



45 Years of Title IX

The Status of Women in Intercollegiate Athletics





NCAA Inclusion Statement

As a core value, the NCAA believes in and is committed to diversity, inclusion and gender equity among its student-athletes, coaches and administrators. We seek to establish and maintain an inclusive culture that fosters equitable participation for student-athletes and career opportunities for coaches and administrators from diverse backgrounds. Diversity and inclusion improve the learning environment for all student-athletes and enhance excellence within the Association.

The office of inclusion will provide or enable programming and education, which sustains foundations of a diverse and inclusive culture across dimensions of diversity including, but not limited to, age, race, sex, class, national origin, creed, educational background, religion, gender identity, disability, gender expression, geographical location, income, marital status, parental status, sexual orientation and work experiences.

Adopted by the NCAA Executive Committee, April 2010

Amended by the NCAA Board of Governors, April 2017

A DEFINITION FOR GENDER EQUITY

An athletics program can be considered gender equitable when the participants in both the men's and women's sports programs would accept as fair and equitable the overall program of the other gender. No individual should be discriminated against on the basis of gender, institutionally or nationally, in intercollegiate athletics. — NCAA Gender Equity Task Force, 1992

The NCAA Association-wide Committee on Women’s Athletics, the Minority Opportunities and Interests Committee, and the Gender Equity Task Force commissioned this report for release on Title IX’s 45th anniversary. The report’s purpose is to highlight progress girls and women have made in athletics since Title IX was passed and to show the areas that need improvement. With an emphasis on both gender and race/ethnicity, the report brings together multiple research findings that focus on participation opportunities, resource allocations and leadership positions. To achieve the goal of continued opportunity and advancement for women as participants and leaders in intercollegiate athletics, it is valuable to know the status of women as student-athletes, coaches and administrators in the NCAA.

NCAA Constitution 2.2 and 2.3 guide the membership and the national office in their efforts to ensure an environment that values cultural diversity and gender equity:

CONSTITUTION 2.2 THE PRINCIPLE OF STUDENT-ATHLETE WELL-BEING. [*]

Constitution 2.2.2 Cultural Diversity and Gender Equity. [*] It is the responsibility of each member institution to establish and maintain an environment that values cultural diversity and gender equity among its student-athletes and intercollegiate athletics department staff. (Adopted: 1/10/95)

CONSTITUTION 2.3 THE PRINCIPLE OF GENDER EQUITY. [*]

Constitution 2.3.1 Compliance with Federal and State Legislation. [*] It is the responsibility of each member institution to comply with federal and state laws regarding gender equity. (Adopted: 1/11/94)

Constitution 2.3.2 NCAA Legislation. [*] The Association should not adopt legislation that would prevent member institutions from complying with applicable gender-equity laws, and should adopt legislation to enhance member institutions’ compliance with applicable gender-equity laws. (Adopted: 1/11/94)

Constitution 2.3.3 Gender Bias. [*] The activities of the Association should be conducted in a manner free of gender bias. (Adopted: 1/11/94)

The NCAA does not enforce Title IX, but it does support its member schools in their efforts to work toward equity, diversity and inclusion goals in their athletics departments. The NCAA office of inclusion provides resources related to equity, diversity and inclusion. These resources can be accessed at ncaa.org/about/resources/inclusion.

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Introduction

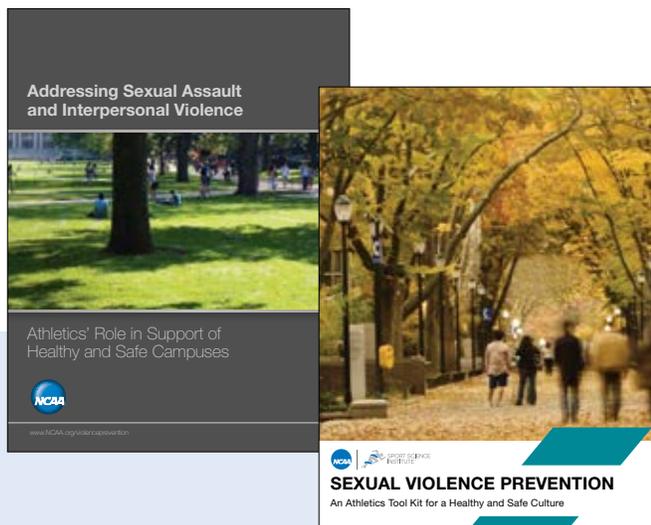
This year, Title IX, a federal law signed by President Richard Nixon on June 23, 1972, celebrates its 45th anniversary. An amendment to the Civil Rights Act of 1964, Title IX consists of 37 words that mandated change in American education by making discrimination based on sex illegal, thereby expanding access and opportunities for the underrepresented sex, which historically has been women. The text of Title IX is as follows:

No 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.¹

Title IX's 45th anniversary offers the opportunity to reflect on progress that has been made in many areas of education and to call attention to inequities and discrimination that continue to exist. This report focuses on athletics, but it is essential to acknowledge that Title IX addresses 10 areas. One of those areas is sexual harassment, which encompasses sexual violence, a very serious and significant subject on today's campuses.

While for most of Title IX's existence the focus has been on athletics, the U.S. Department of Education's Office for Civil Rights shifted the Title IX narrative when it released extensive guidance on sexual violence prevention and education to the higher education community. The NCAA was engaged with sexual violence prevention efforts prior to the release of this Office for Civil Rights guidance (2011) and continues this engagement. The highest-ranking NCAA membership committee, the Executive Committee (now called the Board of Governors), released a statement on Sexual Violence Prevention and Complaint Resolution in August 2014, and shortly after the NCAA published *Addressing Sexual Assault and Interpersonal Violence: Athletics Role in Support of Safe and Healthy Campuses* (Wilson, 2014). Additionally, the NCAA partnered with the White House's It's On Us campaign in 2014.

Most recently, the NCAA Sport Science Institute and the Office of Inclusion hosted a Higher Education Summit on Sexual Assault (2016) to bring stakeholders and experts together to contribute to a resource for the NCAA membership. The result of this collaborative effort was the membership resource *Sexual Violence Prevention: An Athletics Tool Kit for a Safe and Health Culture* (2016). The NCAA's ongoing work on sexual violence prevention is led by the Board of Governors' Commission to Combat Sexual Violence as well as the NCAA Sexual Assault Prevention Task Force. For extensive information on the NCAA's sexual violence prevention efforts and access to resources, see ncaa.org/sport-science-institute/topics/sexual-assault.



The NCAA engaged many individuals and organizations who are dedicated to and have expertise in sexual violence prevention and education to create these two resources for the membership. These resources are intended to support and to complement ongoing athletics department sexual violence prevention and education efforts. Click on the cover of each resource to access it.

TITLE IX AND ATHLETICS

Title IX's original text does not specifically address athletics, nor did the members of Congress who supported its passage envision it as a sports law. Coincidentally, as Title IX was being debated in Congress in the early 1970s, women leaders in physical education at colleges and universities across the country were developing an organization that would oversee national championships for female intercollegiate student-athletes. These women sport leaders, affiliated with the Division of Girls and Women in Sport (DGWS), formed the Association for Intercollegiate Athletics for Women (AIAW) in 1971.

The AIAW and Title IX evolved together and were two forces that fostered tremendous growth in women's intercollegiate athletics participation. By 1980, the AIAW had become the largest sport governance association in the country, with nearly 1,000 members. According to the 1980 AIAW Member Directory, the AIAW provided participation opportunities for approximately 125,000 college women, offering 35 national championships in 17 sports.² Most of the data presented in this report comes from the early 1980s or later, but it is important to acknowledge that women's intercollegiate sport participation thrived and grew rapidly under the direction of the AIAW during the 1970s.

It took most of Title IX's first decade for regulations (1975) and policy interpretations (1979) for compliance in athletics to be debated and approved. The result is that athletics departments are required to equitably distribute financial aid, to effectively accommodate students' interests and abilities in their offering of sport participation opportunities, and to provide equitable treatment and benefits to student-athletes.³

The reactions to Title IX's application to athletics were intense. Most athletics administrators and coaches overseeing women's programs celebrated the way it empowered them to develop and grow programs for female student-athletes. A few others predicted that the law would mean the downfall of men's athletics, but their concern has never materialized. This report shows that since Title IX was passed, men's intercollegiate sport participation opportunities have continued to increase, and men have continued to receive the majority of the resources in college athletics.

In February 1976, the NCAA filed a lawsuit against the U.S. Department of Health, Education and Welfare (HEW) challenging the validity of the Title IX Regulations.⁴ After this lawsuit failed, the NCAA intently pursued starting its own women's athletics programs, and by 1982 was hosting women's championships in all three Divisions. The NCAA's entry into women's sport governance, viewed as a hostile takeover by the overwhelming majority of AIAW leaders, resulted in the AIAW closing its doors in 1982.⁵

The history of Title IX following the AIAW era has continued to be a series of ups and downs. A complete review of the law's history would take several pages, but even a few examples from each decade depict how the law's first 45 years have been much like a roller coaster ride.

- Title IX's first decade brought about a revolution in sport with new participation opportunities for girls and women. The 1970s also included attempts by lawmakers to amend the law to either exclude athletics altogether or at least to remove men's basketball and football from the law's jurisdiction.
- In the 1980s, the decision in the court case *Grove City v. Bell* (1984) meant that the law only applied to units in educational institutions that directly received federal funds. Since few athletics departments received federal funds, almost all departments in the country did not have to comply with Title IX. This was the case until later in the decade when Congress passed the Civil Rights Restoration Act.
- The 1990s featured a dramatically different climate for Title IX because of a new government emphasis on enforcing the law as well as the passage of the Equity in Athletics Disclosure Act in 1994, which required institutions of higher learning to annually report data about their men's and women's athletics programs.
- In the 2000s, Title IX and athletics were in the headlines many times together. President Bush appointed the Commission on Opportunity in Athletics in 2002 to study Title IX, a move many feared would be an attempt to weaken the law. In 2003, the Commission reaffirmed the law, but in 2005, the Department of Education issued a clarification stating that colleges and universities could prove they were meeting participation

needs on their campuses by using only an email survey. President Obama rescinded this clarification in 2010.⁶

- In the 2010s, our country’s view of Title IX as mainly a “sports law” shifted to emphasize the law’s application to sexual harassment, which includes sexual violence. The first page of this introduction describes the NCAA’s contributions to nationwide efforts to prevent sexual violence on college campuses. The current decade also includes a debate about whether Title IX’s use of “sex” includes “gender,” thus providing protections against discrimination for LGBTQ students.

Title IX’s roller coaster history is perhaps most clearly exemplified by the NCAA’s outlook and actions towards Title IX. An intriguing and ironic aspect of Title IX history is that the NCAA sued to get rid of the law as it applied to athletics in the 1970s. However, over the past three decades, the NCAA has been a strong supporter of the law.

The NCAA first focused intently on the status of gender equity in intercollegiate athletics when it appointed the NCAA Gender Equity Task Force in 1992. This Task Force was formed following the disappointing results of the NCAA’s 1991 survey of its members’ expenditures for women’s and men’s athletics programs. The results indicated that although undergraduate enrollment was close to evenly divided by sex, participation numbers and resources were overwhelmingly dedicated to male student-athletes.⁷

After reviewing the 1991 survey results, NCAA Executive Director Richard D. Schultz issued a call to action: “We must be proactive, we must be a leader. We have the resources within the NCAA, and with the people we can call on, to deal with this problem and solve this problem. This is more than a financial issue; it’s a moral issue as well.”⁸ NCAA leadership has continued this focus on equity, notably with NCAA President Myles Brand’s steadfast vocal support of Title IX during his tenure from 2002-09.

Under current President Mark Emmert’s leadership, the NCAA has restructured to form the office of inclusion with the purpose of focusing on diversity and inclusion in a more comprehensive way. In addition, the NCAA Gender Equity Task Force that had such a tremendous impact in the 1990s was reconvened in 2014 with some former and new members to engage with equity issues and to make recommendations to the Board of Governors. Additionally, during President Emmert’s tenure, the NCAA Board of Governors asked presidents and chancellors at all membership schools to sign a voluntary pledge indicating their commitment to diversity in the employment process, specifically to hire minorities and women. And, recently, the Board of Governors elevated the NCAA Ad Hoc Committee to Promote Cultural Diversity and Equity to a standing committee, creating another opportunity for ongoing, meaningful engagement on diversity and inclusion issues that are important to the membership.

1993 GENDER EQUITY TASK FORCE REPORT RESULTS

	Male Student-Athletes %	Female Student-Athletes %
Participation Opportunities	70%	30%
Operating Budgets	77%	23%
Athletic Scholarship Funds	70%	30%
Recruiting Funds	83%	17%

Source: *Final Report of the NCAA Gender Equity Task Force, 1993, p. 1*

The NCAA collects data from its member institutions and publishes research reports that provide the means for monitoring progress on equity issues. This report uses data from multiple NCAA resources, including demographic information accessible from an online database on the NCAA website.⁹ The hundreds of pages of data on intercollegiate athletics can be overwhelming due to the vast quantity and evolving methods of data collection and presentation. Consequently, this report's goal is to provide readers with a summary of women's status in intercollegiate athletics that is informative and easily accessible. The report is primarily developed from NCAA resources, but also makes use of data from the National Federation of State High School Associations and the Acosta and Carpenter study, "Women in Intercollegiate Sport. A Longitudinal, National Study, Thirty-Seven Year Update, 1977-2014."¹⁰

As in the first edition (Wilson, 2012), the second edition of this report on women in intercollegiate athletics addresses the following areas: 1) Participation Opportunities; 2) Resource Allocations; and 3) Leadership Positions. The second edition of this report features a new section that focuses on the dearth of minority women in leadership positions in intercollegiate athletics and issues a call to action to improve their representation.

As Title IX turns 45, this milestone provides an opportune time to analyze the law's effect — to celebrate the positive changes it has brought about as well as to recognize the progress still needed to end discrimination and expand opportunities for the underrepresented sex. In athletics, Title IX has survived in the face of repeated challenges and resistance. The historical record proves that it has often been difficult for the male-dominated world of sport to share participation opportunities, resources, and power with girls and women. Title IX also faces a growing complacency about the need for the law

after 45 years, since some contend that girls and women have "made it" in sport and no longer need the support of a federal law.

Title IX's 45th anniversary offers an appropriate occasion to reflect on our philosophies of intercollegiate sport. If we value sport for young people and champion its many benefits, then we will strive for comparable participation opportunities and treatment for all student-athletes. We will also dedicate efforts to ensuring diversity among the coaches, administrators, and staff that lead our student athletes in welcoming and inclusive environments that enable all persons to reach their full potentials and to be their best selves. Title IX's promise is that it serves as a powerful tool and a potent reminder that it takes much effort and diligence to bring about a model of intercollegiate athletics that is equitable and fair to all.

RELEVANT INFORMATION ON UNDERGRADUATE GENDER AND RACE/ETHNICITY DEMOGRAPHICS

It is helpful to have data about gender and race/ethnicity of all undergraduates at NCAA schools when reading this report. Title IX does not require that athletic participation rates for men and women match the undergraduate population of male and female students; however, comparing these percentages of men and women intercollegiate student-athletes to the undergraduate population is a useful way to assess progress towards equity. While NCAA research can provide the breakdown of both student-athletes and the undergraduate population by gender at membership schools, NCAA research does not have race/ethnicity data for the undergraduate population at membership schools. The second chart on the next page provides data from the National Center for Education Statistics on the overall percentage of minority students. This information can provide context for aspects of this report, but should not be used for comparison data.

AVERAGE PERCENTAGE OF UNDERGRADUATES BY GENDER AND DIVISION 2016

Division	Subdivision	Male Undergraduate %	Female Undergraduate %
Division I	Overall	47%	53%
	FBS	49%	51%
	FCS	45%	55%
	Non-Football	45%	55%
Division II		43%	57%
Division III		45%	55%
All Divisions		46%	54%

Source: NCAA Sports Sponsorship and Demographics Form

AVERAGE PERCENTAGE OF MINORITY STUDENT-ATHLETES AND ALL MINORITY STUDENTS 2016

Division	Minority Student-Athletes	All Minority Students
Division I	41%	39%
Division II	40%	45%
Division III	24%	40%

Source: National Center for Education Statistics

Endnotes

1 Title IX of the Education Amendments of 1972, P.L. 92-318, 92-318, 20 U.S.C.S. section 1681 et seq.

2 Association for Intercollegiate Athletics for Women, AIAW Directory, 1980-81. (Washington, D.C.: AIAW Publication Sales, 1980), 1-4.

3 For a very clear explanation of Title IX regulations and policy interpretations for athletics see Linda Jean Carpenter and R. Vivian Acosta, *Title IX*. (Champaign, IL: Human Kinetics, 2005), 3-34, 65-89.

4 Donna A. Lopiano, "Affidavit," *AIAW (Plaintiff) v. NCAA (Defendant)* in the United States District Court for the District of Columbia, Oct. 9, 1981, 96.

5 For a detailed analysis of the AIAW and NCAA confrontation over women's intercollegiate sport governance, see Mary Jo Festle, *Playing Nice: Politics and Apologies in Women's Sports*. (New York: Columbia University Press, 1996), 199-227.

6 For more information on Title IX through the decades, see texts such as Karen Blumenthal, *Let Me Play: The Story of Title IX* (New York: Simon & Schuster, 2005); Deborah Brake, *Getting in the Game: Title IX and the Women's Sports Revolution* (New York: NYU Press, 2012); Linda Jean Carpenter and R. Vivian Acosta, *Title IX* (Champaign,

IL: Human Kinetics, 2005); Nancy Hogshead-Makar and Andrew Zimbalist, *Equal Play: Title IX and Social Change* (Philadelphia: Temple University Press, 2007); Welch Suggs, *A Place on the Team: The Triumph and Tragedy of Title IX* (Princeton, NJ: Princeton University Press, 2006); Susan Ware, *Title IX: A Brief History with Documents* (Boston: Bedford/St. Martins, 2007).

7 NCAA Gender Equity Task Force, Final Report of the NCAA Gender-Equity Task Force. (Kansas City, Mo: NCAA Publications, 1993), 1.

8 Ibid.

9 The NCAA's online demographics database can be accessed at <http://web1.ncaa.org/rgdSearch/exec/main>

10 The Acosta and Carpenter report can be accessed at: <http://www.acostacarpenter.org/2014%20Status%20of%20Women%20in%20Intercollegiate%20Sport%20-37%20Year%20Update%20-%201977-2014%20.pdf>

The Goal: Minority Women Rising

Title IX's 45th anniversary provides opportunities to celebrate progress for women in intercollegiate athletics and to issue a call to action to work on areas that need improvement. While nearly 30 percent of female student-athletes are minorities, the percentage of minority women in leadership positions is much lower. The representation of minority women in leadership positions is one such area that needs our dedication and meaningful action. Let us set the goal that when Title IX turns 50 in 2022, we can tell a more positive story about the diversity of our coaches and administrators who teach and lead student-athletes.



Jacqueline McWilliams, Commissioner of the Central Intercollegiate Athletic Association and former chair of the Division II Management Council, addresses the Division II membership at the 2017 NCAA Convention in Nashville. McWilliams serves on the NCAA Gender Equity Task Force.

- Over the past five years, the percentage of minority female head coaches has remained stagnant at just under 14 percent of coaches of women's teams. The percentage of black female head coaches of women's teams was 8.6 percent in 2011 and declined to 7.7 percent in 2016.
- The percentage of minority female assistant coaches has increased by just 2 percent since 2011. Minority women hold around 20 percent of assistant positions for women's teams.
- Of the 1,135 athletics directors at NCAA schools, only 28 (2.5 percent) of them are minority women.
- An analysis of women in the positions of associate athletics directors and assistant athletics directors indicates that minority women have 15 percent and 17 percent of these jobs.
- In 2010-11, there were no minority women in the position of conference commissioner. In 2015-16, there were two. Minority women held two of the 142 conference commissioner positions in 2015-16.

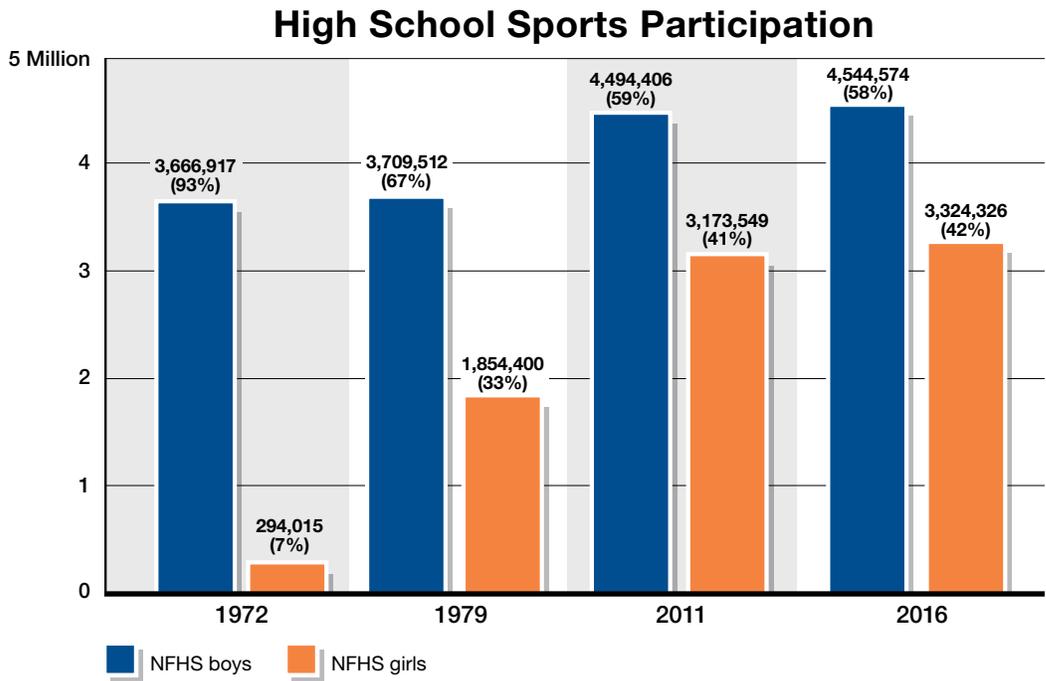


Participation

Interscholastic sport participation data indicate consistent increases for both girls and boys over the past 45 years. An analysis of the years 2011-2016 indicates that boys' participation opportunities increased by over 50,000 and the number of girls' opportunities grew by over 150,000.

The girls' high school participation rate is greater than 10 times what it was when Title IX was passed, an increase of more than 1,000 percent.

However, current girls' participation numbers have never reached the boys' 1971-72 level. In 1972, when Title IX was passed, boys' participation numbers were 3,666,917, which is 324,591 more than girls have in 2016.

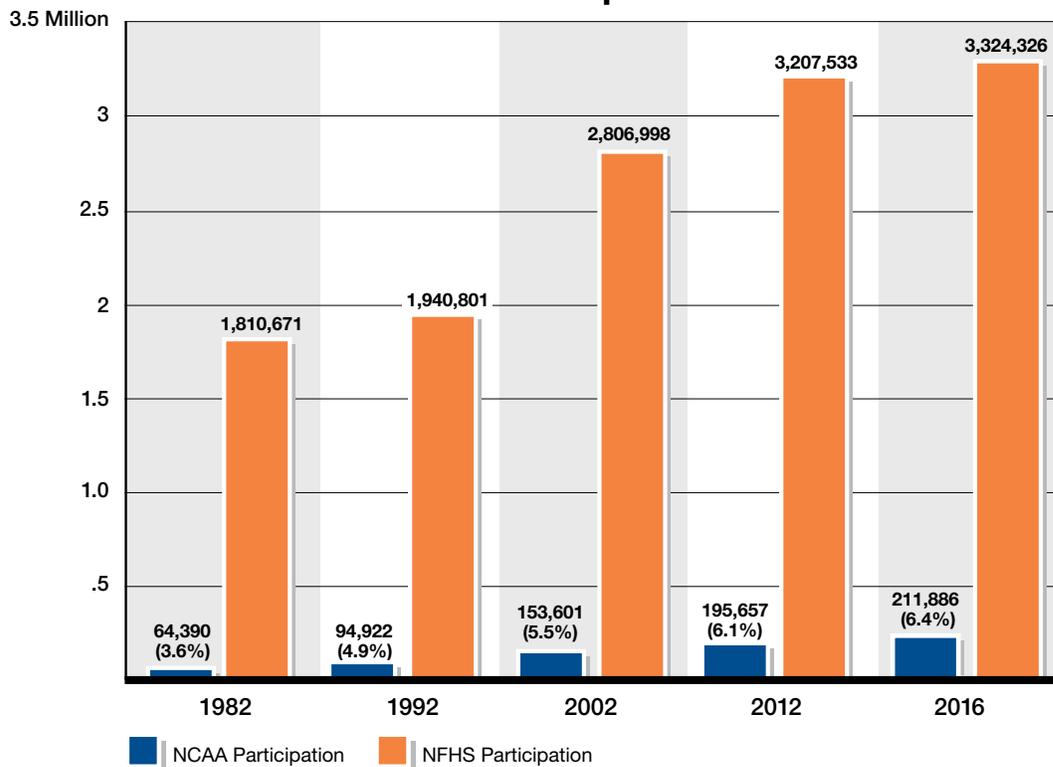


Note: While Title IX was passed in 1972, the NCAA began sponsoring women's championship sports in the 1981-82 academic year.

A comparison of the most recent participation numbers for sports that are offered at both the interscholastic and intercollegiate levels points to the substantial number of female high school student-athletes who can compete and experience quality intercollegiate sport participation opportunities.

In 2015-16, more than 3.3 million female high school athletes were part of the recruiting pool to fill 209,472 roster spots on NCAA championship sport teams.

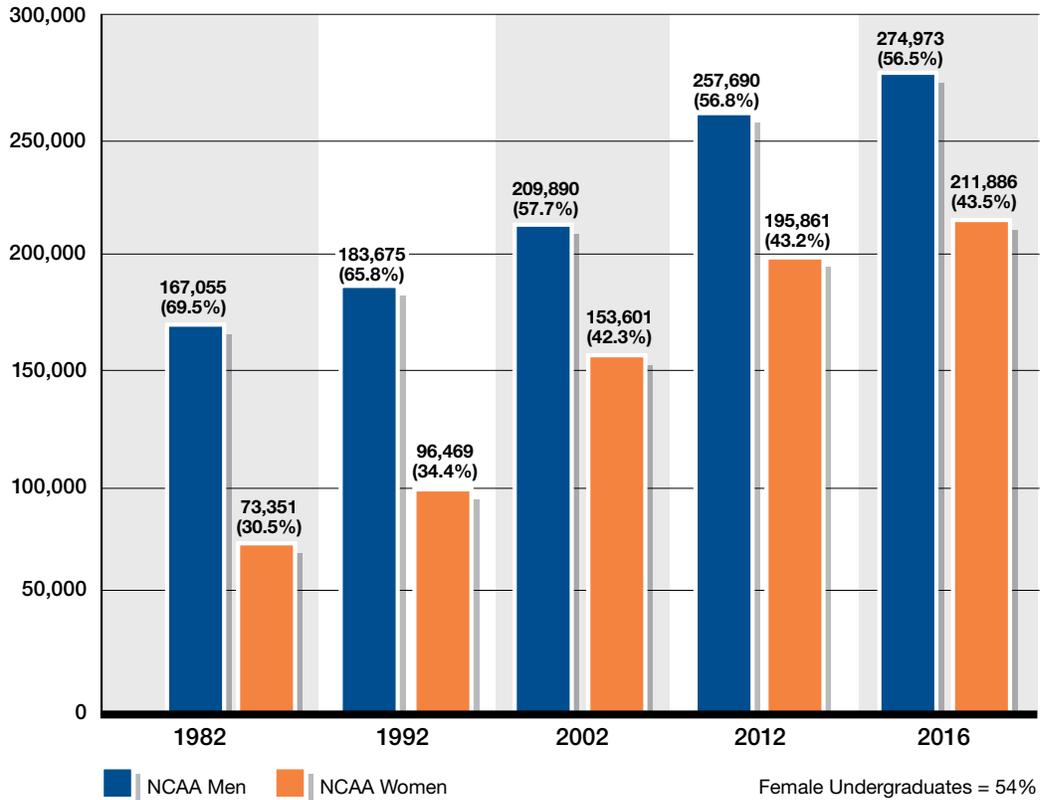
NCAA and High School Female Participation Levels



Both women’s and men’s participation opportunities have increased every year since Title IX was passed. In 2015-16, a record number of male and female student-athletes participated in NCAA championship sports.

Since the early 2000s, men’s championship participation opportunities have grown at a slightly faster rate than women’s even though colleges and universities are fielding on average one more women’s team than men’s in their athletics programs. The overall undergraduate enrollment rate across all NCAA divisions is 46 percent males and 54 percent females; thus, with the female student-athlete participation rate at 43.5 percent, the women’s overall sport participation rate is 10.5 percent lower than the average percentage of women undergraduates.

Championship Sports Participation: All Divisions



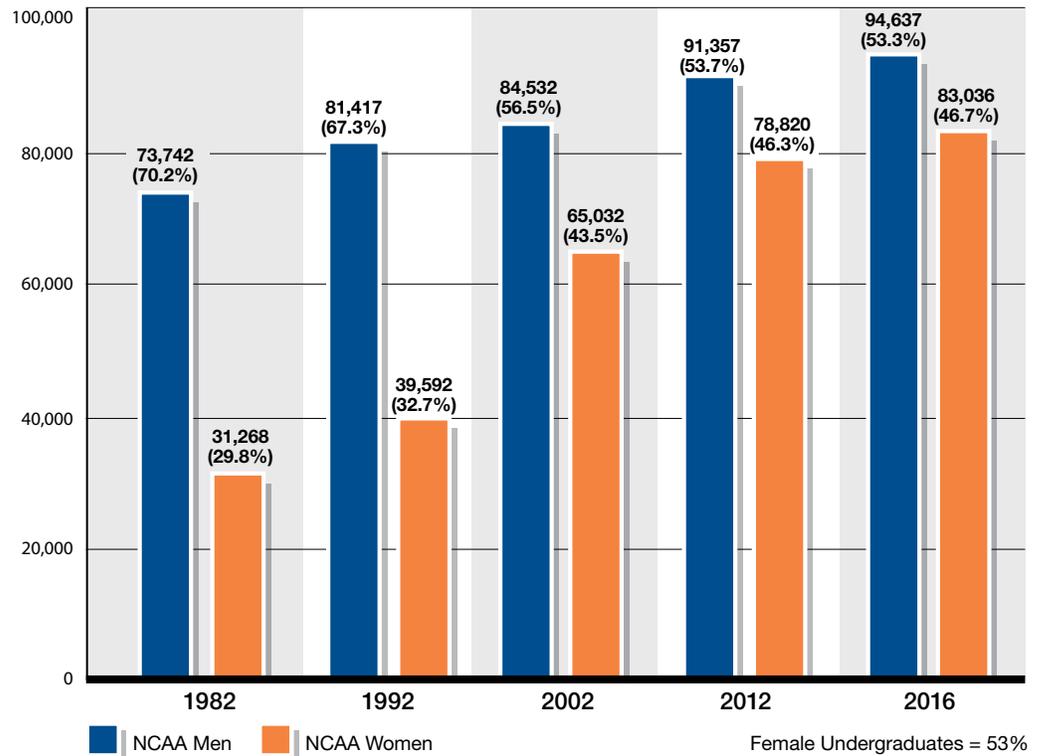
Source: NCAA Sports Sponsorship and Participation Report

Note: In this report, graphics comparing men’s and women’s sport participation numbers begin with 1982, the year the NCAA began sponsoring women’s championship sports.

Championship Sports Participation: Division I

Division I has the highest female participation rate, with 46.7 percent of opportunities for women, who are on average 53 percent of the undergraduate population on Division I campuses.

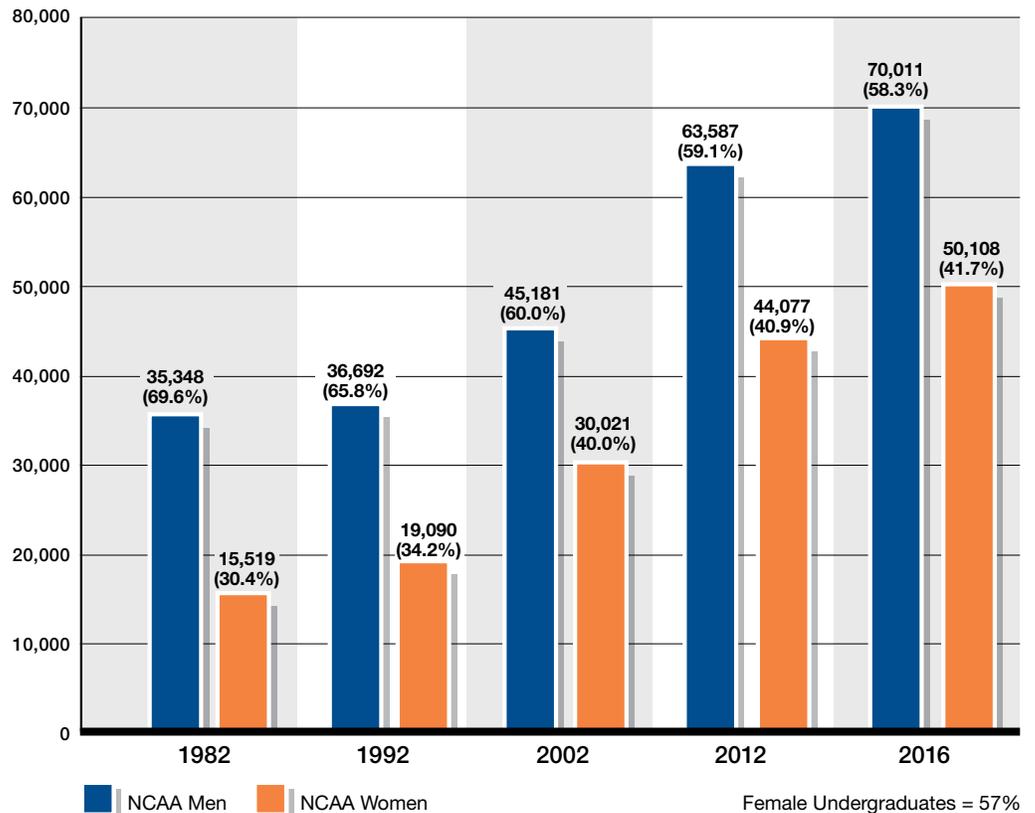
Source: NCAA Sports Sponsorship and Participation Report



Championship Sports Participation: Division II

Female student-athletes have 41.7 percent of the championship sport opportunities offered by Division II, a slight increase from five years ago. Division II has a participation gap of 16.6 percent between men and women.

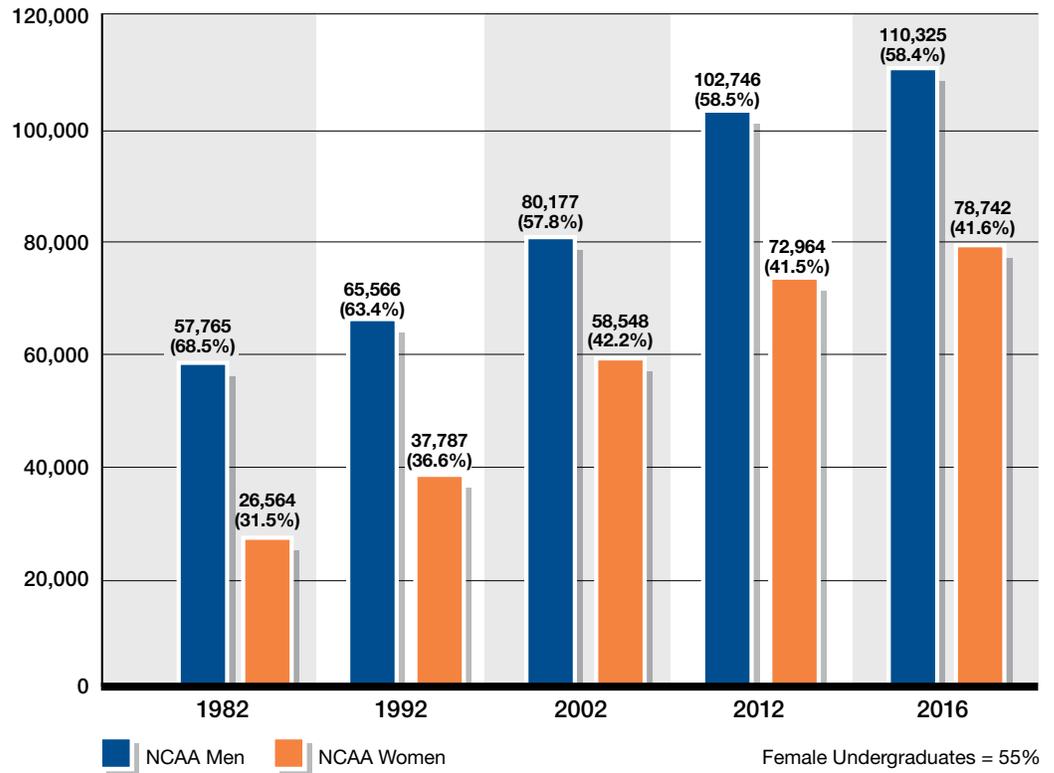
Source: NCAA Sports Sponsorship and Participation Report



Championship Sports Participation: Division III

Since 2002, the Division III female participation rate as compared to the men's rate has decreased slightly. Division III has the largest participation gap between men and women of the three NCAA divisions.

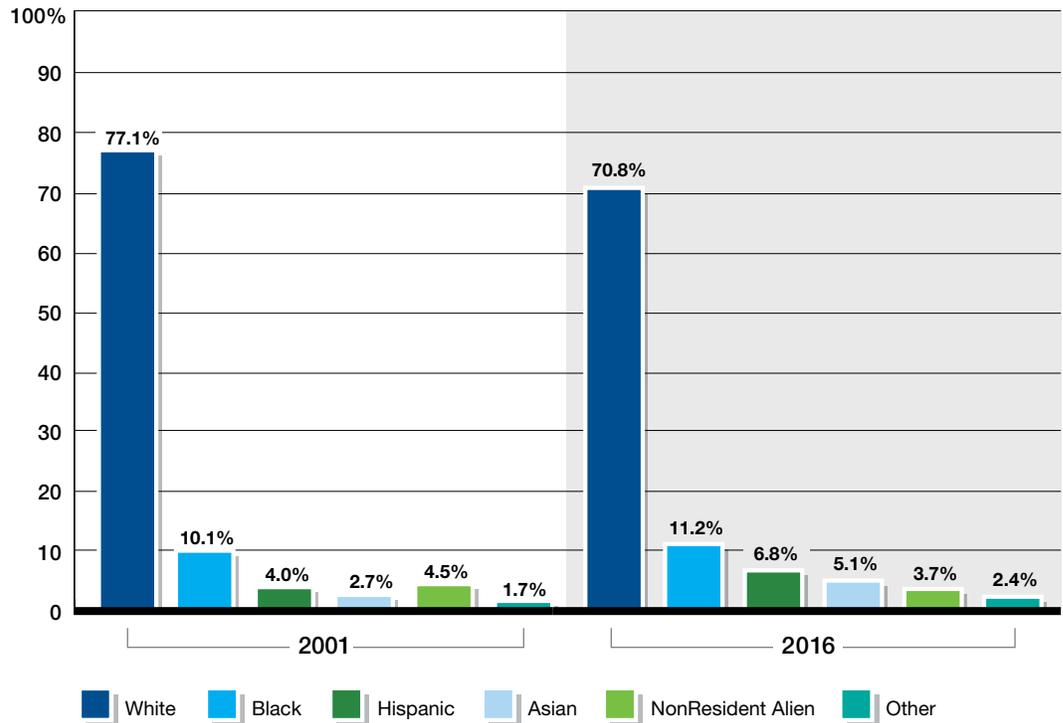
Source: NCAA Sports Sponsorship and Participation Report



NCAA Women’s Participation by Race: All Divisions

The past 15 years reveal modest increases in female student-athlete diversity. Black and Hispanic female student-athletes have experienced slight gains in participation, up 1.1 and 2.8 percentage points, respectively.

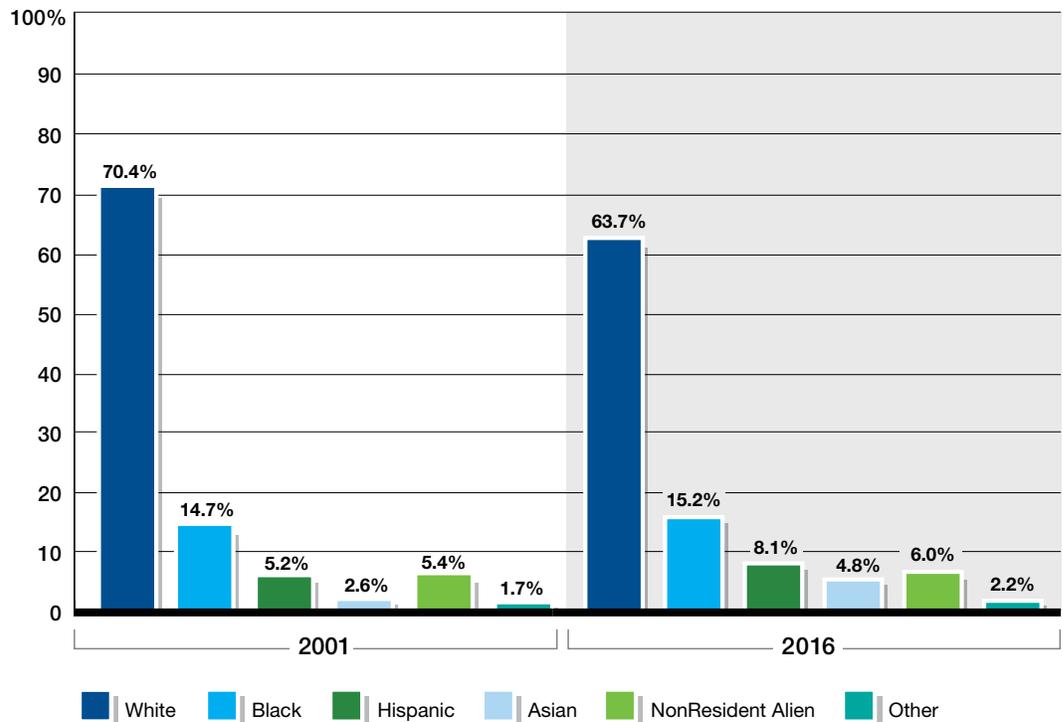
Source: NCAA Sports Sponsorship, Participation and Demographics Search



NCAA Women’s Participation by Race: Division I

Division I has the most diverse female student-athlete population with minority participation at 36.3 percent, an increase of 6.7 percentage points from 2001.

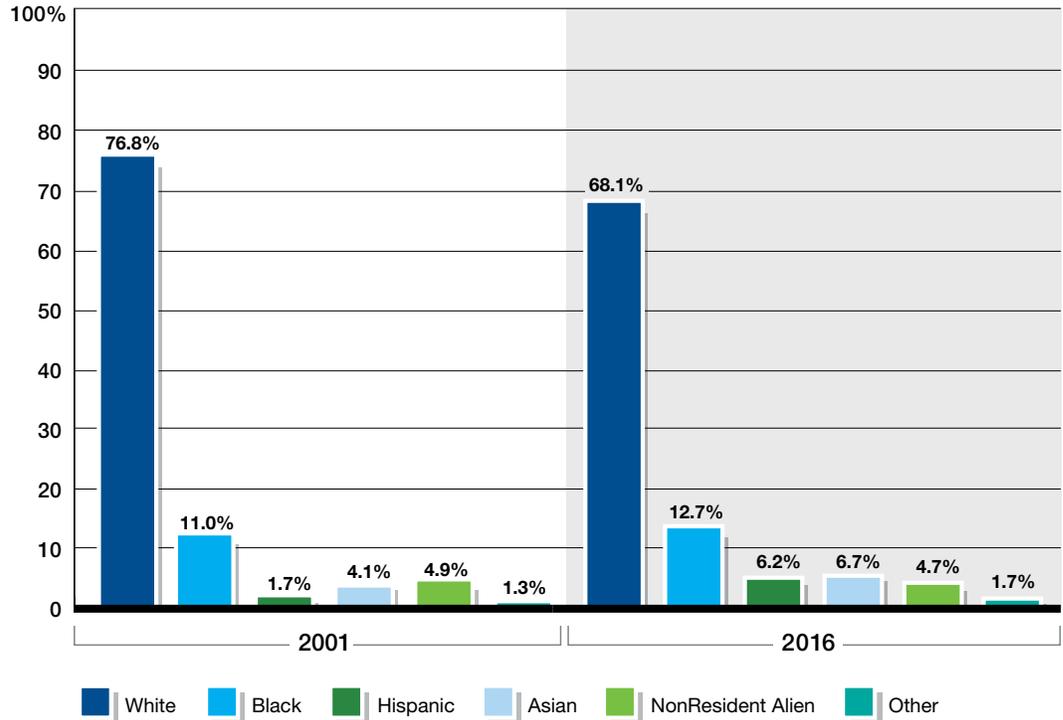
Source: NCAA Sports Sponsorship, Participation and Demographics Search



NCAA Women's Participation by Race: Division II

In Division II, 31.9 percent of female student-athletes are minorities. Division II has had an increase of 8.7 percentage points since 2001, the most growth for any of the three NCAA divisions.

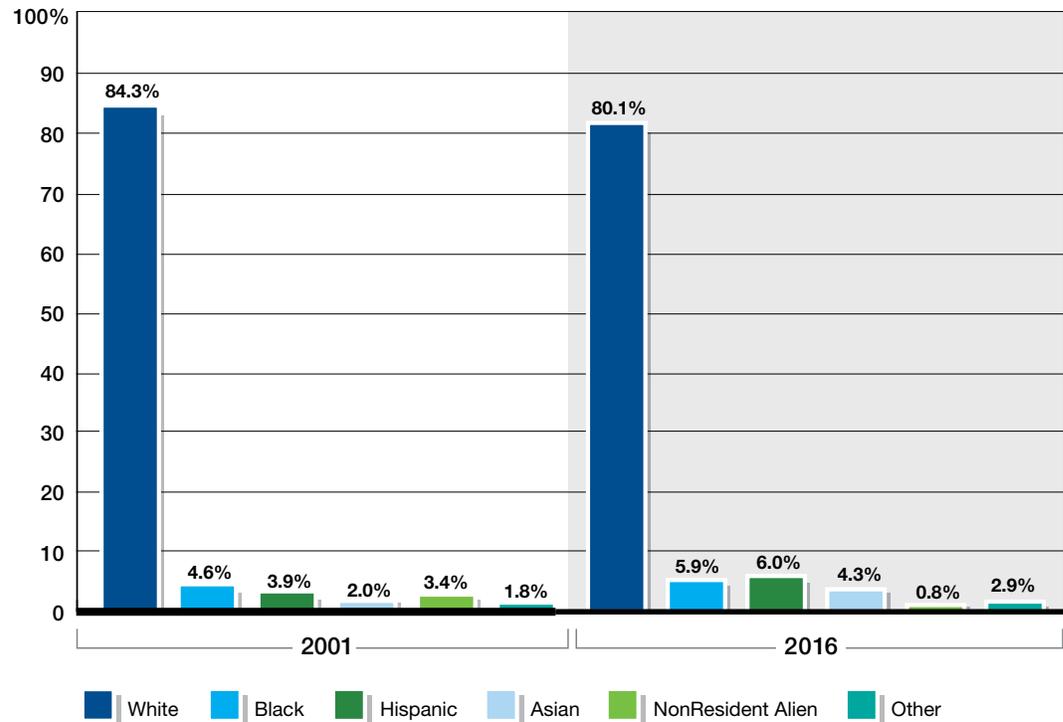
Source: NCAA Sports Sponsorship, Participation and Demographics Search



While Division III minority female student-athlete participation has risen to nearly 20 percent over the past 15 years, it continues to be the division with the lowest representation.

Source: NCAA Sports Sponsorship, Participation and Demographics Search

NCAA Women's Participation by Race: Division III



NCAA EMERGING SPORTS

To develop NCAA championship sport opportunities for female student-athletes, the Emerging Sports for Women program was created in 1994 based on a recommendation from the NCAA Gender Equity Task Force. The purpose of the program is to grow meaningful intercollegiate sport participation opportunities for female student-athletes in sports that have the potential to reach the required number of varsity teams for an NCAA championship. Additionally, member institutions can use emerging sports to help meet minimum sports sponsorship requirements and minimum financial aid awards for Divisions I and II.

The Emerging Sports for Women program is monitored by the Committee on Women's Athletics. The committee oversees the process by which sports can apply and has the ability to recommend sports to be added or removed from the Association's Emerging Sports for Women list. The divisional governance structures ultimately determine which sports are Emerging Sports for Women as well as vote on a sport's elevation to championship status.

Nine sports were on the original Emerging Sports for Women list in 1994. Four of those sports eventually

became championship sports — rowing in 1996, ice hockey in 2000, water polo in 2000 and bowling in 2003. Beach volleyball became a championship sport in 2015. In total, five previous emerging sports have been elevated to championship status during the duration of the program.

Throughout the 2015-16 academic year, the Committee on Women's Athletics (composed of member school presidents, conference commissioners, athletics directors, coaches and student-athletes) conducted a holistic review of the emerging sport program. In the fall of 2016, the committee released the following process guide that provides further information about the program, including proposal requirements, legislative processes and specific logos for each of the three current emerging sports (see below). The process guide can be found at [ncaa.org/about/resources/inclusion/ncaa-emerging-sports-women-process-guide](https://www.ncaa.org/about/resources/inclusion/ncaa-emerging-sports-women-process-guide).

Currently, equestrian (Divisions I and II only), rugby and triathlon are emerging sports. Below is the most recent sponsorship data for the three current emerging sports through the 2016-17 academic year.

EQUESTRIAN SPONSORSHIP*

Academic Year	Division I	Division II	Total
2012-13	18	4	22
2013-14	18	4	22
2014-15	19	4	23
2015-16	19	4	23
2016-17	18	5	23

*Division III has not sponsored equestrian as an emerging sport.

RUGBY SPONSORSHIP

Academic Year	Division I	Division II	Division III	Total
2012-13	2	1	2	5
2013-14	3	1	2	6
2014-15	4	1	2	7
2015-16	7	3	2	12
2016-17	6	4	4	14

TRIATHLON SPONSORSHIP

Academic Year	Division I	Division II	Division III	Total
2015-16	0	3	1	4
2016-17	2	3	3	8

EMERGING SPORTS LOGOS



A discussion of Title IX and participation opportunities would be incomplete without addressing the issue of men’s dropped teams. The law is often part of the discussion when athletics departments decide to drop men’s sports, which is not the intent of Title IX nor should it be the effect. In 2003, the Office for Civil Rights issued a “Dear Colleague” letter addressing Title IX compliance. The letter stated that “nothing in Title IX requires the cutting or reduction of teams to

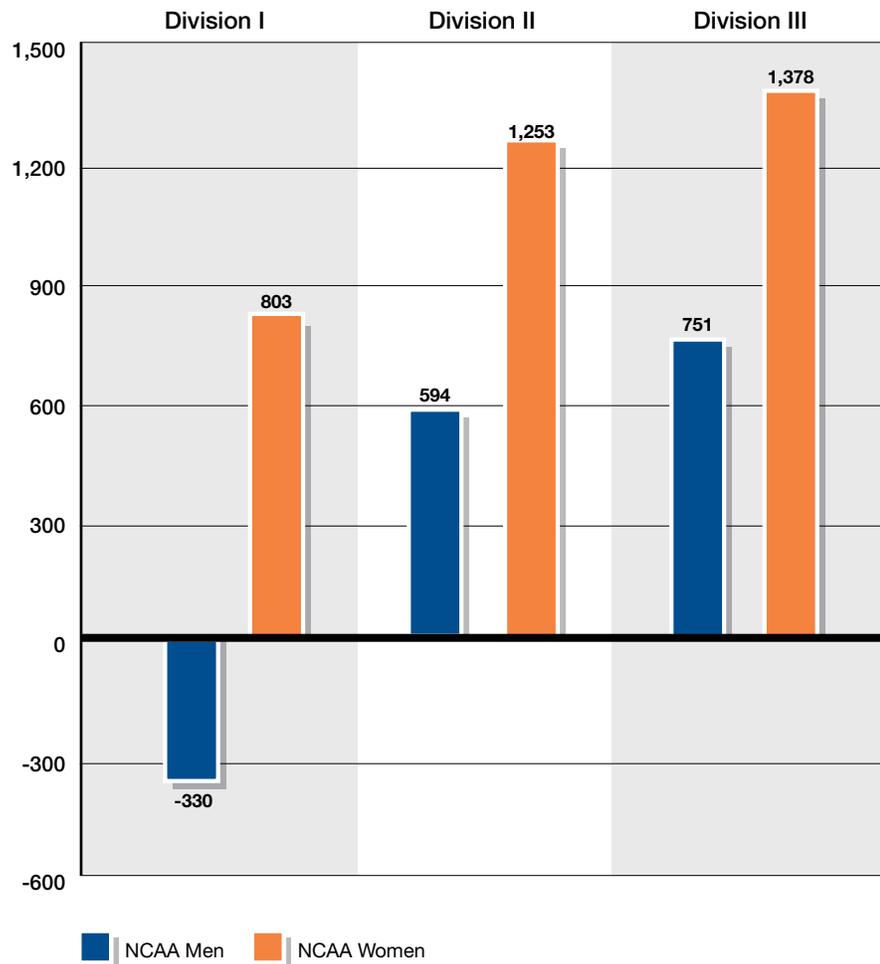
demonstrate compliance with Title IX” and that the elimination of teams is a “disfavored practice.”¹³

The data that are available since 1988 indicate that only NCAA Division I has a net loss of men’s teams. In 2015-16, the net outcome of added and dropped teams in total for all three divisions was 98 men’s teams and 102 women’s teams.

Net Outcome of NCAA Added and Dropped Teams 1988-2016

Since 1988, Division I has had a net loss of 330 men’s teams. However, an assessment of all NCAA divisions indicates a net gain for Divisions II and III men’s teams.

Source: NCAA Sports Sponsorship and Participation Report

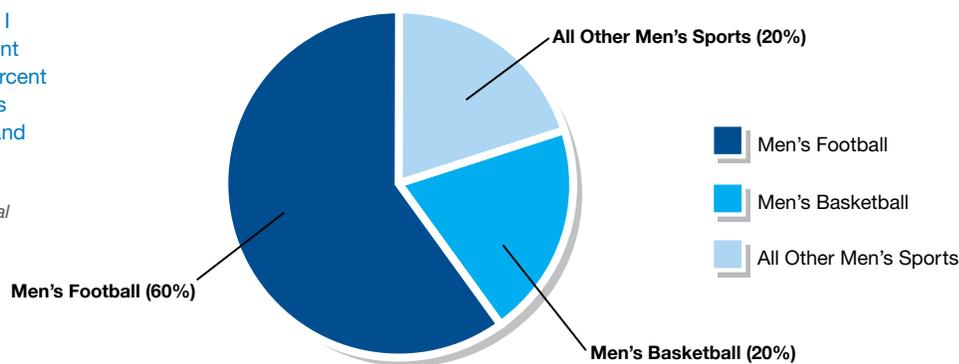


In an analysis of dropped and added teams, it is relevant to consider how athletics departments decide to allocate funds for teams. It is certainly true that some athletics departments rely on revenue-producing sports to fund all of their teams. It is also apparent that some athletics departments dedicate much of their resources to few sports. A consideration that is often overlooked in the discussion of men’s dropped teams is the amount of men’s sports program budgets spent on only football and basketball. NCAA financial figures for 2015-16 indicate that expenditures for men’s basketball and football at Division I institutions, where numbers of men’s sport teams have experienced a net decline, accounted for a significant portion of the budget for men’s sports.

Expenses by Men’s Sport Program: Division I FBS

In 2015-16, Division I FBS institutions spent an average of 80 percent of their overall men’s budget on football and men’s basketball.

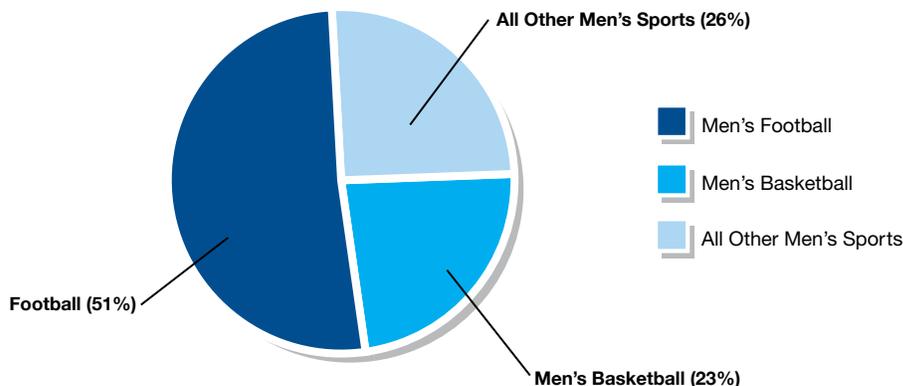
Source: NCAA Financial Reporting System



Expenses by Men’s Sport Program: Division I

For Division I overall, 74 percent of the men’s budget was allocated to football and basketball.

Source: NCAA Financial Reporting System



Division II schools with football spent an average of 65% of the men’s budget on football (47%) and basketball (18%). Division II schools without football averaged an allocation of 30% of their men’s budget to men’s basketball.

Division III schools are currently not required to submit this information to the NCAA. Response rates were not high enough to present valid Division III average expenses for men’s basketball and football.



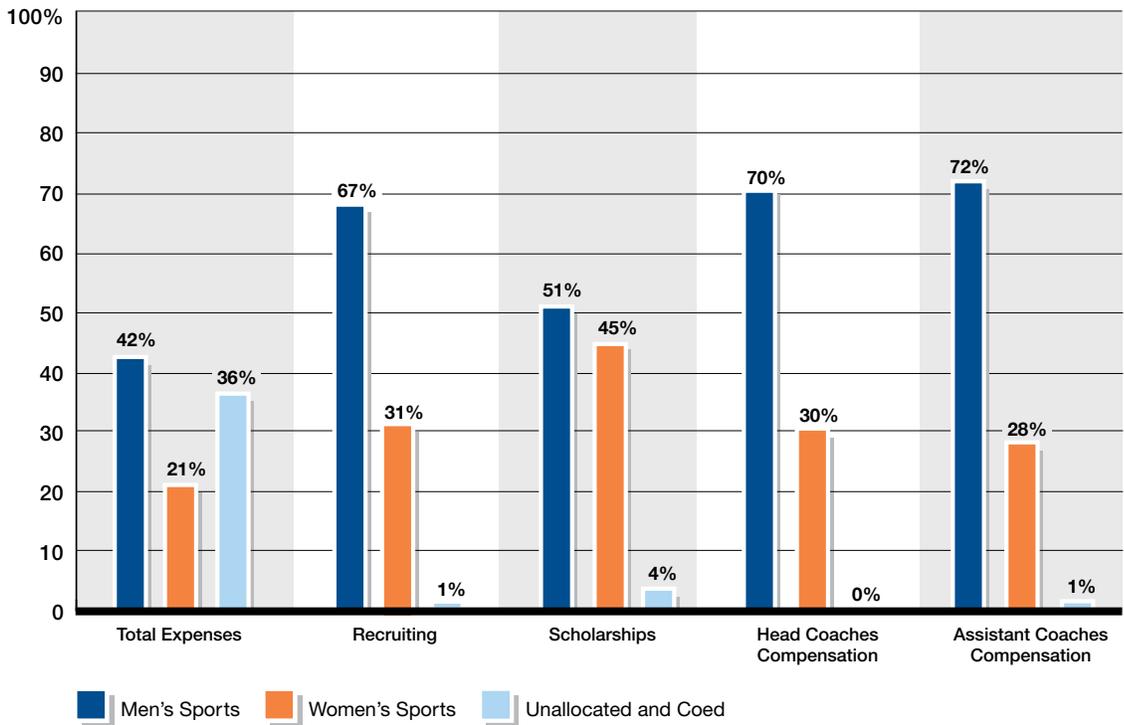
Allocation of Resources

The data in the graphs and charts below are from the NCAA Financial Reporting System and are presented in median values. When reviewing this data, one should be aware that Title IX does not require equal expenditures for men’s and women’s athletics programs or teams; instead, it focuses on how resources are used to provide equitable treatment and benefits for male and female student-athletes. Several of the charts and graphs in this section present expenses in three categories: men’s sports, women’s sports, and unallocated/co-ed. NCAA schools decide how to allocate expenses to these three categories when they submit financial data for over 35 line items. Examples of line items that are often designated as “unallocated/coed” are facilities that are used by both genders and fundraising.

Allocation of Resources: Division I

Of the NCAA divisions, Division I has the greatest difference in expenditures on men’s and women’s athletics programs with the exception of scholarships.

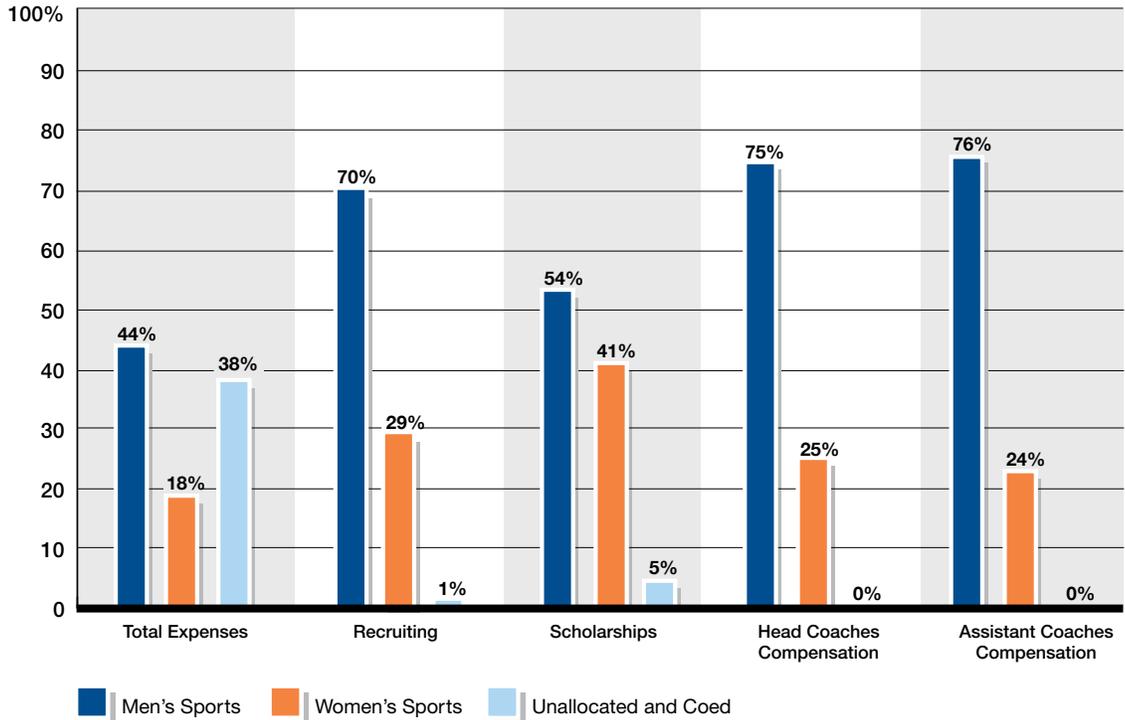
Source: NCAA Financial Reporting System



Allocation of Resources: Division I - FBS

The largest gaps in expenditures between men's and women's programs in intercollegiate athletics occur in the Division I FBS.

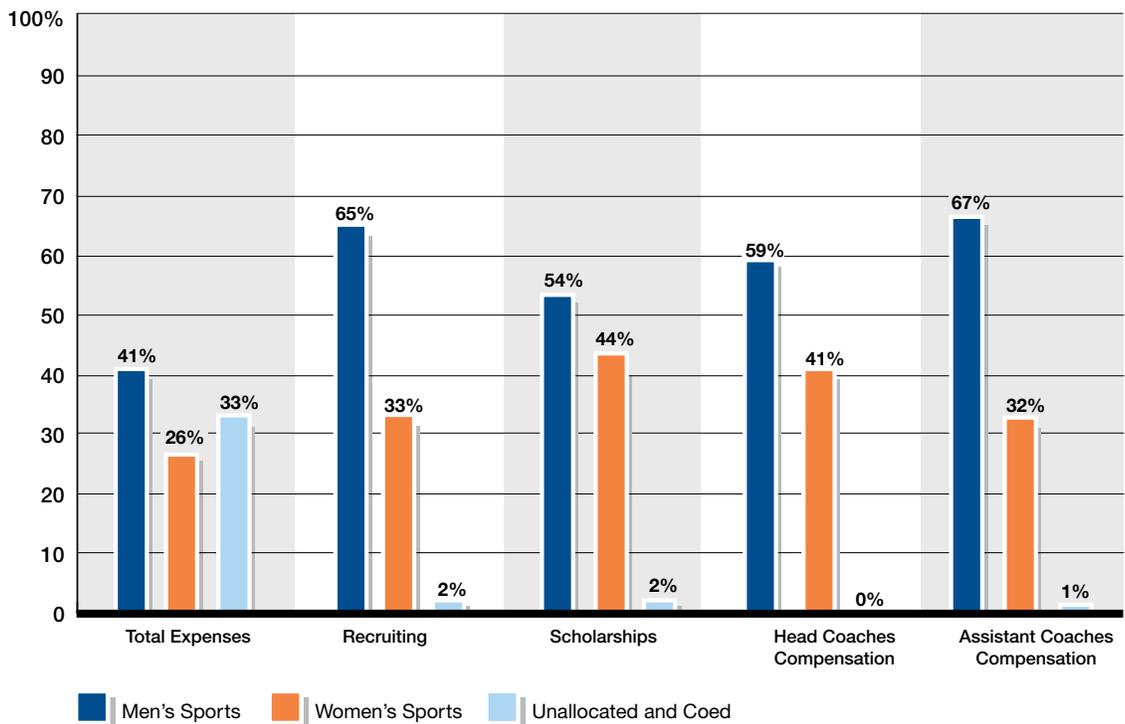
Source: NCAA Financial Reporting System



Allocation of Resources: Division I - FCS

Resource allocations at Division I FCS schools feature less of a gap between men's and women's athletics programs than at FBS schools, but median expenditures still favor male athletes by double digits in all areas.

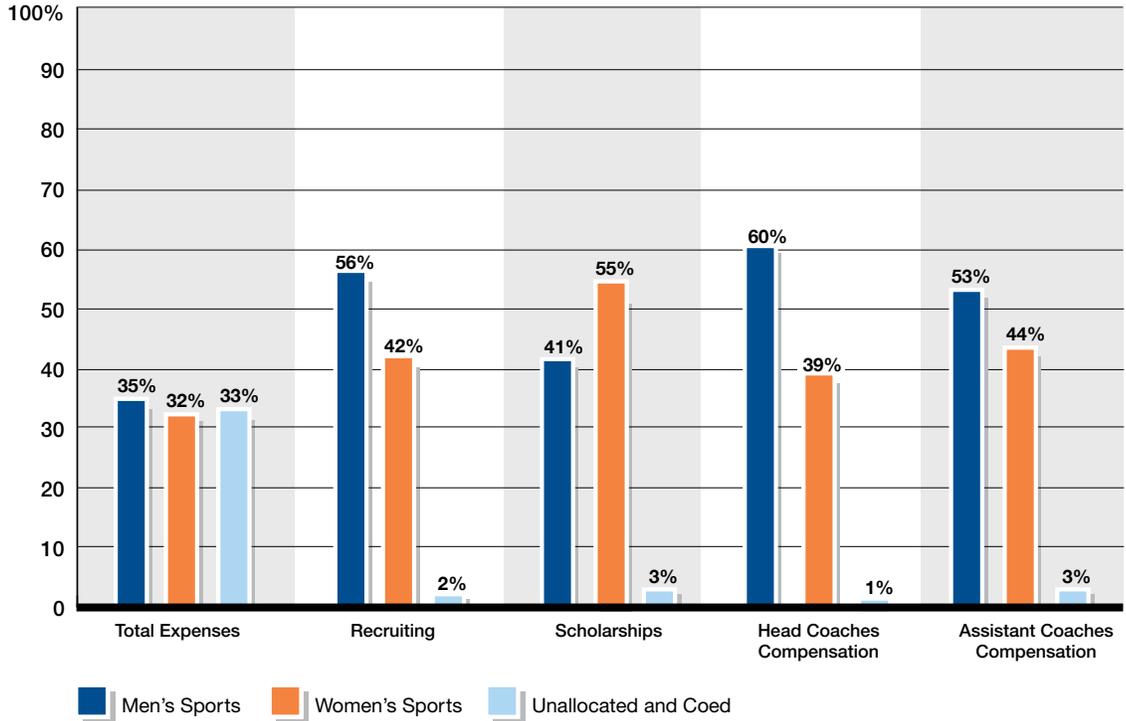
Source: NCAA Financial Reporting System



Allocation of Resources: Division I - Non-Football

Division I athletics programs without football have more gender-equitable total expenses than any other type of NCAA athletics program. Median expenditures for scholarships are greater for female student-athletes than male student-athletes.

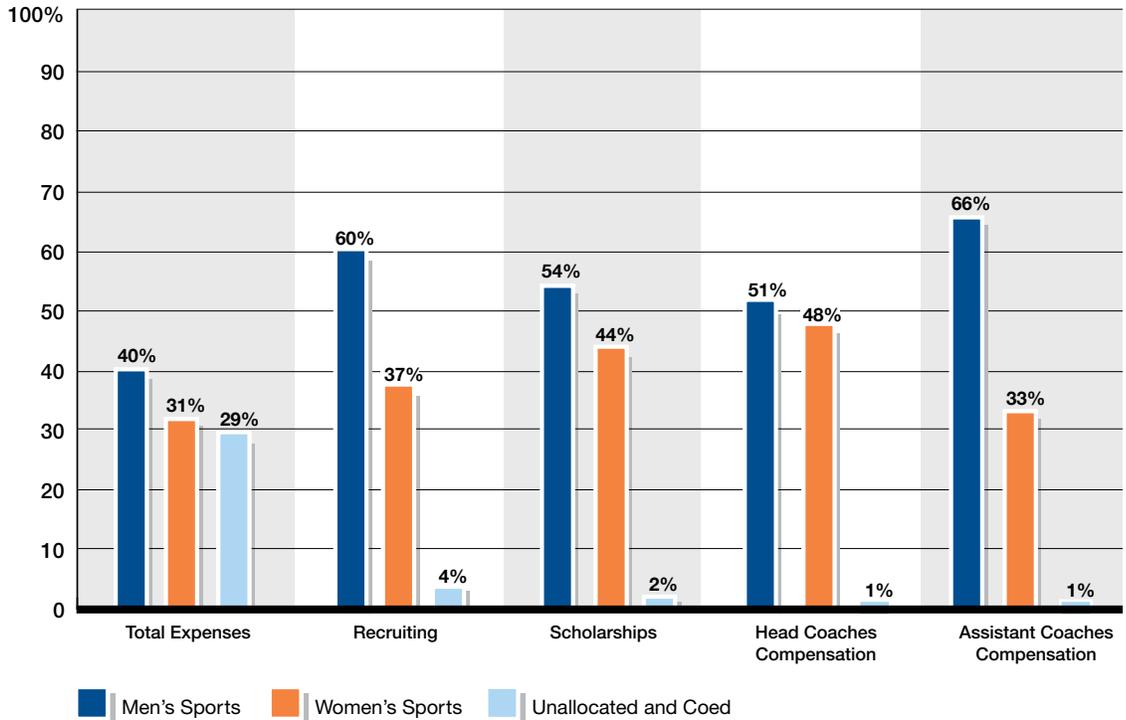
Source: NCAA Financial Reporting System



Allocation of Resources: Division II

Division II athletics programs allocate more resources for men in each category, but they provide the most equitable compensation for head coaches of the three divisions.

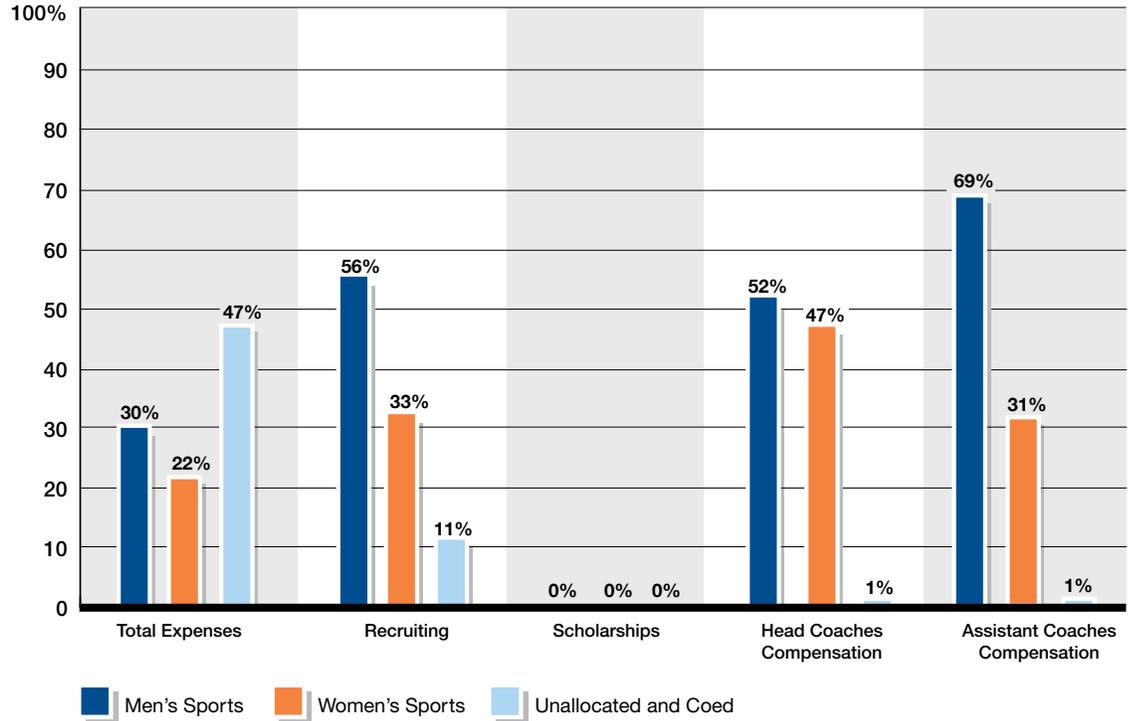
Source: NCAA Financial Reporting System



Allocation of Resources: Division III

Division III athletics programs provide the most overall equitable spending on men's and women's sports.

Source: NCAA Financial Reporting System

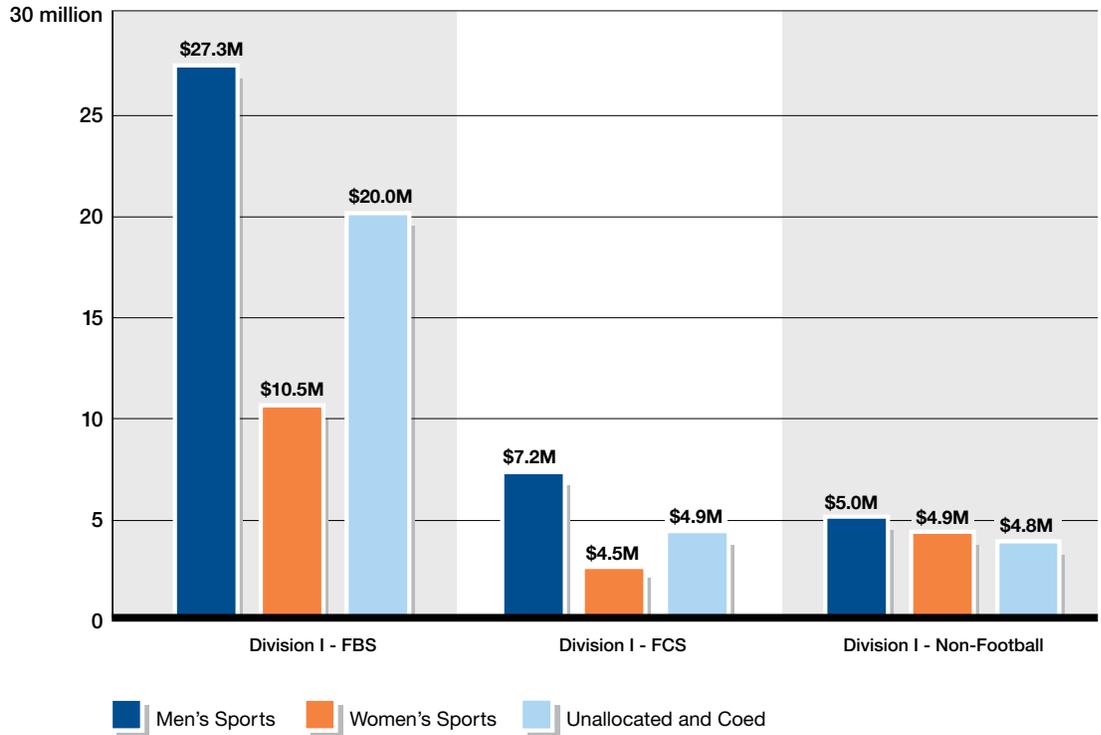


The second half of the Allocation of Resources section focuses on the dollar amount of median total expenses for men’s and women’s athletics programs in each NCAA division, including a longitudinal view of expenditures. Additionally, this section presents the median expense for a male and female student-athlete in each of the NCAA divisions.

Median Total Expenses in Athletics Programs: Division I

At FBS institutions, the median budget for the men’s athletics program is more than 2.5 times the budget for the women’s athletics program.

Source: NCAA Financial Reporting System

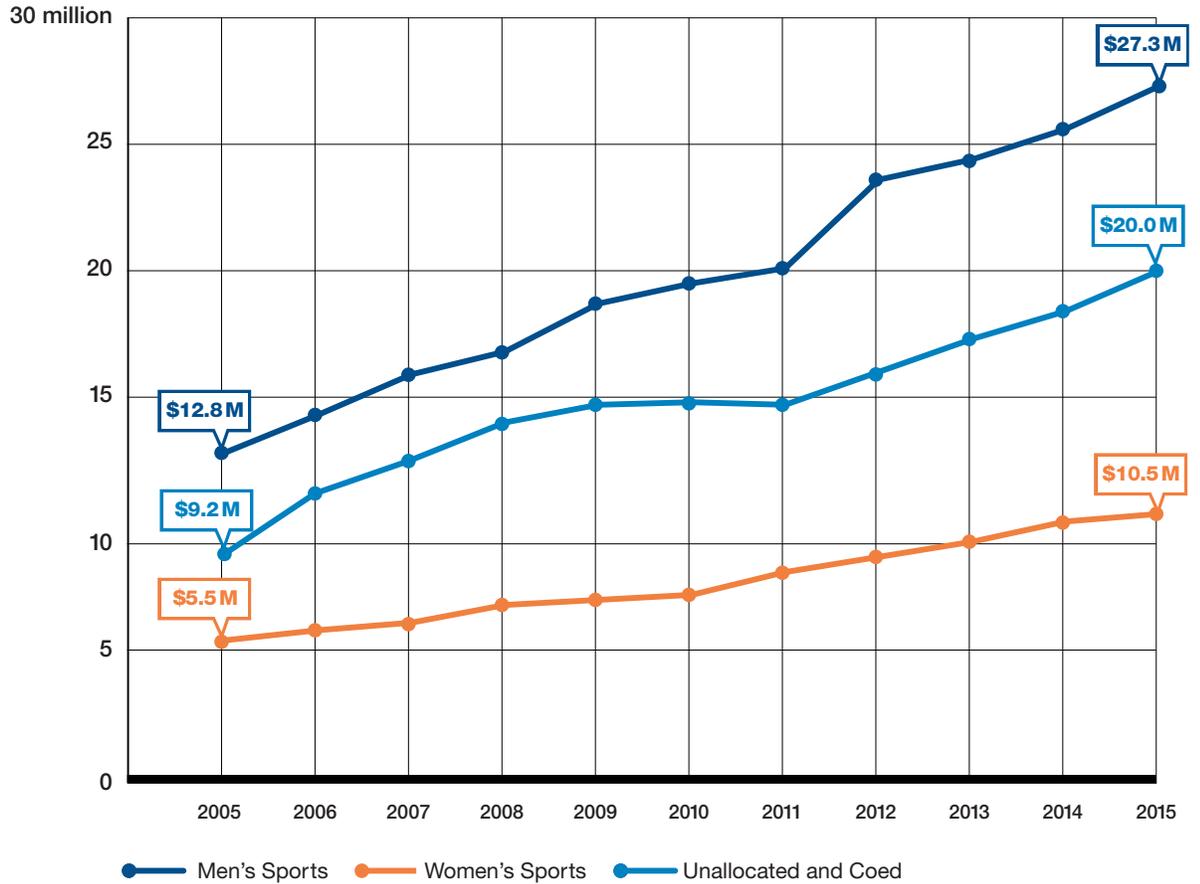


A longitudinal view of athletics department median total expenses depicts how spending on men’s and women’s programs has increased significantly over the past 10 years in all divisions.

Median Total Expenses: Division I FBS

Division I FBS athletics programs have the largest spending gap between men’s and women’s athletics programs.

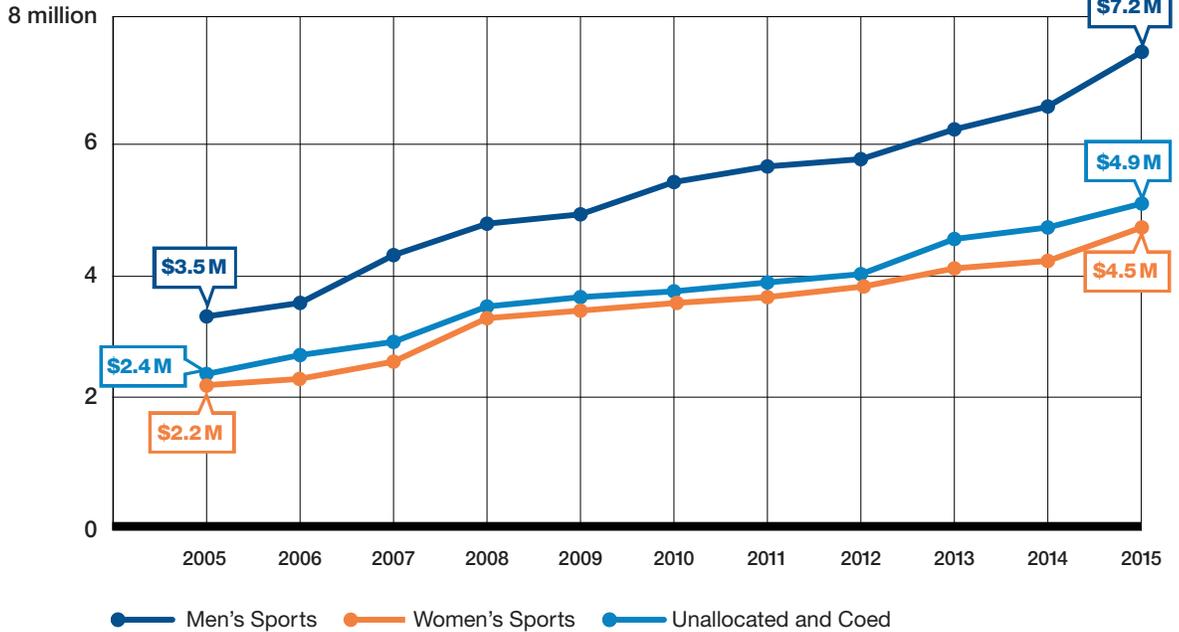
Source: NCAA Financial Reporting System



At Division I FCS institutions, the median spending gap between men’s and women’s sports is \$2.7 million. The smallest spending gap in any division occurs at Division I Non-Football institutions, which spend \$100,000 more on men’s sports than women’s.

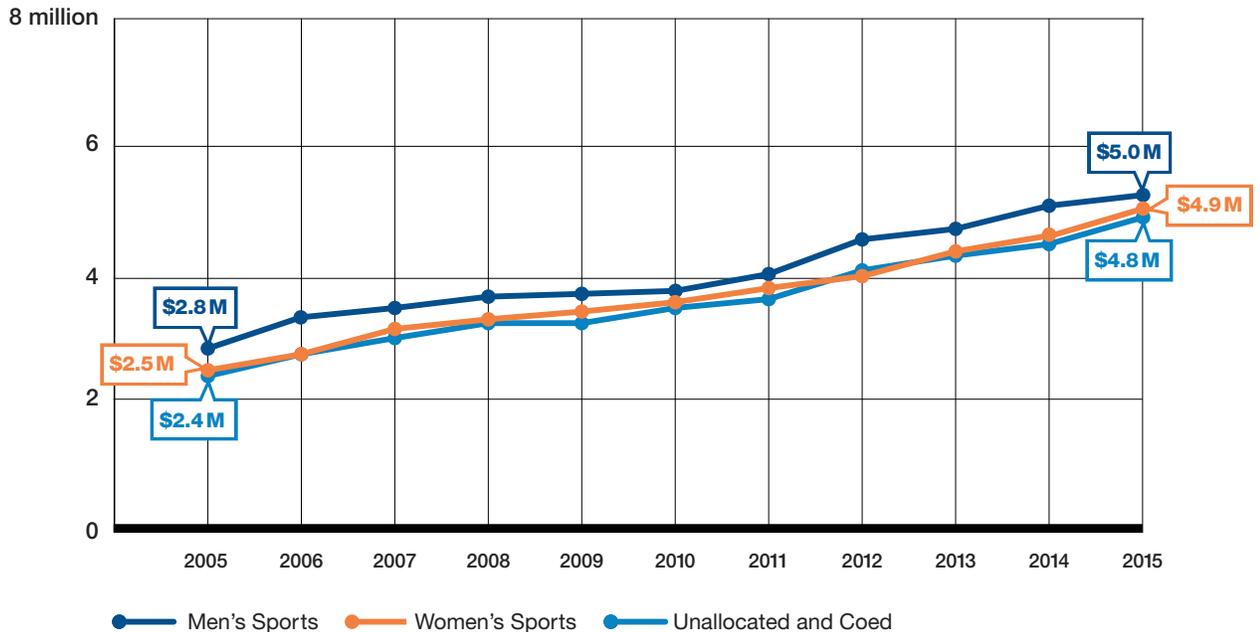
Median Total Expenses: Division I FCS

Source:
NCAA
Financial
Reporting
System



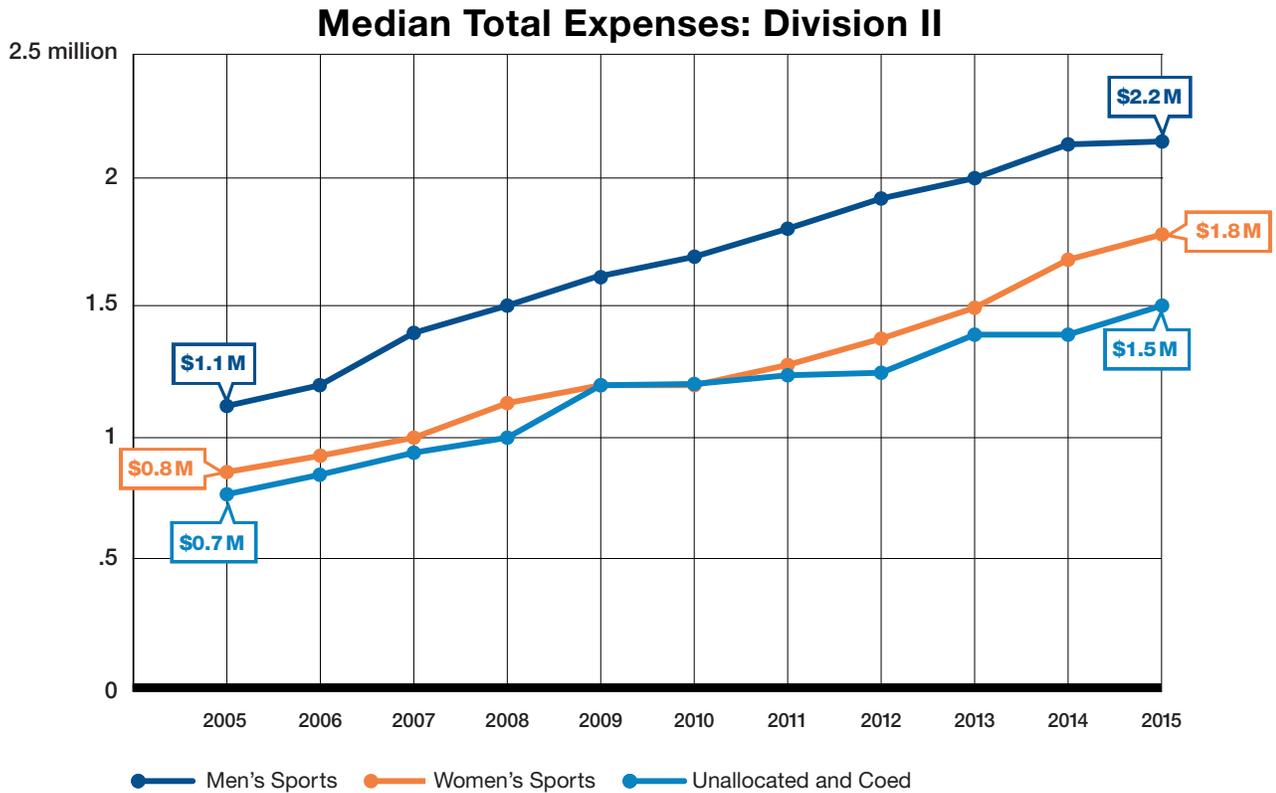
Median Total Expenses: Division I Non-Football

Source:
NCAA
Financial
Reporting
System

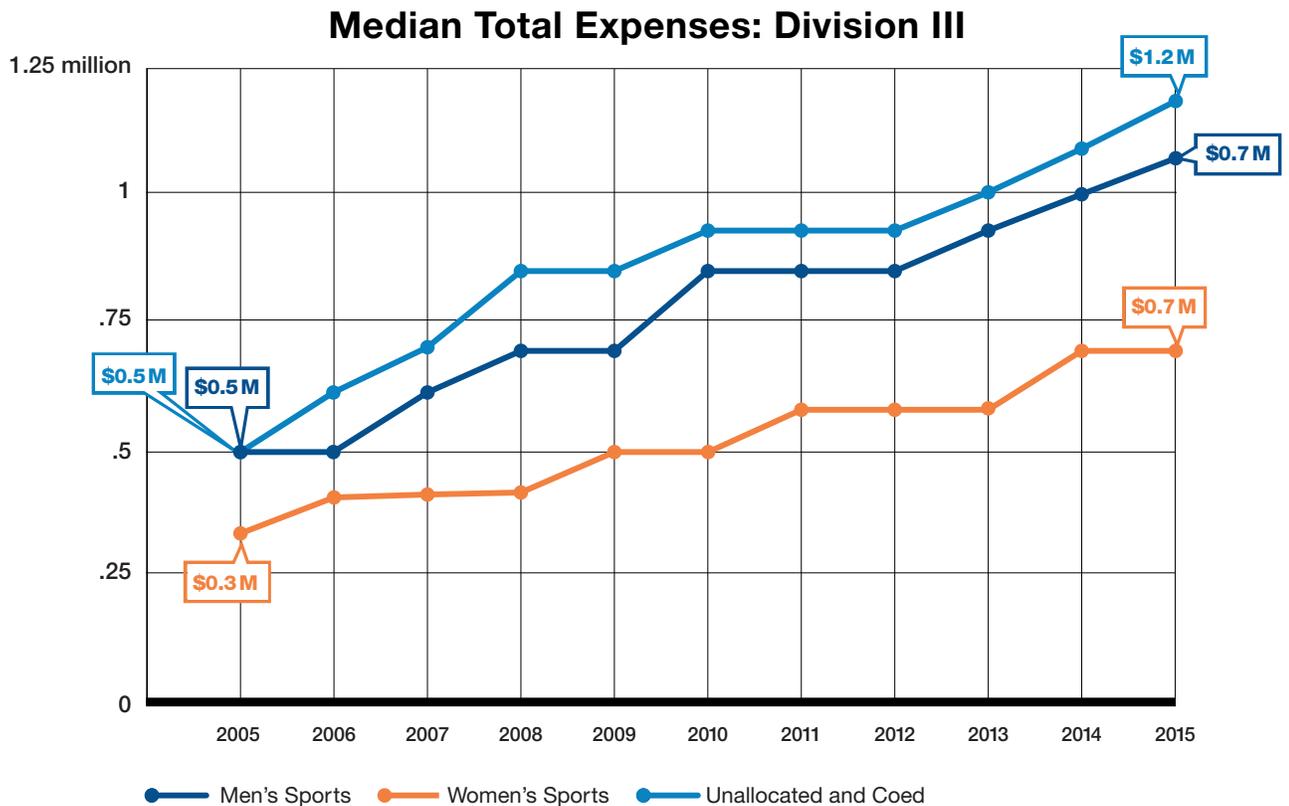


In Divisions II and III, expenses for men’s and women’s athletics programs have more than doubled in the past 10 years.

Source:
NCAA
Financial
Reporting
System



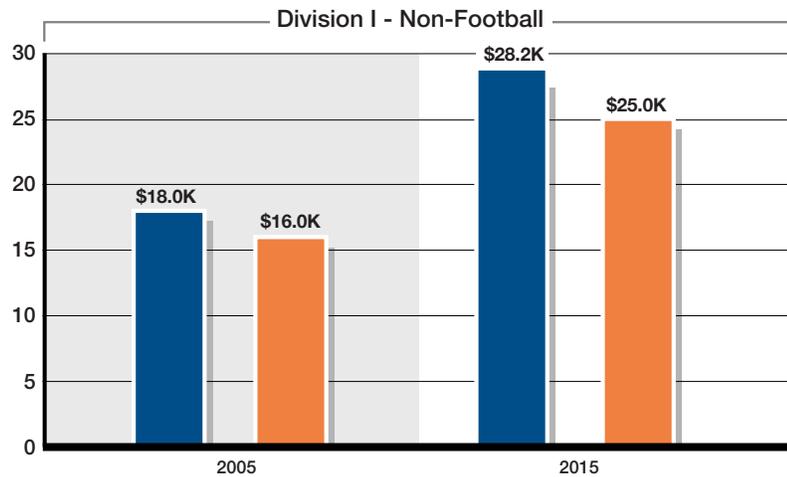
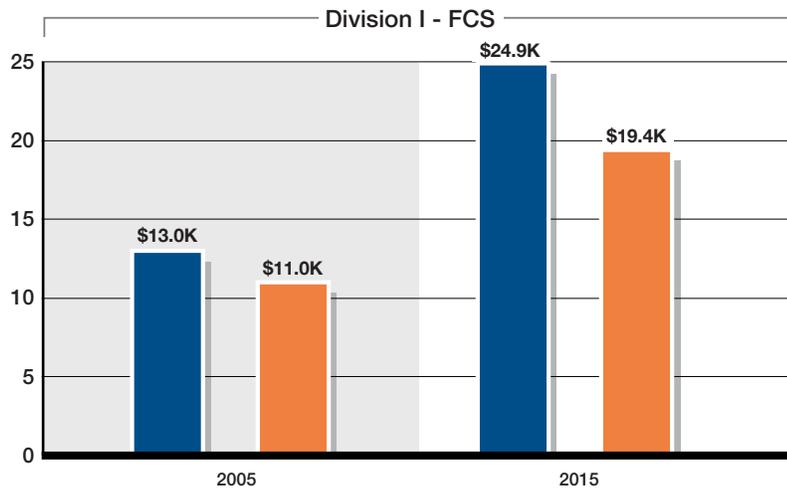
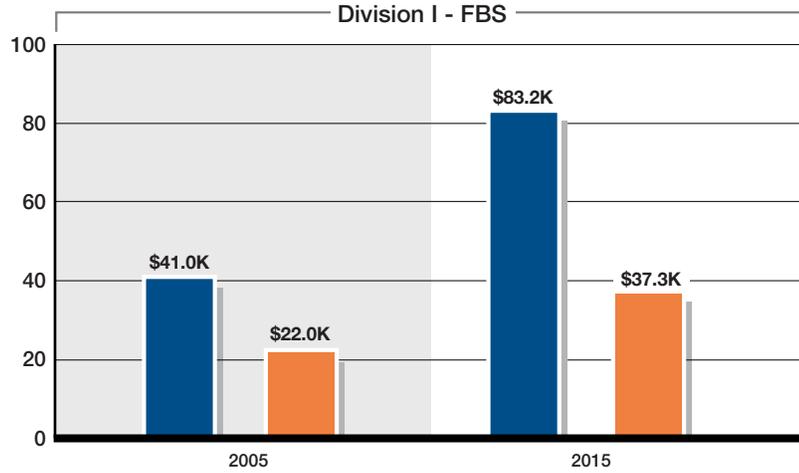
Source:
NCAA
Financial
Reporting
System



Median Expenses Per Athlete: Division I

Division I FBS institutions spend more than twice as much on each male student-athlete than on each female student-athlete. Expenditures for each male and female athlete are more balanced in the Division I FCS and Division I institutions without football.

Source: NCAA Financial Reporting System

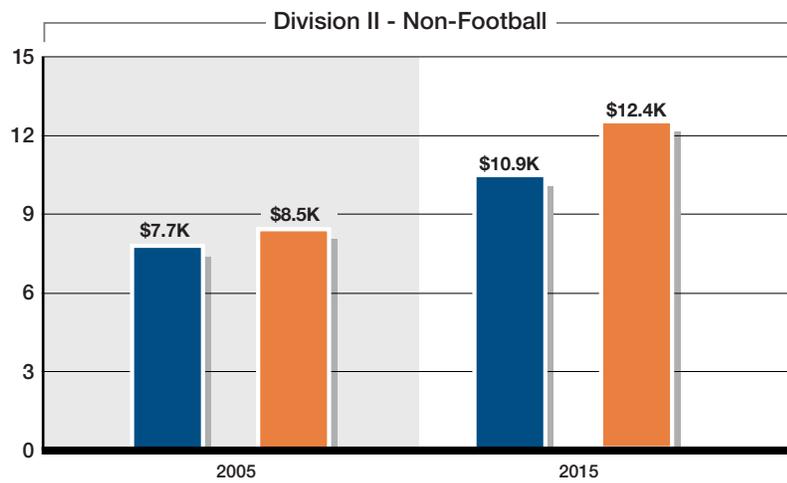
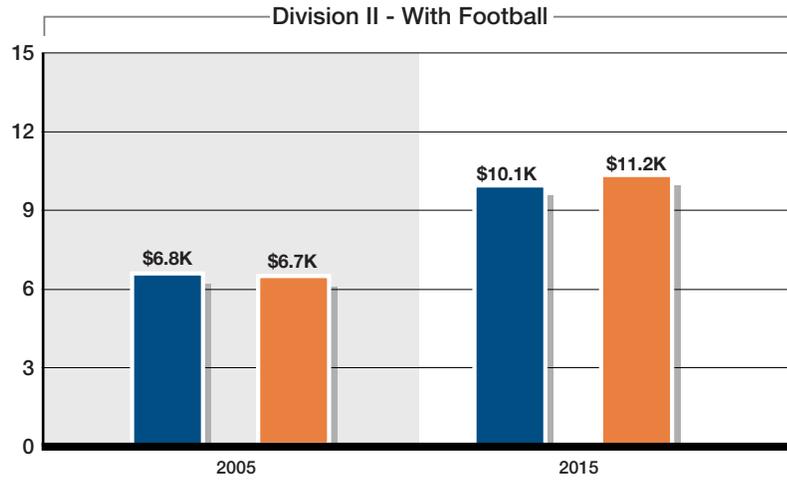


Men's Program Women's Program

Median Expenses Per Athlete: Division II

Division II expenditures indicate higher spending on each female athlete: \$1,100 more for institutions with football and \$1,500 more for those with no football.

Source: NCAA Financial Reporting System

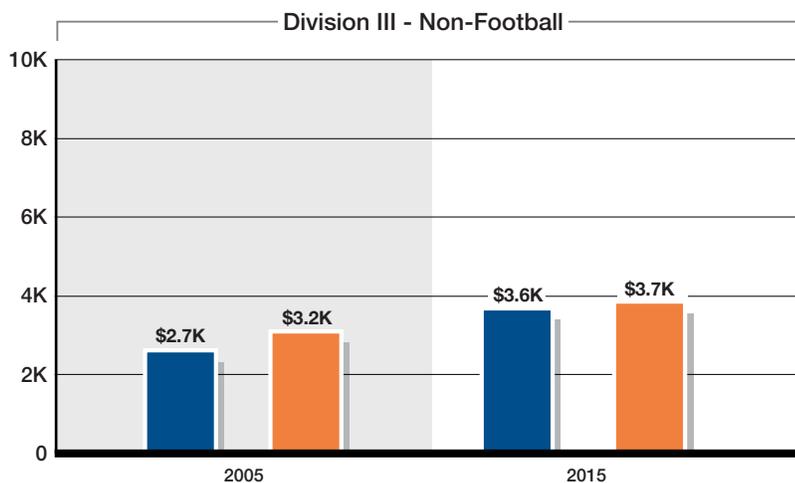
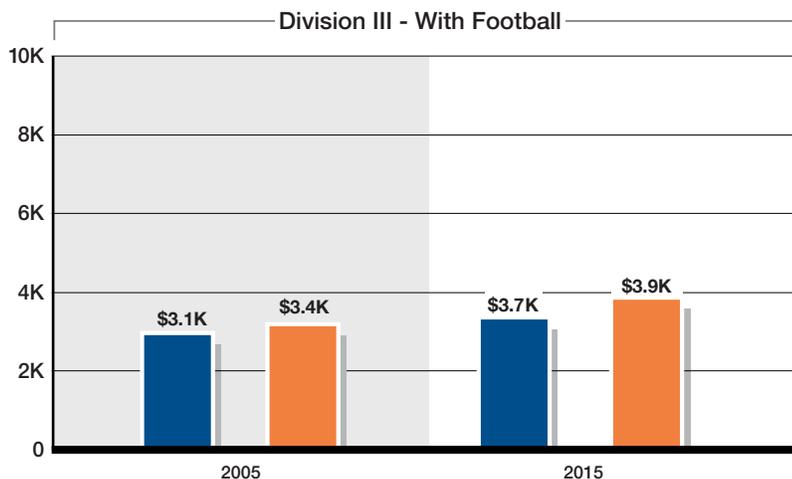


■ Men's Program ■ Women's Program

Median Expenses Per Athlete: Division III

Division III follows the same trend as Division II. Expenses per athlete slightly favor women with \$200 more spent on female student-athletes at schools that have football and \$100 more at schools that do not have football.

Source: NCAA Financial Reporting System



Men's Program Women's Program



Leadership
Positions

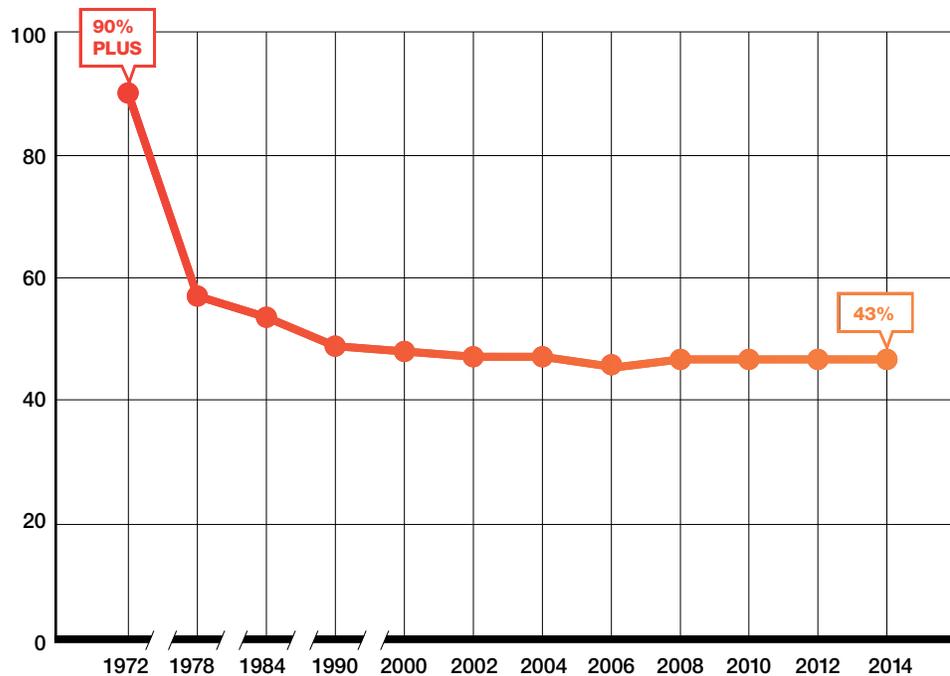
R. Vivian Acosta, Ph.D., and Linda Jean Carpenter, Ph.D., professors emeritae at Brooklyn College, had the foresight and wisdom to begin collecting information on women in intercollegiate athletics in 1977. The result is a longitudinal, national study (1977-2014) that Acosta and Carpenter updated every two years by requesting data from the senior woman administrator at every NCAA school. The bar graph below illustrates the steadily declining number of female head coaches for women’s teams. By the late 1980s, there were more male head coaches of women’s teams than female head coaches, a trend that has continued over the past 30 years.

Acosta and Carpenter’s Longitudinal Study Percentage of Women’s Teams Coached by Females

When Title IX was passed, women’s teams were coached almost exclusively by females.

This number of women coaching women steadily declined after 1972, reaching an all-time low of 42.4 percent in 2006, but rising slightly to 43.4 by 2014.

Source: Acosta R.V. & Carpenter, L.J. “Women in Intercollegiate Sport. A Longitudinal, National Study, Thirty-Five Year Update, 1977-2012.” Unpublished Manuscript. Available for downloading at www.acostacarpenter.org



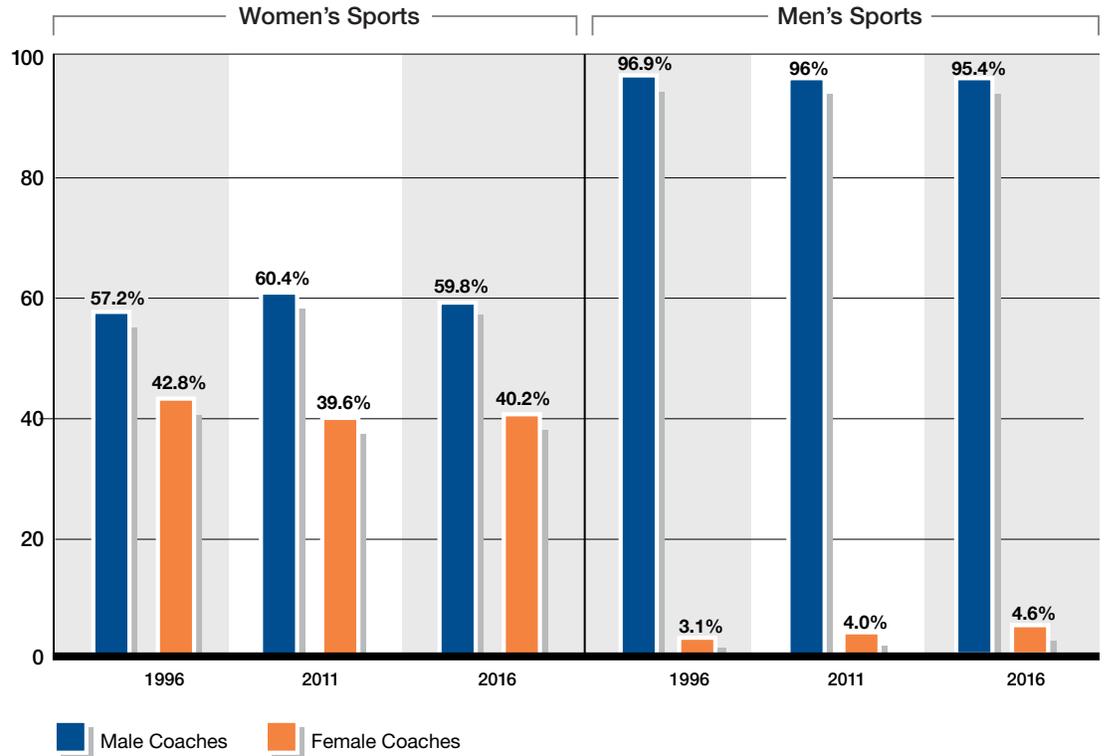
Note: Before the 1981-82 academic year, when the NCAA began sponsoring women’s sports, numbers were collected from the Association for Intercollegiate Athletics for Women.

Head Coaches by Gender

According to NCAA data, 60 percent of women’s teams are now coached by men.

While men are coaching women’s teams in high numbers, only 4.6 percent of men’s teams are coached by women, an increase of 1.5 percent over 20 years.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

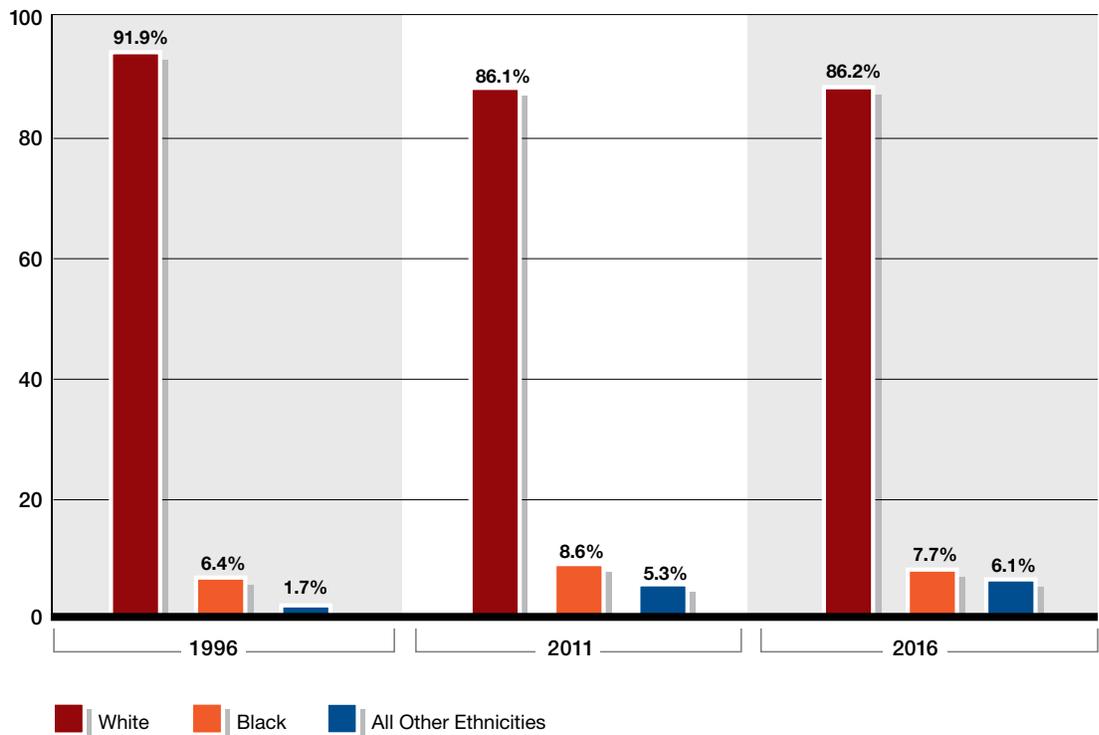


Female Head Coaches of Women’s Teams by Ethnicity

Over the past five years, there has been no improvement in the percentage of minority women who are head coaches of women’s teams.

The percentage of black female head coaches has decreased by nearly a percentage point.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

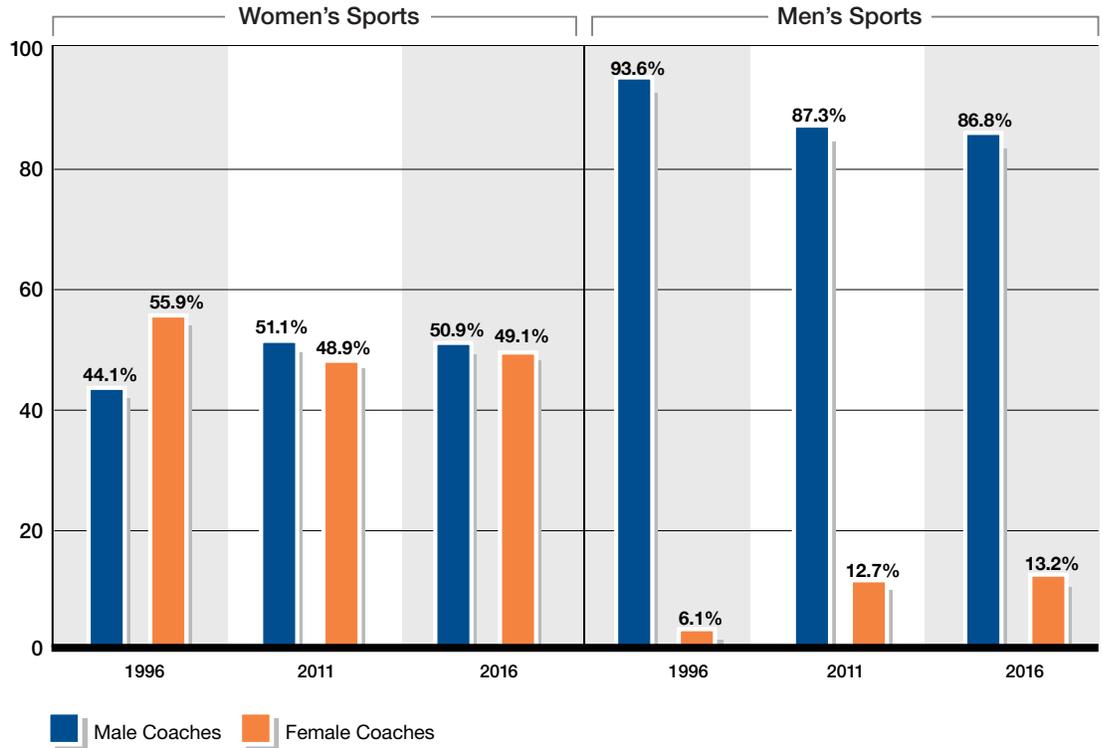


Assistant Coaches by Gender

The trend of the past five years continues, with more men than women serving as assistant coaches of women's teams.

Female assistants for men's teams have doubled over the past 20 years, but are at only 13.2 percent.

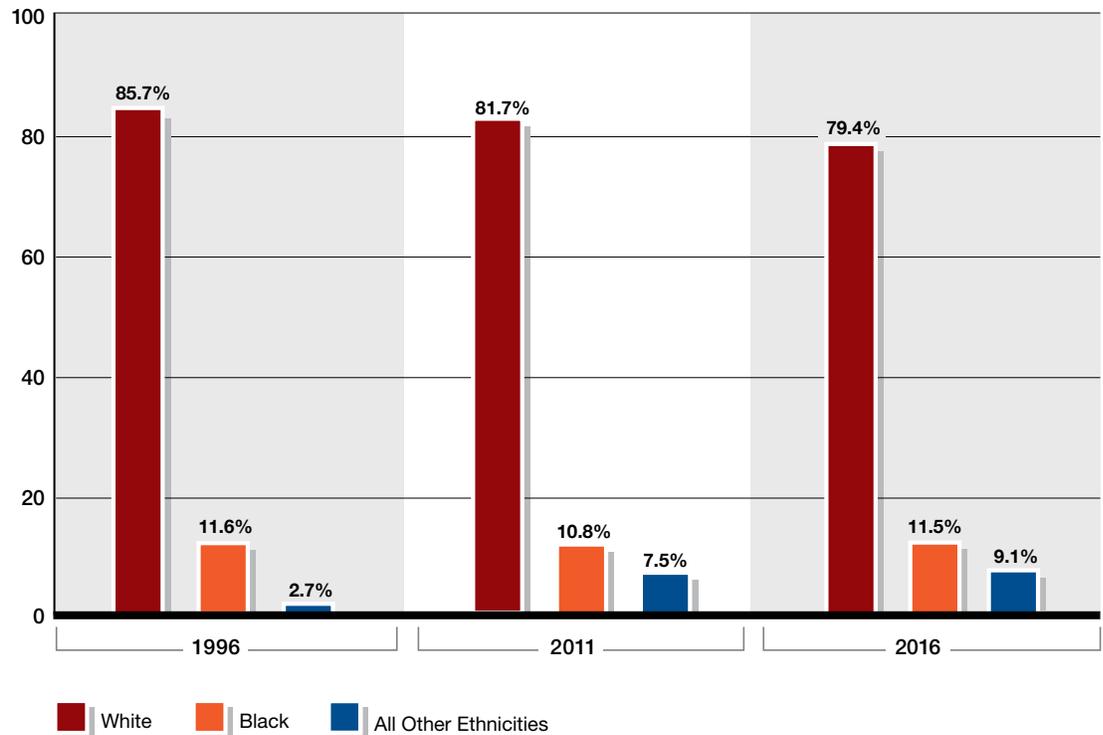
Source: NCAA Sport Sponsorship, Participation and Demographics Search



Female Assistant Coaches of Women's Teams by Ethnicity

The percentage of minority female assistant coaches of women's teams is over 20 percent, increasing by more than two percentage points in the past five years. However, since 2011, the percentage of black female assistant coaches has slightly decreased.

Source: NCAA Sport Sponsorship, Participation and Demographics Search



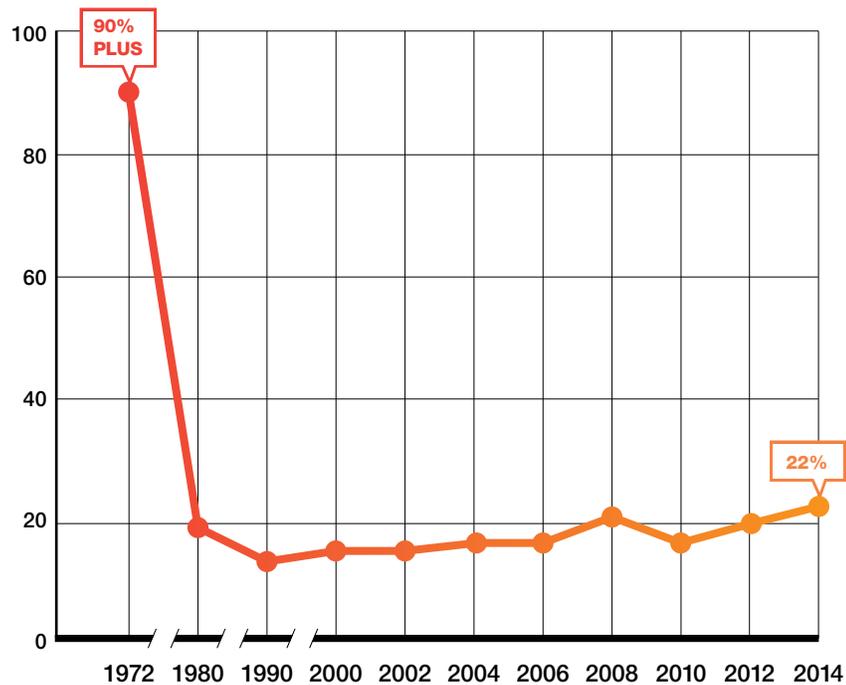
In addition to presenting data about coaching, Acosta and Carpenter's longitudinal study also provides data about athletics administration, which reveal a large and immediate decline in the number of female athletics directors by the end of Title IX's first decade. Since 1980, the percentage of female athletics directors has hovered below 20 percent, exceeding that number only twice — in 2008 and 2014. According to Acosta and Carpenter, female athletics directors were distributed across the three NCAA divisions in 2014 in this way: Division I, 10.6 percent; Division II, 23.2 percent; and Division III, 30.3 percent.

Acosta and Carpenter's Longitudinal Study Percentage of Female Athletic Directors

More than 90 percent of athletics directors for women's programs were female when Title IX was passed.

That percentage dropped drastically by 1980 and has remained at or just below 20 percent for combined men's and women's departments.

Source: Acosta R.V. & Carpenter, L.J. "Women in Intercollegiate Sport. A Longitudinal, National Study, Thirty-Five Year Update, 1977-2012." Unpublished Manuscript. Available for downloading at www.acostacarpenter.org



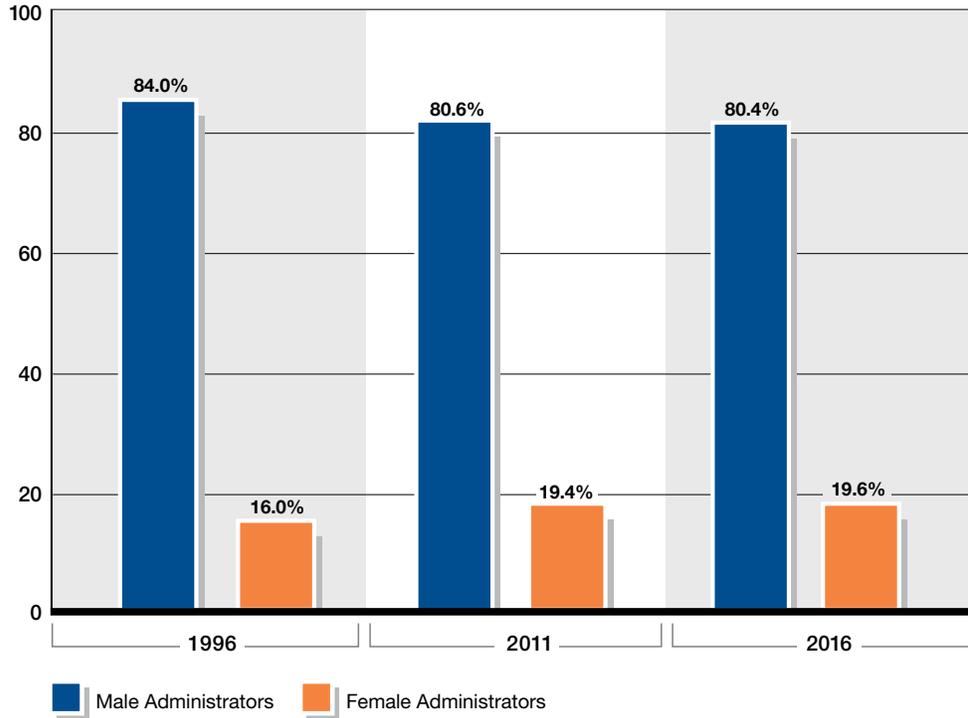
Note: Before the 1981-82 academic year, when the NCAA began sponsoring women's sports, numbers were collected from the Association for Intercollegiate Athletics for Women.

Administrators by Gender: Directors of Athletics

NCAA data indicates that 19.6 percent of athletics directors were women in 2015-16, holding 222 of the 1,135 positions.

Since 1995-96, female athletics directors have increased by 3.6 percentage points.

Source: NCAA Sport Sponsorship, Participation and Demographics Search



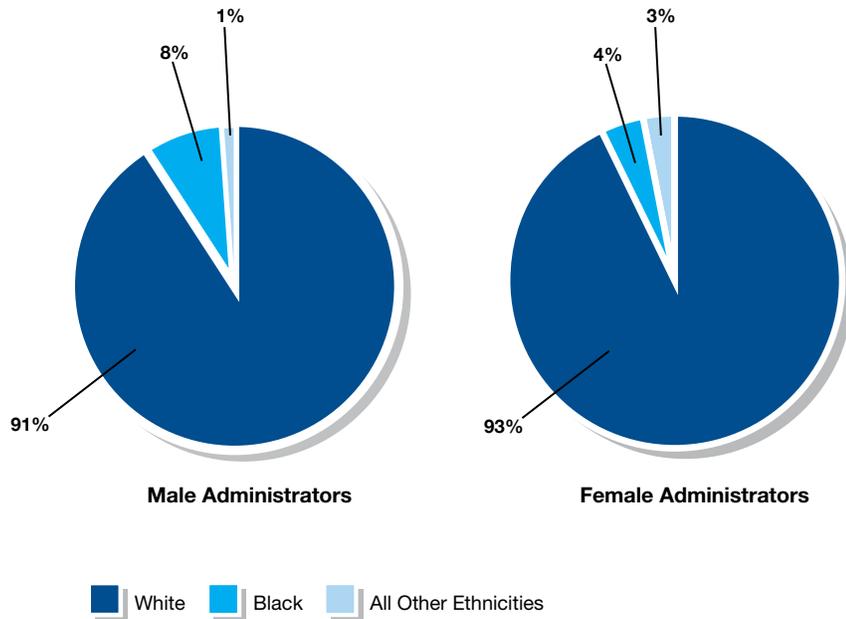
Directors of Athletics by Race/Ethnicity: 1996

These pie charts show the percentage of minority athletics directors at NCAA institutions in 1995-96 to 2015-16.

The percentage of male minority athletics directors has increased from 9 to 14 percent in 20 years.

Female minority athletics directors experienced an increase from 7 to 13 percent from 1996 to 2016.

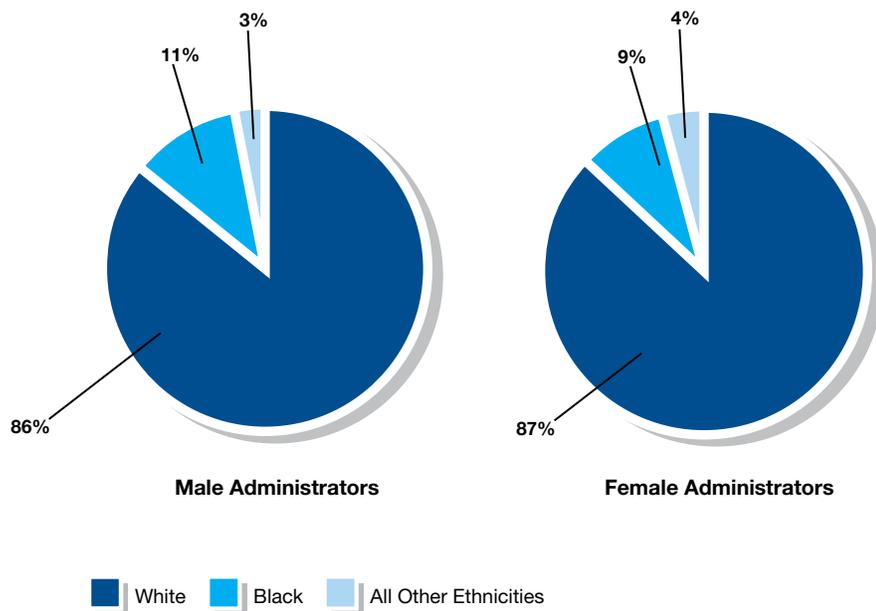
Source: NCAA Sport Sponsorship, Participation and Demographics Search



Directors of Athletics by Race/Ethnicity: 2016

In 2015-16, there were 126 total minority male athletics directors and 28 total minority female athletics directors at NCAA schools.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

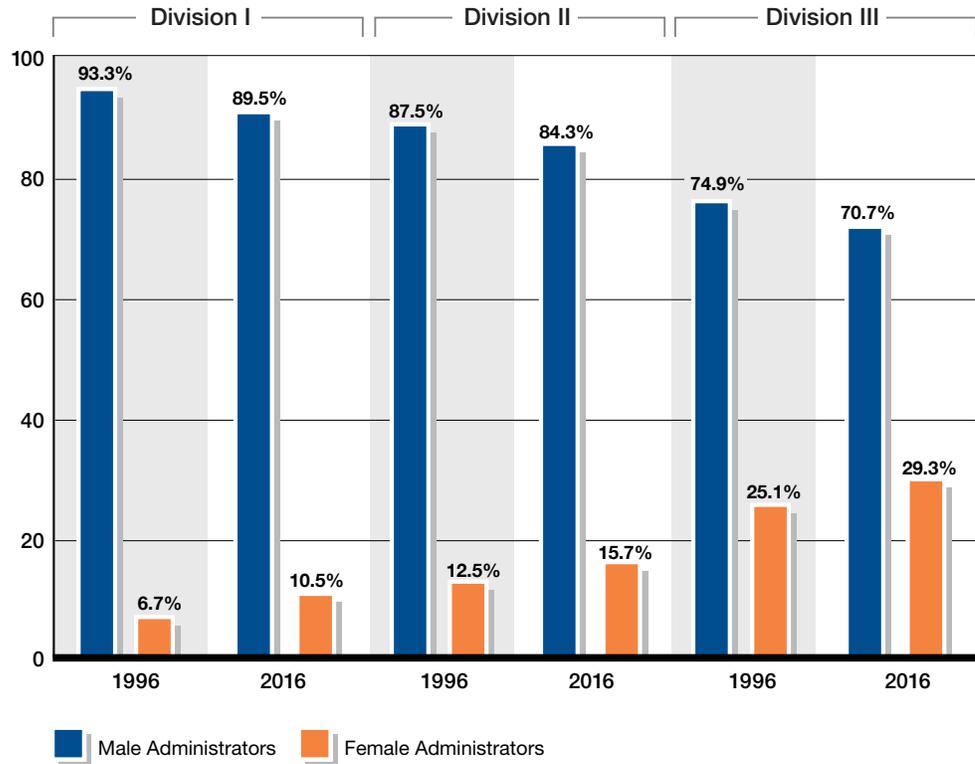


Administrators By Division and Gender: Directors of Athletics

Athletics director data from 1995-96 compared to 2015-16 show that women have made modest advances in attaining athletics director positions.

The most opportunities for female athletics directors are available in Division III (29 percent).

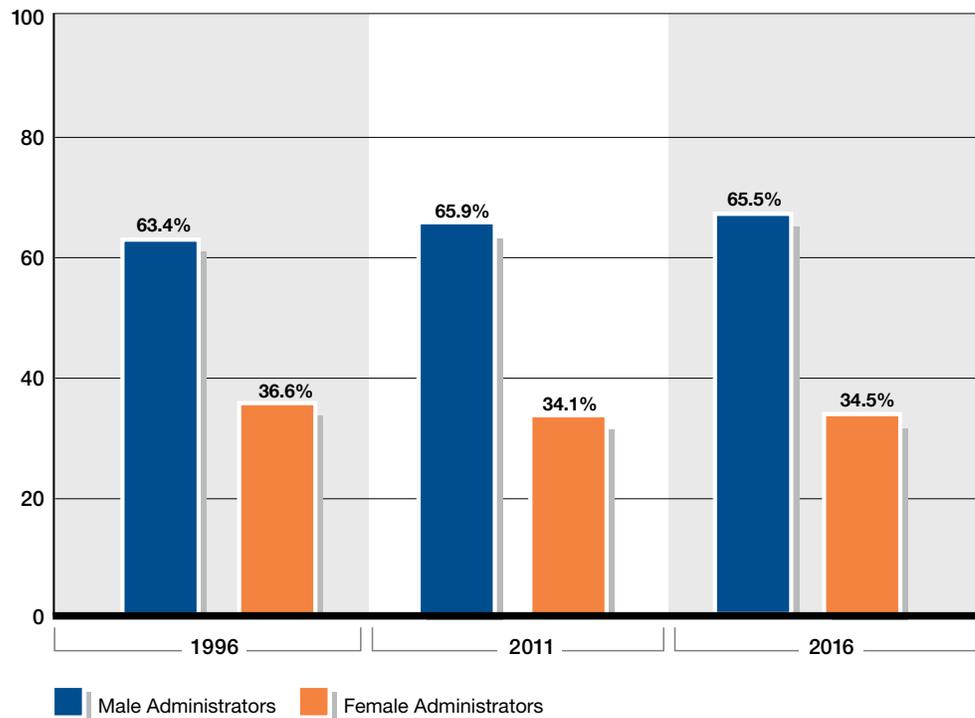
Source: NCAA Sport Sponsorship, Participation and Demographics Search



Administrators By Division and Gender: Associate Directors of Athletics

Women's opportunities to be associate athletics directors have remained at around 34% over the past five years. This is actually 2 percentage points less than 20 years ago.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

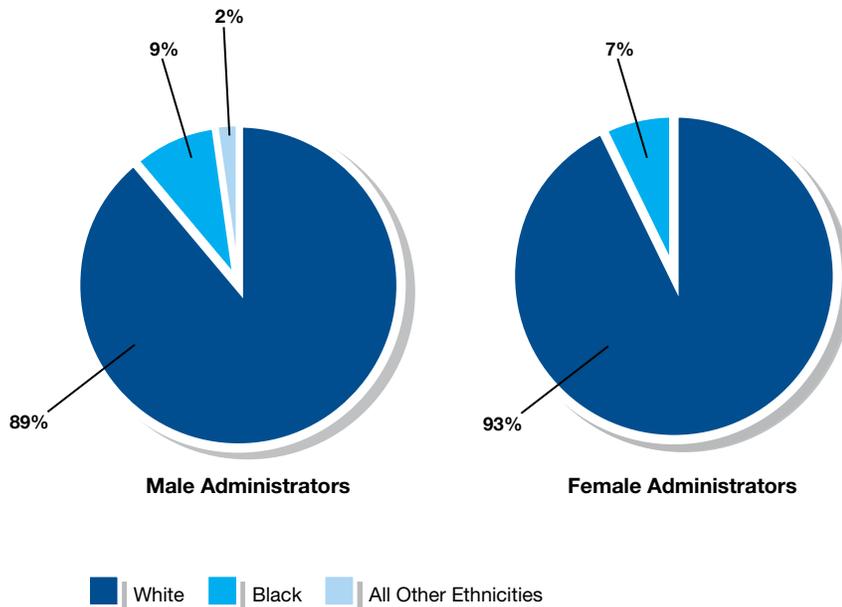


Associate Directors of Athletics by Race/Ethnicity: 1996

These pie charts show the percentage of minority associate athletics directors at NCAA institutions in 1995-96 and 2015-16.

Male minorities have gained 2 percent more of the total positions for men, with black males experiencing no increase in the past 20 years.

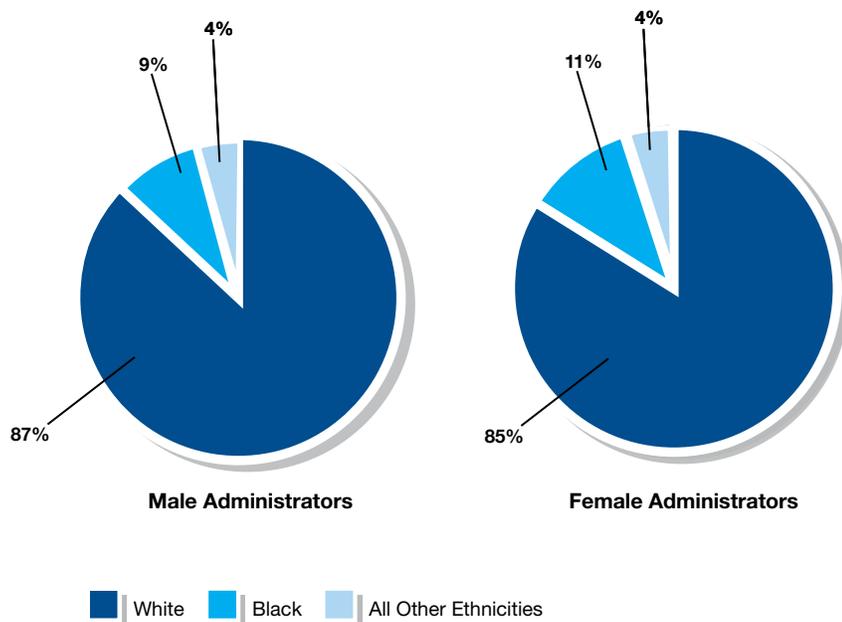
Source: NCAA Sport Sponsorship, Participation and Demographics Search



Associate Directors of Athletics by Race/Ethnicity: 2016

Minority women in associate athletics director positions have increased by 9 percentage points since 1995-96.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

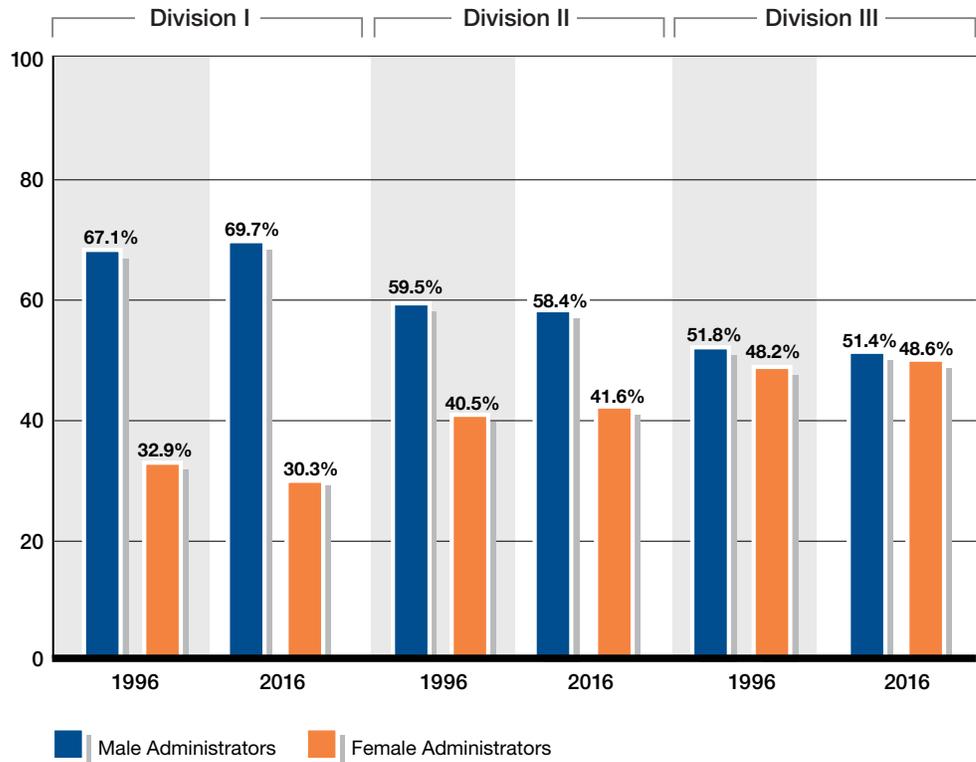


Administrators by Division and Gender: Associate Directors of Athletics

In Division I, the gap between the percentage of male and female associate athletics directors has widened by 2.6 percentage points in favor of men over the past 20 years.

Division II and Division III percentages of female associate athletics directors have improved slightly.

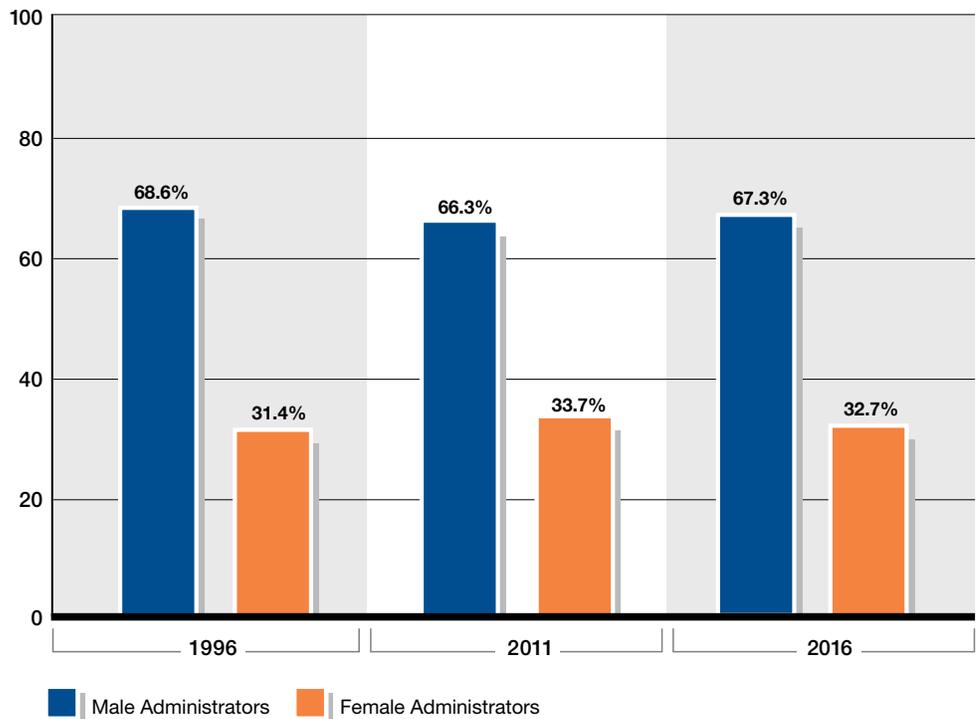
Source: NCAA Sport Sponsorship, Participation and Demographics Search



Administrators by Division and Gender: Assistant Directors of Athletics

The percentage of female assistant athletics directors has decreased by 1 percent over the past five years, and the percentage has remained stagnant for 20 years.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

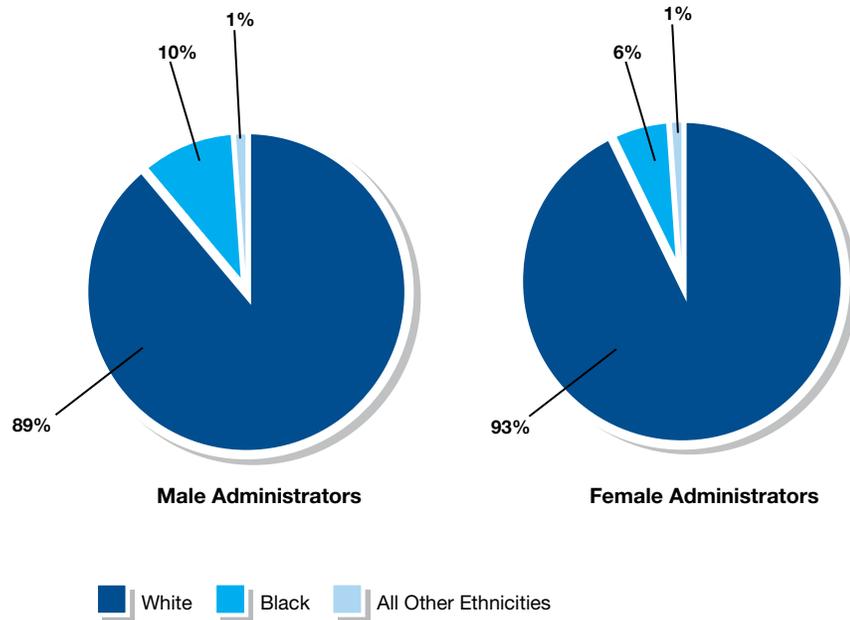


Assistant Directors of Athletics by Race/Ethnicity: 1996

These pie charts depict the percentage of assistant athletics directors at NCAA institutions in 1995-96 and 2015-16.

While the percentage of male minority assistant athletics directors has increased by 4 points, the percentage of black men in these positions has slightly declined.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

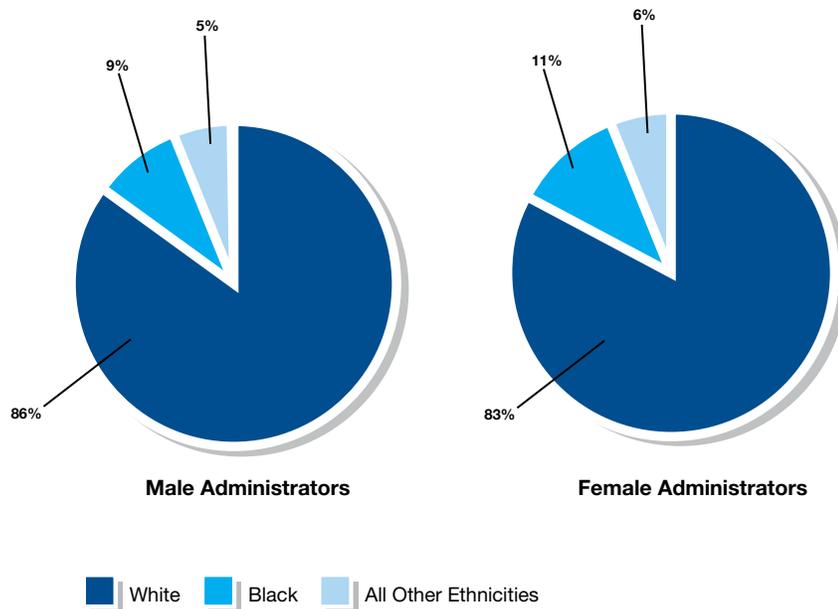


Black women in assistant athletics directors positions have increased by 5 percentage points since 1995-96.

Minority women hold 17 percent of the assistant athletics directors positions at NCAA schools.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

Assistant Directors of Athletics by Race/Ethnicity: 2016

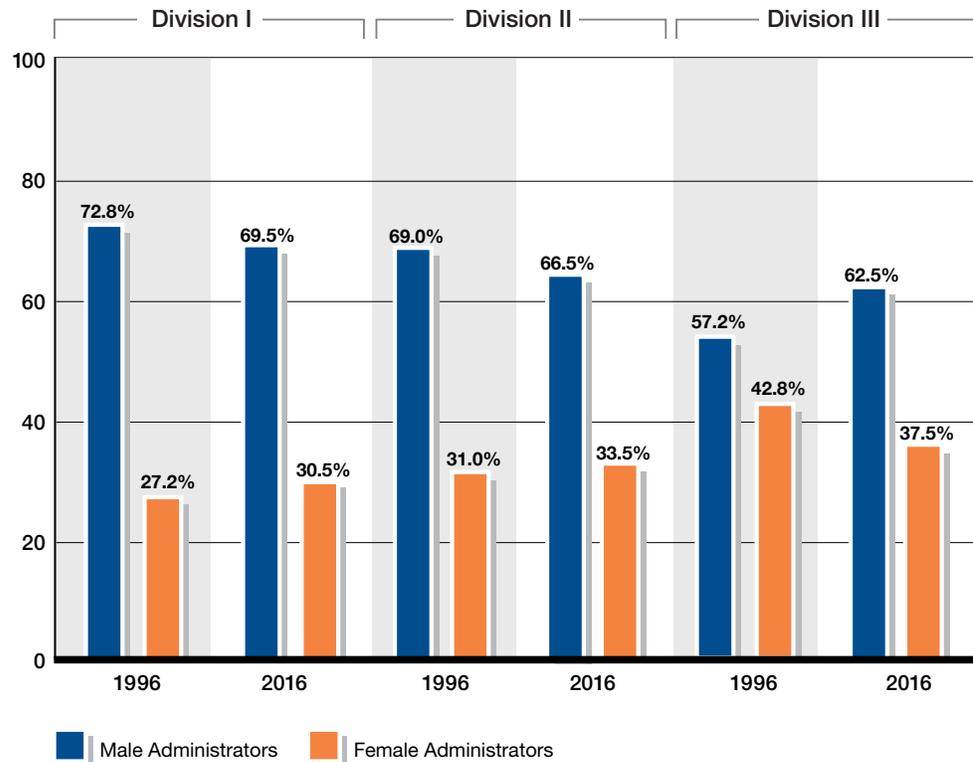


Administrators by Division and Gender: Assistant Directors of Athletics

In Division I and Division II, women in assistant athletics directors positions increased by 3.3 and 2.5 percentage points over the past 20 years.

In Division III, there has been a decrease of 5.3 percentage points.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

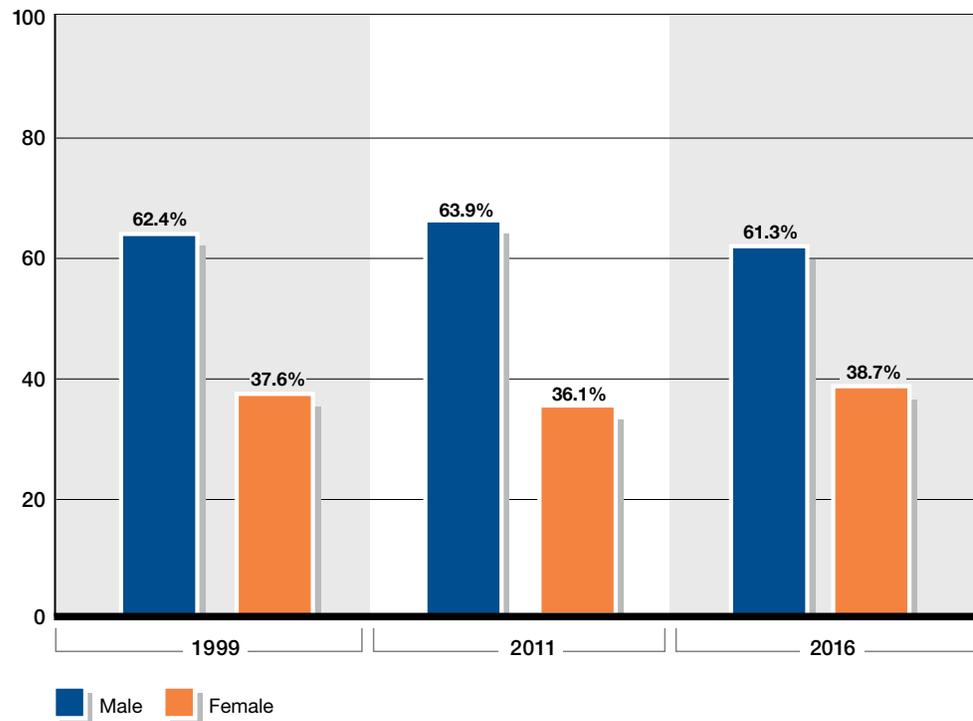


Conference Personnel by Gender

This chart includes all conference personnel (13 positions) from commissioners to conference secretaries.

Men hold over 60 percent of the positions in all NCAA conferences.

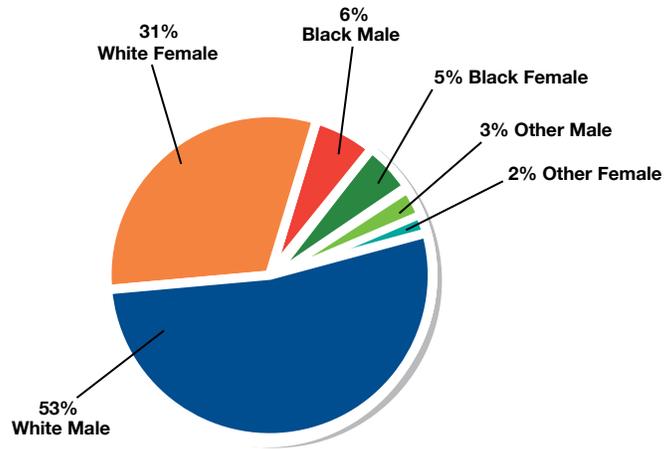
Source: NCAA Sport Sponsorship, Participation and Demographics Search



Conference Personnel by Race/Ethnicity and Gender: 2016

White men fill the majority of conference positions (53 percent). Minority women and minority men combined to fill 16 percent of these positions.

Source: NCAA Sport Sponsorship, Participation and Demographics Search

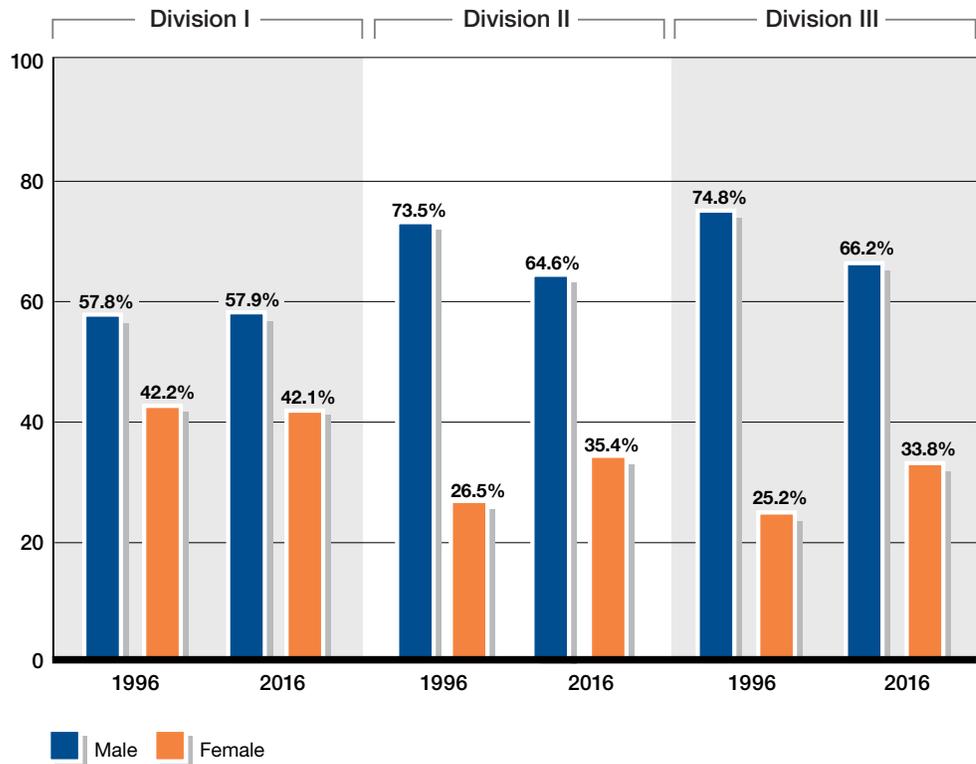


Conference Personnel by Gender and Division

For the 13 conference positions for which the NCAA collects data, Division I has the most positions held by women, although the percentage has remained at approximately 42 percent during the 2000s.

Both Divisions II and III have experienced growth of nearly nine percentage points for women in conference positions.

Source: NCAA Sport Sponsorship, Participation and Demographics Search



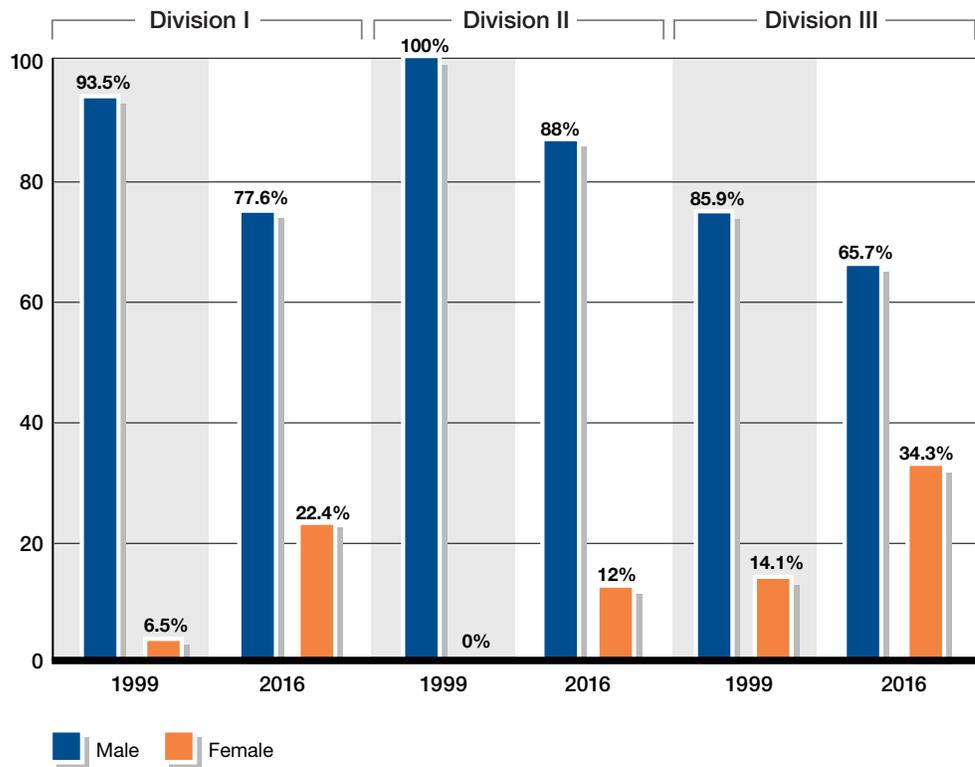
Conference Commissioners by Gender and Division

Female leaders have made strides in becoming conference commissioners in the 2000s. In 2015-16, women held 37 out of 142 commissioner jobs.

However, minority women have gained access to this opportunity only recently.

In 2015-16, there were only two minority females leading conferences.

Source: NCAA Sport Sponsorship, Participation and Demographics Search





Key Findings

Summary

PARTICIPATION

- Male and female student-athletes continue to set NCAA participation records each year; these numbers are at all-time highs. One trend to continue to monitor is the rate of growth of participation numbers by gender. In the 2000s, men's participation numbers in championship sports have slightly outpaced women's. From 2002-2016, male student-athletes gained just over 65,000 participation opportunities while female student-athletes garnered almost 58,000.
- Division I has the best participation rate for women with 46.7 percent female student-athletes and 53.3 percent male student-athletes. The gap between men's and women's participation opportunities is at double digits in favor of men in Division II (16.6 percent) and Division III (16.8 percent).
- The female student-athlete population across all NCAA Divisions is more racially and ethnically diverse in 2015-16 than it was in 2000-01. The number of minority student-athletes grew by over 6 percentage points, resulting in just over 29 percent of female intercollegiate student-athletes being minority women. The most recent data show that Division I (63.7 percent white/36.3 percent minority) has the most diversity among female student-athletes, followed by Division II (68.1 percent white/31.9 percent minority) and Division III (80.1 percent white/19.9 percent minority).

ALLOCATION OF RESOURCES

- Over the past decade, expenditures for men's and women's athletics programs have doubled in all three Divisions.
- Division I has the greatest gap in spending between men's and women's athletics programs. Analysis of median expenses indicates that Division I athletics departments are spending twice as much on their men's programs than on their women's programs with the widest gap at the Football Bowl Division (FBS).
- Division II and Division III have more equitable spending on men's and women's athletics programs than Division I. Compared to the 20 percentage point difference in median expenses at Division I, Division II has a 9 percentage point spending gap between men's and women's programs, and Division III's gap is 8.
- In 2015, Division I spent more on each male student-athlete than female student-athlete: over \$45,000 more at FBS; \$5,500 more at FCS; and \$3,200 more at Division I institutions without football. In contrast, Division II and Division III show slightly higher expenditures for each female student-athlete, results affected by the male advantage in participation opportunities.

LEADERSHIP POSITIONS

- Since Title IX was passed in 1972, the numbers of female head coaches and female athletics directors (ADs) have declined. Over the past decade, the percentage of female coaches of women's teams has leveled off at around 40, and since 1980, the percentage of female ADs has remained around 20.
- Women hold approximately 23 percent of all NCAA head coaching, athletics director, and conference commissioner positions.
- As emphasized earlier in this report, in Title IX's 45th year, there is still much progress to be made for minority women's representation in leadership positions in intercollegiate athletics. In 2015-16, 13.8 percent of female head coaches of women's teams and 12.6 percent of female athletics directors were minority women. These percentages have decreased slightly from five years ago.
- Since Title IX was passed, men have gained many opportunities to coach female student-athletes; in 2015-16, men were head coaches of 59.8 percent of women's teams. In contrast, women have experienced meager increases in opportunities to coach men,

holding only 4.6 percent of head coaching positions for men's teams.

- In 2015-16, more men (51 percent) than women (49 percent) were assistant coaches for women's teams.
- In 2015-16, women were 34.5 percent of associate athletics directors, a slightly lower percentage than 20 years ago. For assistant athletics director positions, women gained a mere 1.3 percentage point since 1996.
- In the past five years, women have outpaced men in acquiring conference commissioner positions. There were 27 female commissioners with no minority women in this role in 2010-11. In 2015-16, women are in 37 of the available 142 conference commissioners positions, including 2 minority women.



NCAA Initiatives

Ongoing NCAA Initiatives to Support Women in Intercollegiate Athletics

Several NCAA membership committee and national office-led initiatives support women's participation and leadership opportunities. These initiatives complement efforts by conferences and schools that provide quality participation opportunities for female student-athletes and hire women to be administrators and coaches.

- In January 2016, the NCAA Board of Governors issued the [Resolution Reaffirming Commitment to Cultural Diversity & Inclusiveness](#). Then in September 2016, the Board of Governors invited the presidents and chancellors at all member institutions to sign a voluntary pledge, the "[Pledge and Commitment to Promoting Diversity and Gender Equity in Intercollegiate Athletics](#)." As of June 5, 2017, 827 schools (74 percent) and 101 conferences (73 percent) had signed the pledge.
- In January 2017, the NCAA Board of Governors approved the Ad Hoc Committee to Promote Cultural Diversity and Equity to be a standing committee that will engage with diversity and inclusion issues.
- [NCAA Leadership Development](#) offers extensive programming that supports the career interests and personal growth of student-athletes and the professional development and advancement of coaches and administrators. Leadership Development has offered additional programming for women of color over the past year to support the Presidential Pledge.
- The NCAA Gender Equity Task Force presented [recommendations](#) to the Board of Governors in April 2017 that were approved with the directive that each NCAA division discuss strategies for implementation.
- The NCAA office of inclusion provided a primer on diversity and inclusion in the employment process, [NCAA Leadership Diversity and Inclusion in the Workplace: A Framework for Action](#), for campus leaders that was released at the 2017 NCAA Convention. This effort will be followed by a think tank on diversity and inclusion in the employment process in June 2017 that will bring together key stakeholders and leaders from the NCAA membership, affiliate organizations, and search firms with the goal of developing a resource for the membership.
- The NCAA office of inclusion is engaged with two research projects to support women. One is a yearlong analysis of the Senior Woman Administrator (SWA) designation, with the goal of optimizing the role at all NCAA divisions. The second project is a partnership with the University of Minnesota Tucker Center for Research on Girls and Women in Sport that seeks to identify and study the practices and cultures of athletics departments that successfully recruit, hire, and retain high numbers of women coaches.
- Members of the NCAA Minority Opportunities and Interests Committee and Committee on Women's Athletics join together to form a Women of Color Subcommittee. This subcommittee is using the results of a membership survey on barriers facing women of color in intercollegiate athletics leadership positions to develop strategies to confront these barriers.
- The office of inclusion provides grants to [Women Leaders in College Sports](#) and the [Alliance of Women Coaches](#) and partners with them to provide professional development programming for women at various stages of their athletics administration and coaching careers.
- The NCAA Committee on Women's Athletics oversees the Emerging Sports Program for Women, which includes the sports of equestrian (Divisions I and II), rugby and triathlon. The committee created a [new guide](#) to support the program in Fall 2016 with the goal of continuing to add meaningful championship opportunities for female student-athletes.
- The Division III Diversity and Inclusion Working Group created a resource entitled "[The Diverse Workforce: Recruitment and Retention Basics for Division III](#)

Athletics Departments” to support its schools’ efforts to make diversity a priority in seeking, selecting and retaining high-performing athletics administrators and coaches. In addition, Division III funds diversity grants for administrators (Strategic Alliance Matching Grant and Internship Grant). Find more information here: [ncaa.org/about/resources/inclusion/division-iii-diversity-grants](https://www.ncaa.org/about/resources/inclusion/division-iii-diversity-grants). Division III provides several professional development opportunities for female student-athletes, coaches, and administrators that are described on its [Diversity and Inclusion webpage](#).

- The Division II Presidents Council in April 2015 formally adopted an ambitious and responsible six-year strategic plan that builds upon Division II’s unique attributes and a position of fiscal strength to guide future decisions. One of Division II’s Strategic-Positioning Outcome Areas is [Diversity and Inclusion](#). Additionally, Division II offers a Governance Academy in partnership with Women Leaders in College Sports and a mentoring program for aspiring ADs, particularly women and ethnic minorities, as a part of its Strategic-Positioning Outcome Area of [Athletics Operations and Compliance](#).
- Division II also offers diversity grants (Strategic Alliance Matching Grant, Coaching Enhancement Grant and Internship Grant). Find more information here: [ncaa.org/about/resources/inclusion/division-ii-diversity-grants](https://www.ncaa.org/about/resources/inclusion/division-ii-diversity-grants).

MOVING FORWARD

Title IX’s 45th anniversary is a milestone that offers the opportunity to ask important questions: Are we succeeding at providing equitable intercollegiate athletics participation opportunities for women and men; at using resources to create equitable experiences for all student-athletes; and at hiring and retaining diverse leaders who reflect the demographics of the student-athlete population and serve as impactful role models? This report shows that while some progress has been made, there remains much work to do. The NCAA will continue to lead initiatives such as those listed above that support and complement the work being carried out by membership schools and conferences. Achieving an equitable and inclusive experience for student-athletes and all who teach and lead them will require an ongoing and proactive commitment by the NCAA national office and the membership.



Supporting student-athlete success
on the field, in the classroom and for life.