

**HUSCH BLACKWELL**

# **Title IX Compliance for Athletic Programs**

---

February 7, 2024

# Agenda –

---

Module 1: Title IX, Gender Equity, & Athletics – The Big Picture

Module 2: Breaking down Equitable Participation

Module 3: Equitable Financial Support

Module 4: Equitable Treatment – The Laundry List

Module 5: Sexual Harassment and Athletics – Title IX

Module 6: Preparing for a Compliance Audit – Best Practices

# A word on terminology . . .

---

Vocabulary concerning gender identity and sexual orientation continues to evolve. There is no universal agreement on the meaning of all terms or the best terms to use to refer to certain concepts. We strive to utilize language and examples that are respectful and appropriate. But we welcome your feedback on how we can improve. Please be patient with your colleagues today and assume their good faith even if they use language or terms that you would not.



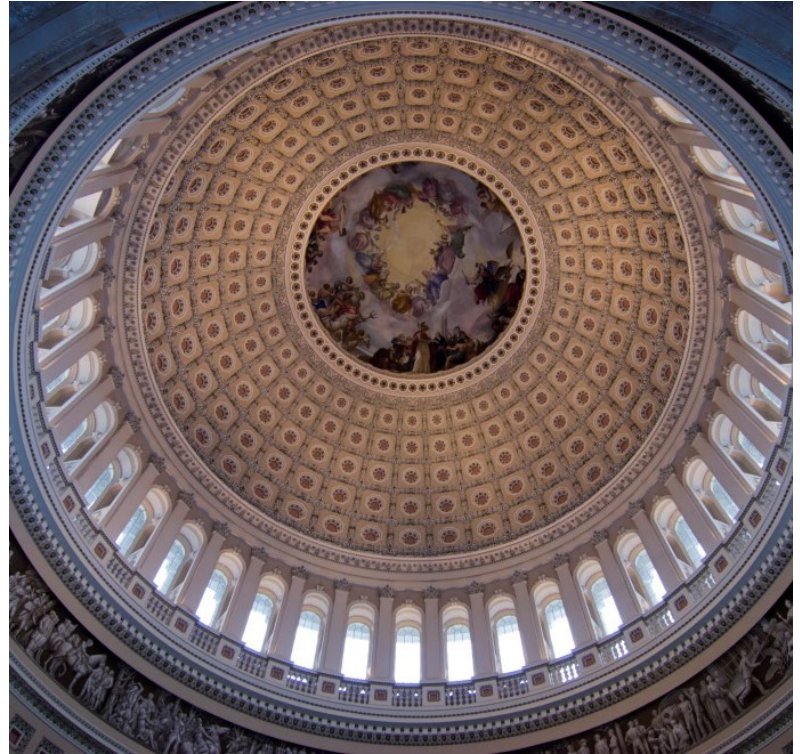
# Module 1: Title IX, Gender Equity, & Athletics

The Big Picture

# Title IX Key Language

“[N]o person in the United States shall on the basis of sex be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance.”

34 C.F.R. § 106.31



# Title IX's Impact

---

- Prohibits discrimination in educational programs or activities on the basis of “sex”
- Applies to all institutions that receive Federal Student Aid funds
- Applies to all of an institution’s programs and activities
- Imposes affirmative obligation to:
  - Prevent sex discrimination through education
  - Investigate claims of sex discrimination
  - Eliminate discrimination, prevent its recurrence, and address its effects

# Title IX & Gender Equity in Athletics

---

“No person shall, on the basis of sex, be excluded from participation in, be denied the benefits of, be treated differently from another person or otherwise be discriminated against in any interscholastic, intercollegiate, club or intramural athletics offered by a recipient, and no recipient shall provide any such athletics separately on such basis.”

34 C.F.R. § 106.41



# Title IX & Athletics Scholarships

“To the extent that a recipient awards athletic scholarships or grants-in-aid, it must provide reasonable opportunities for such awards for members of each sex in proportion to the number of students of each sex participating in interscholastic or intercollegiate athletics.

Separate athletic scholarships or grants-in-aid for members of each sex may be provided as part of separate athletic teams for members of each sex.”

34 C.F.R. § 106.37(c)





# Results of Title IX

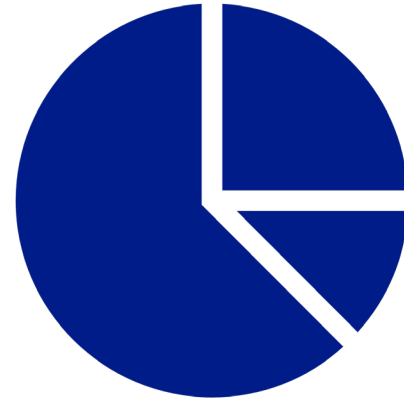
- Both males and females continue to set participation records
- Today 44% of all NCAA student athletes are women (218,122)
- In 1972 less than 30,000



# Participation Breakdown

---

- Division I—47% female  
53% male
  - Spending is 2:1 in favor of male student athletes
- Division II—57.7% female  
42.3% male
- Division III—58% female  
42% male



# Enforcement: Office of Civil Rights

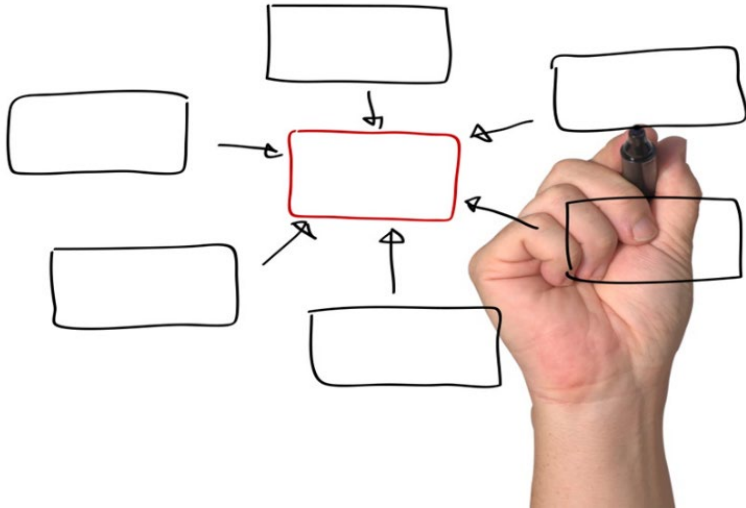
---

- Department of Education's Office for Civil Rights ("OCR") investigates complaints of Title IX noncompliance made against educational institutions
- Recent increases in OCR complaints that mention athletics means there will likely be increased enforcement efforts from the Department



# Three Part Test of Compliance

---



- Equitable Participation
  - Three prongs
- Equitable Financial Support
- Equitable Treatment
  - “Laundry List”

# What is a sport?

---

- OCR does not define a sport
  - However, the following factors are considered:
    - Whether the operating budget, support services, and coaching staff are administered by the athletics department in a manner consistent with varsity sports;
    - Whether the participants in the activity are eligible to receive athletic scholarships and athletic awards if available to athletes in varsity sports and whether athletes are recruited in the manner consistent with varsity sports.

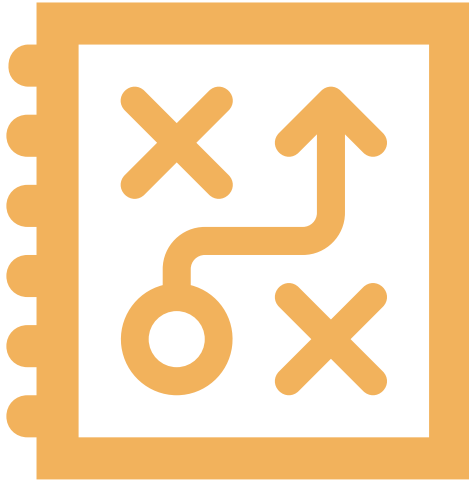
# Team Preparation and Competition

---

- Whether practice opportunities are available in the manner consistent with other varsity sports
- Whether regular season competitive opportunities differ qualitatively from the established varsity sports; whether the team competes against intercollegiate varsity opponents in a manner consistent with varsity sports
- Whether pre-season or post-season exists
- Whether the primary purpose of the activity is to provide athletic competition at the intercollegiate varsity level

# Example

---



## Cheerleading

- Long argued it should be considered a sport
- OCR does not consider it a sport
- NCAA does not recognize as a sport
- NAIA does recognize as a sport

# What does OCR mean when making an “overall determination of compliance?”

---

- OCR considers:
  - Effective accommodation of interest and abilities in conjunction with equivalence in availability
  - Quantity and kinds of athletic benefits and opportunities provided to males and females
  - Equal athletic opportunities
  - Always on a case-by-case basis



# Why Compliance Matters

- Consequences of noncompliance include:
  - A complaint being filed with the OCR
    - Findings of noncompliance likely to result in ongoing oversight from ED
  - A lawsuit being filed against the institution
    - Monetary damages can be awarded in Title IX cases





## Module 2: Breaking Down Equitable Participation

---

# Three Prongs of Equitable Participation

---

Compliance with Equitable Participation requirement is achieved by meeting any one of the following:

- Showing that the participation opportunities for male and female students are “substantially proportionate” to their respective full-time undergraduate enrollments; or
- Showing that the institution has a “history and continuing practice of program expansion” for the underrepresented gender; or
- Showing that the institution is “fully and effectively” accommodating the interests and abilities of the underrepresented gender.

# Prong 1: Substantial Proportionality

---



- Compares enrollment numbers for total full-time, undergraduate enrollees with the number of participants in intercollegiate athletics

# Do we count online and non-traditional learners as undergraduates?

---



Yes, count all full-time undergraduate students regardless of when or if they come to campus or are eligible to compete in athletics



Part-time undergraduates are not included.

# Example:



		Total	Male	Female	
2020-2021	Intercollegiate athletic participants	731	348 47.6%	383 52.3%	Disparity between Enrollment Numbers and Athletic Opportunities for Females in 2020-2021:  3%
	Enrollment of full-time undergraduate students	11,465	5,123 44.68%	6,342 55.3%	
2021-2022	Intercollegiate athletic participants	728	356 48.9%	372 51.1%	Disparity between Enrollment Numbers and Athletic Opportunities for Females in 2021-2022:  5.8%
	Enrollment of full-time undergraduate students	11,306	4,872 43.1%	6,434 56.9%	

# Prong 1 (cont.)—OCR’s definition

---

Athletic Opportunities are:

“substantially proportionate when the number of opportunities that would be required to achieve proportionality would not be sufficient to sustain a viable team...”

# When is a sport's season?

---

- OCR considers a sport's season to commence on the date of a team's first intercollegiate competitive event
- The season ends on the date of the final intercollegiate competitive event
- Athletes listed on the team's squad or eligibility list and are on the team as of the date of the first competitive event are counted as participants





# Who counts as an athletic participant?

OCR has stated:

- An athlete who receives institutional support normally offered to student athletes
- An athlete who participates in organized practices and team meetings
- An athlete who is listed on the team's squad or eligibility list for each sport
- An athlete who is injured but continues to receive financial aid based on athletic ability

# Examples of participants

---



Athletes who did not receive scholarships (walk-ons)



Athletes who compete on sponsor by the institution even though they are required to raise some or all of its operating funds



Athletes who practice but do not compete

# Prong 1 (cont.)—Case law

---

*Miami University Wrestling Club v. Miami University* 302 F.3d 608 (6th Cir. 2002)

- The institution was successful in its attempt to achieve substantial proportionality when it brought the number of female athletes within two percentage points of male athletes

*Biediger v. Quinnipiac University* 691 F.3d 85 (2nd Cir. 2012)

- The court noted that a disparity of 3.62% was “a borderline case of disproportionate athletic opportunities” and not in compliance with the substantial proportionality test

# Example

A male student athlete runs cross country, indoor track, and outdoor track. Under OCR's definition, each time a student participates is counted. Thus, this student athlete would be counted three times.



# NCAA Rules on Participation

---

- Squad Lists may include:
  - Walk on student athletes who tried out and quit or got cut after the first date of competition
  - Male practice players on women's teams
  - Red-shirt student athletes who may or may not practice but do not compete
  - Mid-year transfers
  - Student athletes who have exhausted eligibility but still receive financial aid

# Best Practices on Substantial Proportionality

---

- Count all full-time undergraduates
- Maintain accurate roster/squad lists (create procedures for creation and maintenance of the lists)
- Document rationale for inclusion of participants on the list
- Counts must always reflect actual participation opportunities

# Prong 2: History & Continuing Practice of Program Expansion

---

OCR will review:

- The entire history of the athletic programs
- Focus on participation opportunities
- Looks for demonstrative evidence of expanding opportunities in response to interests and abilities
- No fixed intervals of time
- No fixed number of sports

Key= program expansion responsive to the interests and abilities



# What does “history” mean?

---

- OCR will consider the following factors:
  - An institution’s record of adding intercollegiate teams or upgrading sports teams to intercollegiate status
  - An institution’s record of increasing the number of participants in intercollegiate athletics who are members of the underrepresented sex
  - An institution’s affirmative response to the requests by students of other addition or elevation of sports



# What does continuing practice of program expansion mean?

---

OCR's definition:

- An institution's current implementation of a nondiscriminatory policy or procedure for requesting the addition of a sports (including the elevation of club or intramural teams) and effective communication of the policy to students
- An institution's current implementation of a plan or program expansion that is responsible for developing interest and abilities

# What are some factors OCR would consider to show compliance?

---

- Monitoring the developing interest of abilities
- Conducting periodic nondiscriminatory assessments
- Responding to assessments to show the institution is meeting the interests and abilities of the underrepresented population
- Taking timely action

# What should be in our files?



Documentation is key:

- A detailed timeline of events of the addition or elimination of intercollegiate athletic teams
- Institution's policy on adding new teams
- Policy or procedure regarding participation on existing teams
- Gender Equity Plan



# Policy Considerations

---

## Adding or Eliminating a sport

- Use a multi-disciplinary team approach
- Identify factors and methodology for analysis
- Clearly outline the decision-making process and ownership for the decision

## Squad/Roster Management

- Identify the role of the coach and role of the administration
- Set forth the process for all teams to follow
- Create standardized expectations

# What is OCR's position on elimination of teams?

---

“[N]othing in Title IX requires the cutting or reduction of teams in order to demonstrate compliance with Title IX, and the elimination of teams is a disfavored practice. Because the elimination of teams diminishes the opportunities for students who are interested in participating in athletics instead of enhancing opportunities from discrimination, it is contrary to the spirit of Title IX...”

Dear Colleague Letter from the Assistant Secretary of Education, Office for Civil Rights, dated July 11, 2003, entitled “Further Clarification of Intercollegiate Athletics Policy Guidance Regarding Title IX Compliance.”

# Elimination of Teams

---

Evaluation Criteria include:

- Circumstances surrounding the action
- Determining if cuts increase the proportional participation opportunities for the underrepresented sex
- Elimination does not equal non-compliance if the institution can show a continuing practice of program expansion

# Elimination – Case Law Examples

---

- *Kelley v. Board of Trustees of the University of Illinois*, 35 F.3d 265 (7<sup>th</sup> Cir. 1994)
  - The court held the University was within its rights to eliminate men's programs as they were still the overrepresented sex after the program elimination
- *Miami University Wrestling Club v. Miami University*, 302 F.3d 608 (6<sup>th</sup> Cir. 2002)
  - Holding Title IX does not bestow rights on the over-represented gender. The program eliminations were implemented to bring the University in compliance, and therefore were permissible

# Roster Management

---

- *Neal v. Board of Trustees of California State Universities*, 198 F.3d 763 (9<sup>th</sup> Cir. 1999)
  - The court held Title IX permits the University to decrease athletic opportunities for the over-represented sex in order to bring the University into compliance and the plain meaning of Title IX does not prohibit remedial actions
- *Biediger v. Quinnipiac University*, 691 F.3d 85 (2<sup>nd</sup> Cir. 2012)
  - The court held Title IX permits the University to set roster caps for the overrepresented. The elimination of programs for the underrepresented means an institution cannot meeting prong 2 or 3

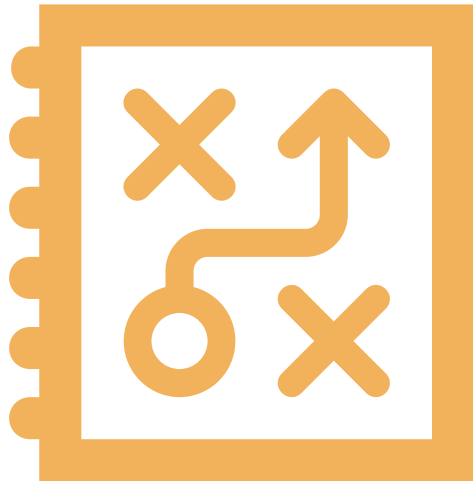


# Is there a specific time period an institution must meet to show history?

- No
- The institution must document its efforts to increase the underrepresented opportunities
- Time between increased athletic opportunities is not the focus
- Focus in on assessment of interest and creation of a history
- Isolated gains with no plan or rationale will not meet this prong



# Example



## College University Timeline of events:

1975—CU establishes 6 teams for women

1985—CU added another female team at the request of students and coaches

1990—CU upgraded a club team to varsity team based on student requests and survey data

2000—CU adds 2 additional women's teams without request from students

2012—CU cuts one women's team but adds two others

2020—CU adopts a plan to add an additional 4 teams in the next 5 years based on feedback from students and coaches

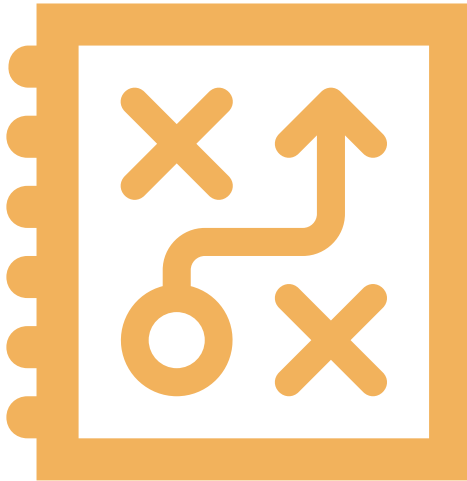
# What are the factors for compliance with Prong 2?

---

- Is there a documented history of adding athletic opportunities for the underrepresented sex?
- Are the opportunities being added based on the interests and abilities of the underrepresented sex?
- What is the increase in percentage of women participating in athletic opportunities at CU?

# Example

---



## College University Timeline of events:

1993—CU establishes women’s sports—6 teams

2013—CU added 1 team by elevating a club sport at the request of student and coaches and expanded the size of the original 6 teams

2015—CU created a surveyed incoming underrepresented students and based on the results planned to add 3 additional teams

2017—CU adds 1 team identified by the survey

2018—CU adds 1 women’s team

2021—CU adds the last of the 3 teams it promised to add

# Prong 3: Full & Effective Accommodation of the Interests & Abilities

---



Requires a showing that the University is “fully and effectively” accommodating the interests and abilities of the underrepresented gender

# Showing Full & Effective Accommodation

3 questions to answer:

- Are there females who are interested in competing in a particular sport?
- Is there sufficient ability among them to sustain a team in that sport?
- Is there a reasonable expectation of competition for that team?

Be proactive in seeking answers.



# What if the institution eliminates a team, can you still meet prong 3?

---

- If the institution recently eliminates an underrepresented viable team, it **will not** be considered to have met prong 3
- Viable team—interest and ability
- Only caveat—if competition for the team no longer exists



# How will OCR determine if there is sufficient unmet interest?

---

OCR will assess:

- Requests by students and admitted students that a particular sport be added
- Request that an existing club sport be elevated to intercollegiate status
- Participation in club or intramural sports
- Interviews with students, admitted students, coaches, administrators regarding interest
- Results of questionnaires of students and admitted students regarding interest
- Participation in particular interscholastic sports by admitted students



# What are some additional ways to assess interest in a sport?

---

- Participation rates in high school sports
- Amateur athletic associations
- Community sports leagues
- Any other sports operated in the areas the where the institution draws students



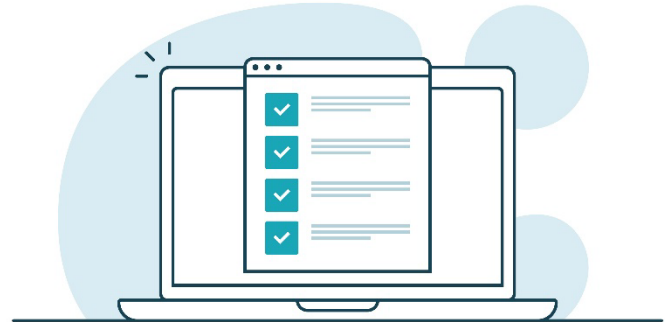
# What about surveys?

---

- History—
  - 2005 OCR allowed institutions to demonstrate compliance relying on surveys of the student body—sample survey
  - 2005-2010—OCR received criticism about methodology and response rates
  - 2010 Guidance was withdrawn—the inquiry is much broader

# Are institutions required to administer a survey to comply with prong 3?

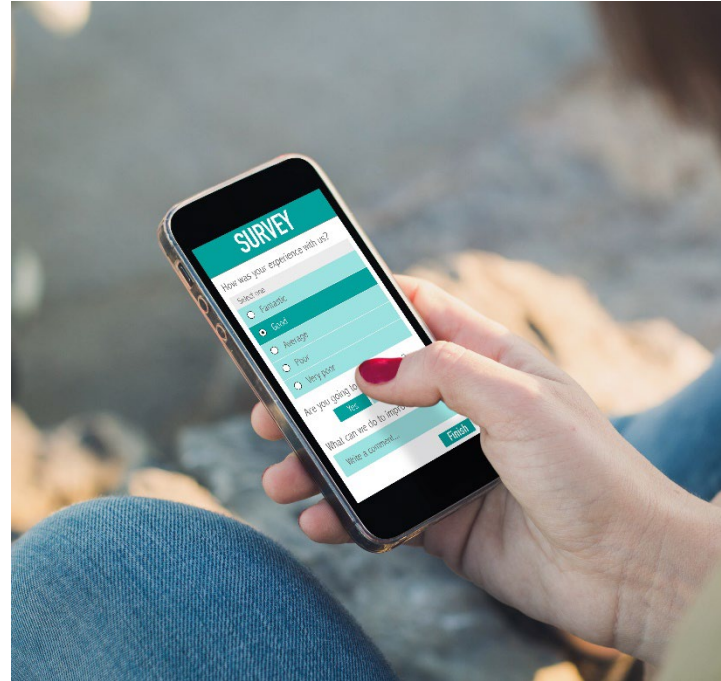
- No
- A survey is only one indicator that **may** be used as part of the overall assessment
- Response rates are evaluated on a case-by-case basis
  - 38% too low
  - 70% may be acceptable



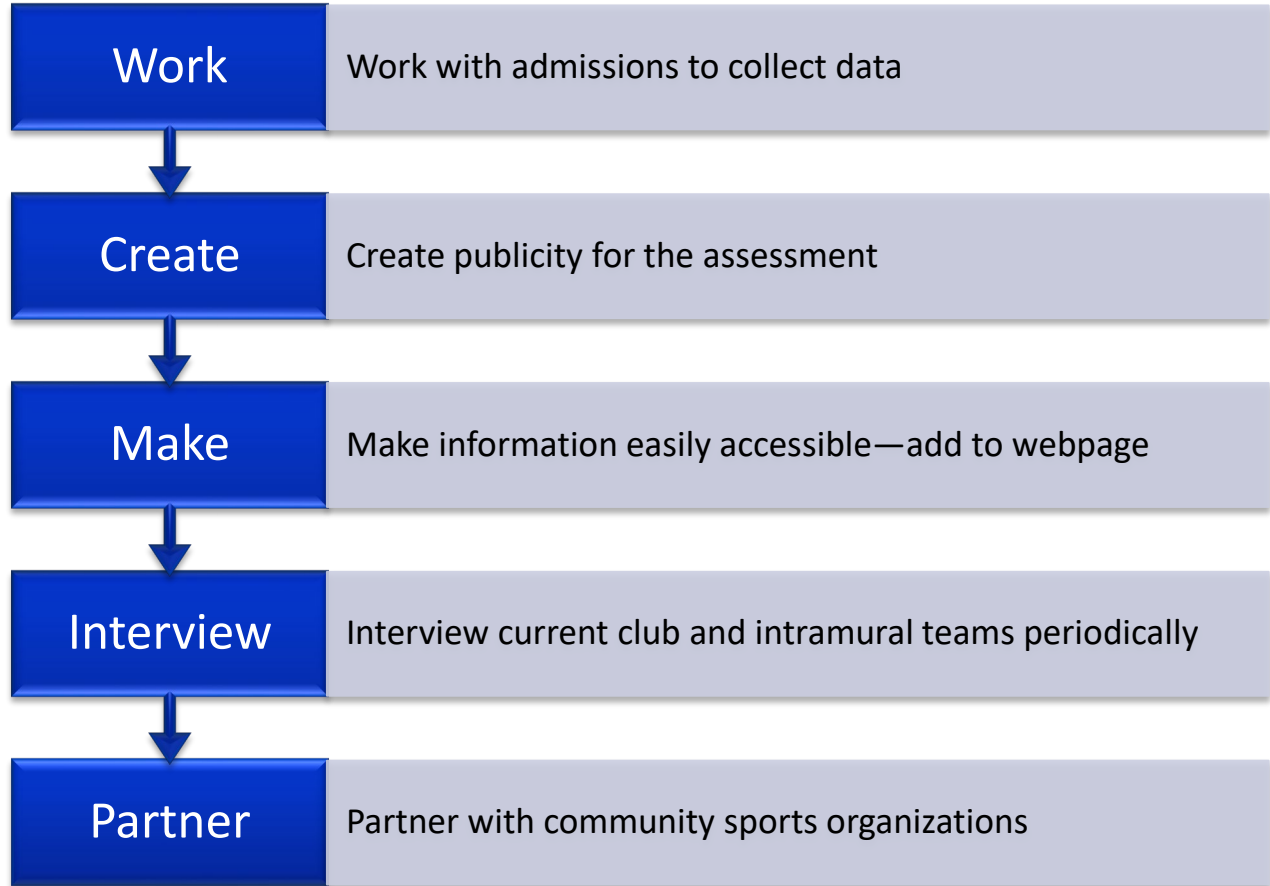
# Survey Design

---

- OCR will look at the following factors:
  - Content of the survey
  - Target population surveyed
  - Response rates and treatment of nonresponses
  - Confidentiality protections
  - Frequency of conducting the survey



# Tips on ways to evaluate unmet interest



# Is there sufficient ability to sustain an intercollegiate team?

---

OCR will examine:

- The athletic experience, interest and accomplishments—club, intramural, interscholastic
- Opinions of coaches, administrators, and athletes at the institution regarding the potential to sustain a team
- If the team has previously competed at the club or intramural level, whether the competition experience indicates the potential to sustain a team

# Other factors to consider

---

- Do you have enough interest to sustain a team?
- Do interested participants have the athletic ability that could translate and sustain the team in the sport?
- WARNING:
  - A poor competition record; or
  - The inability of students to play at the same level of competition engaged by the institution's other athletes

Does not=conclusive evidence of lack of ability

# Is there a reasonable expectation of competition for the team?

---



Competitive opportunities in geographic area in which the athletes are primarily competing



Competitive opportunities offered by other schools against which the institution competes



Competitive opportunities offered by other schools in the geographic area, including schools against which the institution does not currently compete.



# Intramural & Club Sports

**Note:** Club sports are student-initiated, so best practice would be to have a gender-neutral policy for approval and recognition of clubs

Title IX requires equitable participation opportunities in club and intramural athletics, but guidance is not clear about what is actually expected

Focus on equal access and equal opportunity in funding and facilities

Questions





## Module 3: Equitable Financial Support

---



# Equitable Financial Support

Title IX regulations state: “To the extent that [an institution] awards athletic scholarships or grants-in-aid, it must provide reasonable opportunities for such awards for members of each sex in proportion to the number of students of each sex participating in interscholastic or intercollegiate athletics.”

34 C.F.R. § 106.37(c)

# What does this mean?

---

OCR has said that universities are not required to provide the same number of scholarships for men and women or scholarships of equal value

Instead, a university's Title IX compliance hinges on the “substantially proportionate” test

# Substantially Proportionate Funding

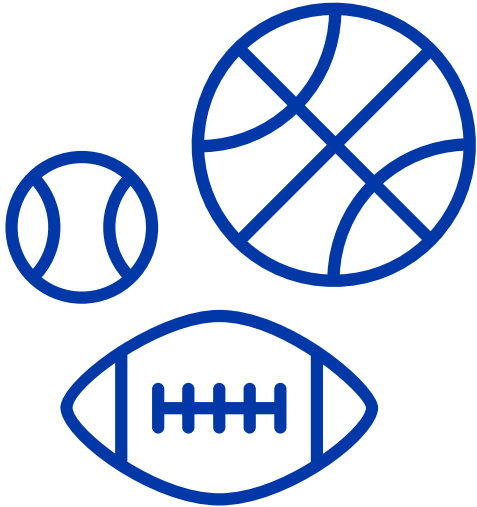
---

- The total amount of assistance awarded to men and women must be “substantially proportionate” to the University’s participation rates in athletic programs
- Defined as:
  - Financial assistance awards to male and female athletes must be within 1% of participation percentage



# Example

---



If female athletes make up 46% of an institution's athletic participants, then OCR expects that the female athletic scholarship budget would be within 45%-47% of the total budget for athletic scholarships for all athletes

# An Example

## Athletics Participation

Varsity Teams	Number of participants as of the day of the first scheduled contest	
	Men's Teams	Women's Teams
Baseball	37	
Basketball	18	27
All Track Combined	158	155
Equestrian		55
Football	119	
Golf	14	10
Soccer		32
Softball		25
Swimming and Diving	34	42
Tennis	12	10
Volleyball		19
Total Participants Men's and Women's Teams	392	375
Unduplicated Count of Participants (Number of individuals who participated on at least one varsity team.)	310	267
CAVEAT		

- 310 Men, 267 Women, 577 total student-athletes
  - Men 53.7%
  - Women 46.3%
- 53% funding for Men's teams, 47% funding for Women's
- Compare: Are the percentages within +/- 1%?

## Athletically Related Student Aid

	Men's Teams	Women's Teams	Total
Total	\$4,235,175	\$3,773,757	\$8,008,932
Ratio (percent)	53	47	100%

Information obtained from the Equity In Athletics Data Analysis Cutting Tool, 2014-2015



# OCR Guidance

---

- OCR has stated that when a disparity in athletic financial aid is 1% or less, there is a strong presumption that the disparity is reasonable and is based on legitimate and nondiscriminatory factors
- But, if the disparity is more than 1%, there is a strong presumption that this is in violation of the substantially proportionate requirement

See Dear Colleague Letter from the Assistant Secretary of Education, Office for Civil Rights, dated July 23, 1998, entitled “Dear Colleague Letter: Bowling Green State University.”



# Difficulties with the 1% standard

---

- The 1% or less standard may be difficult for an institution to achieve because it looks at dollars *spent* and not dollars *awarded*
- There are also scholarship limits imposed by conferences, but schools might not be able to give athletes the full allotment of scholarships allowed and still comply with the law

# Additional Considerations

---



- OCR judges programs on a case-by-case basis, taking into account the facts of an institution's athletics program
- If an institution can articulate **legitimate, nondiscriminatory reasons** for disparity in aid, OCR may find that a program is in compliance with this prong

# Examples of Legitimate Reasons

---

- Actions taken to promote athletic program development;
- Differences between in-state and out-of-state tuition at public colleges;
- Legitimate efforts to comply with Title IX requirements such as participation requirements;
- Unexpected fluctuations in the participation rates of male and females, such as if an athlete accepted an athletic scholarship but last minute decided to enroll at another school.

**Note:** an institution must *demonstrate* that its asserted rationale is reasonable and does not reflect underlying discrimination. It is not enough to simply state a nondiscriminatory reason.

# Case Law Examples

---

*O'Bannon v. NCAA*, 802 F.3d 1049 (9th Cir. 2015)

- NCAA Division I football and men's basketball players challenged the NCAA's use of the name, image and likeness of its former student-athletes for commercial purposes.
- Litigated 2009-2015.
- Result – Trial court found rules limiting student-athlete compensation violated anti-trust law. Athletes entitled to receive scholarships up to full cost of attendance + \$5,000. Supreme Court denied cert.

# NCAA v. Alston, 141 S. Ct. 2141 (2021)

---

- Same trial court as O’Bannon, but this time the restrictions related to education-related compensation were challenged.
- Court held that the restrictions related to “non-cash education-related benefits” violated antitrust law.
  - NCAA may limit cash or cash equivalent awards for academic purposes, but the limit may not be less than what the NCAA permits student-athletes to receive for athletics performance (\$5,980 per year).
- Judge Kavanaugh’s concurring opinion suggests all NCAA compensation rules (e.g., scholarship limits) “raise serious questions under antitrust laws”

# How are Alston Awards evaluated?

---

- Academic awards that can be provided to DI student athletes up to \$5,980 annually
- Allowed after the Supreme Court decision
- Awards are subject to evaluation under Title IX
- Most institutions are attempting to balance awards between men and women

# How do we treat summer or mid-term aid?

---

- Recent changes to NCAA rules on engagement summer participation for men's and women's basketball and football
- Additional coaching and aid may be received if enrolled
- No challenge or determination from OCR
- Institutions believe OCR will evaluate these awards separately from aid during the academic year.



Questions





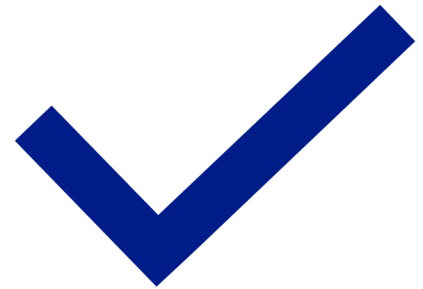
# Module 4: Equitable Treatment

**—**  
The Laundry List

# Equitable Treatment/Equitable Benefits: the "Laundry List"

---

- Title IX requires an institution to provide equitable treatment
- This encompasses an Equitable Benefits “laundry list” of items that are subject to review and audit by OCR
- The laundry list includes a deep dive into the athletic department’s operations to determine if there is disparity and why



# Laundry List (cont.)

---

Equipment and  
Supplies

Scheduling of practice  
time and games

Travel and Per Diem

Opportunity to receive  
academic tutoring and  
assignment and  
compensation

Opportunity to receive  
coaching assignment  
and compensation

Locker rooms, practice  
and competitive  
facilities

Medical and training  
facilities and services

Housing and dining  
facilities and services

Supportive Services

Publicity and awards

Recruitment of  
student-athletes

# Equitable Treatment

- Compliance is determined by an evaluation of the entire athletics program as a whole
- Look at:
  - Availability
  - Quality
  - Kinds of benefits
  - Opportunities
  - Treatment



# Questions to be asked of each component

---

1. Are the benefits provided to students equally available?
2. Is a benefit being provided to one sex, but not the other?
3. Is the underrepresented sex denied or limited any benefit provided to the other sex?

# Compliance with Equitable Treatment



- No requirement for spending equivalence
- Equal allocation of funds is not enough
- No requirement that men's and women's teams of the same sport to be treated equally
- Differences are not “disparities” if they are the result of nondiscriminatory factors



# OCR's Athletics Investigations Manual

---

3 step methodology to assess compliance:

1. Obtain and analyze information under each factor to determine for each factor whether men's or women's programs are favored, the same, or have a negative effect on one sex
2. After step 1 is completed, the investigator will make an overall determination for that one program factor
3. Then OCR will consider "the number of significance of the disparities in the program components in which nonequivalence was found and compare discrepancies..."



# 1. Equipment and Supplies

Uniforms, other apparel, sport-specific equipment and supplies, general equipment and supplies, instructional devices and conditioning and weight training equipment

OCR considers:

- Quality
- Amount
- Sustainability
- Maintenance and replacement
- Availability of equipment and supplies



# Common Issues with Assessing Equipment and Supplies

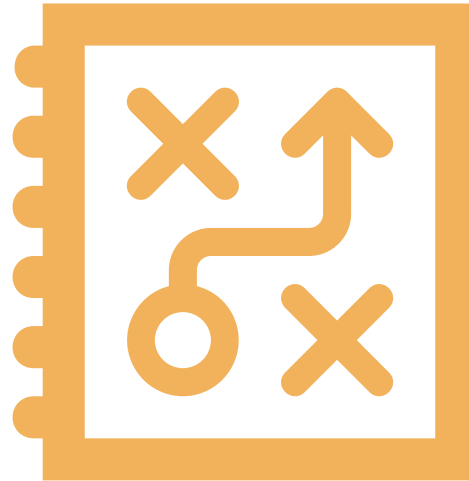
---

- The number of game uniforms provided to each respective team and the amount and different types of clothing and footwear provided to the respective teams
- Maintenance and replacement schedules for equipment and uniforms
- Differences between practice equipment
- Differences in weight room equipment

# Example (non-compliance)

---

The men's soccer team is provided a weight room specifically for the team. No other teams are allowed to use it. The women's soccer team shares the weight room with volleyball, softball, and tennis.



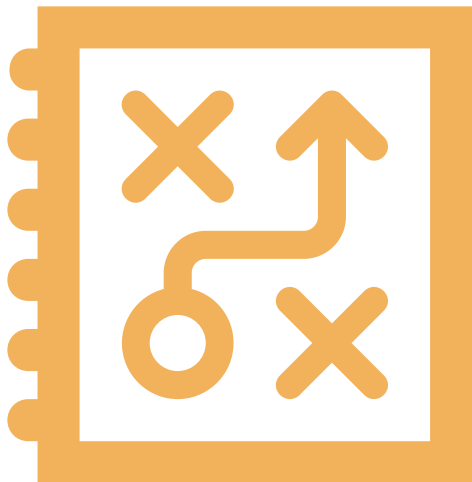
# 2. Scheduling of Games and Practice Times

Factors to be considered:

- Number of competitive events offered per sport
- Practice opportunities equivalent to number and duration for each sex
- There are competitive events scheduled at a comparable time and the men were given “prime time” slots
- Would members of the opposite sex be satisfied with the practice schedule if the schedules were reverse
- Teams given equitable practice time
- Programs have similar opportunities to engage in pre and post season competition

# Example

---



College University allows the football team to return to campus earlier in August than all other teams. The University justifies its decision by stating there is no other comparable program.

# 3. Travel and Per Diem

---

Factors to determine compliance:

1. Modes of transportation
2. Housing furnished during travel
3. Length of stay before and after competitive events
4. Per diem allowances
5. Dining arrangements

OCR considers overall travel budget for men's and women's collegiate athletics



# Travel and Per Diem (cont.)

---

- The NCAA states Division I spends two times as much on men's travel versus women's
- Document reasons for discrepancies
- Length of stays has=equity
- Amount and types of food
- Number of student athletes per room
- Size of travel party (i.e., admin and medical)

# Is the institution out of compliance if it provides charter flights for some teams and not for others?

---

- Not necessarily
- OCR looks at the overall spending between men's and women's teams
- However, charter flights purchased by or donated to the institution will still be considered as part of the overall spend





## 4. Opportunity to Receive Academic Tutoring and Assignment of Compensation for Tutors

---

Compliance is determined by the following factors:

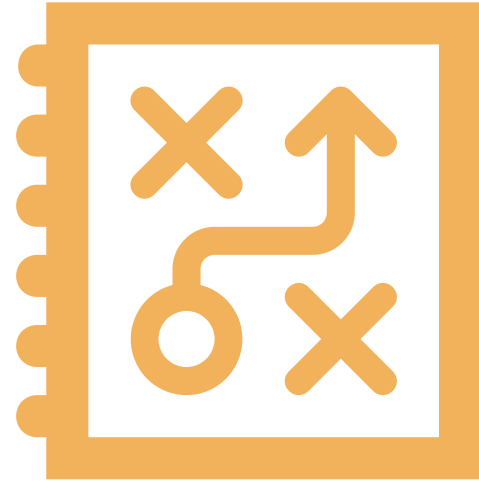
1. Tutor availability including procedures and criteria for obtaining tutorial assistance
2. Tutor qualifications and experience, including training
3. Rates of pay and employment conditions for tutors



# Example

---

College University provides all student athletes equal access to tutors. The tutors receive the same rate of pay. No team has special access to additional services.



## 5. Opportunity to Receive Coaching, Assignment and Compensation of Coaches

- Factors in determining coaching:
  1. Relative availability of full-time coaches
  2. Relative availability of part-time or assistance coaches
  3. Relative availability of graduate assistances



# Opportunity to Receive Coaching, Assignment and Compensation of Coaches (cont.)

---



Assessment factors regarding coaching:

1. Training, experience and other professional qualifications of the coach
2. Professional standing of coaches

# Compensation of Coaches – Factors



Rate of compensation (per sport, per season)



Duration of contracts



Conditions related to contract renewal



Experience



Nature of coaching duties performed



Working conditions



Terms and conditions of employment

# 6. Provision of Locker Rooms, Practice and Competitive Facilities

---

OCR assesses 6 factors:

1. Quality and availability of facilities provided for practice in competitive intercollegiate events
2. Exclusivity of use of facilities provided for practice and competitive events
3. Availability of locker rooms
4. Quality of locker rooms
5. Maintenance and practice of competitive facilities
6. Preparation of facilities for practice and competitive events

# Locker Rooms, Practice and Competitive Facilities (cont.)

---



## Key questions in the analysis

1. Are locker rooms and team rooms comparable for both sexes?
2. Do facilities have limitations on their use?
3. Are spectator seating, scoreboards, concessions and restrooms provided equally for male and female teams?
4. Are the conditions of the fields, courts, or pools equal for each team?

# 7. Provision of Medical and Training Facilities and Services

- OCR compliance considerations:
  1. Availability of medical personnel and assistance
  2. Health, accident, and injury insurance coverage
  3. Availability of quality training facilities
  4. Availability and quality of weight and conditioning facilities
  5. Availability and qualifications of athletic trainers



# 8. Provision of Housing and Dining Facilities and Services

OCR assessment factors include:

1. Equivalence of housing facilities and services provided
2. Equivalence of the dining facilities and service provided
3. Equivalence of any other special services provided in these areas

# 9. Support Services

---

- OCR’s guidance states “[t]he administrative and clerical support provided to an athletic program can affect the overall provision of opportunity to male and female athletes, particularly to the extent that the provided services enable coaches to perform better their coaching functions.”

# Support Services Factors

---

1. The amount of administrative assistance provided to men's and women's programs
2. The amount of secretarial and clerical assistance provided to men's and women's programs
3. Other amenities, i.e., office space, equipment provided to administrative support services

# 10. Publicity

---

OCR considers the following factors:

1. Availability and quality of sports information personnel
2. Access to other publicity resources for men and women's programming
3. Quality and quantity of publications and other promotional devices featuring men's and women's programs

# Media Coverage

---

- What if outside media (locally and/or nationally) has chosen not to publicize and/or promote women's sports to the same degree as men's sports?
- This does not absolve institutions from providing equivalent publicity for teams



# 11. Recruitment of Student-Athletes

---

- OCR considers the following factors:
  1. Whether coaches or other professional athletic personnel in the programs serving male and female athletes are provided with substantially equal opportunities to recruit
  2. Whether the financial and other resources made available for recruitment in male and female athletic programs are equivalently adequate to meet the needs of each program
  3. Whether the differences in benefits, opportunities, and treatment afforded prospective student athletes of each sex have a disproportionately limiting effect upon the recruitment of students of either sex

# Name, Image, and Likeness & Title IX

---

- Athlete-facilitated agreements do not trigger Title IX concerns
- Institution-facilitated or coordinated agreements directly affiliated with the institution likely warrant additional analysis
- Commentators have speculated third-party compensation like booster club funds are subject to the same analysis
- Any direct assistance provided by the institution as it pertains to NIL must be equal between men and women

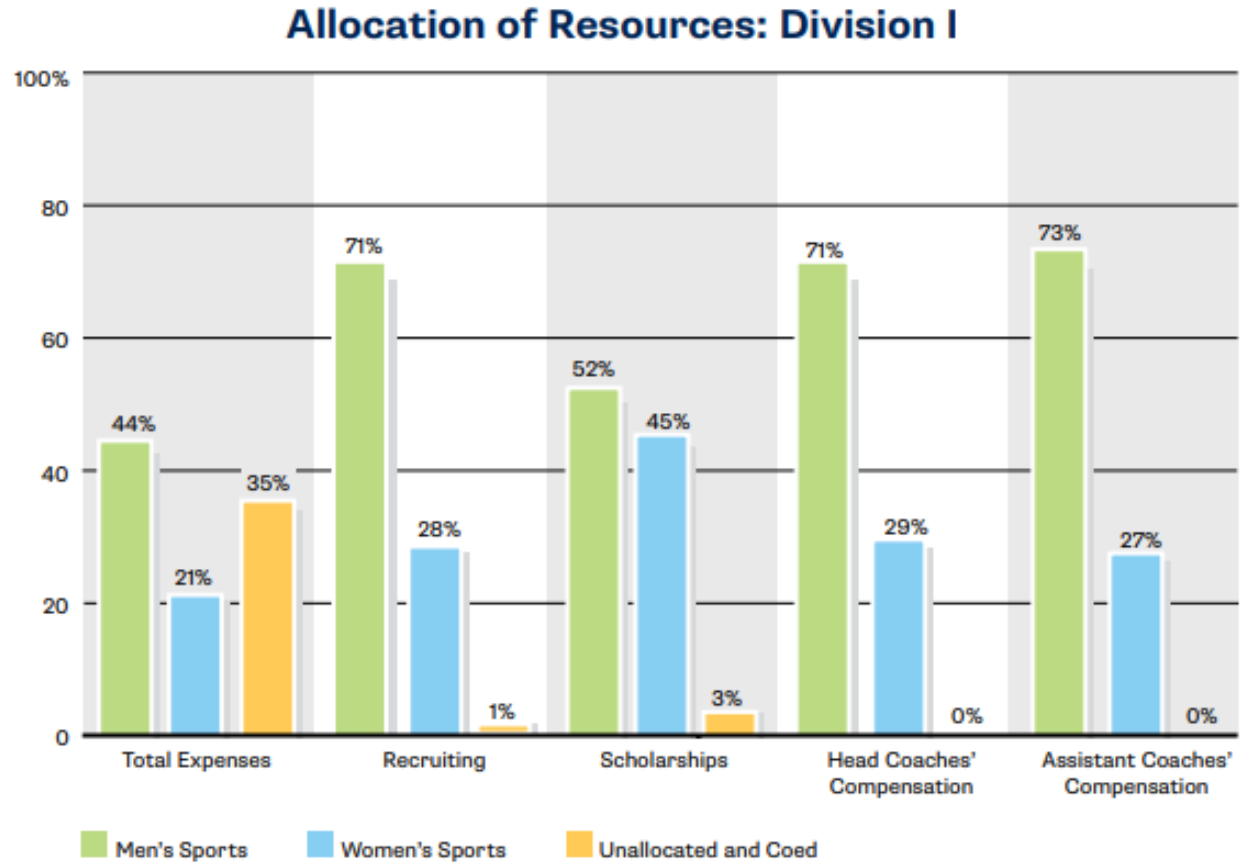
# Will equitable budgeting alone satisfy compliance?

---

- No
- No requirement for per capita expenditures
- Budgeting is one component
- Empowering coaches to spend their budgets could lead to issues if not monitored
- The administration must have some controls over coaches to ensure spending

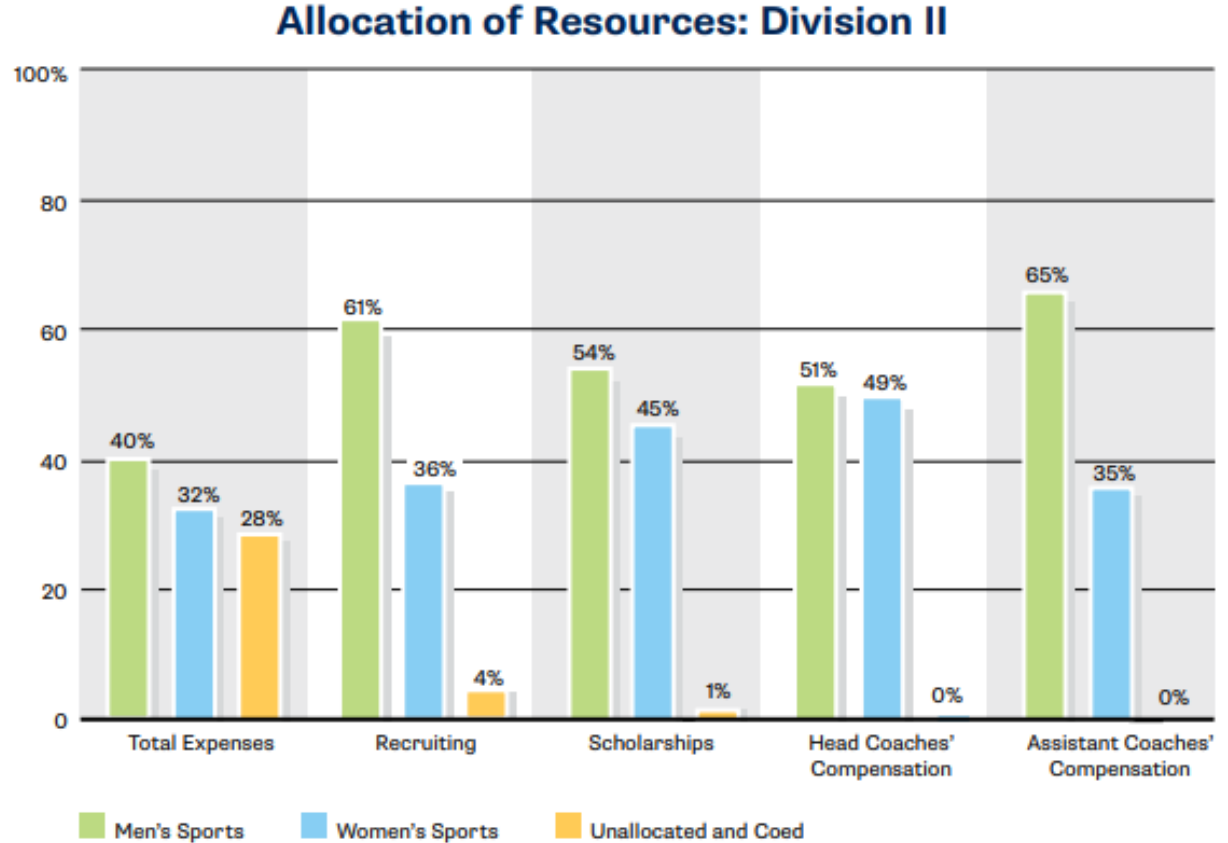


# Allocation of Resources: Division I



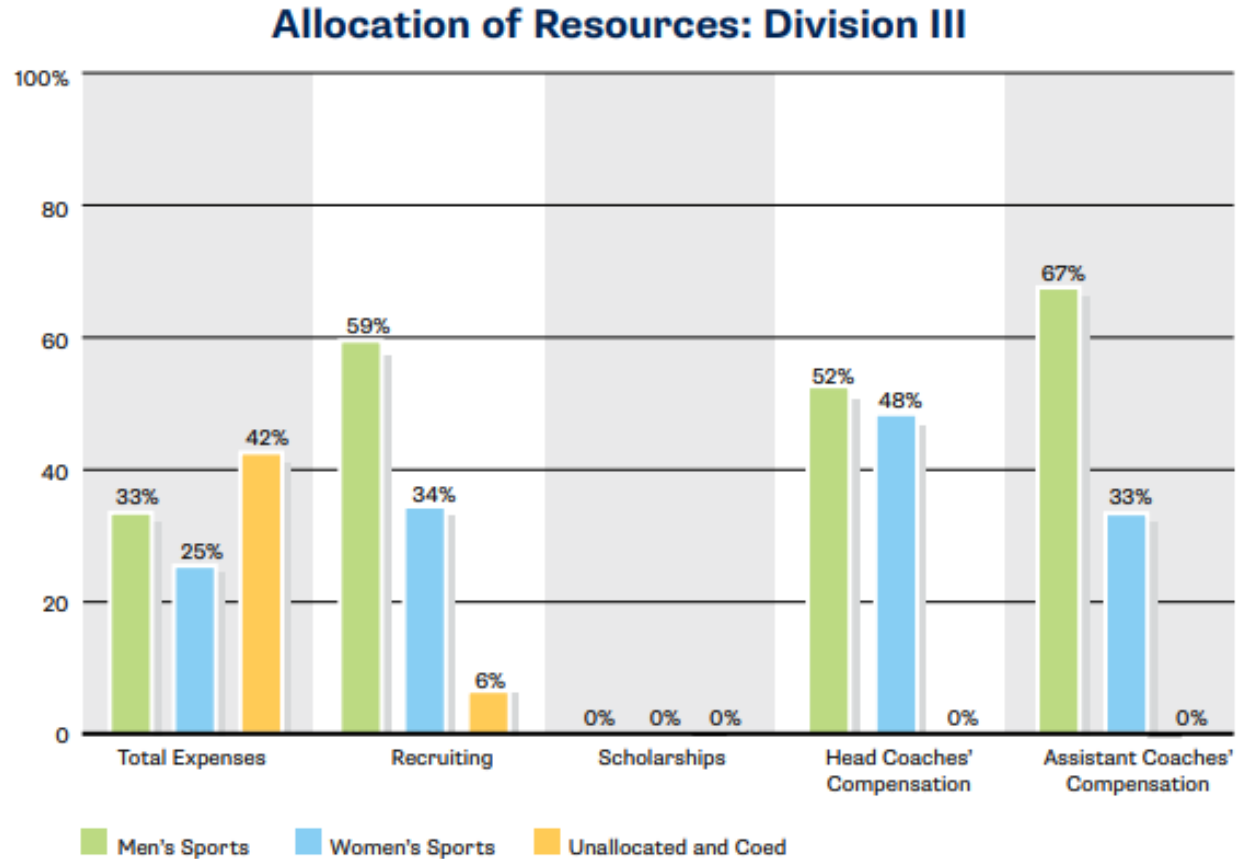
Source: NCAA, *The State of Women in College Sports* (2022), [https://s3.amazonaws.com/ncaaorg/inclusion/tilex/2022\\_State\\_of\\_Women\\_in\\_College\\_Sports\\_Report.pdf](https://s3.amazonaws.com/ncaaorg/inclusion/tilex/2022_State_of_Women_in_College_Sports_Report.pdf).

# Allocation of Resources: Division II



Source: NCAA, *The State of Women in College Sports* (2022), [https://s3.amazonaws.com/ncaaorg/inclusion/titleix/2022\\_State\\_of\\_Women\\_in\\_College\\_Sports\\_Report.pdf](https://s3.amazonaws.com/ncaaorg/inclusion/titleix/2022_State_of_Women_in_College_Sports_Report.pdf).

# Allocation of Resources: Division III



Source: NCAA, *The State of Women in College Sports* (2022), [https://s3.amazonaws.com/ncaaorg/inclusion/titleix/2022\\_State\\_of\\_Women\\_in\\_College\\_Sports\\_Report.pdf](https://s3.amazonaws.com/ncaaorg/inclusion/titleix/2022_State_of_Women_in_College_Sports_Report.pdf).

# NIL and Title IX

---



- Guidance request to the U.S. Department of Education Office of Civil Rights to address sex discrimination by third party advocacy group based on the following:
  - Increased contact between institutions and NIL collectives
  - Includes benefits that are/should be covered by Title IX
  - Significant institutional support of collectives

# NIL and Title IX

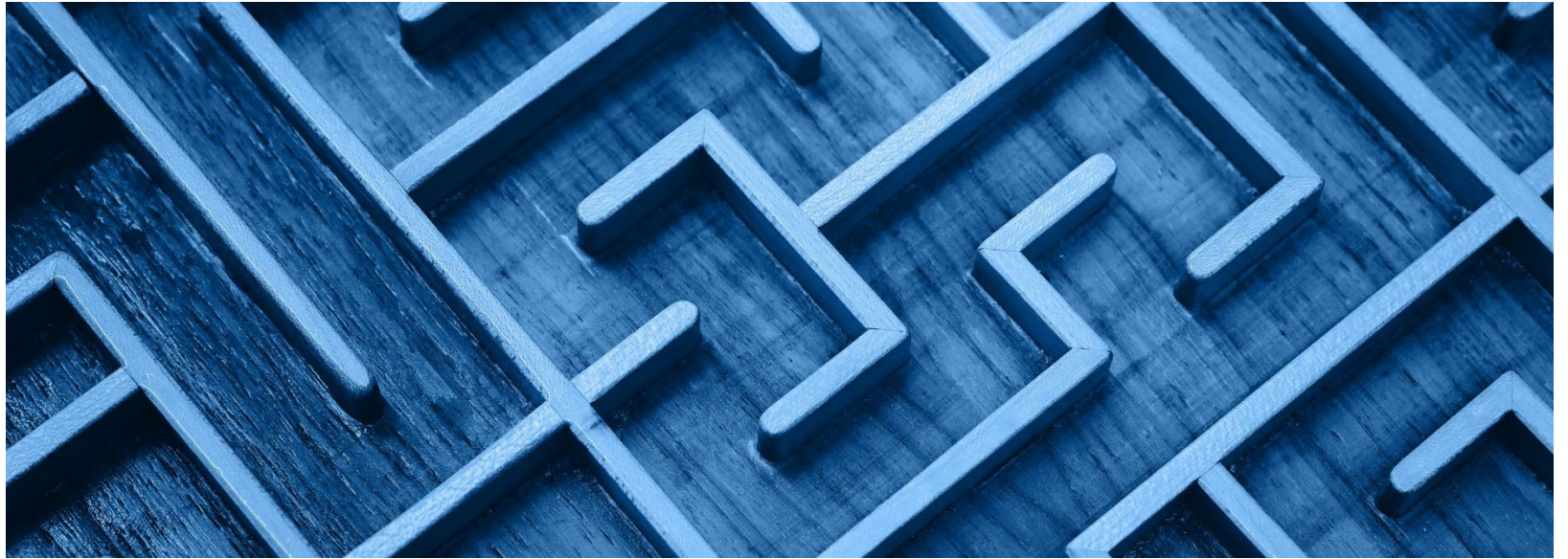
---

Four areas for consideration:

- Education and Access
- Consistent Administration of Policies
- Collectives
- Publicity or other laundry list analysis

Questions





# Module 5: Sexual Harassment & Athletics

---

Title IX

# What is sexual harassment?

Conduct on the basis of sex that is:

Quid pro  
quo  
harass-  
ment

Hostile  
environment  
harassment

Sexual  
assault

Dating  
violence

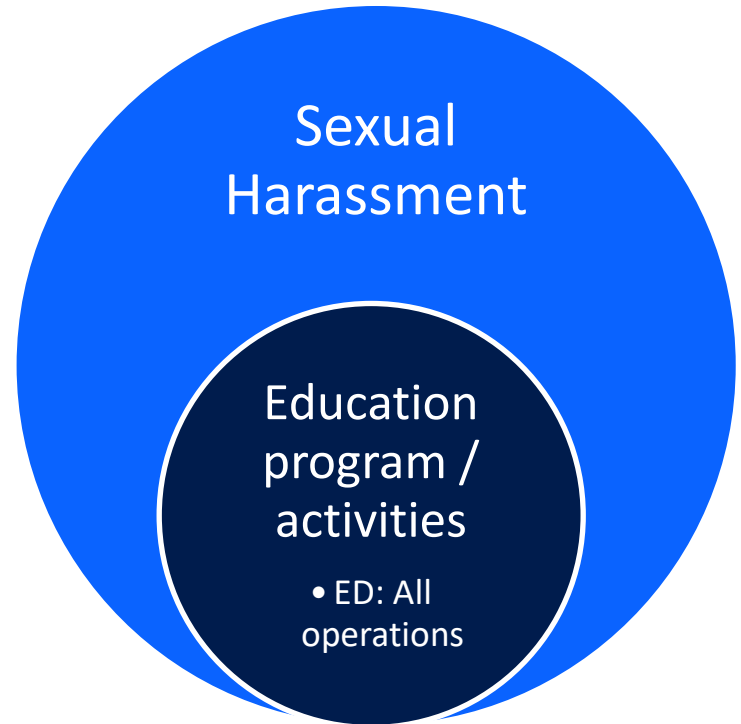
Domestic  
violence

Stalking



# What sexual harassment does Title IX apply to?

- Title IX applies to sexual harassment in the “education program or activity” of a federal funding recipient
  - Title IX defines “education program or activity” to include the “operations” of educational institutions
- Title IX does not apply to private conduct occurring in private location that is not part of education program/activity



# What are examples of education programs and activities?

Admissions

Hiring

Workplace

Academic instruction

Residence life

Amenities on campus

Sports teams

Work-study

Games, concerts, and speeches on-campus

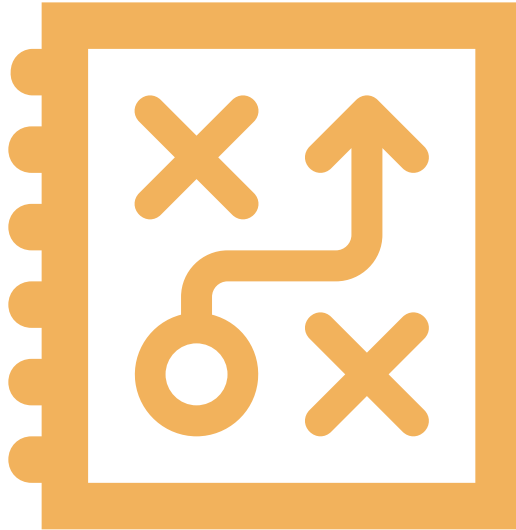
Off-campus trips or experiences organized by the institution

Sponsored organization activities

Anything else that happens on-campus

.....

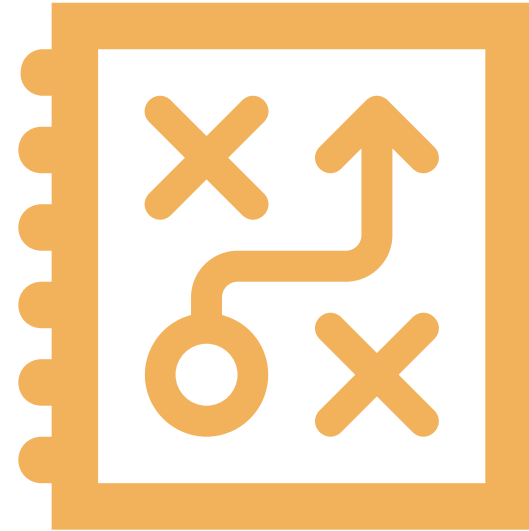
## Example (included in EP&A)



Student is sexually assaulted in a residence hall on-campus. The sexual assault occurs on a Saturday evening. The alleged perpetrator is a member of the lacrosse team.

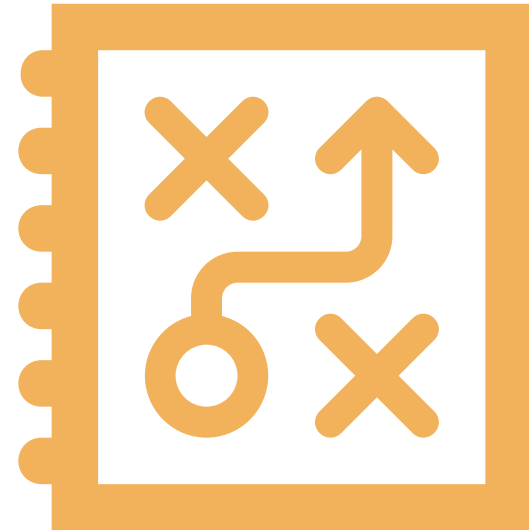
## Example (included in EP&A)

The tennis team travels to a different school for a tournament and stays overnight at a hotel. At the hotel where the team is staying, the coach sexually harasses the team's manager.



# Example (excluded from EP&A)

During spring break, two student athletes travel to another state and stay at an all-inclusive resort owned by a prominent hotel chain. The students booked the trip on their own for leisure purposes. While staying at the resort, one student sexually assaults the other student.



# Does Title IX also prohibit retaliation?

---

Yes – Title IX prohibits intimidation, threats, coercion, or discrimination against any individual for the purpose of interfering with any right or privilege secured by Title IX and its implementing regulations or because an individual has made a report or complaint, testified, assisted, participated in or refused to participate in any manner in an investigation, proceeding, or hearing under the institution’s policy.

# What training must we provide?

---

- Federal Clery Act requires primary prevention and awareness training for all incoming students and new employees
- Clery Act requires ongoing prevention and awareness campaigns for the institutional community



# Is there additional training for student athletes and coaches?

---

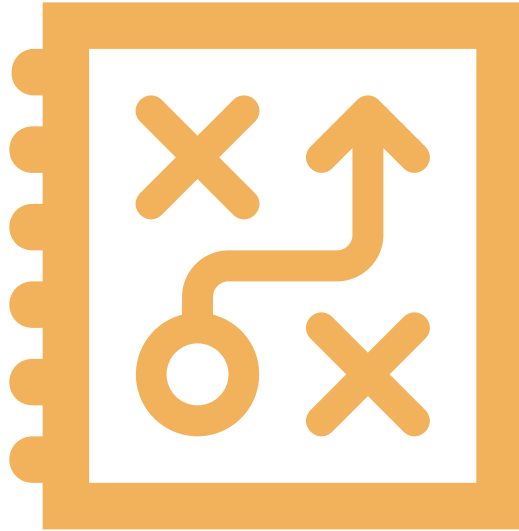
- NCAA and some other associations and conferences require annual student athlete/coach training that exceeds baseline requirement for all students
- NCAA Policy To Combat Sexual Violence





.....

# NCAA Requirement



“All student-athletes, coaches and staff [must] have been educated each year on sexual violence prevention, intervention, and response, to the extent allowable by state law and collective bargaining agreements.”

# Must an institution investigate sexual harassment?

---

- Every institution must have a policy
  - prohibiting sexual harassment
  - providing mechanisms for reporting and complaints
  - providing a fair and equitable process to investigate and resolve complaints of sexual harassment and impose discipline and remedial measures where appropriate

# How does an institution “learn” about sexual harassment?

---

- Institutional official with authority to take corrective action is notified
- Institutional officials include Title IX Coordinators, certain administrators, and may include coaches



# Are all employees required to report sexual harassment?

---

- All institutions adopt some form of mandatory reporting, with the scope varying by institution
- Most institutions make athletics administrators, staff, and coaches, mandatory reporters



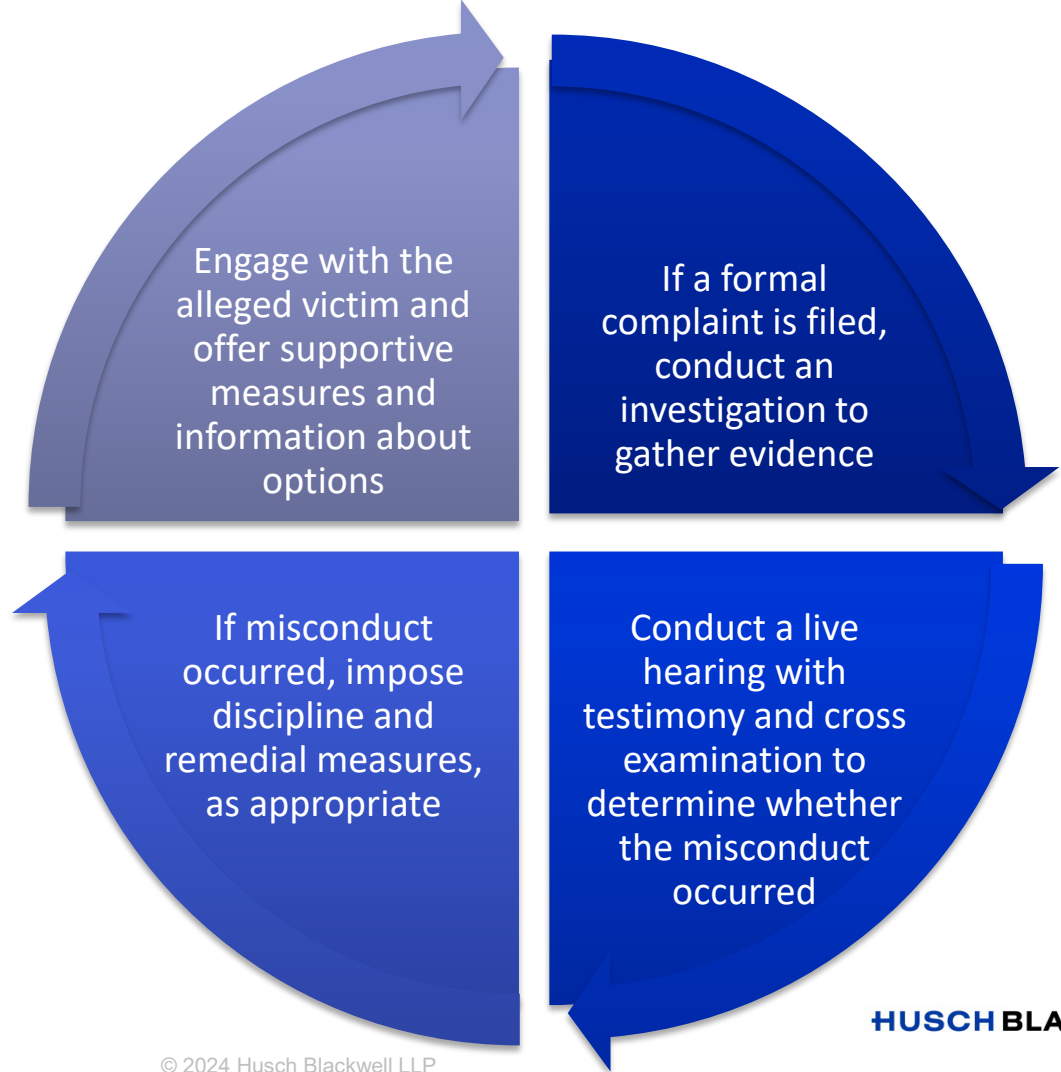
# What about medical staff?

---

- Institutions typically designate doctors, psychologists, and counselors as “confidential” resources
- Some institutions designate trainers as “confidential” resources



# What are the institution's duties once it learns of sexual harassment?



# Who administers the Title IX process?

Title IX Coordinator oversees the entire process

Title IX Coordinator appoints investigators and hearing officers/panel consistent with policy

# What role do athletic administrators and coaches play?

---

- Cooperate with Title IX Coordinator
- Implement supportive measures
- Make players and staff available, as needed

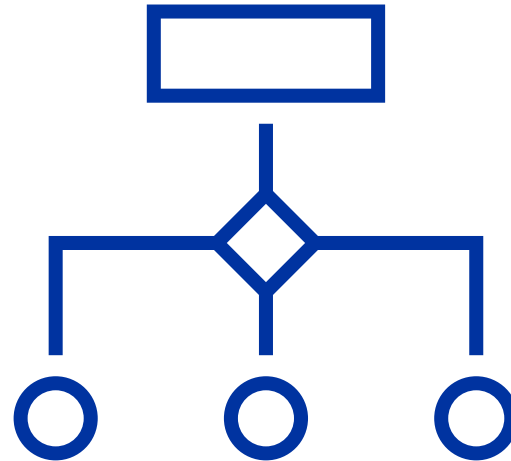




# Is the Title IX process exclusive?

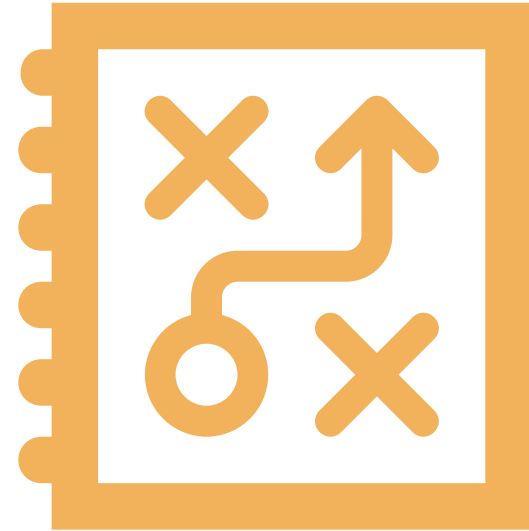
---

- Title IX process is the exclusive means of adjudicating sexual harassment as defined by Title IX
- Institutes are free to use other policies and processes to address other forms of misconduct



# Example

Basketball player is accused of sexually assaulting another student at a late-night party, where drugs and alcohol were present the night before a game. Team rules impose a 10:00 pm curfew the night before games. Team rules prohibit drugs and prohibit alcohol during the season.



# Can there be “special” rules for student athletes?

---

- No
- Title IX regulations require fair and equitable treatment of all students
- Title IX prohibits special rules that would work more favorably to student athletes than other students



# Can schools suspend athletes from competition pending investigation?

---

- Title IX regulations adopt a presumption of innocence unless and until a finding is made after a hearing
- “Supportive measures” imposed pending an investigation must be “non-disciplinary”
- Substantiated concern of threat to safety can justify suspension of any student



# Are sexual harassment cases confidential?

---

- Sexual harassment cases should be treated as confidential by the institution, with information only shared as necessary to effectuate the policy
- Records containing identifying information on students are subject to FERPA analysis
- The Title IX regulation contains an express preemption, permitting FERPA-protected material to be used only as required by Title IX itself



# Can we vet prospective student athletes?



- Yes
- Title IX permits schools to inquire whether prospects have been adjudicated responsible for sexual harassment at another institution or convicted of a sex crime



# NCAA Requirements

---

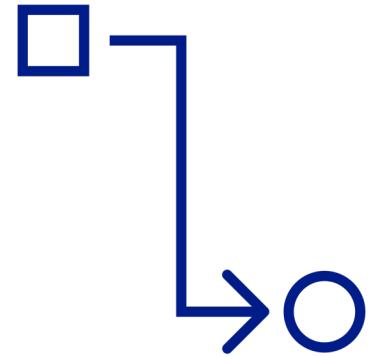
Institutions must:

- Require incoming and transfer students to disclose conduct that resulted in Title IX discipline or a crime of violence conviction
- Take reasonable steps to confirm whether incoming, current, and transfer students have been disciplined under Title IX or convicted of a crime of violence
- Share relevant disciplinary information and Title IX outcomes with other NCAA schools where a student seeks to transfer or enroll
- Have a procedure for gathering information on completed and pending Title IX proceedings and criminal convictions as part of the recruiting process

# How do we implement NCAA requirements?

---

- Develop an overall policy/process
- Develop student self-questionnaire/verification
- Develop release of information form for previous institution
- Develop annual attestation form
- Develop infrastructure and rules to review positive cases





Questions





## Module 6: Preparing for a Compliance Audit

Best Practices

# Preparing for an OCR review

---

- OCR's Title IX Athletics Investigator's manual
- Complaint is filed
- OCR determines jurisdiction and opens a case
- Institution receives a document request



# Phase 1 — Document Request

---

## General Information

- Self-assessment
- Areas for improvement
- Copies of equity studies
- Policies
- Institutional reports or action plans

## Participation

- EADA submission vs. institution's data on enrollment
- Lists of athletic teams, conference affiliations, NCAA or NAIA divisions—number of participation and sex on each team
- Eligibility/squad list
- Changes to the programs over the last 3 years
- History and ongoing practice evidence
- Requests to expand programs
- Surveys and assessments
- Research results
- List of club and intramural—with history

# Document Request (cont.)

---

## Scholarship

- Copies of policies, procedures and criteria for awarding aid
- Summary of all assistance or grants-in-aid
- All expenses covered by awards of aid
- Amounts budgeted for aid for each team/each year
- Anticipated aid expenditure for next year

## Treatment

- Policies relevant to each areas
- List of all equipment and supplies
- Lists of practice schedules
- Lists of methods of transportation for each team
- Documentation on Tutoring
- Qualifications of all coaches
- Lists of locker rooms and facilities
- Any and all information regarding the 11 laundry list components

# Phase 2—On-site review

---

- Typically list 3-5 days
- Review of all facilities and all equipment
- Interviews with administrators, coaches, staff, and student athletes



# Phase 3—Report/Remediation

---

- It could take months or years to receive the draft
- Institution will be able to respond but typically moves quickly into remediation
- Institution may be asked to enter into a voluntary resolution agreement and remediation plan
- OCR will maintain jurisdiction and monitoring will be ongoing until compliance is reached

# Towson University - Gender Equity Complaint (January 2022)

---

- OCR investigated a complaint that the University discriminated on the basis of sex and engaged in retaliation against the complainant (a female coach).
- Alleged failure to provide equal opportunities to female athletes in its intercollegiate athletics program in the following areas:
  - a) Assignment and Compensation of Coaches;
  - b) Provision of Locker Rooms, Practice and Competitive Facilities;
  - c) Provision of Medical and Training Facilities and Services;
  - d) Publicity;
  - e) Provision of Support Services; and,
  - f) Athletic Financial Assistance.
- Alleged different treatment of the complainant compared to a similarly situated male coach and alleged retaliation (i.e., suspension of employment and non-renewal of contract after a discrimination complaint was filed against her).



# Towson University – Voluntary Resolution Agreement

---

- OCR and Towson entered agreement to resolve issues related to provision of financial aid and alleged inequity in the treatment areas.
- University required to assess its efforts in each of the areas.
  - If University determines that the provision of certain benefits is inequitable, it must devise a plan to ensure that female and male student-athletes are provided with equivalent benefits and services in the area.
  - If University determines that the provision of benefits is comparable, it must provide a report and supporting documentation.

# Western Illinois University - Gender Equity Complaint (February 2022)

---

- OCR investigated a complaint that the University discriminated against female students because it failed to offer equal athletic opportunities in its intercollegiate programs in the following areas:
  - 1) Effective accommodation of the interests and abilities of female students;
  - 2) Opportunity to receive coaching and assignment and compensation of coaches; and
  - 3) Recruitment of student athletes.

# Western Illinois University - Voluntary Resolution Agreement

---

## The University agreed to the following:

- **Athletics interests and abilities:** Meet at least one prong of the Three-Prong Test by the 2024-25 academic year.
- **Opportunity to receive coaching and assignment and compensation of coaches:** University required to conduct assessment and devise plan to provide equal opportunities related to coaching and assignment and compensation of coaches by the 2023-24 academic year.
- **Recruitment of student-athletes:** University required to conduct an assessment, by team, of the recruiting benefits and opportunities provided and devise plan to provide equivalent treatment, benefits, and opportunities with respect to recruitment by the 2022-23 academic year.

# Anders v. California State Univ., Fresno (E.D. Cal. Aug. 16, 2022)

---

- Members of the women's lacrosse team at Fresno State University brought gender equity claims after the University discontinued its women's lacrosse, men's wrestling, and men's tennis teams.
- Court denied class certification and noted conflict between the interests of the named plaintiffs and the interests of other female students within the scope of the proposed class.
- Court found that the interest of the named plaintiffs focused exclusively on the restoration of the varsity women's lacrosse team.
  - Requiring this specific remedy would divert resources from and undermine the interests of other female students participating in other sports.

# Where should we begin?

---

- Gather documentation
- Assess what has been done
- Create a buy-in from campus—not just Athletics
- Planning is key....

# Gender Equity Institutional Plan

---

The NCAA Division I Committee on Athletics Certification developed guidance on Gender Issues Institutional Plan with the goal of helping NCAA member schools assess (also a roadmap for Division II):

- Where an institution is now
- Where the institution wants to be
- How the institution intends to move from one status to the other



# Gender Equity Institutional Plan

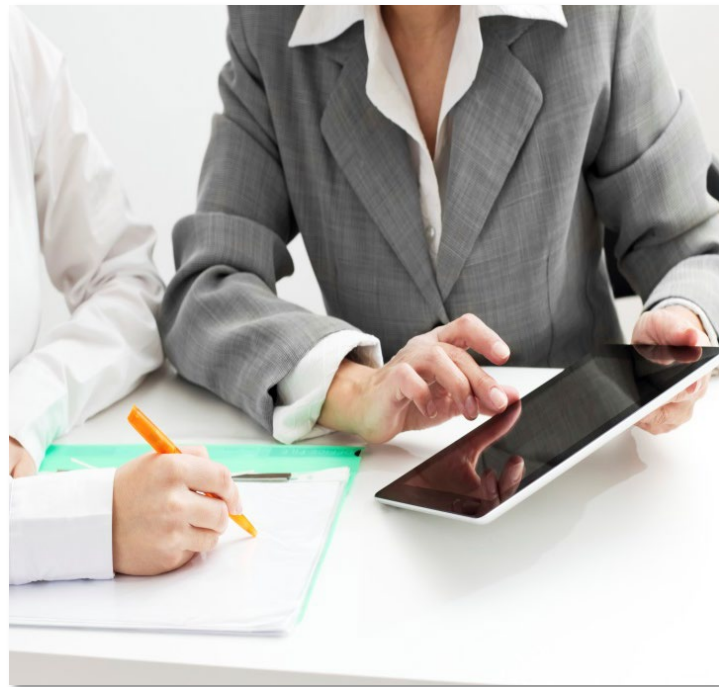
---



- Plans must:
  - Extend at least five years into the future
  - Be active at all times
  - Include a mechanism to ensure the plan is reviewed on an annual basis

# Gender Equity Committee Responsibilities

- Analyze & Evaluate compliance
- Identify concerns and areas for improvement
- Formulate a responsive plan
- Establish reasonable timelines to achieve success
- Identify individuals to assist committee in accomplishing goals





# Examples of Goals & Action Items

**ACTION ITEMS**  
**2008-2013 Gender Equity Plan**  
 Montana State University Department of Athletics

ISSUE	MEASUREABLE GOAL	STEPS TO ACHIEVE GOAL	RESPONSIBILITY OF	TIMETABLE
Participation Rates should be within 1% variance of the student body male: female ratio.	The proportion of athletic participation opportunities for men and women will be maintained to correspond to the proportionality limits for Title IX. The five year average variance of participation rates between athletics participation and the student body population is .73.	The goal has been achieved. It shall continue to be maintained.	Intercollegiate Athletics, Senior Woman Administrator, Coaches, Affirmative Action Officer	Ongoing, Should be reviewed annually
Summer School should be allocated in an equitable matter.	Ensure compliance with gender equity in the allocation of summer school. A written plan shall be created to ensure compliance. Summer School aid shall be allocated so that A) it is available to all student-athletes who wish to attend or B) it is allocated proportionately to FA participation	Develop a written policy for summer school allocations and ensure policy is followed.	Senior Women's Administrator and Athletic Department Business Manager	Develop for summer 2009

The Gender Equity Compliance Action Plan is intended to serve as a working document and will assist the University in its efforts to achieve compliance with the athletic provisions of the regulations implementing Title IX of the Education Amendments of 1972.

(Adopted September 18, 1998)  
 (Revised September 29, 1999)  
 (Amended September 1, 2002)  
 (Amended August 1, 2006)  
 (Amended August 1, 2012)

\*Source: UNLV Policies and Procedures Manual: Department of Athletics Title IX- Gender Equity Action Plan

# Strategic Planning

---

## Goal Setting

- Short Term
  - Annual benchmarks
- Long Term
  - 5 Year and beyond
- One-time Goals
  - Smaller, concrete action goals
- Recurring, Continuous Goals



# Constant Reassessment

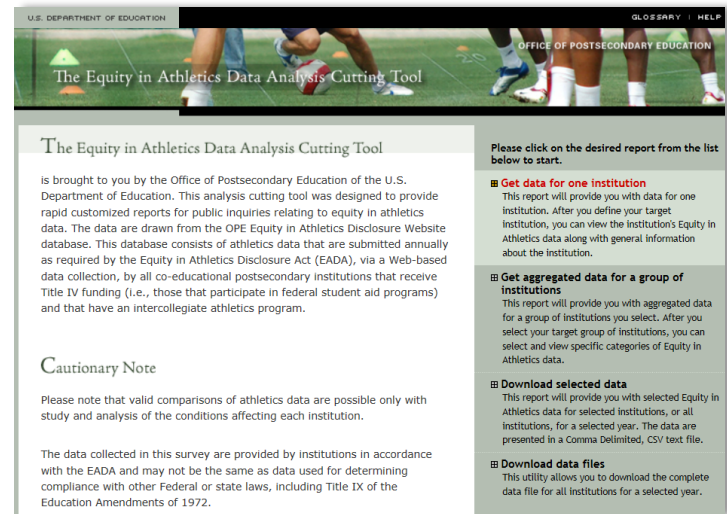
---

- **Evaluating**
  - Action Items
  - Overall Compliance
- **Updating the Plan**
  - Periodic
  - Regular
  - Documentation



# Equity in Athletics Data Cutting Tool

- <http://ope.ed.gov/athletics/>
- Department of Education database provides athletic data for institutions that receive Title IX funding and have an intercollegiate athletics program
- Allows users to search for a group of institutions (by state, region, conference, etc.)



The screenshot shows the website for the Equity in Athletics Data Analysis Cutting Tool. At the top, there is a navigation bar with "U.S. DEPARTMENT OF EDUCATION" on the left and "GLOSSARY | HELP" on the right. Below the navigation bar is a banner image of athletes on a field with the text "The Equity in Athletics Data Analysis Cutting Tool" overlaid. The main content area is divided into two columns. The left column has a heading "The Equity in Athletics Data Analysis Cutting Tool" followed by a paragraph explaining the tool's purpose and data source. Below this is a "Cautionary Note" section. The right column has a heading "Please click on the desired report from the list below to start." followed by three bullet points: "Get data for one institution", "Get aggregated data for a group of institutions", and "Download selected data".

U.S. DEPARTMENT OF EDUCATION

OFFICE OF POSTSECONDARY EDUCATION

## The Equity in Athletics Data Analysis Cutting Tool

is brought to you by the Office of Postsecondary Education of the U.S. Department of Education. This analysis cutting tool was designed to provide rapid customized reports for public inquiries relating to equity in athletics data. The data are drawn from the OPE Equity in Athletics Disclosure Website database. This database consists of athletics data that are submitted annually as required by the Equity in Athletics Disclosure Act (EADA), via a Web-based data collection, by all co-educational postsecondary institutions that receive Title IV funding (i.e., those that participate in federal student aid programs) and that have an intercollegiate athletics program.

### Cautionary Note

Please note that valid comparisons of athletics data are possible only with study and analysis of the conditions affecting each institution.

The data collected in this survey are provided by institutions in accordance with the EADA and may not be the same as data used for determining compliance with other Federal or state laws, including Title IX of the Education Amendments of 1972.

Please click on the desired report from the list below to start.

- **Get data for one institution**  
This report will provide you with data for one institution. After you define your target institution, you can view the institution's Equity in Athletics data along with general information about the institution.
- **Get aggregated data for a group of institutions**  
This report will provide you with aggregated data for a group of institutions you select. After you select your target group of institutions, you can select and view specific categories of Equity in Athletics data.
- **Download selected data**  
This report will provide you with selected Equity in Athletics data for selected institutions, or all institutions, for a selected year. The data are presented in a Comma Delimited, CSV text file.
- **Download data files**  
This utility allows you to download the complete data file for all institutions for a selected year.

# NCAA Resources: Gender Equity & Title IX Important Facts

---

Links to NCAA Gender Equity Programs, Events, and News

- <https://www.ncaa.org/sports/2021/9/27/genderequityupdates.aspx>

An overview of relevant Title IX guidance since Title IX was enacted in 1972

- <http://www.ncaa.org/about/resources/inclusion/gender-equity/title-ix-important-facts>

# NCAA Resources: Equity and Title IX in Intercollegiate Athletics

---



- Available for free download on NCAA Publications (<https://www.ncaapublications.com/>)
  - Gender Equity Online Manual
  - Equity & Title IX in Intercollegiate Athletics (2012)
  - The State of Women in College Sports (2022)
- Gives practical guidance to institutions that outlines:
  - Title IX Athletics Compliance
  - NCAA Issues
  - FAQs

# Steps for Gender Equity Compliance: Best Practices

---

- Understand Gender Equity
  - Title IX Requirements
  - NCAA Requirements
- Assess
- Develop a plan
- Measure, Monitor, Report on Progress
- Regularly re-assess



Questions





**HUSCH**  
**BLACKWELL**