athletes when they conduct sex separate sport programs and fail to offer the same participation opportunities and support as they do male athletes. Whenever an institution hires a coach, offers scholarship incentives or gives the coach money to recruit incoming students, I cannot imagine a scenario where the coach comes back to the institution saying that he or she could not find anyone with the interest or ability to play on the team.

Institutions with football teams argue that they cannot possibly offer enough women's teams to offset the high participation numbers of football and that they cannot identify enough sports in which women are interested. Washington State University, a Division IA program with football, under court order to have its athlete population reflect the proportion of males and

females in its student body which is 45% female and 55% males has already achieved a female athlete population of 44%. Every institution can achieve compliance with Title IX.

Yet, the lack of interest argument is still being advanced based on the fact that the number of "walk-ons" (non-recruited athletes who come from the general student body over and above the student-athletes acquired through recruiting and scholarship incentives) are higher for males than for females -- especially in the sport of football which can accommodate 100 to 150 players and 60-75 walk-ons. Even if institutions discounted such walk-ons as truly reflecting a lack of interest on the part of females, they would still be required to offer three or four more women's teams or 60 to 75 more participation opportunities for women than they are currently offering.

However, let us assume that walk-on populations are derived from the campus student population rather than the recruited incoming freshman population. Are males more interested than females in sport? Institutions that wish to focus on this on-campus population point to different rates of participation in men's and women's recreational sport programs as being reflective of student interest and identify greater male participation numbers. Yet, upon closer examination, the sport and activity offerings of these recreational sport programs have traditionally reflected male sport interests rather than female sport interests. Institutions like East Carolina University that offer recreational programs based on a survey of interests of their male and female students show roughly equal participation rates.

Opportunity drives interest. "If you build it, they will come."

At many institutions, it is easy to see that the lack of female participants is a function of (1) failure to offer a sufficient number of sports and (2) lack of institutional commitment to existing women's programs. If, in the name of gradual development, a part-time, underpaid and unqualified coach is assigned to a new or existing women's sport program, the interest of prospective athletes may be deterred. Compared to the better paid or more competent coach of the men's team, efforts to recruit participants or time spent with student-athletes may be minimal. Often, a men's team has a recruiting budget while the women's team in that same sport has none and is dependent upon the interest of currently enrolled students. Less than 18% of all recruiting dollars go to women's sports (NCAA Gender Equity Study, 1992)

Although I am hopeful that the NCAA will eventually confront the gender equity issue in a serious way, it is still too early to determine whether they will. The Gender Equity Task Force is in place and working at a snail's pace. An even more important committee, the NCAA Special Committee to Review Financial Conditions in Intercollegiate Athletics is also at work. This committee has the power to recommend sweeping changes in the cost of intercollegiate athletics through changes in scholarship numbers and amounts, further personnel reductions and other significant cost-saving measures. It is much too early to predict whether this group will have the will to propose significant financial reforms that will allow NCAA institutions to save enough money to afford gender equity over the short term.

In response to the question of whether further federal intervention is necessary, the answer is a very strong affirmative. The following actions would have a beneficial effect on Title IX compliance:

1. Better Public Education Efforts. The Office of Civil Rights must increase its efforts to educate the public on Title IX requirements in athletics. Parents and their daughters are receiving misinformation whenever they confront athletic directors at the high school or college level regarding Title IX requirements. They are told that women's sports are not receiving the same support as men's sports because women's sports do not make money. They are told that football is excluded from counting under Title IX because there is no sport like football for women. They are told that the institution simply does not have the money to increase the numbers of women's sports. Athletic directors are defending a sex discriminatory program and are not about to give good information to parents and female athletes.

It would be helpful for OCR to mandate that a summary of Title IX requirements and common questions and answers be distributed to (1) all male and female student-athletes, (2) club sport participants and (3) in response to any inquiry as to the offering of any sport not currently offered. This educational effort should be annually conducted by each institution's Title IX Compliance Coordinator (a position required by the regulations.)

Better yet, there should be a legislative initiative to include full disclosure of an institution's Title IX gender equity progress in the Student Right To Know Act. The Act should require disclosure of athletic participation rates by gender, the total athletic scholarship dollars by gender and the proportion of operating and recruiting funds spent by gender. If the parents know how institutions are treating our daughters, I am confident that sufficient public pressure will be generated to increase institutional commitments to Title IX compliance.

2. Better Education of OCR Investigators. There is nothing wrong with the Title IX regulations. We do not need further Title IX legislation. The government simply needs to enforce the law as it is currently written.

I believe it is important to keep Title IX enforcement under the Department of Education. Congress needs to keep sending the clear message that we are dealing with educational sport and athletic programs are clearly a part of the educational process. If this is not the case, they should not be receiving the benefits of tax-exempt status. It has been suggested that enforcement of Title IX be moved from the Department of Education to the Department of Justice. I disagree. The Department of Justice is not set up to do the non-judicial program review elements of Title IX that can be helpful to institutions who do not want to be in a confrontational posture with the federal government. The Department of Education needs to do a better job of monitoring compliance agreements and should pass on to Justice those cases where institutions are not implementing those agreements or where institutions refuse to comply. The Justice Department now has the power to enforce Title IX but the Department of Education has not referred any cases to them.

It has also been suggested that Title IX be amended to codify damages. I don't believe this is necessary. The Supreme Court has already ruled that damages are permissible. The courts can deal with the damages issue without further lawmaking. Parents who have filed lawsuits to date have not been interested in damages. They simply want their daughters to have an opportunity to play.

It is important to recognize that the Reagan administration attempted to dismantle Title IX's application to athletics and provided almost no funding for the active enforcement of civil rights laws. The Bush administration made, at best, a half-hearted effort to enforce Title IX. The department has completed investigations and still not issued letters of finding or pursued cursory investigations which have not even touched the surface of uncovering inequalities in treatment. OCR investigations have varied wildly with regard to their consistency in identical fact circumstances and in many cases have identified inequalities and found no violations.

For instance, the OCR investigator's manual now requires that the discrimination make women athletes second class citizens in order for differences to qualify as a Title IX violation. The investigators are often asked to make decisions on what is and what is not "enough" discrimination to count. A recent letter of finding from the Dallas office (a complaint involving a Denham Springs, Louisiana high school) found that two boys teams (football and boys basketball) had their own dedicated locker rooms. The girls basketball team had exclusive use of a physical education locker room during practice and competition only and all other teams (boys and girls) shared locker rooms with physical education classes. The investigator found no violation despite the fact that two boys teams had their own locker rooms and no girls teams did. Investigators are being asked if inequalities are significant or not. Inequality is inequality.

OCR must do a better job training its investigators in athletics program review.

3. Stricter Enforcement by OCR. The public is simply not pursuing Title IX complaints in athletics because there is no trust that OCR is serious about enforcing the law. Parents and their daughters would rather turn to the courts than place their daughters concerns in the hands of OCR. The fact that parents and their daughters are not well educated on the requirements of the law is also contributing to the absence of complaints and lawsuits. It will be very difficult for OCR to reverse this legacy of distrust and nonenforcement.

OCR needs more financial support so it has the time and manpower to do its job and needs to more effectively monitor compliance agreements.

The Women's Sports Foundation receives 200 calls per year on Title IX concerns in high school and college athletics. Without exception, those who call have minimal understanding of the law. Few are eager to pursue remedy for fear of retribution against their daughters or in the case of coaches of women's teams, fear of loss of employment. The majority of cases that have gone to court in the past two years involve women's teams that have been cut from the program. The plaintiffs have suffered the worst retribution possible -- not being allowed to play. Parents, at great financial and personal costs, have pursued legal remedies and won their cases in the

lower courts. Now they are facing the severe burden of greater financial costs in the appeals process. These parents are no match for universities with very deep pockets.

The federal government should assume the burden for enforcement of the law.

Q: According to another witness, the university athletic community will not meaningfully address sex discrimination unless it is forced to do so because special interests want to maintain intercollegiate athletics as "the old boys club." What is your reaction to this statement?

A: I agree. My experience as an athletics administrator for the past 20 years leads me to the same conclusion. There is absolutely no commitment to gender equity absent the condition that the current men's athletics system be retained in its entirety. For every two new participation slots created for women college athletes in the last 10 years, 1.5 have been created for men. Any sensible person would think that, at the very least, men's sports growth would be put on hold until gender equity was achieved. It simply has not happened. There is an absence of will to do what is right and what is required by law on the part of college presidents who fear all-powerful football coaches and football-supporting alumni.

There is a real need for federal intervention to help these college presidents. They need to be put in a position where they can tell their alumni that it wasn't their choice to comply with Title IX. Rather, the courts or the federal government have ordered them to so or face the loss of significant federal funds. It is disheartening and disappointing to realize that "doing what is right" is not as important as making football fanatics happy.

Opportunity to Receive Coaching and the Assignment and Compensation of Coaches

One of the most difficult equity issues in the provision of equal opportunity in women's athletics programs involves the provision of quality coaches who are compensated in the same manner as their counterparts coaching men's sports. An examination of the salaries of coaches in collegiate athletics reveals that, generally, male and female coaches of women's teams are paid less than coaches of men's teams who are predominantly male and female coaches are paid less than male coaches who are coaching the same sport. These salary inequities exist even though research shows that female coaches are as qualified and experienced as their male counterparts.

There are two different pools of coaching candidates in the marketplace: an all-male coaches pool for revenue-producing men's sports and a mixed pool of men and women for men's non-revenue-producing and women's sports. The marketplace value of coaches in the former pool is two to five times higher than the marketplace value of coaches in the latter pool. However, the existence of this sex-segregated marketplace cannot be used to justify salary discrimination for women coaches. In fact, with the recent development of women's basketball as a significant revenue-producing sport, it will be difficult to justify not hiring coaches of

women's teams from the revenue-producing sport pool or not paying female coaches of women's teams salaries equal to those of coaches in that pool.

Equally distressing as the current salary gap between coaches of men's and women's teams is the steady diminution in the number of women coaching men's and women's sports and the number of women in professional leadership positions. Only 48.3% of the coaches of women's teams are female (Acosta and Carpenter, 1992). In 1972 more than 90% of women's teams were coached by females (Acosta and Carpenter, 1992). A sample of what has happened in the top six participation sports for women at the college level is reflected in following table:

Percent of Women Coaching Women's Sports

<u>Sport</u>	<u>1978</u>	<u>1992</u>
Basketball	79.4%	63.5%
Cross Country	35.2%	20.1%
Softball	83.5%	63.7%
Tennis	72.9%	48.0%
Track and Field	52.0%	20.4%
Volleyball	86.6%	78.7%

(Acosta and Carpenter, 1992)

Employment discrimination in athletics has also taken on more subtle forms. When searching for coaches of women's teams, the administrator may only look at formal written applications and hire entry level employees. When looking for coaches of a men's team, the athletic director will solicit applicants or hire good coaches away from other programs. Worse yet, it is not unusual, when checking on the credentials or references of female coaching candidates, to hear concerns that the applicant may have homosexual inclinations or references to her physical attractiveness as being more masculine than feminine. In contrast, the reference checker seldom hears anything about the personal lives or appearance of male applicants. It is not unusual for female candidates to be asked whether they are planning to have children, despite prohibitions against such queries. In practice, the double standard is obvious and difficult to confront. Homophobia is an equal opportunity employment issue that is a lot like communism; it's talked about behind the backs of applicants and almost impossible to combat. Likewise, descriptions of a candidate as a "feminist" are often used to imply that a job candidate is a "troublemaker."

The message is clear. Higher education officials must monitor carefully employment and program practices in intercollegiate athletics if women's sports are to grow into equal opportunity athletics programs, especially in merged administrative units.

Issues Related to the Redistribution of Financial Resources

On most college campuses, athletics administrators, like their academic counterparts, will offer significant resistance to cost-cutting requests. Sex discriminatory practices may be

entrenched and the majority of existing funds already committed to men's programs. Efforts to cut fat in intercollegiate athletics may require the assignment of an objective member of an institution's central administration to analyze expenditures as they relate to competitive success. While this suggestion sounds simple, the fact of the matter is that intercollegiate athletics budgets are complicated and convoluted in nature (Atwell, Grimes, & Lopiano, 1980). These programs have, for the most part, not been developed by professional managers. Thus, cost/benefit analyses are almost non-existent. When 40,000 football programs are produced, removing several four-color pages may provide cost savings equivalent to a full athletics scholarship without any negative impact on the success of the football team.

If you look at an athletics budget, most of the expenditures on men's and women's athletics cannot be separated out on the basis of sex, especially in the area of support services such as athletic training, training tables, sports information, marketing and promotion, etc. Most of the perquisites given to coaches don't even appear (such as free cars, country club memberships, etc.).

Athletic program management and accounting practices must be carefully monitored. Administrators should demand a cost-benefit relationship for any proposed expense related to "keeping up with the Joneses" in order to maintain the competitive status of a program. Higher education must conservatively approach proposals to expand athletics facilities during the next five to 10 years. Commitments to large debt service in light of predictions of rising costs and continued athletics program deficits may be fiscally irresponsible. Many athletics programs are already carrying debt service commitments that are disproportionate to their total budgets. While major investments in the people who produce quality athletic programs (coaches) need to be maintained, the productivity of clerical and other support personnel involved in large ticket offices, concessions, and game management operations should be carefully examined. Transportation and travel arrangements should be evaluated for cost effective practices. The number of days teams are spending on the road related to the number of days of competition should be examined and the entire travel package for all sports team should be put out on bid to a travel agent.

Summary

Your interest and actions to encourage federal intervention in the enforcement of Title IX are necessary. We cannot, as a nation tolerate discriminatory treatment on the basis of gender. We must prepare our daughters as well as we prepare our sons. We must give them the same educational benefits. If sport belongs in higher education, intercollegiate athletics must conform to the requirements of Title IX of the 1972 Education Amendments Act.

Thank you for this opportunity to present my views.

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