

TITLE IX COMPLIANCE AT TWO-YEAR COLLEGES: AN ANALYSIS OF
PERCEIVED BARRIERS AND STRATEGIES

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ABSTRACT

TITLE IX COMPLIANCE AT TWO-YEAR COLLEGES: AN ANALYSIS OF
PERCEIVED BARRIERS AND STRATEGIES

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Although Title IX legislation has been in effect since 1972 and has created unprecedented positive change on intercollegiate athletics, educational institutions have still had difficulty meeting the basic requirements set forth by Title IX and ensuring gender equity in their athletic programs. Additionally, specific research has been largely limited on Title IX compliance issues focused exclusively on two-year institutions and the unique nature of these programs. The purpose of this study was to compare and analyze the perceptions of two-year college athletic administrators regarding efforts surrounding Title IX compliance. The study identified perceived levels of compliance to Title IX within two-year college athletic programs as well as effective strategies for and barriers against Title IX compliance efforts within these programs. Findings were analyzed by respondent and institutional variables identified in previous research as potential influencers of Title IX compliance efforts including athletic administrator gender, availability of scholarships, presence of intercollegiate football, longevity of athletic program, athletic operating budget, and presence of a formal booster organization and/or formal external media agreement for athletic teams. Senior athletic administrators (N = 191, 32% response rate) from the National Junior College Athletic Association and California Community College Athletic Association completed the Two-Year College Title IX Survey. Results

demonstrated an overall favorable perception regarding current compliance for respondent institutions ($M = 8.1$, $SD = 2.4$ on a 0-12 scale) and a common set of strategies for and barriers against Title IX compliance efforts. Study participants on the whole perceived the inability to attract female student-athletes along with unclear compliance guidelines and a lack of centralized training and support as key issues with meeting Title IX requirements. Similarly, participants perceived the importance of formalized program assessment tools, clearly communicated and understood external compliance standards, and enhanced focus on attracting and retaining female athletes as top strategy options. Institutions without football ($M = 8.23$, $SD = 2.26$) reported higher average levels of compliance than those with football ($M = 6.85$, $SD = 2.48$, $p = .006$). No significant differences by institutional variable were shown for compliance strategies, suggesting a common group of potential recommendations irrespective of institutional characteristics. Female athletic administrators indicated significantly higher levels of agreement for barrier scales Leadership (lack of female representation in leadership positions: $M_m = 2.05$, $SD_m = 0.67$, $M_f = 2.57$, $SD_f = 0.85$) and Regulations (complexity and generic nature of Title IX regulations: $M_m = 2.27$, $SD_m = 0.63$, $M_f = 2.68$, $SD_f = 0.75$) than did male administrators. Additionally, institutions without athletic scholarships demonstrated higher average agreement for barrier scales Unavailability (inability to attract female student-athletes: $M_y = 2.31$, $SD_y = 0.70$, $M_n = 2.75$, $SD_n = 0.66$) and Leadership ($M_y = 2.03$, $SD_y = 0.69$, $M_n = 2.34$, $SD_n = 0.77$) than scholarship-granting schools. From a theoretical perspective, the study provides insight into the unique nature and diversity of athletics programs at two-year institutions to include the framework from which they operate. Practically, study results identified a common set of strategies and barriers associated with Title IX

compliance that could be beneficial to the gender equity efforts of two-year college athletic programs, irrespective of institutional profile.

CHAPTER 1: INTRODUCTION TO THE STUDY

It has been nearly 38 years since the creation of Title IX, the legislation requiring gender equity in educational institutions, particularly intercollegiate athletics. During this period athletic opportunities for women have increased substantially and interest in women's sports has reached all time highs (Acosta & Carpenter, 2008). In spite of these changes, the topic of Title IX remains one of the most controversial in all of sports (Suggs, 2004). Because of the perceived negative impact on revenue producing sports, ongoing struggles with compliance requirements, and perpetual legal challenges, Title IX legislation continues to have polarizing effects. At a time when intercollegiate athletic programs at all levels have witnessed increases in popularity, growth, and importance, overall compliance with Title IX requirements and the elimination of gender discrimination has not been realized (Acosta & Carpenter, 2008; Mumford, 2006; Stafford, 2004; Tressel, 1996).

Enacted on June 23, 1972 as part of the Education Amendments Act, Title IX states, "No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subject to discrimination under any educational programs or activity receiving federal financial assistance" (Title IX, Education Amendments of 1972, 1972; ¶ 1). While research examining the relationship between Title IX and intercollegiate athletics exists, it has largely focused on four-year institutions with limited emphasis placed on athletic programs at two-year colleges. This study will examine this law as it relates to intercollegiate athletics programs and will specifically analyze the issues surrounding compliance faced by two-year institutions.

Background of the Problem

Title IX legislation was designed to remove discrimination on the basis of gender from educational institutions in the areas of admissions, recruitment, educational programs and activities, course offerings and access, counseling, financial aid, employment assistance, facilities and housing, health insurance benefits and services, scholarships, and athletics (Valentin, 1997). Prompted by loopholes in existing civil rights legislation, Title IX was created to address ongoing gender discrimination within the educational arena (Passeggi, 2002). Although Title VI, Title VII, and the Equal Pay Act of 1963 all addressed discrimination they did not specifically provide protection from sex discrimination within educational institutions (Wade-Gravett, 1996). While only one of several areas covered by the legislation, athletics, and more specifically intercollegiate sports, has been the focus of much attention and debate regarding compliance with Title IX.

Although historically women have struggled to gain equal access and opportunity in the traditionally male-dominated area of sports, Title IX legislation has certainly assisted in the move toward gender equity. Since the enactment of Title IX, athletic opportunities for women have increased substantially and strong emphasis has been placed on gender equity programs in intercollegiate athletics in the form of research, policy interpretation, and guidelines for compliance (Stafford, 2004). From a participation standpoint alone, the impact of Title IX has been dramatic. Female participation in college athletics increased from 15% in 1972, the year Title IX was passed, to 43% during the 2005/2006 academic year (National Collegiate Athletic Association [NCAA], 2007). Overall, between 1971 and 2005 female participation increased 456% (NCAA, 2007).

Furthermore, the average number of intercollegiate sports teams for women increased from 5.61 sports per school in 1978, the year preceding the mandatory Title IX compliance date, to 8.64 per school in 2010 (Acosta & Carpenter, 2010). In addition to increased participation opportunities, Title IX has resulted in increased scholarships and additional funding for equipment and facilities for female athletes that had not previously been available (Bentley, 2004). In 1971, the year before Title IX legislation was passed, fewer than 80 women received scholarships to participate in athletics at higher education institutions compared to nearly 50,000 men. Twenty-six years later approximately 33% of all athletic scholarship monies were allocated for women (Vest & Masterson, 2007) and by 2005 this had reached nearly 45% (NCAA, 2007).

Despite these positive steps, gender discrimination in intercollegiate athletics has not been eliminated and Title IX compliance has not been attained (Acosta & Carpenter, 2008; Mumford, 2006; Stafford, 2004; Tressel, 1996). Consequently, women's sports have not been fully integrated into the fabric of mainstream sports society. A 2008 report by the National Women's Law Center (2008) showed that although large increases in female participation and programs had been realized, women's involvement in intercollegiate sports still fell below that of their male counterparts. In fact, the report showed that female participation rates during the 2005-2006 academic year were only now approximately equal to what the participation rates of male athletes had been in 1972, the year Title IX was created. In addition, a study of NCAA four-year institutions at the Division I and II levels showed that from 1995 to 2000 male sports received 58 cents of every new dollar spent on athletics compared to only 42 cents for female sports (National Coalition for Women and Girls in Education, 2002). At the two-year college level, 2008 data from the

U.S. Department of Education (Office of Postsecondary Education, n.d.) showed that only 44% of athletically related student aid and 42% of budgeted recruiting expenses were allocated to women's teams. Perhaps more concerning is the lack of progress seen in the area of athletics administration. In 2010 only 19.1% of athletic directors and 20.9% of head coaches at NCAA sponsored institutions were female (Acosta & Carpenter, 2010). This failure by higher education institutions to adequately embrace female athletics and obtain full compliance has been attributed to a variety of regulatory, political, legal and societal challenges that have arisen around Title IX since its initial inception (Anderson, Cheslock, & Ehrenberg, 2006; Van Den Hende, 1998). In light of the potential negative ramifications associated with noncompliance and the overall importance of ensuring gender equity and providing equal opportunity at the intercollegiate level, further investigation and discussion into this issue was warranted.

Legal and Political Influences on Title IX Compliance

A primary concern with Title IX since its enactment has been the uncertainty surrounding the general scope of the legislation as well as its overall applicability to athletic programs at higher education institutions. Vague language and wording along with a lack of clearly defined compliance regulations and enforcement mechanisms have made it difficult for institutions to understand Title IX's full meaning and scope (Passeggi, 2002). In 1979 the Department of Health, Education and Welfare (DHEW) issued an official policy interpretation pertaining to Title IX legislation in an effort to provide clarity, reduce confusion and specifically address the issue of sports at educational institutions. Through this interpretation DHEW outlined the requirements for athletic programs to comply with Title IX and these remain the standard today. Specifically, Title

IX is applicable to three general areas: financial assistance/aid for athletes; treatment, benefits, and opportunities provided for intercollegiate athletes; and equal opportunity issues to include the effective accommodation of the interests of male and female athletes (Office for Civil Rights, n.d). Possible consequences for noncompliance with these requirements include the loss or delay of federal funding to the institution as well as the potential for individual legal action by impacted parties.

In order for institutions to meet Title IX compliance standards they must show that their athletic programs satisfy one of the three following tests: 1) Providing opportunities for participation in intercollegiate sports by gender in approximate proportion to undergraduate enrollment (*substantial proportionality*); 2) Demonstrating a history and continuing practice of expanding opportunities for the underrepresented gender (*continued expansion*); or 3) presenting proof that it is fully and effectively accommodating the athletic interests of the underrepresented gender (*full accommodation*); (Mumford, 2005; Stafford, 2004). The OCR has referred to each of these as a “safe harbor” indicating that institutions that satisfy any of the three tests are safe from liability (Almond & Cohen, 2005). Unfortunately, the ability for institutions to meet the requirements of even one of these tests has been elusive. Obtaining compliance through the substantial proportionality test, which has been referred to as the only true safe harbor due to the quantifiable nature and clear understanding of the requirements (Burnett, 2003) has proven challenging. During the 1995-1996 academic year for example, only 9% of Division I four-year institutions achieved substantial proportionality within their athletics programs and by 2001-2002 this number had only increased to 25% of all Division I schools (Stafford, 2004). In contrast, the requirements for the continued expansion and full accommodation

tests are inherently vague and have not incorporated objective criteria making legally defensible compliance extremely difficult (Almond & Cohen, 2005).

In an effort to bring more objectivity to the compliance regulations the OCR issued an “Additional Clarification” on March 17, 2005 to the full accommodation compliance requirements, that implemented the use of a model survey to poll the institutional student body to ascertain overall interest and availability. Through this option the OCR provided institutions an additional safe harbor or objective path toward compliance (OCR, 2005). However, much debate surrounding the positive and negative aspects of this clarification emerged shortly after its issuance including a recommendation by the NCAA for its member institutions not to use the procedures outlined in the 2005 clarification (Cheslock & Eckes, 2008). At issue was the fact that the clarification indicated that institutions could count survey nonrespondents as proof of lack of interest effectively removing the burden of proof from the institution.

Largely because of these concerns, on April 20, 2010, the U.S. Department of Education issued a new policy statement revoking the 2005 Clarification (OCR, 2010). In effect, the 2010 Clarification reversed and replaced the 2005 guidelines, stating that institutions can no longer rely exclusively on surveys to demonstrate that they are in compliance with the full accommodation portion of the regulations and that institutions bear the burden of demonstrating compliance under part three (OCR, 2010). This change, while potentially re-strengthening compliance requirements does nothing to make this portion of the compliance requirements more tangible or easily understood.

Although the 1979 policy interpretation released by DHEW did outline compliance requirements for athletic programs, a great deal of uncertainty and debate remained

regarding the true intent and applicability of Title IX. Initially, the scope of Title IX was viewed from an institution-wide perspective. This implied that if an educational institution received any federal funding or assistance then all of its programs were subject to Title IX regulations, regardless of whether a particular program was the recipient of federal assistance. This interpretation was contested by Title IX detractors who felt that the scope of the legislation should not include intercollegiate athletic programs that rarely were recipients of federal funding (Tressel, 1996). In *Grove City College v. Bell* (1984) the United States Supreme Court issued a landmark decision that significantly limited the applicability and enforcement efforts of Title IX toward intercollegiate athletics. In their decision the court ruled that Title IX could only be applied to programs that were receiving direct federal financial assistance which in practicality excluded intercollegiate athletic departments from Title IX enforcement. As a result, the push for gender equity in intercollegiate athletics was dealt a serious setback. In response to the Supreme Court's ruling the Office of Civil Rights immediately dismissed over 600 gender discrimination investigations that had been filed as reported violations to Title IX (Tressel, 1996).

Response to the *Grove City College v. Bell* decision by Title IX proponents and supporters of women's sports was swift and unified and ultimately resulted in the United States Congress taking action to restore the broad intent of Title IX. Despite opposition arguing for exemptions for intercollegiate sports, congress passed the Civil Rights Remedies Equalization Act of 1986 and the Civil Rights Restoration Act of 1987 thus restoring the applicability of Title IX to college athletics programs (LaCroix, 2007). While these actions by Congress have clearly helped to define the scope and applicability of Title

IX and have demonstrated the overall importance and relevance of these regulations, challenges to compliance with this legislation continue to emerge.

Challenges to Title IX Compliance

As questions regarding the scope and intent of Title IX have limited progress toward eliminating inequities, a lack of clearly funded and supported enforcement mechanisms have also created challenges for colleges and universities. While the Office of Civil Rights has been charged with the oversight of all enforcement efforts as they relate to compliance with this legislation, varying levels of political support and the lack of dedicated resources has made meaningful enforcement challenging. Van Den Hende (1998) explained that although the three compliance tests are relatively clear, “they require continual interpretation of meaning as they are largely unspecified and subjective to personal agendas, transient party politics, unspecific language, ill defined objectives and subjective interpretations” (p.12) and, “as political parties and officials come and go, anti-discrimination issues remain very controversial and as Title IX changes are often political agenda taboos, they are most often avoided” (p.13). Further evidence of these issues arose out of findings issued in 2002 by the Commission on Opportunity in Athletics (COA). The COA, which was assembled by the Department of Education to review current Title IX enforcement mechanisms and provide recommendations for improvement, suggested that institutions needed clearer guidelines to assist with compliance and the Office of Civil Rights needed to make stronger efforts to enforce the current regulations (Stafford, 2004).

Another area that has challenged institutions’ efforts toward compliance is what has been described as a one-size-fits-all approach to the enforcement of Title IX regulations. The one-size-fits-all approach unilaterally applies fixed compliance

regulations to athletic programs at all educational institutions that receive federal funding irrespective of size, scope, or level (Stafford, 2004). This approach, which some argue is slanted toward the larger, four-year institutions, does not adequately account for the unique differences associated within higher education. As such it can be much more challenging for institutions, particularly smaller schools and those at the two-year level, to successfully meet compliance requirements (Mumford, 1998). Confirming this perspective, Stafford (2004) found that current enforcement mechanisms have been largely ineffective in increasing compliance and because athletic programs vary greatly, “a one-size-fits-all approach to enforcement is not likely to be very effective in promoting compliance across the board...it is crucial that such differences be considered in the crafting of new enforcement mechanisms” (p. 1485). This issue is particularly true in the case of two-year institutions, which in many instances are maintaining athletics programs with limited resources and facilities and are operating under different realities than many of their four-year counterparts. These differences can be seen within the internal two-year college population as well. The diversity of athletics at these institutions ranging from differences in scholarship offerings, budget and operating expenses, community and external support, and longevity of the program is immense and makes generic compliance guidelines impractical.

Societal Perspective of Intercollegiate Athletics

The societal infatuation with sports, particularly as it has pertained to what has been viewed as a male or masculine model of athletics, has shaped the way sports are perceived in this country and has also impacted Title IX compliance efforts at colleges and universities (Tressel, 1996). It is this male model, which has as its driving principles

entertainment, spectatorship, and revenue generation, that has traditionally received the most attention and resources and has perpetuated the need for continued gender equity legislation.

While there have certainly been improvements in overall exposure and coverage of women's sports, it can be argued that this masculine perspective still permeates all levels of the American sports landscape and is firmly entrenched within intercollegiate athletics. This is in direct contrast to the traditional framework and intent of women's sports which places participation opportunities at a premium and views athletics as educational, developmental, and rewarding (Morrison, 1993). The male model has been viewed as a persistent, underlying barrier to Title IX that not only impedes compliance efforts but effectively marginalizes women's athletic endeavors (Bowen & Levin, 2003). The sport of football for example, which has high operating costs, takes up a large number of athletic participation slots and has no female equivalent. Football has been linked to the "male model" and has been identified as a persistent barrier to Title IX compliance (Sigelman & Wahlbeck, 1999; Tressel, 1996). However, due to its popularity, perceived entertainment value, and potential revenue stream, major changes in the way football is operated, particularly at the NCAA Division I level, are unlikely. As a result, efforts to enhance gender equity in all athletic programs at the expense of the masculine sport model have been met with apathy and resistance (Messner, 2002). This sentiment is found in the following statement when Donna Lopiano, former CEO of the Women's Sports Foundation stated:

The accomplishment of sex equity goals and objectives is complicated by a resistant and progressively more male-dominated athletics establishment—an

establishment that has historically opposed the provision of equal opportunity for women due to fears that cutbacks in revenue-producing men's sports will undermine the financial stability of intercollegiate athletics (Lopiano & Zotos, 1991, p. 32).

Because of the underlying resistance of the male model, the potential for gender-based differences regarding the perceptions of overall Title IX effectiveness and efforts toward compliance have developed. Wade-Gravett (1996), in a survey of California Community College presidents, athletic directors, and head coaches, found that the perceived level of Title IX compliance was lower for women than men. Previous studies of four-year institutions by Tressel (1996) and Ball (2006) yielded similar results. Additional scholarly work that examines this phenomenon on a national scale at the two-year college would be beneficial.

The Need for Further Research at the Two-Year College

Irrespective of the many positive benefits that have been realized as a result of the passage of Title IX there have been multiple barriers that have prevented colleges and universities from successfully obtaining compliance with this important legislation (Ashburn, 2007; Stafford, 2004). Much research has been conducted analyzing Title IX compliance issues and examining the barriers faced by college athletic programs in meeting these requirements. However, the majority of these studies have been focused on four-year colleges within the National Collegiate Athletic Association (NCAA) with a major emphasis on the Division I level (Acosta & Carpenter, 2008; Anderson, Cheslock & Ehrenberg, 2006; Ball, 2006; Besnette, 1995; LaCroix, 2007; Lamber, 2000; Noftz, 2007; Passeggi, 2002; Stafford, 2004). As more than 50% of two-year colleges now sponsor

intercollegiate athletics programs (American Association of Community Colleges [AACC], 2008), the lack of specific research on this population is noteworthy.

While the importance and “centrality of athletics in the life of American colleges and universities is undeniable” (Bogue & Aper, 2000, p. 180), differences in the basic characteristics between the athletics programs at two and four-year institutions cannot be dismissed. Four-year athletic programs at the NCAA Division I level, for example, generally sponsor multiple teams for both male and female student athletes primarily relying on revenue generation from ticket sales, television/media contracts, and alumni-based fund raising. High levels of merit based financial assistance for student-athletes, specialized academic support services, dedicated facilities and services for student-athletes, and multiple levels of coaching and administrative staff are the rule (Tressel, 1996).

In contrast, the athletics programs at two-year colleges are extremely diverse in both team sport and financial assistance offerings (Van Den Hende, 1998). While some two-year colleges sponsor multiple scholarship teams for both men and women other schools may only sponsor one male and one female sports team and offer no financial assistance. From a facilities standpoint, it is not uncommon for two-year college athletic programs to use community or high school athletic facilities for their athletic events. Additionally, funding for athletic programs is largely reliant on student fees and athletic staff generally have several responsibilities to include coaching multiple sports or serving in both a coaching and administrative capacity for the college (Van Den Hende, 1998). Because of these differences, research that accounts for the unique characteristics of the athletic programs at two-year colleges is necessary.

Both the male model of sport and the sport of football have been identified as primary barriers to Title IX compliance in intercollegiate athletics programs. In contrast to professional and four-year intercollegiate athletics programs where these influences are most prevalent, the traditional philosophy of athletics at the two-year college has been one of educational enhancement and increased opportunity (Van Den Hende, 1998). This philosophy aligns most closely with the traditional framework of women's sports (Morrison, 1993). Since research surrounding the male model is most often associated with high-level NCAA Division I programs further examination into the influence on two-year college programs is necessary. Additionally, although football has been a major lightning rod for both advocates and detractors of gender equity efforts and has been cited as a primary barrier to Title IX compliance, the majority of the research and discussion has focused on four-year institutions within the NCAA. Consequently, further inquiry into the role and impact of this sport at the two-year college level was required.

Although some research regarding Title IX compliance and two-year colleges exists (Byrd, 2007; Castaneda, Katsinas, & Hardy, 2008; Mumford, 1998, 2005, 2006; Wade-Gravett, 1996), it has largely been limited in overall scope. Also, the existing research does not fully consider the unique nature of these institutions to include the framework from which their athletics programs operate. As such, additional research examining the barriers and issues facing two-year colleges in their efforts to bring their athletic programs into compliance with Title IX legislation has been limited and deserves further exploration.

Although much of the existing research surrounding Title IX compliance issues in intercollegiate athletics has been focused on four-year institutions, two-year colleges play

an increasingly important role in the educational landscape as nearly 40% of academic institutions in the United States are two-year colleges enrolling over 11 million students with 60% being female (AACC, 2008). In addition, athletics has continued to take on an increasingly prominent role at the two-year college as recent data has shown an overall increase in athletic teams and programs at these institutions (AACC, 2008; Ashburn, 2007).

Statement of the Problem

Colleges and universities have had more than 38 years to assess and develop strategies to bring their athletics programs into full compliance with Title IX legislation. During this period, a large amount of attention and resources have been devoted to improving gender equity within sport and specifically meeting the requirements set forth in Title IX. In spite of this emphasis, across-the-board compliance with Title IX legislation and the removal of gender discrimination in intercollegiate athletics programs has yet to be fully realized. While much research has been directed at this issue, it has largely been focused on four-year institutions. Athletics programs at many two-year institutions are expanding and gaining greater prominence and thus greater exposure to potential gender equity issues. Therefore, specific research for this segment of intercollegiate athletics, designed to help identify both why compliance has been difficult to obtain and how institutions can successfully address these issues, was warranted.

Purpose of the Study

The purpose of this study was to add to the body of research regarding two-year college athletics programs and their efforts toward Title IX compliance. Specifically, the purpose of this study was to compare and analyze the perceptions of two-year college

athletic administrators regarding compliance with Title IX within their respective institutions. This analysis identified perceived barriers that two-year college athletic administrators face when attempting to comply with Title IX legislation. The analysis also identified administrator perceptions of common strategies that they feel could be effective in strengthening Title IX and gender equity compliance efforts. Identifying common barriers to compliance as well as successful strategies to strengthen compliance will add to the existing body of research and provide meaningful data for two-year institutions that face unique challenges and operate under different missions, frameworks, and goals than four-year programs. Because previous research at the four-year level has demonstrated differences regarding the perceptions of overall Title IX effectiveness efforts toward compliance based upon gender (Ball, 2006; Tressel, 1996) it was worthwhile to examine this variable at the two-year level.

The study also evaluated the impact of key institutional variables on Title IX compliance efforts at two-year colleges. One such variable studied was the sport of football. Previous research has shown the presence of football to be a consistent barrier to Title IX compliance (Mumford, 1998; Sigelman & Wahlbeck, 1999; Stafford, 2004; Tressel, 1996) although the bulk of this has been focused on four-year college programs where a different set of operating values and principles seem to exist (Stafford, 2004). It was important to determine if this perceived barrier to Title IX compliance and gender equity was as prevalent at the two-year college level as it is at the four-year college level. In addition to football, the study examined the effect on perceived Title IX compliance of other key institutional characteristics that either addressed the unique nature of two-year colleges or have been shown to be associated with the male or masculine model of sport.

A study of this nature was worthwhile for multiple reasons with the most important being the continued focus on Title IX compliance and the overall elimination of gender discrimination in college athletics. In addition, while a great deal of research has been focused at the four-year college level, a study of this nature will provide valuable information and insight to the two-year college community where limited research on the issue of Title IX compliance exists. Overall, it is hoped information from this study will be useful to two-year college athletic programs in meeting Title IX compliance requirements and contribute to the elimination of gender discrimination in college athletics.

Research Questions

This study will analyze and compare the perceptions of two-year college athletic administrators regarding compliance with Title IX within their respective institutions. The research questions that will guide this study are:

1. What is the overall perceived level of athletic department compliance to Title IX by senior athletic administrators at two-year institutions?
2. What strategies do senior athletic administrators identify as necessary to strengthen compliance to Title IX at two-year institutions?
3. What are the perceptions of senior athletic administrators at two-year institutions regarding the identification of barriers to Title IX compliance?
4. Are there significant differences in perceived level of compliance, strategies, and barriers to Title IX compliance based upon institutional variables?

Conceptual Framework

As this study attempted to identify the perceptions of athletic administrators regarding barriers to Title IX compliance and the strategies used for addressing these

barriers, a foundation centered both on program and process evaluation in the area of gender equity and the societal context in which intercollegiate athletic programs operate and are viewed is essential. Theoretical research and information from *Evaluation: A Systematic Approach* (Rossi, Lipsey, & Freeman, 2004) was used to frame this study from a process evaluation perspective. The guiding principles from this work provide a thorough conceptual framework for examining the societal issue of gender equity that can be useful in assessing the attainment of Title IX program and process goals within the scope of intercollegiate athletics. Rossi et al. (2004) explain that social programs are often impacted by many adverse influences that can negatively affect program goals and intentions. Effective program process evaluation works to assess all aspects of the identified program to ascertain whether it is functioning as intended. Specifically, as one of the primary goals of the Title IX program is to provide a systematic process for rectifying social disparity, the program and process framework provides a mechanism to assess if intended program functions are being carried out as designed.

Additionally, to understand the issues surrounding Title IX legislation and efforts to obtain compliance it is necessary to be familiar with the context in which intercollegiate athletics operate. This framework, which has a significant impact on gender equity and Title IX compliance efforts in addition to shaping how sports are perceived on a societal level, encompasses what has been referred to as a “male or masculine model” and a “feminine model” of athletics administration. The male model, which is what is widely accepted and practiced in today’s world of sport, is centered around high levels of competition, revenue generation, and a focus on the spectator and entertainment (Carpenter & Acosta, 1993; Tressel, 1996). Historically, American society has labeled

organized sport, to include intercollegiate athletics, with a masculine identity that has held back and marginalized female opportunities (Bettis & Adams, 2007). The feminine model, on the other hand, values inclusiveness over exclusiveness and views athletic opportunities as an educational endeavor that should be developmental and enriching (Morrison, 1993).

It is the underlying conflict between these two dimensions that has been brought to the surface with the implementation of Title IX legislation and has molded and shaped institutional and individual behaviors, perceptions, and compliance efforts. Although the general tenets of the feminine model are largely congruent with institutional academic mission and philosophy and parallel the original intent of Title IX, it is the male model that is most prevalent in intercollegiate athletics, particularly at the NCAA Division I level. Because of this disconnect between institutional academic and athletic agendas “non-revenue” or “less popular” sports are not given full emphasis and support and as a result are either pushed to the periphery or ignored altogether (Bowen & Levin, 2003). All too often it is women’s sports and the female student athlete that has been negatively impacted. Because of this marginalization of women’s sports, the perspective toward Title IX effectiveness efforts by females participating in athletics has been negatively influenced. While Title IX legislation has enacted positive change regarding gender equity in intercollegiate athletics it has not been fully integrated into this dominant structure. As such, the barriers and issues surrounding Title IX compliance efforts are made even more challenging.

In contrast to the NCAA Division I level, to a large extent the mission and the purpose of athletic programs at two-year institutions align with the feminine model (Van

Den Hende, 1998). As a result, the barriers faced and strategies developed by these institutions in striving to obtain Title IX compliance may be different from those currently being implemented by larger four-year institutions which may be operating their athletic programs from a more male oriented approach. Consequently, a systematic approach to process evaluation that accounts for both societal influences and institutional differences when assessing strategies and barriers toward Title IX compliance is essential.

Significance of the Study

Nationwide, athletics programs at two-year institutions are growing and gaining in prominence (Ashburn, 2007; Mumford, 2005). At the same time, efforts to adhere to Title IX legislative requirements and to provide gender equity across all sports programs remain an elusive goal (Castaneda, Katsinas, & Hardy, 2008; Mumford, 2006; Wade-Gravett, 1996). A study of this nature that continues the focus on Title IX compliance efforts and builds on research toward eliminating gender discrimination in intercollegiate athletics is potentially significant. It was anticipated this study would provide data for the two-year college community that would better account for their unique missions and objectives and address specific goals that differentiate this population from the more studied four-year programs. Common perceived barriers and strategies for overcoming these obstacles can serve as a central reference point for two-year college administrators as they attempt to successfully guide their athletic programs while ensuring equitable opportunity and treatment for all student-athletes.

Additionally, previous research of both two and four-year institutions have shown females to perceive Title IX compliance efforts as less effective than males (Hull, 1993; Mumford, 1998; Tressel, 1996; Wade-Gravett, 1996). As the referenced data is more than

10 years old, an updated study that assesses the overall perceived level of Title IX compliance by respondent gender is necessary.

This study is also potentially significant in that it considers key institutional variables that could account for both the internal diversity of two-year programs as well as differences between two and four-year institutions. One example of this is the sport of football. While previous research has shown football to be a barrier to Title IX compliance, much of this has been focused on four-year institutions. This study helped assess whether this barrier is perceived at the two-year college level as well, where different athletic philosophies and missions currently exist. Additionally, the societal influence on sports, viewed largely through the masculine model of sport has been shown to be prevalent within high level intercollegiate and professional sports (Tressel, 1996). Research on this phenomenon, particularly as it pertains to two-year college athletic programs is needed.

Assumptions

The following assumptions were used to guide this study:

1. The population selected for this study would respond to the survey honestly in regards to reporting the status of their respective athletics program.
2. The population selected for this study, comprised of senior athletic administrators at two-year institutions nationwide, would be assumed to be informed about Title IX and their institution's efforts toward compliance.

Overview of the Methodology

The non-experimental, quantitative study analyzed and compared the perceptions of two-year college athletic administrators as they pertain to barriers and strategies related

to Title IX compliance at their respective institutions. To obtain the necessary data, senior athletic administrators at 598 two-year institutions located within both the National Junior College Athletic Association (NJCAA) and the California Community College Athletic Association (CCCAA) were surveyed. While the sample size of the NJCAA would have been statistically sufficient it was important to include representation from the CCCAA as it represented a significant and well respected segment of two-year college athletics. Including members of this association helped to make the results more generalizable to all two-year colleges and helped to broaden the overall scope of the study.

The survey employed direct questioning and Likert scale formats to obtain participant perceptions as they related to both perceived barriers and the identification of successful strategies to Title IX compliance at their respective institutions. In addition, the survey asked participants to respond to a series of questions designed to assess how they perceive their current institution's level of compliance with Title IX legislation. Specific demographic information was also requested to include key institutional variables used to conduct the study.

Data collected from respondent surveys were quantified and subjected to appropriate statistical analysis procedures. The goal of this analysis was to assess the overall perceptions of study participants pertaining to barriers toward Title IX compliance and strategies necessary to strengthen Title IX compliance and to determine if significant differences in participant response patterns existed based upon key respondent and institutional variables. In addition, statistical analysis was used to determine if significant differences existed in the perception of overall athletic department compliance to Title IX based upon these variables. A detailed description of the methodology to include more

extensive information on the research design, survey development, data collection, and statistical analysis procedures is provided in Chapter 3 of this dissertation.

Delimitations of the Study

The following delimitations potentially affected the study and the way it was conducted:

1. The focus of the study was limited to the 624 member institutions of the National Junior College Athletic Association (NJCAA) and the California Community College Athletic Association (CCCAA). It was not the intent to generalize the findings outside the population of two-year institutions.
2. The study was limited to the responses of senior athletic administrators at each member institution and not the views of other administrators, coaches or student-athletes.
3. The study did not attempt to identify differences between public and private two-year college athletic programs. While it is acknowledged that there are differences between public and private two-year institutions, the overall number of private two-year colleges that participate in intercollegiate athletics is extremely limited.

Conceptual Definition of Terms

Senior Athletic Administrator – The senior athletic administrator is the employee at the two-year institution that has authority over and supervisory responsibility for all athletic programs (Tressel, 1996).

Two-year institution – All institutions that offer intercollegiate sporting opportunities to their student bodies and who have membership in either the National Junior College Athletic Association (NJCAA) or the California Community College Athletic Association (CCCAA).

Summary

This chapter has provided an introduction to the study on Title IX compliance at two-year institutions to include an overview of the background of the problem, the defined purpose of the study, research questions that guided the overall direction of the study and a discussion on the significance and delimitations of the study. The following chapters will provide further insight into this issue as well as outlining the direction and process that the study followed.

CHAPTER 2: REVIEW OF THE LITERATURE

Since its inception in 1972, Title IX of the Federal Education Amendments Act has greatly impacted the landscape of intercollegiate athletics. While there have been multiple studies examining this legislation and its impact on and relationship to women's sports, limited research has been focused on the specific issues of two-year college athletic programs. This review of the literature will provide an overview of the evolution and history of Title IX and will examine the various political and legal decisions that have shaped and formed this legislation over the past 38 years. In addition, the requirements for compliance with Title IX, the applicability of this legislation to athletics, the historical impact on intercollegiate athletics, and the evolution of women's sports at two-year colleges will be studied. The review will also identify issues with compliance faced by college athletic programs in general, the unique nature and diversity of two-year institutions, and the specific compliance issues faced by the athletics programs at these schools.

Further, the review will examine key institutional characteristics associated with challenges to gender equity efforts and their potential impact on institutional attempts to comply with Title IX guidelines. Finally, the review will assess the differences between what has been referred to as male and female models of sport and examine how these competing philosophies have potentially impacted institutional behaviors toward athletic programs.

Evolution/History and Context of Title IX

Thirty-eight years ago the legislation known as Title IX came into existence as a provision of the 1972 Educational Amendments Act. This legislation, designed to curtail

and rectify discriminatory practices in federally funded programs, states that “no person in the United States shall, on the basis of sex be excluded from participation in, or denied the benefits of, or be subjected to discrimination under any education or activity receiving federal aid” (Title IX, 1972, p. Section 1681).

Developed as a means to address loopholes in existing civil rights legislation, Title IX was created to specifically address ongoing gender discrimination in educational institutions (Passeggi, 2002). Although previous legislation such as Title VI, Title VII, and the Equal Pay Act of 1963 all addressed areas of discrimination, they did not specifically provide protection from gender-based discrimination within educational institutions (Wade-Gravett, 1996). The original scope of Title IX encompassed all educational programs that received federal funding with sports and athletics being only briefly discussed on the floor of Congress during the discussion of the amendment. While the impact that Title IX would bring to intercollegiate athletics was not foreseen during the initial development process, the applicability of this legislation to athletics and the perceived negative impact on intercollegiate athletic programs has led to much scrutiny and debate (NWLC, 2007).

Charged by Congress with developing and administering the compliance guidelines for Title IX, the Department of Health, Education and Welfare (DHEW) interpreted the legislation to clearly include athletics and maintained an institution-wide perspective. However, in an effort to limit the reach of Title IX and in effect protect the predominant male model of athletics and the sports of football and men’s basketball, several amendments including one introduced by Senator John Tower were introduced to Congress in 1974 (Wade-Gravett, 1996).

The Tower Amendment stated that it had not been Congressional intent for Title IX to include intercollegiate athletics and proposed that any sport that did or had the potential to provide revenue to the institution be exempted from Title IX regulations (Wade-Gravett, 1996). In reaffirming the objective of Title IX to include athletics, the Tower Amendment was rejected by the Senate-House Conference Committee and replaced by the Javits Amendment. This amendment, which was formally enacted into law, specifically included intercollegiate athletics under the overall scope of Title IX legislation and confirmed initial DHEW interpretations.

In 1975 DHEW provided formal interpretation of Title IX legislation which reaffirmed the stipulation that institutions in their entirety must comply with the regulations and provided a three-year window for academic institutions to come into compliance with their athletic programs (Anderson, Cheslock & Ehrenberg, 2006).

In 1979, as many institutions were still struggling with understanding what compliance with Title IX regulations actually entailed, DHEW put forth a full policy interpretation that was designed to stem confusion among educational institutions and enhance compliance (Anderson, Cheslock & Ehrenberg, 2006). In addressing intercollegiate athletics specifically, the interpretation indicated that Title IX is applicable to three general areas: financial assistance/aid for athletes; treatment, benefits, and opportunities provided for intercollegiate athletes; and equal opportunity issues to include the effective accommodation of the interests of male and female athletes (OCR, 1979).

In order to determine compliance a three-part or three-pronged test was developed. The guidelines for this test state that in order for an institution to be in compliance it must show that their athletic programs satisfy one of the three following tests: 1) Providing

opportunities for participation in intercollegiate sports by gender in approximate proportion to undergraduate enrollment (*substantial proportionality*), 2) Demonstrating a history and continuing practice of expanding opportunities for the underrepresented gender (*continued expansion*), or 3) presenting proof that it is fully and effectively accommodating the athletic interests of the underrepresented gender (*full accommodation*) (Mumford, 2005; Stafford, 2004).

Rather than clearing up the situation, this clarification only served to enhance the political and legal debate over the applicability of Title IX to college athletics. The crux of the argument remained focused on whether Title IX only applied to those specific programs at academic institutions that received federal funding, effectively removing athletics from scrutiny, or whether these regulations applied holistically to all programs within an institution that received any federal funds (Anderson, Cheslock & Ehrenberg, 2006).

In 1980 the Department of Education and more specifically the Office of Civil Rights (OCR) was established to ensure access to education and to enhance the nation's educational system. Replacing the role previously held by DHEW, OCR was given responsibility for oversight of Title IX compliance to include the 1979 policy interpretation. The mission of the OCR was to "promote educational excellence throughout the nation through the vigorous enforcement of civil rights" (OCR, n.d., ¶ 1) and this has remained the primary focus of the organization.

The case of *Grove City College v. Bell* (1984) temporarily settled the debate regarding the applicability of Title IX legislation to athletics. In their determination, the Supreme Court ruled that athletic programs were exempt from the legislation as it in effect

only applied to those specific programs actually receiving federal aid (Anderson, Cheslock & Ehrenberg, 2006). However, this ruling was quickly reversed by the legislative process as Congress, by passing the Civil Rights Restoration Act of 1987, declared that all programs at federally-funded institutions were subject to Title IX regulations (Anderson, Cheslock & Ehrenberg, 2006).

Title IX Refinements and Re-interpretation

As it became clear that college athletic programs at all levels were subject to Title IX legislation, the importance of fully understanding how to comply, what the potential barriers to compliance were, and what the ramifications were for noncompliance became increasingly crucial. This importance can be seen in the legal and political landscape of the 1990s. First, in 1992, a key supreme court ruling in the case of *Franklin v. Gwinnett County* (1992) held that monetary damages may be awarded if it was determined that Title IX violations were intentional. Secondly, in the case of *Cohen v. Brown University* (1996) the Supreme Court upheld the ruling by the First Circuit Court of Appeals that the university had to adhere to the criteria put forth by Title IX and the subsequent interpretations when attempting to demonstrate gender equity in their athletic programs.

More than 20 years after the initial passage of Title IX, the aforementioned legal and political enhancements required colleges and universities, including those at the two-year level, to get serious about efforts to ensure compliance to remove gender discrimination from their campuses. This effort toward compliance has been an evolutionary process that is still taking place and is very much an issue today. During the past two decades, additional focus has been placed on the purpose and scope of Title IX legislation.

In 1994, in an effort to raise accountability standards and enhance public awareness, the U.S. Congress passed the Equity in Athletics Disclosure Act. This act required all coeducational institutions of higher education that participate in any Title IV federal student financial aid program, and sponsor intercollegiate athletic programs, to annually disclose gender equity–related data concerning its intercollegiate athletic programs (Gray, 2004).

In February 2003, the OCR released a policy clarification based upon the findings of the Department of Education convened Commission on Opportunity in Athletics that was designed to analyze the effectiveness of Title IX (Huot, 2007). This clarification, which in effect maintained the status quo, discouraged the cutting of men’s sports teams as a means of obtaining Title IX compliance and posited that Title IX’s current enforcement scheme has worked well and has brought equal opportunity to both male and female student athletes (Huot, 2007). Subsequently, the Supreme Court case of *Jackson v. Birmingham Board of Education* (2005) broadened the scope of Title IX coverage. In their ruling, the court held that retaliation against a person that resulted from a complaint of sex discrimination is in itself a form of intentional sex discrimination that is covered under Title IX protections (Huot, 2007).

More recently, in an effort to provide further guidance and to bring more objectivity to compliance regulations, on March 17, 2005 the OCR issued an additional clarification to the full accommodation section of the compliance requirements that implemented the use of a model internet survey to poll the institutional student body to ascertain overall interest and availability. The intent was to provide institutions a less subjective pathway toward compliance (OCR, 2005). However, by issuing this

clarification, the OCR effectively shifted the burden of proof by indicating that students who did not answer the survey could be assumed to have no interest in athletic opportunities. This, in effect, was in direct opposition to the *Cohen v. Brown University* (1996) decision which placed the burden of proof on the institution to prove that interests and abilities did not exist for the underrepresented sex.

As a result, this effort by the OCR to streamline Title IX compliance created much controversy including a recommendation by the NCAA for its member institutions not to use the procedures outlined in the 2005 clarification but to continue to follow the intent of the 2003 clarification (Cheslock & Eckes, 2008; Parente, 2008). In response to this controversy, on April 20, 2010, the Department of Education issued a new policy statement revoking the 2005 clarification (OCR, 2010). In effect, this new clarification reversed and replaced the 2005 guidelines, stating that institutions can no longer rely exclusively on surveys to demonstrate that they are in compliance with the full accommodation portion of the regulations and that institutions bear the burden of demonstrating compliance under this portion of the legislation (OCR, 2010).

Impact of Title IX on Intercollegiate Athletics

While Title IX legislation covers all programs at academic institutions, it has been the focus on athletics that has brought the most attention and scrutiny. As a result, the impact that Title IX has had and continues to have on intercollegiate athletic programs is substantial. First, the positive effect on female participation rates cannot be understated. For example, a 2007 report by the NCAA showed that female participation in college athletics increased from 15% of total participants in 1972, the year Title IX was passed, to 42% during the 2005/2006 academic year (NCAA, 2007). Additionally, between 1972 and

2000 the number of females participating in high school sports increased from 294,000 to 2.8 million (National Federation of State High School Associations [NFSH], 2008). The popularity and national appeal of women's sports at the collegiate level has seen great increases as well. The NCAA sponsored Women's Final Four Basketball tournament, for example, annually plays to sellout crowds and sports such as soccer, gymnastics, and swimming have seen strong support on a national scale (Greenlee, 1997).

In spite of the positive impact that Title IX has had on women's athletics, the issue of compliance with these regulations along with the overall lack of gender equity for female athletes is still a concern for college and university athletic programs. In fact, the fallout of efforts to obtain compliance and the consequences of noncompliance has been drastic for many institutions. Much of this impact can be attributed to the 1979 policy interpretation by DHEW and subsequently enforced by the Office of Civil Rights that put forth the guidelines for complying with Title IX and established the three-part or three-pronged test of substantial proportionality, continued expansion, and full accommodation (OCR, 1979). The OCR has referred to each of these parts as a "safe harbor", indicating that institutions that satisfy any of the three tests are safe from liability (Almond & Cohen, 2005). However, the ability for institutions to meet the requirements of even one of these tests has been elusive. Although an institution may satisfy compliance by demonstrating it meets any one of the three prongs, the vagueness, uncertainty, and lack of objective criteria surrounding the continued expansion and full accommodation prongs has made ensuring legally defensible compliance extremely difficult for institutions (Almond & Cohen, 2005).

As a result, substantial proportionality, which institutions have argued is the most difficult prong to satisfy, has by default become the primary standard by which Title IX compliance has been measured (Mahoney, 1995; Stafford, 2004). “There are not three prongs,” states Douglas Fullerton, Commissioner of the NCAA’s Big Sky Conference. “There is really only one prong. All roads lead to proportionality” (Naughton, 1997, p.A42).

Substantial proportionality has been referred to as the only true safe harbor due to the non-subjective nature of its requirements (Burnett, 2003). This portion of the compliance regulations, which requires that women’s participation rates in the athletics program of the institution be substantially proportionate to the actual number of female students enrolled (Mumford, 2005), has proven challenging for both two and four-year institutions. During the 1995-1996 academic year for example, only 9% of Division I four-year institutions achieved substantial proportionality with their athletic programs (Stafford, 2004). By 2001-2002 this number had only increased to 79, or 25% of all Division I schools (Stafford, 2004). For all other four-year schools (non Division I), a large percentage remained out of compliance with minimal improvement shown between 1995-1996 and 2001-2002 (Anderson, Cheslock, & Ehrenberg, 2006). Lamber (2000), in discussing gender issues in intercollegiate athletics argued that:

the proportionality test’s main attribute, specificity is also its most significant drawback and is controversial for several reasons. The most vocal opponents attack the standard as an impermissible quota. Others argue that participation rates address only one aspect of compliance with Title IX and that whether an institution

is in violation of Title IX ought to take into account how an institution is complying in other parts of its athletic program. (p. 159)

While nationwide data on two-year schools is limited, a study on participation rates at two-year colleges (Castaneda, Katsinas, & Hardy, 2008) found that although women accounted for 55% of all full-time degree seeking students at two-year colleges during the 2002-2003 academic year only 37% of student athletes at two-year colleges were female. While research does not directly address the impact of this discrepancy on substantial proportionality at the two-year level, several studies of four-year colleges have found that the higher the proportion of female students in the general student body the more likely the institution was to be out of compliance with Title IX (Anderson, Cheslock, & Eherenberg, 2006; Parente, 2008; Sigelman & Wahlbeck, 1999).

A second study that assessed Title IX compliance levels of two-year college athletic programs in the state of Maryland found that on the whole community colleges were not in compliance with Title IX (Mumford, 1998). Specifically, results showed that “women’s sports participation is decreasing and female student athletes are participating in substantially disproportionate numbers than are male athletes” (Mumford, 1998, p. 180). To further support the challenge faced by two-year colleges a 2002 study of California Community Colleges (Evelyn, 2002) indicated that the majority of institutions within the 108-member school system were out of compliance with Title IX guidelines, particularly in regards to participation rates.

This lack of compliance with Title IX regulations has subjected many institutions to legal ramifications to include costly lawsuits and litigation (Mumford, 2006). As a result, colleges and universities have been required to spend extensive amounts in legal

fees and, in instances where violations were found, have been required to spend substantial amounts on monetary damages to plaintiffs and increased athletic program support (Mumford, 2006).

Although the majority of legal cases dealing with Title IX compliance violations involve four-year institutions, two-year colleges have not been immune. While two-year institutions did have the lowest number of Title IX complaints of all levels of higher education institutions, between 1972 and 1998 there were 67 complaints involving two-year colleges filed with the Office of Civil Rights (Garcia, 1998). The fact that the available research shows an overall lack of compliance with Title IX legislation, along with the persistent threat of legal liability, clearly demonstrates that compliance, or the lack thereof, with Title IX guidelines is an issue that should be of great importance and concern to all academic institutions that sponsor athletic programs.

While the impact of Title IX has manifested in positive increases in opportunities for females, the challenges faced by colleges and universities in attempting to meet the compliance requirements of this legislation have resulted in additional, unforeseen obstacles. Detractors of Title IX argue that the legislation has had a negative overall impact on men's programs and athletic budgets, and has resulted in a reduction in the number of females in the positions of athletics administration and coaching (Anderson, Cheslock, & Ehrenberg, 2006).

In regards to men's sports, a prevalent belief is that in an effort to reach the substantial proportionality compliance prong, institutions have been forced to eliminate athletic opportunities for men in order to evenly distribute the number of participation slots (Burnett, 2003). Entire men's sports, primarily non-revenue sports such as wrestling,

swimming, and gymnastics, have been eliminated at schools across the nation on the basis of bringing athletic programs closer to compliance. Title IX proponents, on the other hand, feel this blame is misplaced and should be redirected toward institution's unwillingness to identify new sources of funding for women's sports or to reduce spending on other men's sports such as football and basketball (Burnett, 2003). Lamber (2000) further examined this issue explaining that:

It is only when athletic programs that offer substantially more athletic opportunities for men than women choose to support large numbers of participants in football or large expenditures in other sports, such as men's basketball or soccer, that the institutions are faced with cutting men's athletic opportunities. (p.161)

The response to this argument, Title IX detractors assert, is that revenue-producing sports such as football and men's basketball are the lifeblood of intercollegiate athletics programs and holding these sports to the same compliance criteria would have a detrimental impact on the overall athletics program including women's sports. This issue has led to debate and disagreement from those on both sides of the Title IX argument. There are those that believe sports like football, which takes up a large number of participation slots but brings in money and recognition, should be exempted from compliance analysis. Others believe the predominant focus on the popularity and money-generating aspects of sports such as football are having a negative impact on women's participation opportunities (Burnett, 2003; Tressel, 1996).

An area where Title IX has not appeared to be successful is in increasing the overall number of female athletic administrators and coaches. While not identified as a primary objective of Title IX legislation, this lack of growth in the administrative and

coaching ranks is noteworthy. In fact, studies show that the percentage of female athletic directors and coaches has actually decreased since the passage of Title IX legislation in 1972 (Mumford, 2005; Tressel, 1996). While in 1972 females occupied 90% of coaching positions for women's teams and 90% of women's programs had a female athletic director, by 2010 only 43% of women's teams had female coaches and 19.1% of athletic directors were female (Acosta & Carpenter, 2010).

While there are multiple reasons attributed to this decline, including the lack of conduciveness to raising a family, inability to penetrate the "good old boy network", and lack of female mentors (Ball, 2006; Tressel, 1996), a primary reason for the decrease has been attributed to the consolidation of athletic programs that took place as a result of Title IX implementation (Tressel, 1996). Prior to the passage of Title IX legislation many academic institutions had separate men's and women's athletic programs that operated independently of one another. With Title IX and the focus on equality the majority of these schools chose to consolidate their men's and women's programs into one department. When this took place, it was the structure and operating philosophy of the men's program that was primarily adopted to administer both programs. As a result the athletic directors of the men's programs, who were predominately male, generally took over the consolidated programs while the administrators of the women's programs, who were most often female, were relegated to lesser roles within the department or left the institution all together (Tressel, 1996). In examining this transition Besnette (1995) found that "the merging of once-separate men's and women's athletic programs has resulted in a decrease in the percentages of women coaches and athletic administrators" (p. 58).

Challenges with Compliance

Through examining the history, evolution, and impact of Title IX legislation on intercollegiate athletics, it is apparent that compliance has been a major concern. As such, it is important to examine the specific issues that may make complying with the regulations more challenging. Again, the majority of the research in this area has been focused on four-year institutions but the information gained can be of value to two-year institutions as well.

One of the primary issues with compliance identified in the literature has been the lack of clear directives and understanding of the legislative requirements. In fact, many institutions' struggles with compliance are blamed on the unspecified standards of the legislation and on the lack of compliance training (Van Den Hende, 1998). In outlining a primary issue with the legislation, Starace (2001) described the parameters of Title IX coverage and the acceptable methods for obtaining compliance as confusing. Byrd (2007), in a study measuring the perceptions of intercollegiate athletics by community college presidents and board of trustee chairs, identified one of the primary concerns by this group to be a lack of training and knowledge in the area of Title IX compliance. Similarly, Van Den Hende (1998) explained that "the lack of articulation regarding specific Title IX compliance procedures between the U.S. Department of Education, the Office of Civil Rights, and the Community College governing boards put Community College districts at an extreme hardship in operation and administration" (p. 3). This lack of clear articulation, directives, and interpretation of the legislative requirements has made compliance with Title IX even more challenging for many colleges and universities.

While the original intent of Title IX was to eliminate gender discrimination, the published regulations have not shown how to accomplish this goal (Van Den Hende, 1998). Although athletic governing bodies such as the National Collegiate Athletic Association (NCAA) and the National Junior College Athletic Association (NJCAA) have made efforts to promote compliance by developing policy manuals and training for their member institutions these efforts have generally been insufficient (Castaneda, 2004; Mumford, 2005; Wade-Gravett, 1996).

A second issue identified as a challenge to compliance has been the lack of enforcement, funding, and political support for Title IX legislation. As there have been both advocates and opponents of Title IX since its passage in 1972, there has been much political debate over the worthiness and necessity of this legislation. As such, support and enforcement of these regulations have often varied depending upon who has been in office. For example, enforcement efforts during the Clinton administration were much more aggressive than previous administrations but the efforts and funding were reduced during the first term of the second Bush administration (Anderson, Cheslock, & Ehrenberg, 2006). As a result, the ability to meaningfully enforce the law has become much more difficult and has made ensuring compliance across the board much more challenging. Speaking to this dilemma, Dr. Karen Sykes, president of the NJCAA stated that one of the primary problems with Title IX has been the lack of enforcement (Burnett, 2003). Further, Linda Joplin, Chair of the California National Organization of Women's athletics equity committee, in responding to a report that showed California Community Colleges to be out of compliance with Title IX, indicated that this finding was in large part due to the absence of tough oversight and enforcement (Evelyn, 2002).

Another factor attributed to noncompliance with Title IX guidelines identified in the literature is the one-size-fits-all approach that has been taken in crafting and enforcing the legislation. The one-size-fits-all approach unilaterally applies fixed compliance regulations to athletic programs at all educational institutions that receive federal funding irrespective of size, scope, or level (Stafford, 2004). This approach, which some argue focuses on a Division I four-year institutional model, makes it much more challenging for other types of institutions to successfully obtain compliance (Mumford, 1998). Two-year institutions, for example, whose student bodies are often comprised of a majority of female and part-time, non-traditional students (Mumford, 1998), find that standardized compliance requirements such as substantial proportionality are increasingly difficult to obtain (Van Den Hende, 1998). Additionally, smaller athletic budgets along with limited ability to generate revenue through media and attendance resources, as compared to larger four-year institutions, further highlight the issues associated with requiring all institutions to adhere to a singular compliance standard. Results of a study by Stafford (2004) showed that “athletic programs vary significantly and that a one-size-fits-all approach to enforcement is not likely to be very effective in promoting compliance across the board” (p. 1485). Stafford also explained that there is great variance across the different levels of athletic programs and such differences should be considered when developing enforcement mechanisms. Van Den Hende (1998) cautioned that “implementing generic rights can often be very difficult or nearly impossible” (p. 4).

In examining issues academic institutions face when attempting to comply with Title IX guidelines, the lack of clear directives and understanding; the lack of enforcement, political support and funding; and a one-size-fits-all approach taken toward

compliance are all key factors identified by the literature that contribute to noncompliance. Van Den Hende (1998) summarized many of these concerns explaining “the compliance with Title IX legislation requires interpretations that are objective and dynamic. Unfortunately, today, Title IX and related issues are largely unspecified and subjective to personal agendas, transient party politics, unspecified language, ill defined objectives, and subjective interpretations” (p. 7).

Challenges Created By the Sport of Football

In examining barriers to Title IX compliance faced by intercollegiate athletic programs one area that has consistently been identified and targeted is the sport of football. From the initial enactment of Title IX, proponents of the sport have fought for its exemption from the compliance requirements of the legislation. It has been argued that revenue-producing sports such as football were unique and should not be held to the same laws as non-revenue sports and that, if they were, it would be impossible to meet the mandated proportionality requirements (Ball, 2006). In contrast, critics of the sport have laid much of the blame for the overall lack of Title IX compliance at the feet of football.

In examining the literature on this issue as it pertains to all higher education institutions, one of the key concerns that consistently appears is the overall number of participants and cost to run a football program when compared to female sports (Tressel, 1996). Football programs can account for more than 50% of total intercollegiate athletic department expenditures and the average annual cost of equipping a football player can be as much as \$900 (Fizel & Fort, 2004; Noftz, 2007). At the NCAA Division I level, for example, only 15 schools have total athletic budgets for female sports that exceed their expenditures for football (Lapchick, 2006). In most instances, the sport of football has

twice as many participants as any other intercollegiate sport. In addition, its increasing popularity as a spectator sport, which has led to it becoming a revenue producer for a number of institutions, has placed the sport of football in a very unique position (Tressel, 1996). A recent examination of revenues and expenditures showed that in 2008 total profits from football for NCAA Division I programs exceeded 2.3 billion and only four bowl championship level schools lost money on their football programs (Isidore, 2009). As a result, two philosophical ideologies have emerged. The first views the sport of football as a unique, life-giving entity to intercollegiate athletics that should be held to different standards. The second views football as representative of all that is wrong in collegiate sports and calls for stricter regulations to reduce the negative impact of this sport on gender equity (Burnett, 2003; Tressel, 1996).

While proponents of the sport argue the merits of football (e.g., revenue production, publicity) empirical studies indicate it has a negative impact on Title IX compliance efforts. Stafford (2004), in examining NCAA institutions between 1995 and 2002, found that the presence of football increases the probability of noncompliance. Sigelman & Wahlbeck (1999) demonstrated that institutions without a football team were more likely to be in compliance with Title IX legislation. In a study examining the effect of football on funding and participation at four-year NCAA institutions, Rishe (1999) found that institutions with football programs are further from meeting compliance than those without. In a comprehensive study of NCAA Division III institutions, Tressel (1996) found that the sport of football was perceived as a barrier to Title IX compliance at these institutions.

It is clear that the sport of football is a divisive issue that has had a negative impact on Title IX compliance at the four-year level. What is not clear is the impact of this sport on two-year institutions as limited research exists on this group. Castaneda (2004), for example, in examining participation rates at public two-year community colleges, found that female participation as a percentage of total student athletes was 12% lower for those institutions that sponsored the sport of football when compared to those that did not.

Proponents argue that the sport of football is inherently different at two-year institutions than it is at the four-year level, where in many instances it has become a business driven largely by societal infatuation with the sport (Burnett, 2003). At the two-year level, football teams are viewed as a positive way to enhance enrollment and tuition dollars, generate state appropriations, and bring positive publicity to the school (Burnett, 2003; Suggs, 2004). However, two-year institutions operate their programs on a much smaller economy of scale without the benefit and influence of multi-million dollar media agreements, attendance figures in the hundreds of thousands, and national recognition and acclaim. Dr. Karen Sykes, former President of the NJCAA (Burnett, 2003) posited that the “concerns surrounding large revenue-producing sports like football and basketball at four-year institutions don’t apply to two-year programs. Two-year colleges are offering football not because they want to be powerhouses. They’re doing it to generate revenue” (¶ 10).

While it is apparent that football at the two-year college is different from major four-year programs, the same issues still exist of a large number of participation slots and a high operating budget, that can both negatively impact Title IX compliance. As such, additional research designed to determine the perceived impact of the sport of football at two-year institutions is necessary.

The Masculine vs. Feminine Model of Sport

In examining the contextual background of athletics from a societal standpoint two competing viewpoints or models of sport have emerged. These two models, masculine and feminine, have shaped the American culture as it pertains to how sports are viewed, have fashioned the environment in which Title IX has operated, and have presented fundamental challenges to overall compliance efforts.

The male or masculine model of sports, which is centered on providing high levels of competition, providing a value of entertainment for the spectator, and generating revenue, is rooted in early male athletic competitions and has been identified as the dominant view of athletics (LaCroix, 2007; Tressel, 1996). It is this model, which is firmly entrenched and espoused in professional sports such as the National Football League, the National Basketball Association, and Major League Baseball, and has a strong presence in many intercollegiate athletics programs, that has traditionally received the most attention and resources. Messner (2002) described the dominance of this model, explaining that,

modern sport is a 'gendered institution.' It is a social institution constructed by men, largely as a response to a crisis of gender relations...the dominant structures and values of sport came to reflect the fears and needs of a threatened masculinity" (p. 16). As such, this model has greatly influenced gender equity in athletics and has impacted the Title IX compliance efforts of colleges and universities (Tressel, 1996).

In contrast to the male model, the female or feminine model of sports places participation opportunities across a variety of skill levels at a premium and takes the view

that athletics should be educational, developmental, and rewarding (Morrison, 1993; Tressel, 1996). From this vantage point, sport is viewed less as entertainment and business and more as an extension of the overall educational process. On the surface, it is this model that most closely correlates with the original intent of Title IX legislation in providing equal opportunities across all aspects of intercollegiate athletics. This relationship can be seen in testimony presented to Congress prior to the passage of Title IX legislation that argued that:

- (1) participation in athletic pursuits plays an important role in teaching young Americans how to work on teams, handle challenges and overcome obstacles;
- (2) participation in athletic pursuits plays an important role in keeping the minds and bodies of young Americans healthy and physically fit. (Noftz, 2007, p. 39)

Improvements in the exposure and coverage of women's sports have been shown and overall participation rates have increased dramatically since the creation of Title IX legislation in 1972. In spite of these benefits, there has been little change in the fundamental structure of sports and a masculine perspective still permeates all levels of sport to include intercollegiate athletics (LaCroix, 2007). Instead of establishing new standards and criteria, Title IX implementation guidelines have essentially assessed women's sports programs relative to the existing dominant male sports standards (Chu, 1989). Messner (2002) explained that while female sports have experienced positive growth, for the most part they remain marginalized and operate on the fringes of the masculine sports model and their male counterparts. It is this model that in spite of Title IX continues to occupy the center of sports in society and in many ways trivializes and

ignores female athletics (LaCroix, 2007; Messner, 2002). In describing this marginalization, Noftz (2007) explained:

Because the historical framework of athletics has been male constructed and administered, women's athletics were established within the same framework. Any opportunity for a different organizing and administrative structure, which might evolve and prove to be more advantageous for women, would not develop. (p. 83)

As long as sports are viewed from a business perspective that places the emphasis on revenue generation and entertainment value, it is likely that women's sports will continue to come up short and educational institutions will continue to struggle with Title IX compliance.

Current research on four-year institutions at the NCAA Division I level have demonstrated that many of their athletic programs operate from a masculine sports model. This model emphasizes the sports of football and men's basketball which provide the most opportunity for high levels of media exposure and revenue generation driven by long-term external media agreements and extensive formal booster/fundraising organizations (Passeggi, 2002; Tressel, 1996). Subsequently, studies have demonstrated that larger intercollegiate athletic programs that rely heavily on football and men's basketball are likely to be out of compliance with Title IX regulations (Anderson, Cheslock, & Ehrenberg, 2006; Sigelman & Wahlbeck, 1999; Stafford, 2004).

Strategies for Compliance

Although much attention and debate have been directed toward Title IX legislation and the issues surrounding compliance requirements, relatively little empirical research formally identifying successful strategies for obtaining compliance has been conducted. In

particular, pertinent information on successful strategies at the two-year college level is limited. In spite of the lack of empirical data, the research available does provide a foundation for both identifying current solutions and developing new strategies to further the efforts toward Title IX compliance.

Anderson and Cheslock (2004), in examining NCAA four-year athletic programs from 1995 to 2002, found that the primary strategy for complying with Title IX requirements was through the addition of female teams or participants. A second, less prominent, strategy identified by this study involved the elimination and/or reduction of male teams/athletes in order to meet proportionality goals (Anderson & Cheslock, 2004). Much of this elimination of men's teams/athletes was attributed to the lack of funding or revenue to increase female programs to an otherwise acceptable level. Additionally, these cuts were generally targeted at less mainstream, non-revenue sports with football and men's basketball rarely being affected (Anderson & Cheslock, 2004).

Tressel (1996), in studying Title IX compliance efforts of four-year institutions at the NCAA Division III level, identified six strategies that were most often cited as being incorporated by respondent institutions. These included: ongoing, in-depth evaluation of Title IX compliance; addition of intercollegiate sports; focus participation growth of underrepresented gender on those sports with large participation potential; add varsity head coach and assistant coaches to share overall coaching load; promote conference-wide standards for compliance; and targeted funding toward underrepresented sports to increase the number and quality of opportunities. While these were all identified by NCAA Division III programs as successful strategies for obtaining Title IX compliance, it should be noted that the majority of these involve the identification and/or availability of

additional revenues. For institutions where multiple revenue sources are not available or athletics is funded primarily through student fees and enrollment these strategies may not be practical.

Finally, Castaneda, Katsinas, & Hardy (2008), as part of a larger study analyzing intercollegiate athletic programs at the two-year college level, provided several suggested strategies for complying with Title IX requirements and obtaining gender equity. The first recommendation called for colleges to add sports with the consideration of maximizing the impact per dollar spent. For example, a college should look at only adding sports which can share facilities or which facilities are already available. A second recommendation called for conference or local association-level coordination to add the same sports teams to area colleges at the same time thus reducing travel and providing immediate competition opportunities. A final suggested strategy of this study focused on the major two-year college athletic associations – the NJCAA and the CCCAA. This recommended strategy would call on these separate entities to work together in lobbying Congress and the U.S. Department of Education to develop new compliance guidelines that would adequately consider the differences between two and four-year colleges (Castaneda, Katsinas, & Hardy, 2008).

While each of these suggested strategies would have the potential to positively impact Title IX compliance efforts at two-year colleges, they do not identify what institutions are doing at present to address their compliance issues. Further research that identifies strategies for obtaining Title IX compliance is necessary.

The Unique Nature of Title IX at Two-Year Colleges

While Title IX legislation and the compliance issues that go with it encompass all areas of the higher education arena, the unique nature and purpose of the two-year college, along with the relatively limited amount of research in this area make this a topic worthy of further exploration.

Intercollegiate athletics have played an important role at two-year colleges across the country for many years (Williams & Pennington, 2006). Although very diverse in program history and make-up, athletic programs at two-year colleges have been credited with influencing institutional and community pride, positively impacting student enrollments, and successfully helping the institution to fulfill its mission (Williams & Pennington, 2006). While not nearly as high profile as some four-year programs, the importance and widespread appeal of these programs cannot be understated. Currently over 40% of higher education institutions are two-year colleges enrolling more than 11.5 million students annually (American Association of Community Colleges [AACC], 2008). Although 60% of these students are female (AACC, 2008), there is still limited research examining Title IX and the relationship with two-year college athletics. Currently there are two primary governing bodies that administer oversight and award championships at this level: the National Junior College Athletic Association (NJCAA) and the California Community College Athletic Association (CCCAA). The NJCAA includes all areas of the United States with the exception of California and parts of Oregon and Washington while the CCCAA operates independently of the NJCAA and covers the 117-school California system.

In many instances athletic programs at two-year institutions have prospered and have continued to expand. However, the unique nature of these programs has created challenges with meeting the legal requirements of Title IX legislation that have left many schools vulnerable (Burnett, 2003).

In a study of compliance at two-year colleges in Maryland, for example, Mumford (2005) found that when assessing Title IX based upon substantial proportionality, no institutions were able to meet compliance standards. On the whole, the study showed that women comprised 61% of total student enrollment but accounted for only 32% of the total student-athlete population (Mumford, 2005). An interesting finding from this study showed that the number of teams offered for men and women were nearly equal (51% to 49%) but the number of participants was highly disproportionate (68% male to 32% female); (Mumford, 2005). Similarly, Castaneda (2004), in a national overview of public community colleges during the 2002-2003 academic year, found that although the number of intercollegiate athletic teams offered for men and women were nearly equal the female participation rate comprised only 37% of all student-athletes.

Several factors unique to many two-year institutions potentially create barriers to successful compliance with Title IX regulations. First of all, the two-year college's traditional philosophy toward athletics as an educational enhancement has been one that differs from that of many four-year institutions, where high dollar entertainment and a continued emphasis on a male model of sports which promotes high levels of competition, revenue generation, and spectatorship remains increasingly important (Van Den Hende, 1998). In addition, the overall differences between two-year and four-year institutions, whose missions and student bodies can be substantially different, has made it difficult for

two-year schools to comply with generic Title IX regulations (Burnett, 2003; Van Den Hende, 1998). These reasons in particular have led many two-year college leaders to believe that a different set of rules and regulations that would account for these differences is warranted (Burnett, 2003).

The traditional mission of an open door policy along with the diverse nature of the student body at two-year colleges is a primary factor that fosters noncompliance with Title IX guidelines. The open door policy, which has been a defining characteristic of the American two-year college, promotes the access and availability of higher educational opportunities to all who may benefit including those who may be socially or economically disadvantaged (McPhail, 2009). This philosophy, in many ways, requires the two-year college to be all things to all people and embrace all aspects of the higher educational spectrum to include vocational, technical, and transfer programming; continuing, lifelong learning opportunities; and basic skills development (Cohen & Brawer, 2006).

While this key component of the two-year college mission has provided educational and enrichment opportunities to a segment of the country that otherwise may have been omitted from the higher educational landscape, it has also created a student body that is very different from the student population at four-year institutions (Cohen & Brawer, 2006). As a result, many two-year colleges are extremely diverse and non-traditional in nature making complying with standardized Title IX requirements challenging. The substantial proportionality requirement, for example, is very difficult for many two-year institutions to meet due simply to what administrators describe as a lack of available female participants (Fisher, 2002). As the law requires participation rates of female athletes to mirror the overall female enrollment at the institution this can be

problematic. Student populations at many two-year institutions consist of non-traditional, part-time female students who have full-time jobs and families (Powell, 2007). While many of these female students are not interested in participating in athletics they must be included in overall enrollment figures when determining proportionality (Fisher, 2002). As a result, many administrators say they must either cut the number of male teams and athletes to obtain the necessary proportions or be out of compliance with Title IX and risk possible legal and financial ramifications (Fisher, 2002). As the unique mission and diverse nature of two-year colleges present unique obstacles to Title IX compliance efforts, the general lack of resources to include inadequate funding sources, limited facilities and equipment, and insufficient coaching/instructional support all serve as major barriers to obtaining compliance (Van Den Hende, 1998).

At many two-year colleges, particularly those that have added athletic teams and programs within the last decade, facilities consist of what is available for use from the local public school system or the local recreation department (Van Den Hende, 1998). Admission for athletic events is generally minimal or free of charge with no substantial revenue being generated. Athletic coaches and support staff often hold multiple positions and responsibilities within the athletic department and the college (Powell, 2007). Unlike larger, four-year institutions that can often address Title IX issues with the financial resources obtained through expansive media contracts, event receipts, and large booster clubs and organizations, two-year colleges often operate on shoestring budgets which are driven largely by student tuition (Van Den Hende, 1998).

All of these differences lead to a unique set of challenges to Title IX compliance for two-year institutions in the administration of their athletic programs that are often not

shared by their four-year counterparts. In summarizing these challenges Van Den Hende (1998) explained that the two-year college:

deals with broad social implications of open door policy admissions, large diverse population enrollments, lifelong learning philosophies and transfer and vocational programming as well as all the tenets of four year colleges. Typically, with limited space, resources and facilities as well as serving large populations of diverse students with diverse needs, community colleges often are unable to provide additional scholarships, accommodations, buildings, equipment and supplies to establish equity. Consequently, often the only way for Title IX compliance is through reduction of services and program cut-backs. (pp. 5-6)

As demonstrated above, many of these challenges are unique to two-year colleges and are exacerbated by what has been described as the one-size-fits-all approach to Title IX compliance that places emphasis on four-year institutions. As a result, many two-year college administrators believe that their athletics programs should be judged by a different set of standards that takes into account their unique differences (Evelyn, 2002). For many, the thought is that two-year institutions have been placed in a no-win situation when it comes to complying with Title IX requirements and without changes this concern will continue (Van Den Hende, 1998). Van Den Hende (1998) explained that although Title IX has resulted in great advances in athletic opportunities for women, “inadequate funding will continue to inhibit the process of equalization” (p. 12). At the two-year college level in particular, he states that:

equal funding for girls’ programs and the availability of fields, gyms, lockers, facilities and equipment has backed many two year schools into financially

constrained corners leaving few ways out. Often solutions for compliance directly conflict with institutional missions and goals...as a result many institutional objectives are left in a funding limbo from semester to semester or simply cut due to Title IX on one side and immediate funding concerns on the other. (pp. 12-13)

While the limited amount of existing research focused on Title IX at two-year colleges has shown that compliance can be challenging, athletic programs at these institutions continue to operate and expand for a variety of reasons. Primary reasons cited for adding new sports programs or expanding existing programs at two-year institutions revolves around providing enrollment growth and additional funding sources as well as providing exposure and publicity for the institution (Ashburn, 2007; Dyer, 2002). Results of a study examining community college presidents' perceptions of intercollegiate athletics showed that participants thought athletics promoted pride and enhanced the overall reputation of the institution and helped to enhance enrollment (Williams & Pennington, 2006). Information from the NJCAA shows that since 1993 more than 40 athletic programs have joined and total membership is more than 500 colleges (National Junior College Athletic Association [NJCAA], n.d.a). Experts expect this growth to continue, with the increase being driven largely by public two-year institutions that are looking to increase student enrollments, increase funding, and provide a more traditional college experience for their students (Ashburn, 2007).

Exposure and publicity are also primary reasons cited for adding sports programs. Chancellor Joe Ben Welch, who explored adding athletics at River Parish Community College, explained that "one good successful season with a quality athletic team can get your institution more exposure than all the ads you can buy out of a year's budget" (Dyer,

2002, ¶ 21). Because of these reasons and perceptions the growth and popularity of sports programs at two-year colleges will likely continue for the foreseeable future. A result of this growth will be a continued emphasis on gender equity and Title IX compliance. As new sports are added and new programs are developed it will be essential to ensure that allocations and decisions addressing gender equity are given full consideration and accountability. As such, further research examining both barriers faced by two-year institutions when attempting to comply with Title IX and the identification of successful compliance strategies would be of great value.

Two-Year Athletic Governing Bodies and Title IX

The two primary governing bodies for two-year college athletics are the National Junior College Athletics Association (NJCAA) and the California Community College Athletics Association (CCCAA). Both the NJCAA and the CCCAA are responsible for development and oversight of all rules and regulations and the awarding of championships for both men's and women's sports within the realm of two-year college athletics for their respective memberships. This oversight includes providing guidelines and training opportunities, and working with member institutions to promote gender equity and Title IX compliance within their athletic programs.

The National Junior College Athletics Association. The NJCAA, which encompasses all states with the exception of California and portions of Oregon and Washington, currently consists of 517 member institutions and sponsors competition at three levels in most sports. The three levels (Division I, II, and III) correspond accordingly with the availability of full, partial, or no scholarships for student-athletes (Castaneda, 2004). Member schools may choose to participate in any of the three levels on a sport-by-

sport basis. Additionally, member institutions may elect to participate at the Division I or II level in specific sports even if they do not offer financial assistance to their student-athletes.

The NJCAA, which was formed in 1938 in Fresno, California, was originally designed to promote and provide oversight for a national program of junior college sports that would be in line with the educational objectives of the two-year schools (NJCAA, n.d.a). This association, whose original 13 members were all from the state of California, quickly spread to represent institutions from coast to coast and by 1949 was comprised of sixteen regions and sponsored national championships for numerous men's sports (NJCAA, n.d.a). By 1973 the association had expanded to 21 regions and 533 institutions although the focus remained primarily on male sports.

In moves that were strongly influenced by the passage of Title IX legislation, the early 1970s saw the NJCAA begin to give formal notice and recognition to women's sports. In 1973 the NJCAA officially added national championships for women in the sports of volleyball, basketball, and tennis and in 1975 officially approved a women's division. As a result, national championships for women were added in the sports of field hockey, skiing, gymnastics, track and field, softball, and swimming and diving, and increased efforts toward equity and opportunity in women's sports were more formally promoted (NJCAA, n.d.a). During this period, women's sports were growing and receiving increased recognition at the two-year level. However, overall participation and opportunities, particularly as they compared to men's sports, still lagged behind. In 1977 for example, the NJCAA Women's division consisted of 345 member institutions and officially sponsored championships in 12 sports compared to the Men's division which

was comprised of 580 members and officially sponsored 21 sports championships (NJCAA, n.d.a). In formally recognizing its role in promoting gender equity among its member institutions, the NJCAA released the “Guide to Gender Equity and Title IX” in 1994 to provide specific guidance and instruction to member institutions in their efforts to adhere to Title IX compliance and increase gender equity within their respective programs (NJCAA, n.d.a). At this time overall membership stood at approximately 550 institutions for each division.

To obtain a full understanding of the role and focus of the NJCAA toward gender equity and Title IX compliance, a review of existing mission and responsibility statements is warranted. In recognizing a separate Women’s division for female athletics, the NJCAA describes the function and responsibility of this division through the following statement:

It is the basic belief of the Women’s Division of the NJCAA that the athletic program for the women compliments the existing programs offered by the NJCAA. The Women’s Program is an integral part of the total education process, which fosters sound educational goals concurrent with those of the member institutions. Because of the uniqueness of the Community/Junior College, it is important to provide an organization which provides equal representation...The Women’s Division of the NJCAA provides programs which afford opportunities for the participation of all community colleges. For those Community Colleges seeking an affiliation for their women’s athletic program, the NJCAA offers an organization that can meet the individual needs of all students because it provides national competition for all eligible member schools through regional affiliation. It is important to emphasize that the Women’s Division is dedicated to meeting the

needs of all women athletes, providing them with the highest caliber of national competition in a wide range of sports. (NJCAA purpose, n.d.b, ¶ 7)

While the philosophy espoused by the NJCAA clearly promotes equal opportunity and accessibility for women's sports, the continued focus on separate divisions between male and female athletics can possibly lead to a separate-but-equal mentality that could continue to promote the perception of women's sports at a different level than that of their male counterparts (LaCroix, 2007, Messner, 2002). Noftz (2007) expounded on this concern stating "because societal and consumer norms have evolved based on men's athletics, a women's team seldom compares to the separate-but-equal men's team in terms of prestige, spectator interest and support, and media coverage." (p. 84). In a society that appears to have embraced a predominately male model of sport, it is unclear how separate administrative structures can be effective in successfully enhancing gender equity and compliance with Title IX. In contrast, the National Collegiate Athletic Association (NCAA) which oversees athletic programming at four-year institutions and is generally recognized as the most powerful organization regarding intercollegiate athletics in the United States (Tressel, 1996) has veered away from separate divisions based upon gender and encompasses all sporting opportunities under one general umbrella.

While Title IX compliance is an issue within two-year college athletics programs (Mumford, 1998), the promotion of proactive compliance efforts and the availability of resources for member institutions by the NJCAA appear to be limited. Although much of the focus on gender equity programs and Title IX compliance has been decentralized to the respective conferences and individual institutions, the NJCAA has provided general resource support to its member institutions. This support has included the availability of a

Title IX compliance manual and periodic training seminars designed to address member colleges' questions and concerns and provide assistance in successfully meeting the requirements of Title IX.

The California Community College Athletic Association. The CCCAA is comprised of 107 two-year programs within the state of California and offers no athletic scholarships for student-athletes, thus aligning most closely with NJCAA Division III programs. The CCCAA, which serves as an arm of the California Commission on Athletics (COA), was originally formed in 1929 as the California Junior College Federation with the primary responsibility for development and oversight of rules and regulations for intercollegiate athletics within the state of California (Commission [COA], n.d.). The COA, which brought the Southern California, Northern Junior College, and Central California Athletic Associations together under one governing body, initially only provided administration and membership for men's sports. Female sports were primarily administered by four independent organizations that were divided into conferences and run by coaches (Brown, 2002). In contrast to the competitive nature of men's sports that was being promoted during this timeframe, a "recreation" philosophy was being practiced in which women's athletics were primarily an opportunity for participation and winning was not the primary goal (Brown, 2002).

It was not until 1975, following pressure from the enactment of Title IX legislation that the COA formed an ad hoc committee with the purpose of developing a strategy to create a statewide intercollegiate athletic program for women (Brown, 2002). The initial proposal from the committee, which called for the creation of a separate Women's division was rejected and subsequently replaced with a plan to create a single program for

both men and women that focused on equal opportunity and representation for all (Brown, 2002). This plan was formally approved and implemented in 1977 and formed the basis for the administrative structure of the COA and the CCCAA that is presently in place. The COA's development of a single program encompassing both female and male sport programs was the first association-wide effort to combine both genders under one administrative governance structure and served as a model in later years for both the NCAA and the National Association of Intercollegiate Athletics (NAIA) in their efforts to consolidate their respective programs (Brown, 2002).

In 1994 the COA established a task force on gender equity in athletics in an effort to investigate the status of women's sports within the CCCAA. An initial primary goal of this committee was to draft a working mission statement that would guide association members in their gender equity efforts. The mission statement, which was released in January of 1995 and has been incorporated into all CCCAA governance and operations structures, states:

The COA is committed to the value of gender equity for both men and women in intercollegiate athletics through its structures, policies, and procedures. The Commission and its colleges shall act affirmatively to assure gender equity in the quality and quantity of participation in athletics. (COA, 2004, p. 2)

To this end, the task force was designed to promote the continued advancement of women's athletics within the association and to provide guidance and support to member institutions regarding compliance with Title IX legislation (COA, n.d., 2004). This support has included the creation of compliance tools such as the *Gender Equity Self Review Manual* (COA, 2004), the design and delivery of workshops and seminars on strategies for

increasing women's participation opportunities and the development of a long range strategic plan focusing on association wide gender equity efforts (COA, 2004). In spite of all these positive efforts and focus on gender equity at the association level, research has shown that attaining compliance with Title IX at two-year institutions within the CCCAA has been challenging (Evelyn, 2002; Wade-Gravett, 1996).

Justification for Further Research Based Upon Review of Literature

The topic of gender equity and Title IX compliance at the two-year college level is a real issue that deserves the full attention of all those involved. However, to date much of the research on Title IX legislation, the barriers to compliance, and the identification of strategies to promote compliance have been largely limited to NCAA-sponsored four-year institutions. For example, Tressel (1996) conducted a study that examined NCAA Division III institutions and analyzed perceived barriers, strategies, and the impact of football on that entire group. The study surveyed athletic administrators at 300 institutions regarding the identification of critical barriers encountered and strategies employed toward Title IX compliance. The responses were analyzed based upon the variables of administrator gender, status as a public or private institution, whether intercollegiate football was offered, and the overall success of the football program (Tressel, 1996).

Analysis of responses provided a set of six common barriers to Title IX compliance and a set of seven most often identified strategies. The six common barriers identified along with overall response percentage were: inability to attract the underrepresented gender into current athletic programs (49%); insufficient numbers of coaches for the underrepresented gender (48.7%); a finite number of budget dollars causes a reaction to protect present budgets thus limiting support for growth in underrepresented

gender programs (48.1%); the socialization process which does not promote the participation of both genders in sport to the same extent (47.8%); inability to retain women in athletic programs (41.6%); and insufficient numbers of women in athletic leadership positions (36.9%); (Tressel, 1996). The seven most often identified strategies were: an in-depth evaluation of Title IX compliance in the athletic department (54%); add an intercollegiate sport and its head coach position for the underrepresented gender (51.6%); emphasize growth of participation by the underrepresented gender in sports with large participation potential (45.4%); add a varsity head coach to share the current program's coaching load (42.8%); encourage a conference-wide standard of compliance to Title IX (41.9%); create a full time assistant coach position to assist the current coaching staff (39.2%); and special investment of funds into the budget of the underfinanced sports to increase the number and enhance quality of opportunities (35.1%); (Tressel, 1996).

Findings showed that significant differences in response patterns were noted in three of the six critical identified barriers based upon respondent gender and in two of the seven identified strategies based upon the presence of football. Specifically, female respondents rated the barriers of inability to attract female student-athletes, inability to retain female student-athletes, and lack of women in leadership positions much higher than their male counterparts. Institutions with football felt the development of conference-wide compliance standards and the creation of a full-time assistant coach position were more likely to positively affect Title IX compliance efforts than those institutions without the sport. Significant differences in response patterns by gender were also found in three of the seven most often identified compliance strategies (Tressel, 1996) with females more likely to view the addition of a sport for the underrepresented gender and efforts to

emphasize the growth of the underrepresented gender as more effective than male respondents. Conversely, female respondents identified the development of conference-wide compliance standards as less effective than males.

These results provide good insight into the general barriers and strategies identified with Title IX compliance at higher education institutions. Additionally, the study serves as an excellent model for future research but it cannot provide the perspective of the two-year college.

In another study of NCAA Division III institutions, Hull (1993) surveyed nearly two thousand coaches, athletes, and administrators to assess perceptions toward gender equity within their respective athletic programs. Results of the study showed that females, irrespective of status as administrator, coach, or student-athlete, perceived there to be significantly less equity than males in the Title IX-covered areas of program support, financial support, scheduling, sports offerings, and recent changes/additions to the overall athletics program.

At the two-year college level, there has been some localized research that can be of benefit to practitioners. One study in particular examined the perceptions of community college presidents, athletic directors, and head coaches regarding compliance with Title IX within the California Community College system (Wade-Gravett, 1996). The study employed a survey instrument that sought to assess Title IX compliance based upon the three-prong test and to seek respondent feedback on current enforcement procedures, as well as, their perception of barriers or reasons for noncompliance. Results showed that the perception of overall compliance with Title IX legislation was highest with college presidents and athletic directors and was lowest for head coaches. In examining the

variable of respondent gender, the level of perceived compliance was lower for women than it was for men (Wade-Gravett, 1996).

A second study (Mumford, 2005) examined actual levels of Title IX compliance in the Maryland two-year college system. Specifically, the study employed a survey to assess the level of participation and opportunity for female students and coaches within the 18 member Maryland Junior College Athletic Conference. Findings of the study demonstrated that female students participated in two-year college athletics in much lower numbers than male students and the overall number of females occupying administrative or coaching positions within existing athletic programs was substantially less than their male counterparts (Mumford, 2005).

Castaneda (2004), as part of a national study examining intercollegiate athletics in public community colleges, examined the areas of student participation and athletically-related aid as it pertained to gender equity requirements. Using information from the 2001-2002 Equity in Athletic Disclosure Act (EADA) and Institutional Postsecondary Educational System (IPEDS) surveys the study assessed data from 567 public community colleges across the United States. While the identification of gender equity issues or solutions to these issues was not a focus of the research, findings of the study did demonstrate that athletic programs at these schools are having difficulty meeting the requirements of Title IX legislation.

Specific findings from the study showed that for the 2001-2002 survey period females comprised 55% of all full-time degree seeking students but only 37% of total student-athletes. For those community colleges that fielded a football team, female participation numbers were even lower at only 30% of total student-athletes. In regard to

scholarship monies, findings of the study showed that females received 42% of athletically-related financial assistance compared to 58% for male athletes.

While each of these studies provides valuable information and insight on the topic, the scope of each of these studies is limited. Additionally, the research that has focused specifically on barriers to Title IX compliance has been localized in nature and was conducted more than 10 years ago. To date, no comprehensive study examining the perceived barriers to Title IX compliance, identifying compliance strategies, and assessing the perceived impact of factors associated with the masculine model of sport on compliance efforts at the two-year college has been conducted. Further examination into characteristics such as the sport of football, the presence of formal booster/fundraising organizations, and external media/broadcast agreements which have traditionally been associated with this masculine model is necessary. Additionally, because of the diverse and evolving nature of two-year institutions and their athletic programs, insight into potential differences between these programs and their possible impact on Title IX compliance efforts is necessary. These differences included the ability to offer athletic scholarships, longevity of participation in intercollegiate athletics, and financial considerations such as overall athletic department operating budget.

With the continued expansion and focus on intercollegiate sports at the two-year college level and with the unique nature and challenges that differentiate them from four-year institutions, a study of this scope was needed. In addition, with the serious ramifications that go with noncompliance and gender discrimination, further research that can provide a greater understanding of the problem and how to address it was essential.

Conceptual Framework

Title IX legislation and the resultant efforts toward compliance that have evolved since its passage in 1972 can be viewed from both a procedural and societal perspective. As such, the perceptions of athletic administrators at two-year colleges regarding barriers to Title IX compliance and strategies used for addressing these barriers have been shaped by each of these viewpoints. In this light, a conceptual framework that is centered both around evaluating the process mechanisms of the Title IX program and which captures and fully accounts for the societal context in which intercollegiate athletics operate and are viewed is essential.

As compliance and the corollary impact on gender equity is a primary intent of Title IX legislation, a foundation in process evaluation that allows for the examination of this legislation as it applies to the societal issue of gender equity within intercollegiate athletics is necessary and serves to help frame this study. Recent studies have demonstrated that historical and current enforcement mechanisms have been ineffective at increasing compliance (Stafford, 2004). In addition, intercollegiate athletic programs continue to have a difficult time complying with Title IX's requirements for accommodating the interests and needs of students for a variety of social, political, financial, and cultural reasons (Van Den Hende, 1998).

Rossi, Lipsey, & Freeman (2004), whose program process evaluation research serves as a principal framework for this study, explain that in order for a program to be effective in positively changing social conditions, its intended function must align with how it is actually implemented. Despite the intended purpose, there are many adverse influences that can and will affect how a program is actually implemented (Rossi et al.,

2004). As the researched literature above has indicated there are multiple factors that have impacted Title IX and corresponding compliance efforts.

While process evaluation helps to frame Title IX compliance from a program evaluation perspective, to fully understand the issues surrounding Title IX and higher educational institutions' efforts to obtain compliance, a broader view of the context in which intercollegiate athletics operates is needed. This conceptual framework, which centers on what has been referred to as a "masculine model" and a "feminine model" of athletics administration has historically shaped how sports are perceived on a societal level and has had a significant overall impact on gender equity and Title IX compliance efforts. The masculine model, which is centered on high levels of competition, revenue generation, spectatorship, and entertainment value, is widely accepted and encouraged at all levels of sports (Carpenter & Acosta, 1993; Tressel, 1996). It is this dominant masculine model which has most often fed America's societal infatuation with sports and has both consciously and unconsciously marginalized and limited female athletic opportunities (Bettis & Adams, 2007). In contrast, the feminine model views intercollegiate athletics as an educational enhancement that values and encourages participation and should be both rewarding and enriching (Morrison, 1993).

While these two dimensions have historically been in conflict it has been the compliance requirements of Title IX that have brought these issues to the surface and have influenced institutional and individual behaviors, perceptions, and compliance efforts. Although the general tenets of the feminine model, institutional academic mission and philosophy, and the original purpose of Title IX are congruent with one another, the masculine model has been most prevalent and widely practiced within intercollegiate

athletics, particularly at the NCAA Division I level. Because of this disconnect between institutional academic and athletic agendas “non-revenue” or “less popular” sports, which often are comprised of female teams, are not given full emphasis and support and as a result are either marginalized or ignored altogether (Bowen & Levin, 2003). As a result, women’s sports and female student–athletes are adversely affected. It is within this broad framework that Title IX compliance efforts operate and in which many of the issues and barriers facing these efforts either originate or are exacerbated.

In contrast to NCAA Division I institutions whose athletic departments have truly become big businesses, a significant portion of the sports programs at two-year institutions are being operated within the framework of the feminine model (Van Den Hende, 1998). It is this model that most closely aligns with the open-access mission practiced at many two-year institutions and carries over into the development and administration of athletics programs whose goals and objectives differ from more high profile four-year institutions (Mumford, 2005). Because of this alignment with the feminine model, much like women’s sports in general, the athletics programs at two-year institutions often operate on the periphery of intercollegiate athletics (Bowen & Levin, 2003). As such, although commonality exists, the strategies incorporated and the barriers encountered by two-year institutions in their pursuit of Title IX compliance can differ from those at four-year institutions.

Key issues identified in this study such as the perceptions of female athletic administrators toward Title IX compliance, perceived barriers toward Title IX compliance at both the four-year and two-year college level, the challenges created by the sport of football and revenue driven initiatives such as athletic booster organizations and extensive

media contracts and agreements, and the strategies developed for meeting compliance requirements have all been influenced to some extent by the male model. Because of this influence, although Title IX legislation has enacted positive change in intercollegiate athletics, it is possible that inherent tensions between the male and female models have limited the original intended goals and desired effectiveness of Title IX.

Summary of Literature Review

It cannot be debated that Title IX of the Federal Education Amendments Act of 1972 has had a profound and far reaching impact on intercollegiate athletics. From providing enhanced participation opportunities for women and reducing gender discrimination in athletics to challenges faced with compliance and enforcement, Title IX legislation has left a clearly visible footprint. The literature reviewed provided an overview of the evolution and history of Title IX and examined the various political and legal decisions that shaped and formed this legislation over the past 38 years. In addition, the requirements for compliance with Title IX, the applicability of this legislation to athletics, and the historical impact on intercollegiate athletics were also examined.

The review also evaluated the literature to identify issues with compliance faced by college athletics programs, as well as, potential strategies to address these issues. The masculine vs. feminine model of sport to include an examination of the sport of football and its impact on institutions' efforts to comply with Title IX guidelines was also reviewed. Finally, the review evaluated the unique nature of two-year institutions both as they relate to the more studied four-year programs and to their own internal diversity.

This combination of Title IX history/origin, its universal impact on intercollegiate athletics, the overall acceptance of the male model of sport, and the unique nature of two-year institutions have resulted in compliance issues and challenges for athletics programs

across the country. The specific purpose of this research was to analyze the perceptions of two-year college athletics administrators concerning their pursuit of gender equity as well as the current barriers faced and strategies developed in their efforts toward obtaining gender equity and Title IX compliance.

CHAPTER 3: RESEARCH PROCEDURES

The purpose of this non-experimental, quantitative study was to compare and analyze the perceptions of two-year college athletic administrators regarding compliance with Title IX within their respective institutions. Specifically, this analysis identified the perceived level of institutional compliance within these athletic programs and the perceived barriers that two-year college athletic administrators face when attempting to comply with Title IX legislation. The analysis also identified administrator perceptions of common strategies they feel could be effective in strengthening Title IX and gender equity compliance efforts. Additionally, the study evaluated the impact of key respondent and institutional variables on Title IX compliance efforts at two-year colleges and their role in shaping athletic administrator perceptions. The research questions that guided this study are:

1. What is the overall perceived level of athletic department compliance to Title IX by senior athletic administrators at two-year institutions?
2. What strategies do senior athletic administrators identify as necessary to strengthen Title IX compliance at two-year institutions?
3. What are the perceptions of senior athletic administrators at two-year institutions regarding the identification of barriers to Title IX compliance?
4. Are there significant differences in perceived level of compliance, strategies, and barriers to Title IX compliance based upon institutional variables?

Research Design

To obtain the necessary data for this study, a cross-sectional survey design was employed to determine the perceptions of two-year college athletic administrators as they

pertained to levels of compliance, strategies, and barriers related to Title IX compliance at their respective institutions. According to Johnson (2001), non-experimental quantitative research is of value to educators because of the large number of important but non-manipulable independent variables requiring further study.

A primary weakness of non-experimental research design is the difficulty in controlling for internal threats to validity. A primary concern for this study was the potential threat to internal validity posed by the lack of control over participants. Specifically, location posed a real threat to the validity of this study as participants completed the surveys at multiple remote locations under uncontrolled conditions. To limit this threat to the greatest extent possible, information on how to obtain access to the survey was distributed to each participant and instructions were provided requesting that surveys be completed in a confidential manner without the assistance or interaction of others.

Study Population

The population for this study was comprised of all athletic directors from two-year colleges that participated in intercollegiate athletics as of the 2009-2010 academic year. The sampling frame from which information was gathered included all current members of the two primary athletic governing bodies for two-year college athletics, the National Junior College Athletic Association (NJCAA) and the California Community College Athletic Association (CCCAA). At the time of data collection, the NJCAA consisted of 517 members and the CCCAA was comprised of 107 members for an initial total study sampling frame of 624 two-year institutions. External factors such as position vacancies and the inability to gather appropriate contact information resulted in a final study

sampling frame of 598 two-year institutions. Complete information regarding the study sample is provided in Chapter 4.

Instrumentation

This study used an online survey to gather the necessary data on the perceptions of NJCAA and CCCAA two-year college athletic administrators. The survey employed direct questioning and Likert scale formats to obtain participant perceptions regarding Title IX compliance issues. Specifically, the survey asked participants to respond to a series of questions designed to assess how they perceived their current institutions' level of compliance with Title IX legislation. Additionally, the survey identified participant perceptions as they related to both the identification of successful strategies toward and barriers against Title IX compliance at their respective institutions. Specific demographic information was also requested to include key respondent and institutional variables.

Survey Contents

The survey was designed to focus on administrator perceptions as they related to institutional compliance with Title IX regulations and toward the identification of barriers and strategies related to Title IX compliance and was comprised of five sections.

As current research has indicated that survey/questionnaire designs that begin by requesting general demographic information better establish a sense of trust and can lead to increased response rates (Dillman, 2007), section one of the survey requested demographic information from the respondent to include items such as gender, if scholarships were awarded, length of participation in intercollegiate athletics, and whether the institution participates in the sport of football on an intercollegiate level. This

information was necessary as it allowed for both the analysis and comparison of perceived barriers and strategies across the identified variables.

Section two of the online survey was constructed to measure the perceptions that athletic directors have regarding their current institutions' level of compliance with Title IX legislation. This section of the questionnaire asked participants to respond with Yes, No, or I Don't Know to a sequence of 12 statements regarding compliance with Title IX efforts within their athletic programs.

Section three asked respondents to indicate the perceived level of effectiveness to a series of 14 statements regarding the most effective strategies for obtaining compliance within their respective athletic programs. Respondents were also given the opportunity to provide any additional perceived strategies that had not been identified in the previous statements and were asked to rank order the top two strategies that they perceived as most effective to Title IX compliance efforts. Similarly, section four asked respondents to indicate their perceived level of agreement or disagreement to a series of 19 statements pertaining to the most significant barriers to Title IX compliance within their respective athletic programs. The objective of sections three and four was to identify general barriers and potential strategies toward Title IX compliance that are consistent across two-year college athletic programs.

Finally, section five consisted of a single item that allowed participants the opportunity to provide general comments with the objective of potentially uncovering additional unexpected barriers and/or strategies that are unique to two-year college athletic programs. The information gathered from this section was analyzed for content to determine if any strategy or barrier recommendations not previously indicated in prior

sections of the survey were identified. The examination of the responses from this section failed to reveal any new barriers or strategies. Responses were not subjected to further analysis.

Survey Development Process

The online instrument constructed for this study was modeled after the Tressel/Krotee Compliance Survey (TKCS) (Tressel, 1996) that was developed specifically to assess the status of Title IX compliance at NCAA Division III institutions. The TKCS was initially developed in 1994 and was based upon the previous models of Campbell (1987) and Hull (1993) whose studies examined player, coach, and administrator perceptions of Title IX compliance at four-year institutions. Both the TKCS and the models provided by Campbell and Hull were pilot tested and subjected to expert review prior to being administered. The information provided in the online survey for this study included key identified constructs from the TKCS that are relevant and consistent with athletic programs at two-year colleges. Additional items selected for the survey were based upon findings in the review of current literature that have identified persistent barriers and strategies to Title IX compliance at two-year and similarly situated institutions. Key resources for these items include Van Den Hende (1998), Mumford (2005, 2006), and Wade-Gravett (1996). Additionally, a panel of experts review and an online pilot testing of the instrument were used as mechanisms to further identify key items that focus on administrator perceptions as they pertain to barriers and strategies related to Title IX compliance. A full copy of the Two-Year College Title IX Survey is provided in Appendix A.

Reliability/Validity Evidence

Dillman's (2007) four-stage testing process was followed to help establish the reliability and validity of the online survey. For stage 1, an initial draft of the survey (Appendix B) was submitted for review by a panel of experts to evaluate the appropriateness of content, to test for relevance to two-year college athletic administrators, and to assess the extent to which the instrument measured what it was intended to measure. After obtaining questionnaire responses and feedback from the panel of experts the instrument was evaluated and modified accordingly. The panel of experts was comprised of four individuals with experience as athletic administrators at two-year institutions. Because of this review, section 1 of the survey was revised to minimize specific respondent demographic information. Two additional barrier items were added to the survey.

Stage 2 incorporated an observation and think aloud protocol (Dillman, 2007) where an additional expert was asked to respond to the modified survey while in the presence of the researcher who then made observations and recorded comments as the survey was completed. This process helped to evaluate cognitive and motivational aspects of the survey and ensured things such as interpretation consistency, logical sequencing, and an overall positive presentation (Dillman, 2007). This process was beneficial in clarifying strategy and barrier items which were unclear and had the possibility of being interpreted in a different way from what the researcher intended.

Stage 3 consisted of an online pilot test of the survey designed to emulate all the procedures proposed by the main study (Dillman, 2007). This was conducted to help assess the overall reliability of the instrument and to further ascertain that the instrument

functioned as intended. A convenience sampling method was used to test the instrument among 20 two-year college athletic administrators that were not a part of the study sample. The researcher sought participation from 20 athletic administrators from the Northwest Athletic Association of Community Colleges (NWAACC).

The NWAACC is a small association of two-year institutions located in the states of Oregon and Washington that are not members of either the NJCAA or the CCCAA and, as such, were not included in the study sample. A total of nine (45%) athletic administrators from these selected programs participated in this phase of the study. Pilot test participants were asked to complete the survey and to respond to key questions about the instrument including whether the instructions were clear and easily understandable and whether there were any particular items/questions that were unclear or confusing.

Additionally, participants were asked to indicate the amount of time needed to complete the survey. Data from the pilot study were then analyzed to determine the consistency and adequacy of each survey item. Results of this analysis indicated that the identified strategies and barriers incorporated into the survey were appropriate for the intent of the study. No new strategy or barrier items were recommended for inclusion and none were viewed as redundant or inappropriate. However, based upon respondent feedback, the request for top strategy and barrier rankings in sections 2 and 3 was reduced from five to two. In addition to addressing potential reliability and validity issues, a primary goal of the pilot study was to identify and refine the preset group of potential barriers and strategies toward Title IX compliance at two-year institutions.

After completion of pilot testing, stage 4 consisted of a final review of the instrument by objective non-study participants prior to its distribution to the sample of

two-year college athletic administrators within the NJCAA and CCCAA. This final review was designed to identify any grammatical and/or formatting errors that may have arisen from the last revision process (Dillman, 2007).

Data Collection Procedures

Data for the study were collected via questionnaire which was developed, distributed and completed via Qualtrics online survey software. Because the attainment of an adequate response rate was critical to the generalizability of study results, Dillman's (2007) Total Design Method, with its five points of contact, was used to ensure an appropriate rate of return by survey respondents.

As research has shown that an initial pre-notification contact can greatly increase survey response rates (Andrews, Nonnecke, & Preece, 2003; Dillman, 2007), an initial invitation to participate in the study was sent via email directly to senior athletic administrators at the 598 member institutions from the National Junior College Athletic Association (NJCAA) and the California Community College Athletic Association (CCCAA) that comprised the study sample. This pre-notification (Appendix C) briefly described the purpose of the study, encouraged the recipient's participation, and provided contact information for the researcher and the researcher's advisor. Additionally, the invitation requested a response from individuals who may not have felt they were the proper contact for the survey along with a request for contact information for the correct person. Names and contact information for the senior athletic administrator at each of the member schools was obtained from the NJCAA and CCCAA online member directories.

An email containing the direct link to the online questionnaire was then sent out six days after the initial pre-notification letter. In addition to providing access to the

questionnaire, the email again described the purpose of the study, requested the participation of the recipient, indicated that results of the study would be shared with all participants, and included appropriate contact information and information regarding informed consent. Adhering to Dillman's (2007) recommendations, three follow-up emails were sent at two, four, and six weeks post-invitation. The two-week communication served as a thank you/reminder to all participants while the four-week email was only targeted at non-respondents. The final six-week notification emphasized the importance of the study and provided a final opportunity to complete the online questionnaire. In addition to the three follow-up emails, a final email targeted only at those participants who had started but had not finished the survey was sent out in a final effort to increase overall response rates.

Potential Ethical and Political Concerns

To ensure the overall integrity of the study several potential ethical and political issues, such as informed consent, confidentiality of the participants and the corresponding data, and the method of reporting study findings, had to be addressed.

As the survey was conducted via the internet, it was assumed that a completed response implied informed consent to participate in the study. To ensure the confidentiality of the process, the survey was designed to be completed online without requiring identifying information such as name, email address, and name of institution. Negative responses regarding an institution's perceived efforts toward Title IX compliance could lead to fear of unwanted publicity or potential legal liability. As such, information explaining that only cumulative data would be shared and any information that could possibly identify a particular participant or institution were removed. To ensure

that participants had a full understanding of the study in which they were taking part and to make the process as transparent as possible, the cover letter and instructions included assurances of confidentiality, a telephone number and email address for questions or concerns regarding the study, an outline of the purpose and reason for the study, the reason why the participant was selected for the study, and a step-by-step outline of the procedures to be followed. Participants also had the option to receive a summary of the findings.

Data Analysis Procedures

The statistical analysis programs PASW Statistics 18 for Windows and Microsoft Excel were used to analyze the data and to create tables. The goal of this analysis was to assess the overall perceptions of study participants as they pertained to overall compliance, identify barriers toward Title IX compliance and strategies necessary to strengthen Title IX compliance, and to determine if there were significant differences in participant response patterns based upon identified respondent and institutional variables.

Data for each section of the survey were collected and descriptive statistics were used to provide initial analysis for questions 1 - 3. For question 4, the overall data were then cross-tabulated with the key identified respondent and institutional variables and inferential statistical analysis determined if any group differences in perceptions were statistically significant.

Research Question 1: Overall Perceived Compliance

For research question 1, participant responses to the 12 Yes/No/Don't Know items in section 1 of the online survey were compiled and analyzed to ascertain overall perceived level of athletic department compliance to Title IX by Senior Athletic

Administrators at two-year institutions. Specifically, responses were tabulated and frequency and percentage distributions and 95% confidence intervals for each individual item were provided to determine perceived compliance with each of the section 2 items.

To determine an overall perceived level of compliance, item responses were coded with Yes responses receiving a score of 1 and No and I Don't Know responses receiving a score of 0. Total item scores for each respondent were then summed into a single variable representing an individual's overall perceived compliance. This variable was summarized with descriptive statistics to include frequencies, percentages, and overall mean and standard deviations.

Research Question 2: Identification of Strategies

Research question 2 ascertained what strategies senior athletic administrators identified as necessary to strengthen compliance to Title IX. To identify strategies, section 3 of the online questionnaire consisted of a Likert scale comprised of 14 potential strategies toward Title IX compliance. Responses were scored from one to four with 1 = Not Effective and 4 = Very Effective and were tabulated and summed for each item. Respondents were also asked to rank the top two strategies that they identified as most effective to strengthening Title IX compliance efforts. The corresponding data were then tabulated and descriptive statistics to include frequency counts, percentage distributions, mean level of agreement, standard deviation, and 95% confidence intervals for each item were provided in rank order and a comparison of ratings vs. top two rankings was conducted.

Research Question 3: Identification of Barriers

The purpose of research question 3 was to identify the perceptions of senior athletic administrators at two-year institutions regarding the identification of barriers to Title IX compliance. In an effort to gather this information, section 4 of the questionnaire was comprised of a 19-item Likert scale that asked study participants to indicate their perceived level of agreement to each item. The items, identified as possible barriers to Title IX compliance on previous research instruments and through review of literature, were scaled from 1 to 4 with 1 = Strongly Disagree, 2 = Disagree, 3 = Agree, and 4 = Strongly Agree. Participant responses for each item were scored and summed and frequency counts and percentage distributions were compiled and presented in tabular format. The data were then analyzed to determine a rank order of which barriers to Title IX compliance senior athletic administrators within the sample perceived as most important.

Research Question 4: Differences in Perceived Compliance, Strategies, and Barriers

Research question 4 examined overall perceived level of compliance, potentially effective strategies toward Title IX compliance, and potential barriers to Title IX compliance identified in research questions 1, 2, and 3 based upon key institutional variables. Key institutional variables identified in the study included respondent gender, whether athletic scholarships were offered, the presence of an intercollegiate football team, how long an institution had sponsored intercollegiate athletics, overall athletic department operating budget, and whether an institution had a booster/fundraising organization and/or external media/broadcast agreements for its athletic program. Presence of a formal booster organization and/or media/broadcast agreement was initially two

separate variables which were combined to form one single independent variable. Combing these two independent variables allowed the researcher to reduce redundancy. Additionally, both variables are consistently present in the athletic programs at larger, four-year institutions and have been identified theoretically with a “masculine” sports model (Stafford, 2004; Tressel, 1996). As such, this combination allowed the researcher to better evaluate differences in this area.

For perceived compliance, compiled compliance score data from section 2 of the online questionnaire were cross-tabulated by the identified independent variables to determine if differences in two-year college athletic administrator perceptions of Title IX compliance were present. To determine if there were statistically significant differences in perceived compliance based upon the identified independent variables, independent t-tests for independent variables with two levels and Bonferroni-adjusted one-way Analysis of Variance (ANOVA) for variables with more than two levels were conducted. A confidence interval of 95% of the mean was reported and partial eta squared was calculated to determine effect size. The alpha level was modified from .05 to .0125 based upon the number of overall comparisons in the study to reduce the chances of Type I error.

Definition of barrier and strategy variables. To determine if significant differences in perceived strategies and barriers existed by respondent and institutional variable, exploratory factor analysis was utilized to reduce strategy and barrier items into like groupings. Specifically, principal component analysis utilizing a Varimax rotation with Kaiser normalization was selected to reduce the 14 strategy and 19 barrier items into smaller dimensions. A four-factor solution was accepted for both strategies and barriers based upon demonstrated eigenvalues of greater than 1.0 and evaluation of each factor

loading in light of theory and reviewed literature. Resultant scales were then formed based upon a minimum factor loading of .575. Each of the scales for strategies and barriers were created as an average of all items represented on the corresponding scale. The four identified strategy scales accounted for 61% of the variance in the data while the four barrier scales accounted for 62% of the variance.

For strategies, this analysis resulted in the loading of 13 out of 14 strategy items onto one of the four scales with only Strategy 4 not loading onto any of the four scales. None of the strategy items cross-loaded (i.e., had high loadings on more than one factor). Strategy 13, which statistically loaded onto strategy scale 3 did not closely group with other items on this scale theoretically and was omitted. For barriers, 15 of 19 items loaded onto one of the four barrier scales. Barriers 1, 2, 7, and 15 did not load onto any of the four scales and were excluded from further analysis. No barrier items cross-loaded onto more than one factor. Each of the four scales for both strategies and barriers were then labeled and defined based upon their overarching theme. Table 3.1 provides the label, definition, and corresponding loaded items for each scale.

Table 3.1

Strategy and Barrier Scale Composition

Scale Name	Scale Definition	Loaded Items (Factor loading)
Strategies		
Plan	Associated with programmatic planning/assessment processes	1 (.587), 8 (.590), 11 (.774), 12 (.696), 14 (.594)
Expand	Expansion efforts toward the under-represented gender	2 (.782), 3 (.574), 7 (.726)
Reorganization	Reorganization/realignment of resources	5 (.818), 6 (.754)
Reduce	Reduction/elimination of men's sports to obtain compliance	9 (.894), 10 (.897)
Barriers		
Unequal	The inequality of resources and operating models between male and female sports programs	10 (.622), 11 (.804), 12 (.755), 13 (.801), 14 (.821)
Unavailability	The inability of two-year college athletic programs to attract and retain female student-athletes	6 (.772), 8 (.859), 9 (.820)
Leadership	The lack of female representation in coaching and other athletic leadership positions	3 (.853), 4 (.893), 5 (.576)
Regulations	The complexity and generic nature of Title IX compliance regulations as they pertain to two-year colleges and the lack of centralized training/guidance initiatives	16 (.635), 17 (.575), 18 (.816), 19 (.805)

Descriptive statistics including means, standard deviations, and 95% confidence intervals were then compiled for each of the four strategy and barrier scales and cross-tabulated with the aforementioned respondent and institutional variables. To determine if observed differences were statistically significant, the same inferential statistical analyses as described above for perceived compliance were used.

Summary

This chapter has provided an overview of the specific methodology that was used to conduct this study regarding barriers and strategies to Title IX compliance within two-year college athletic programs. Specifically, this chapter provided a synopsis of the research design incorporated, the type of instrumentation that was used, information on the variables that were studied, and a detailed summation of the data collection and data analysis procedures that were utilized. The findings of this research will be shown in Chapter four and discussion and recommendations will be presented in Chapter five.

CHAPTER 4: RESULTS OF THE STUDY

The primary goal of this study was to compare and analyze the perceptions of two-year college athletic administrators regarding compliance with Title IX. These perceptions centered on levels of individual institutional compliance, barriers toward obtaining Title IX compliance, and key strategies for strengthening Title IX compliance efforts.

This chapter will present the findings of this study. Specifically, this chapter will start with a brief description of how the data were collected and analyzed followed by an overview of the sample studied. Data were then examined as they pertain specifically to the four primary research questions. The analytical programs PASW Statistics 18 for Windows and Microsoft Excel were used to analyze the data.

To obtain the necessary data for the survey, the Two-Year College Title IX Survey was developed and administered online to the identified sampling frame. The survey, which was validated using Dillman's (2007) four-stage testing process, consisted of five sections. In addition to gathering respondent/institutional demographic information, the survey employed direct questioning and Likert scale response formats to obtain participant perceptions as they pertained to both perceived barriers and identification of successful strategies to Title IX compliance at their respective institutions. Additionally, the survey asked participants to respond to a series of questions designed to assess how they perceived their current institution's level of compliance with Title IX legislation.

An initial analysis of the demographic data from section 1 of the survey is presented to provide an overview of the study sample. Descriptive statistics will then be presented as they relate to each of the three primary research questions. These data will

then be cross-tabulated with key respondent and institutional variables to answer research question 4.

Sample

In December 2009, the online Two Year College Title IX Survey was distributed via email to athletic administrators at 598 two-year institutions within both the National Junior College Athletics Association (NJCAA) and the California Community College Athletic Association (CCCAA). Four reminder emails providing access to the online survey were then sent out at 2, 4, 6, and 7 weeks from the date of initial distribution.

The total number of surveys completed was 191 for an overall response rate of 31.9%. Of the respondents, 17.3% ($n = 33$) were female and 82.7% ($n = 158$) were male. Nearly 42% ($n = 77$) of responding athletic administrators had been an athletic administrator at the two-year college level for five years or less and almost half ($n = 90$, 48.6%) had been an administrator at their current institution for five years or less. A complete overview of respondents' years of experience, by gender can be seen in Table 4.1.

Table 4.1

Respondent Characteristics (N = 191)

Years of Experience	<i>n</i>	%	Male		Female	
			<i>n</i>	%	<i>n</i>	%
Two-Year College Level (n = 185)						
5 or fewer years	77	41.6	67	36.2	10	5.4
6 - 10 years	49	26.5	35	18.9	14	7.6
11 - 15 years	26	14.1	22	11.9	4	2.2
16 - 20 years	10	5.4	10	5.4	0	0
21 - 25 years	8	4.3	6	3.2	2	1.1
26 or more years	15	8.1	14	7.6	1	0.5
Current Institution (n = 185)						
5 or fewer years	90	48.6	81	43.8	9	4.8
6 - 10 years	46	24.9	32	17.3	14	7.6
11 - 15 years	21	11.4	17	9.2	4	2.2
16 - 20 years	11	5.9	11	5.9	0	0
21 - 25 years	8	4.3	6	3.2	2	1.1
26 or more years	9	8.1	7	3.8	2	4.3

Table 4.2 provides institutional enrollment demographics for the two-year colleges represented in the study. Enrollment data for all 191 respondent institutions were obtained from the 2008 Equity in Athletics Data Analysis report (U.S. Department of Education, n.d.). The average institutional enrollment of respondent schools was 3,135 ($SD = 2372$). When examining enrollments by gender, the average institutional enrollment was 1,682 female ($SD = 1,279$) and 1,453 male ($SD = 1,124$). Further analysis showed that the majority of respondent institutions (61.8%) had enrollments between 1,001 and 5,000 students. This was followed by institutions with 5,001 or more students (19.9%) and institutions with less than 1,000 students (18.3%).

Table 4.2
Institutional Enrollment – Total and By Gender

Institutional Enrollment	<i>M</i>	<i>SD</i>	Male		Female	
			<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>
Less than 1000 students	679	223	327	119	351	143
1001 to 5000 students	2591	1056	1196	549	1396	556
5001 or more students	7084	1631	3290	803	3795	938
Total:	3135	2372	1453	1124	1682	1279

In examining sport and scholarship offerings of respondent institutions, 62.6% ($n = 120$) indicated that they offered athletic scholarships for at least one intercollegiate sport compared to 37.4% ($n = 71$) who did not. The overall mean was 8.6 ($SD = 4.9$) sports offered per respondent institution (Table 4.3). For gender respondent institutions demonstrated a mean of 4.3 sport offerings for both male ($SD = 2.6$) and female ($SD = 2.3$) sports.

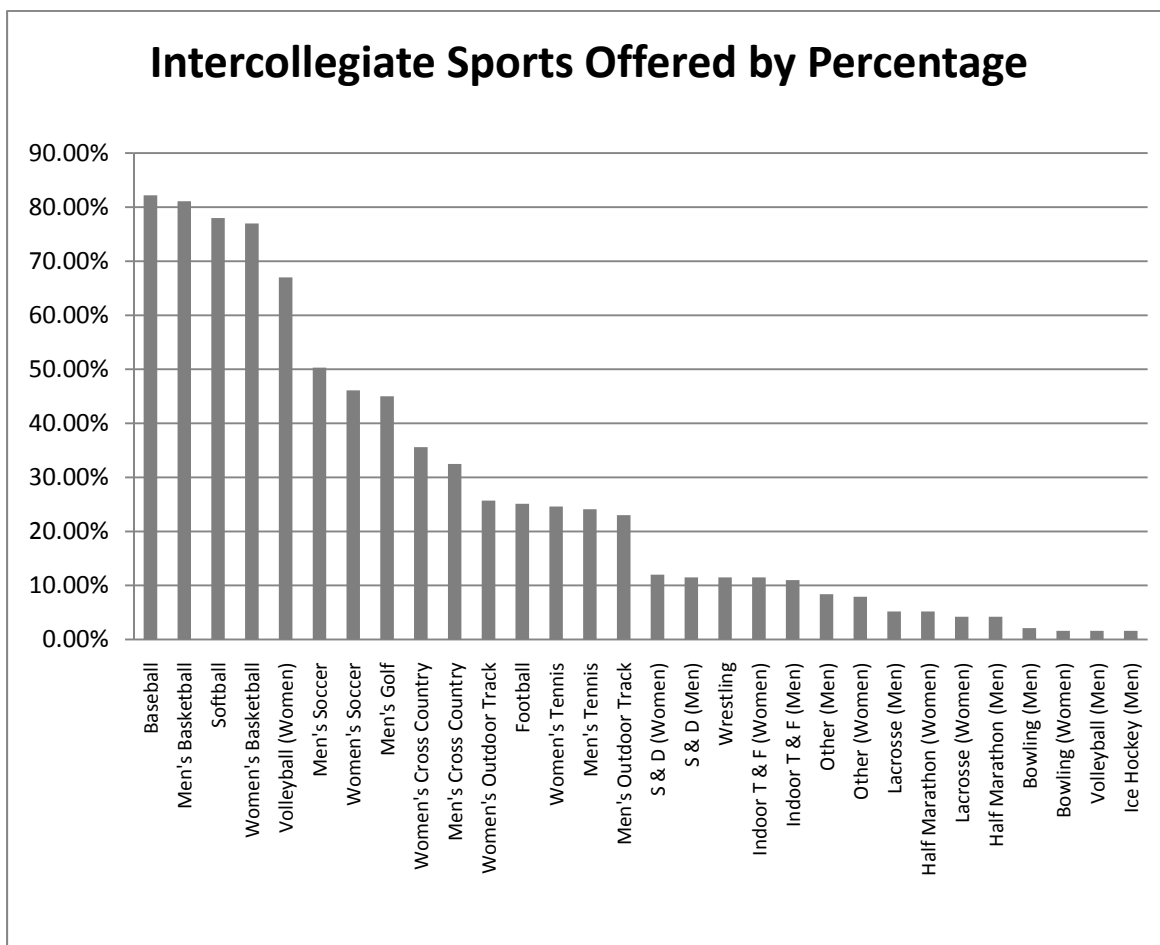
Table 4.3
Sports Offered: Scholarship vs. Non-Scholarship Institutions – Total and By Gender

Scholarship vs. Non-scholarship	<i>M</i>	<i>SD</i>	Male		Female	
			<i>M</i>	<i>SD</i>	<i>M</i>	<i>SD</i>
All respondent institutions	8.6	4.9	4.3	2.6	4.3	2.3
Scholarship Granting	7.7	4.3	3.8	2.3	3.9	2.1
Non-Scholarship Granting	10.1	5.3	5.1	2.8	4.9	2.6

Figure 4.1 provides a percentage distribution of the intercollegiate sports offered by respondent institution listed from highest to lowest. Baseball (82.2%), men's basketball (81.1%), softball (78%), women's basketball (77%), and women's volleyball (67%) comprised the top five most frequently offered sports. For the sport of football, which has been identified in previous research as a potential barrier to Title IX compliance at the four-year college level (Rishe, 1999; Stafford, 2004; Tressel 1996), 25.1% ($n = 48$) of respondents indicated that they offered the sport at the intercollegiate level.

Figure 4.1

Intercollegiate Sports Offered By Percentage (N = 191)



The Two-Year College Title IX Survey also asked respondents to provide additional institutional data that could potentially provide insight into the unique nature and issues facing two-year college programs. These items included divisional classification, overall athletic department operating budget, years participating in athletics at the intercollegiate level, whether the institution had a formal athletic booster/fundraising organization, whether an external media agreement was in place to broadcast athletic events, and the organizational reporting structure of the athletic department.

As can be seen in Table 4.4, NJCAA Division I programs comprised the largest percentage of respondent institutions (42.4%, $n = 81$). In examining the cost to field an athletic program, 62.1% of respondent institutions indicated annual operating budgets of \$500,000 or less compared to 12.6% who indicated budgets of greater than \$1,000,000. More than two-thirds (70.7%) of respondent institutions have participated in intercollegiate athletics for 31 or more years with 11.1% participating for 10 years or less.

Table 4.4

Athletic Program – Operational Data (N = 191)

Institutional Variable	<i>n</i>	%
Classification		
NJCAA Division I	81	42.4
NJCAA Division II	31	16.2
NJCAA Division III	43	22.5
CCCAA	25	13.1
Combination/Other*	11	5.8
Operating Budget		
\$0-\$250,000	68	35.8
\$250,001-\$500,000	50	26.3
\$500,001-\$750,000	27	14.2
\$750,001-\$1,000,000	21	11.1
Greater than \$1,000,000	24	12.6
Institutional Participation in Athletics		
10 years or less	19	11.1
11 to 20 years	12	7.0
21 to 30 years	19	11.1
31 to 40 years	38	22.2
More than 40 years	83	48.5
Formal Athletic Booster Organization (Yes)	58	34.5
External Media (TV/Radio) Broadcast Agreement (Yes)	28	16.4
Organizational location of Athletics		
Part of Division/Report to VC or Unit Head	108	63.2
Part of Academic College/Department	36	21.1
Independent Dept./Direct report to President	22	12.9
Other*	5	2.9

Note. Institutions responding as “combination/other” indicated that they participated in more than one classification dependent upon sport.

Only 34.5% of respondent institutions indicated that they had a formal athletics fundraising organization or foundation and 16.4% had external media agreements to broadcast institutional athletic events. In regards to athletic department reporting structure, 84.3% reported as part of a college division or academic college/department compared to 12.9% who comprised their own independent department and reported directly to the college president.

Research Questions

The following research questions guided the study on Title IX compliance at two-year institutions.

1. What is the overall perceived level of athletic department compliance to Title IX by senior athletic administrators at two-year institutions?
2. What strategies do senior athletic administrators identify as necessary to strengthen Title IX compliance at two-year institutions?
3. What are the perceptions of senior athletic administrators at two-year institutions regarding the identification of barriers to Title IX compliance?
4. Are there significant differences in perceived level of compliance, strategies, and barriers to Title IX compliance based upon institutional variables?

Results

Overall Perceived Level of Compliance

The perceived level of athletic department compliance was measured by 12 items in section 2 of the Two-Year College Title IX Survey. Respondents were asked to select Yes, No, or I Don't Know for each of the 12 items. Table 4.5 provides results of each of the 12 items. The item Male and Female athletes are provided the same opportunities and

treatment across all areas of the athletic program was most often identified in the affirmative by respondents at 95%. Conversely, the item a gender equity committee has been formed was answered No or I Don't Know by 83% of respondents. For the item, the athletic department at my institution is in compliance with Title IX...., 74% of respondents answered Yes.

Table 4.5

Elements of Title IX Compliance – Total Compiled Responses (N = 172)

Perceived Compliance Item	Yes		No		Don't Know		95% CI (Yes)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%		
Male and Female athletes are provided the same opportunities and treatment across all areas of the athletic program	164	95	7	4	1	1	91.74	98.26
The promotion of gender equity is a priority of the institution	156	91	9	5	7	4	86.72	95.28
All athletic staff are familiar with and understand their responsibilities regarding Title IX compliance	146	85	18	10	8	5	79.66	90.34
A history and continuing practice of program expansion exists	127	74	34	20	11	6	67.44	80.56
The athletic program at my institution is in compliance with Title IX of the EDAA of 1972	127	74	22	13	23	13	67.44	80.56
Gender appropriate language is in place	126	73	25	15	21	12	66.37	79.63
Current sports offerings fully accommodate the interests and abilities of the institutions students	119	69	35	20	18	11	62.09	75.91
A plan to insure compliance or bring the institution into compliance with Title IX is in place	115	67	36	21	21	12	59.97	74.03
Athletic participation opportunities for students are proportionate to overall female and male enrollments	108	63	51	30	13	13	55.78	70.22
The sports interests of the student body have been formally evaluated	97	56	58	34	17	17	48.58	63.42
The institution belongs to a conference that has a plan for compliance to Title IX	71	41	56	33	45	26	33.65	48.35
A gender equity committee has been formed	29	17	128	74	15	9	11.39	22.61

To determine an overall perceived level of compliance, item responses were coded with Yes responses receiving a score of 1 and No and I Don't Know responses receiving a score of 0. Scores for each of the 12 items were then summed with a score of 12 being the highest level of perceived compliance and 0 the lowest.

Table 4.6 provides an overview of compiled responses to identify overall perceived level of compliance. The mean score for all respondents was 8.1 ($SD = 2.4$) with 68.5% ($n = 119$) of institutions responding affirmatively to at least eight items in this section. In contrast, only 12.1% ($n = 19$) of respondents answered Yes to fewer than five items. The overall highest frequency of responses was seen between the scores of 8 through 10 (55.8%; $n = 97$).

Table 4.6

Perceived Compliance Score Total (N = 172)

Perceived compliance score	<i>n</i>	%
12	10	5.8
11	12	6.9
10	23	13.3
9	38	22.0
8	36	20.5
7	19	11.0
6	7	4.6
5	8	7.0
4	7	4.6
3	7	4.6
2	4	2.3
1	1	0.6

Strategies Necessary to Strengthen Title IX

To identify strategies necessary to strengthen Title IX compliance, section 3 of the Two-Year College Title IX Survey consisted of a Likert scale format comprised of 14 items. Respondents were asked to score each item from one to four with 1 = Not effective and 4 = Very effective. Table 4.7 provides a complete listing of all 14 potential strategy items. Subsequent tables and results will refer to each of these potential strategies by reference number only.

After rating the level of effectiveness for each of the 14 items, respondents were asked to select the top two strategies that they identified as most effective to strengthen Title IX compliance efforts. Comparisons between mean Likert item score and top ranking percentage were then made to determine the overall most effective strategies as identified by respondents.

Table 4.7

Definitions of Strategies

Strategy #	Strategy Definition
Strategy 1	An in-depth evaluation of Title IX compliance within the athletic department
Strategy 2	Add an intercollegiate sport and its head coach position for women
Strategy 3	Add a varsity head coach to alleviate current coaching staff overload
Strategy 4	Create a full time assistant coach position for women to assist the current coaching staff
Strategy 5	Redistribute existing athletic budget dollars
Strategy 6	Invest special funds into the budget of the underfinanced sports to enhance the number and quality of opportunities
Strategy 7	Emphasize growth of participation by women in sports with large participation potential (e.g. swimming, track and field, cross country, soccer)
Strategy 8	Fund the development and implementation of a plan to control attrition on women's teams
Strategy 9	Reduce the number of sports available to men
Strategy 10	Limit squad sizes in sports for men
Strategy 11	Encourage a conference-wide standard of compliance to Title IX
Strategy 12	Fund out-reach programs for women to encourage involvement in sport activity
Strategy 13	Encourage the filing of formal grievances in the areas of noncompliance to Title IX in the athletic programs with the Title IX officer on campus
Strategy 14	Create a full-time administrative position to oversee Women's athletics programs

Table 4.8 provides results for each of the 14 strategies ordered from highest to lowest mean score. As seen in the data, Strategy 1 (In-depth evaluation) and Strategy 11 (Encourage conference-wide standard to Title IX) were rated as Most Effective by respondents with mean scores of 2.62 ($SD = .86$) and 2.46 ($SD = .96$) respectively. This was followed closely by Strategy 7 (Emphasize growth of participation in sports with large participation potential) ($M = 2.42, SD = .98$) and Strategy 2 (Add intercollegiate sport) ($M = 2.34, SD = 1.05$). Strategy 10 (Limit squad sizes in men's sports) and Strategy 9 (Reduce number of sports available to men) were viewed as least effective ($M = 1.36, SD = .65$ and $M = 1.27, SD = .62$) respectively.

Table 4.8

Strategies Toward Title IX Compliance – Level of Effectiveness (N = 167)

Strategy	Not Effective		Somewhat Effective		Effective		Very Effective		M	SD	95% CI (M)	
	n	%	n	%	n	%	n	%			Lower	Upper
1	16	9.6	57	34.1	68	40.7	26	15.6	2.62	0.86	2.49	2.75
11	30	18.9	50	30.5	60	36.6	24	14.0	2.46	0.96	2.31	2.60
7	37	22.4	44	26.7	62	37.6	23	13.3	2.42	0.98	2.27	2.57
2	49	29.5	36	21.7	57	34.3	25	14.5	2.34	1.05	2.18	2.50
12	46	28.6	57	35.4	40	24.8	19	11.2	2.19	0.98	2.03	2.34
8	46	28.0	62	38.4	40	25.6	14	7.9	2.13	0.92	1.99	2.28
4	62	37.8	44	26.8	38	23.8	19	11.6	2.09	1.04	1.93	2.25
6	77	22.4	38	23.2	33	20.1	17	47.0	1.93	1.03	1.77	2.09
3	82	50.0	29	18.3	35	21.3	18	10.4	1.92	1.06	1.75	2.08
13	70	42.9	51	32.5	32	19.6	9	4.9	1.87	0.90	1.73	2.00
14	92	56.7	33	20.1	31	18.9	8	4.3	1.71	0.92	1.57	1.85
5	97	59.1	42	25.6	18	4.3	8	11.0	1.60	0.85	1.47	1.73
10	119	72.1	36	21.8	7	4.2	3	1.8	1.36	0.65	1.26	1.46
9	132	80.5	23	14.0	6	3.7	3	1.8	1.27	0.62	1.17	1.36

Table 4.9 shows the percentage and frequency of the top two identified most effective strategies as ranked by respondents. To obtain the top two strategies, the total responses for top and second strategy for each strategy were summed. All 14 strategies were listed by at least one respondent. Strategy 1 (In-depth evaluation) was ranked as a top strategy by 16.4% of respondents followed by Strategy 7 (Emphasize growth of participation in sports with large participation potential) at 14.6%, Strategy 2 (Add intercollegiate sport) at 13.9%, and Strategy 11 (Encourage conference-wide standard to Title IX) at 9.5%.

Table 4.9

Top Two Most Effective Strategies Toward Title IX Compliance

Strategy	Top Strategy		Second Strategy		Total	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
1 Evaluation	39	28.5	6	4.4	45	16.4
7 Emphasize Growth	19	13.9	21	15.3	40	14.6
2 Add Sport	25	18.3	13	9.5	38	13.9
11 Conference Standard	7	5.1	19	13.9	26	9.5
4 Assistant Coach	11	8.0	10	7.6	21	7.7
6 Invest Funds	7	5.1	11	8.0	18	6.6
12 Out-reach Programs	6	4.4	11	11.0	17	6.2
14 Admin. Position	6	4.4	11	8.0	17	6.2
8 Control Attrition	3	2.2	11	8.0	14	5.1
3 Head Coach	4	2.9	5	3.7	9	3.3
5 Redistribute	4	2.9	5	3.7	9	3.3
9 Reduce	2	1.5	4	2.9	6	2.2
10 Limit Squad Sizes	1	.7	3	2.2	4	1.5
13 Formal Grievances	0	0	4	2.9	4	1.5

To help to determine consistency among the two effectiveness measures, Likert scale effectiveness scores in Table 4.8 were compared to strategy rankings in Table 4.9. Results showed that Strategies 1, 2, 7 and 11 comprised the top four most effective strategies through both measures and there was strong alignment with the majority of strategies between the two measurement methods. Mixed results were seen for Strategy 13 which had the tenth highest rated mean level of effectiveness score as seen in Table 4.8 but was the least prioritized strategy in table 4.9.

Perceived Barriers to Title IX Compliance

To identify the perceived barriers to Title IX compliance, the same two-step process using Likert scale and top two ranking that was used to identify strategies was followed. Table 4.10 provides a complete listing of all 19 barriers with their respective reference numbers.

Table 4.10

Definitions of Barriers

Barrier 1	The attitude of administrative superiors limits growth of athletic opportunities for women
Barrier 2	The attitude of administrative superiors that there are not equal numbers across gender of skilled athletes to participate in inter-collegiate sports
Barrier 3	Insufficient numbers of women in athletic leadership positions
Barrier 4	Insufficient numbers of female coaches in the athletic department
Barrier 5	Insufficient numbers of full-time coaching positions for female sports
Barrier 6	Lack of student interest because of other life priorities
Barrier 7	Lack of community/region support for female athletic programs
Barrier 8	Inability to attract women into current athletic programs
Barrier 9	Inability to retain women in athletic programs
Barrier 10	A finite number of budget dollars causes a reaction to protect present budgets, thus limiting support for growth in programs for women
Barrier 11	Different/unequal institutional funding models for athletics programs
Barrier 12	External support and financial resources (booster club, fund raising) are not available to programs across gender
Barrier 13	Unequal facilities (locker rooms, offices, practice space)
Barrier 14	Unequal/unavailable financial support to recruit female athletes
Barrier 15	A socialization process in the United States which does not promote the participation of both genders in sport to the same extent
Barrier 16	An overall lack of understanding of Title IX compliance regulations
Barrier 17	Lack of centralized conference/association level training and compliance programs available
Barrier 18	Title IX regulations do not account for differences between two and four-year athletic programs
Barrier 19	Current Title IX legislation is not effective in ensuring gender equity in intercollegiate athletics at the two-year college level

Table 4.11 provides results for each of the 19 barriers ordered with highest mean score demonstrating highest level of agreement listed first. Barrier 6 (Lack of student interest because of other life priorities) demonstrated the highest level of agreement with a mean score at 2.86 ($SD = .88$) followed by Barrier 18 (Title IX regulations do not account for differences between two and four year programs; $M = 2.55$, $SD = .87$), Barrier 8 (Inability to attract women into current athletic programs; $M = 2.32$, $SD = .84$), Barrier 16 (Overall lack of understanding of Title IX compliance regulations; $M = 2.27$, $SD = .89$) and Barrier 17 (Lack of centralized conference/association level training and compliance programs available; $M = 2.27$, $SD = .83$). Conversely, Barrier 1 ($M = 1.59$, $SD = .76$) and barrier 14 ($M = 1.60$, $SD = .73$) were the two lowest rated barriers.

Table 4.11

Barriers to Title IX Compliance – Level of Agreement (N = 170)

Barrier	Strongly Disagree		Disagree		Agree		Strongly Agree		<i>M</i>	<i>SD</i>	95% CI (<i>M</i>)	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%			Lower	Upper
6	14	8.2	36	21.2	78	45.9	42	24.7	2.86	0.88	2.74	3.00
18	20	11.8	59	34.8	67	39.4	24	14.1	2.55	0.87	2.42	2.68
8	32	18.8	59	34.7	69	40.6	10	5.9	2.32	0.84	2.20	2.45
16	35	20.6	66	34.7	54	31.8	15	8.8	2.27	0.89	2.14	2.41
17	32	18.8	69	40.6	58	34.1	11	6.5	2.27	0.83	2.14	2.40
19	31	18.2	78	45.9	43	25.3	18	10.6	2.26	0.87	2.16	2.42
7	32	18.8	82	48.3	41	24.1	15	8.8	2.22	0.85	2.10	2.35
4	36	21.2	73	42.9	50	29.4	11	6.5	2.21	0.85	2.08	2.34
9	34	20.0	74	43.5	54	31.8	8	4.7	2.21	0.82	2.08	2.34
10	46	27.1	54	31.8	55	32.4	15	8.8	2.22	0.94	2.08	2.36
15	40	23.5	72	42.4	46	27.1	12	7.1	2.17	0.88	2.04	2.31
3	43	25.3	77	45.3	41	24.1	9	5.3	2.09	0.84	1.97	2.22
5	47	27.6	67	39.4	41	24.1	14	8.2	2.13	0.92	1.99	2.27
12	69	40.6	65	38.2	29	17.1	7	4.1	1.83	0.84	1.71	1.96
2	69	40.6	81	47.6	15	8.8	5	2.9	1.72	0.71	1.61	1.83
11	80	47.1	68	40.0	17	10.0	5	2.9	1.69	0.77	1.57	1.81
13	79	46.5	65	38.2	23	13.5	3	1.8	1.71	0.77	1.59	1.82
1	90	52.9	65	38.2	10	5.8	5	2.9	1.59	0.76	1.48	1.70
14	88	51.8	64	37.6	12	7.1	6	3.5	1.60	0.73	1.48	1.71

Table 4.12 shows the percentage and frequency breakdown of the top two identified barriers to Title IX compliance as ranked by respondents. To obtain the overall top two ranked barriers, total responses for top and second barrier for each item were summed. All but one barrier (Barrier 2) were listed by at least one respondent. Barrier 6 (Lack of student interest because of other life priorities) was ranked highest by 17.5% of respondents followed by Barrier 16 (Overall lack of understanding of Title IX compliance regulations) at 9.8%, Barrier 8 (Inability to attract women into current athletic programs) at 8.6%, Barrier 10 (Finite number of budget dollars limits support for growth in programs for women) at 8.0%, and Barriers 9 (Inability to retain women in athletic programs) and 19 (Current Title IX legislation is not effective in ensuring gender equity in intercollegiate athletics at the two-year college level) at 6.2%.

Table 4.12

Respondent Ranking of Top Barriers to Title IX Compliance

Barrier	Top Barrier		Second Barrier		Total	
	<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
6 Lack of Student Interest	39	23.1	20	11.8	59	17.5
16 Lack of Understanding	24	14.2	9	5.3	33	9.8
8 Inability to Attract	12	7.1	17	10.1	29	8.6
10 Finite budget	21	17.2	6	3.6	27	8.0
19 Ineffective legislation	9	5.3	12	7.1	21	6.2
9 Inability to Retain	2	1.2	19	11.2	21	6.2
17 Lack of Training	6	3.6	13	7.7	19	5.6
15 Socialization Process	5	3.0	13	7.7	18	5.3
4 Insufficient # Female Coaches	10	5.9	7	4.1	17	5.0
18 Generic Regulations	7	4.1	10	5.9	17	5.0
7 Lack of Community Support	5	3.0	8	4.7	13	3.9
5 Lack of Female Sport Coaches	3	1.8	8	4.7	11	3.3
1 Attitude Limits Growth	8	4.7	1	.59	9	2.7
3 Lack of Women Leaders	3	1.8	6	3.6	9	2.7
12 Unavailable External Support	3	1.8	6	3.6	9	2.7
13 Unequal Facilities	4	2.4	0	0	4	1.2
14 Unequal Recruiting Resources	1	.59	2	1.2	3	0.89
11 Unequal Funding Models	1	.59	1	.59	2	0.59
2 Attitude of Unequal Participants	0	0	0	0	0	0

In comparing Likert scale scores to rankings for the top six identified barriers, commonality was seen between four of the six listed barriers (Barriers 6, 8, 16, and 19) with Barrier 6 demonstrating the highest level of agreement and ranking for each grouping.

Differences in Perceived Compliance, Strategies, and Barriers

Research question 4 examined overall perceived level of compliance, potentially effective strategies toward Title IX compliance, and potential barriers to Title IX compliance identified in research questions 1, 2, and 3 based upon key institutional variables. Key institutional variables identified in the study included respondent gender, whether athletic scholarships were offered, the presence of an intercollegiate football team, how long an institution had sponsored intercollegiate athletics, overall athletic department operating budget, and whether an institution had a formal booster/fundraising organization and/or external media/broadcast agreement for its athletic program.

Respondent gender, presence of an intercollegiate football team, and whether scholarships were offered have been shown in previous research at the four-year college level to impact the overall perceived level of compliance with Title IX (Stafford, 2004; Tressel, 1996). As previous research examining the impact of these variables at the two-year college level has been largely limited, a strong focus was placed on the data surrounding these institutional identifiers. The two individual variables of the presence of a formal booster/fundraising organization and the presence of an external media/broadcast agreement were combined into a single variable for this study. Yes responses for this combined variable were recorded if participant institutions responded in the affirmative to either variable ($n = 63, 40.9\%$). This variable combination, which has been shown in

previous studies to be largely present within Division I four-year institutions, was selected due to its association with large-scale, entertainment-driven athletics (Knight Commission on Intercollegiate Athletics Report, 1999). The other variables identified were viewed as important due to the widely diverse nature of two-year institutions and their respective athletic programs. An examination of the data based upon these key institutional variables was necessary to fully evaluate the issue of Title IX compliance at two-year colleges while accounting for their unique nature. For the following sections of this chapter, differences in independent variables were separated and presented based upon the overall number of subgroup levels. Dichotomous variables (gender, whether athletic scholarships were offered, presence of intercollegiate football, presence of a formal booster/fundraising organization and/or external media broadcast agreement) were reported first followed by multinomial categorical variables (how long an institution has participated in intercollegiate athletics, overall athletic department operating budget). To determine if observed differences in the independent variables were significant and to reduce the likelihood of Type I error, Bonferroni-adjusted alphas of .0125 were utilized for all inferential analyses.

Perceived level of compliance. Table 4.13 examines perceived level of compliance based upon the identified dichotomous variables of respondent gender, whether the respondent institution offered athletic scholarships, whether the respondent institution had an active athletic booster/fundraising organization and/or external media/ broadcast agreements for their athletic programs, and whether the sport of football was offered. Data from section 2 of the Two-Year College Title IX Survey were cross-tabulated to determine if differences in the overall perceived level of compliance existed based upon the

aforementioned variables. Independent samples T-tests, using an alpha level of .0125, were then conducted to determine if any demonstrated differences in the mean compliance scores were statistically significant.

Table 4.13

Differences in Perceived Compliance Score

Variable	<i>n</i>	<i>M</i>	<i>SD</i>	<i>t</i>	<i>p</i>	<i>M</i> diff.	95% CI (difference)	
Gender				1.21	.226	0.58	-0.37	1.54
Male	142	8.15	2.38					
Female	30	7.57	2.56					
Scholarships Off.				.456	.649	0.18	-0.58	.94
Yes	110	8.13	2.32					
No	61	7.95	2.59					
Booster/Media				1.47	.145	0.58	-0.20	1.37
Yes	16	8.39	2.12					
No	144	7.81	2.71					
Football Offered				2.81	.006	1.38	.413	2.36
Yes	26	6.85	2.48					
No	128	8.23	2.26					

For the variable of gender, results show that male respondents ($M = 8.15$, $SD = 2.38$) had a higher mean compliance score than female respondents ($M = 7.57$, $SD = 2.56$), although the differences were not statistically significant, $t(172) = 1.21$, $p = .226$. Likewise, there was no significant difference in perceived level of compliance shown between those respondent schools which offer athletic scholarships ($M = 8.13$, $SD = 2.32$)

and those that do not ($M = 7.95, SD = 2.59$), $t(171) = .456, p = .649$. Respondent institutions with a formal fundraising organization and/or an external media broadcast agreement demonstrated a higher level of perceived compliance ($M = 8.39, SD = 2.12$) than those without ($M = 7.81, SD = 2.71$), although again the difference was not considered statistically significant, $t(160) = 1.47, p = .145$. When considering the variable of football, the mean perceived level of compliance for those institutions which do not offer the sport was much higher ($M = 8.23, SD = 2.26$) than those that do ($M = 6.85, SD = 2.48$) with the difference shown to be statistically significant, $t(152) = 2.81, p = .006$.

Table 4.14 examines perceived level of compliance based upon the institutional variables of athletic department operating budget and how long the institution has participated in intercollegiate athletics. A one-way analysis of variance (ANOVA) using an alpha level of .0125 was applied to the data to determine if any demonstrated differences were statistically significant.

Table 4.14

Differences in Perceived Compliance Score – Operating Budget & Institutional Participation

Variable	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI (<i>M</i>)		Between Groups		
						<i>df</i>	<i>F</i>	<i>p</i>
Operating Budget						4	1.37	.247
\$0-\$250,000	62	7.79	2.57	7.14	8.44			
\$250,001-\$500,000	45	8.60	2.20	7.94	9.26			
\$500,001-\$750,000	23	8.43	1.88	7.62	9.25			
\$750,001-1,000,000	30	7.35	2.98	5.96	8.74			
\$1,000,001+	21	8.14	1.96	7.25	9.03			
Institutional Participation (Years)						4	.989	.416
10 years or less	18	7.94	2.69	6.60	9.28			
11 to 20 years	11	9.27	1.56	8.23	10.32			
21 to 30 years	17	8.41	2.50	7.13	9.70			
31 to 40 years	35	7.66	2.47	6.81	8.51			
40 years +	79	8.00	2.54	7.43	8.57			

While small differences in mean perceived compliance score can be seen between groups within each of the institutional variables (operating budget, length of participation in intercollegiate athletics), none of the results proved to be statistically significant, budget: $F(4, 181) = 1.37, p = .247$; institutional participation: $F(4, 160) = .989, p = .416$. For institutional participation in particular, institutions participating from 11 to 20 years demonstrated the highest level of perceived compliance ($M = 9.27, SD = 1.56$) while relatively no difference in perceived compliance was observed between the newest ($M = 7.94, SD = 2.69$) and most established ($M = 8.00, SD = 2.54$) two-year athletic programs.

Strategies toward Title IX compliance. To examine potential differences based upon institutional variables, exploratory factor analysis was used to reduce the original 14

strategy items into four like or similar strategy scales. Scale 1 was comprised of Strategies 1, 8, 11, 12, and 14 and was most representative of those strategies dealing with programmatic planning/assessment processes (Plan). Scale 2 included Strategies 2, 3, and 7 and centered on the expansion efforts toward the under-represented gender (Expand). Strategies 5 and 6 made up Scale 3 and focused primarily on the reorganization of resources (Reorganization). Scale 4 consisted of Strategies 9 and 10 and involved reductions to men's sports to obtain compliance (Reduce). A more detailed explanation of the exploratory factor analysis process is provided in Chapter 3. Table 4.15 provides descriptive statistics for each of the four generated scales.

Table 4.15

Strategy Scale Details

Scale	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Plan	159	2.22	0.67	2.11	2.32
Expand	163	2.22	0.77	2.10	2.34
Reorganization	162	1.79	0.75	1.67	1.91
Reduce	163	1.32	0.60	1.22	1.41

Strategy scales Plan ($M = 2.22$, $SD = .67$) and Expand ($M = 2.22$, $SD = .77$) demonstrated overall highest mean effectiveness scores on a four point scale. In contrast, respondents perceived strategies related to reducing or eliminating men's sports programs or budgets (Reduce) as largely non-effective ($M = 1.32$, $SD = 0.60$).

To determine if differences in the perceived effectiveness of strategies were present, each of the four scales was cross-tabulated by each of the respective independent

variables and analyzed. One-way analyses of variance (ANOVA) were then conducted to determine if any of the identified differences could be considered statistically significant. A Bonferroni adjustment was used to control for Type I error ($\alpha' = .0125$). Resultant data for each of the aforementioned variables is presented below with Table 4.16 providing mean effectiveness scores for each of the four strategy scales based upon respondent gender.

Table 4.16

Differences in Perceived Strategies Toward Title IX Compliance - Gender

Strategy Scale	Gender	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Plan	Male	130	2.18	0.65	2.07	2.29
	Female	29	2.37	0.73	2.09	2.64
Expand	Male	134	2.22	0.74	2.08	2.34
	Female	29	2.21	0.92	1.87	2.60
Reorganization	Male	133	1.74	0.71	1.61	1.85
	Female	29	2.01	0.91	1.66	2.37
Reduce	Male	135	1.28	0.53	1.18	1.35
	Female	28	1.48	0.87	1.12	1.81

Observed differences in mean effectiveness score were seen in all four scales with the biggest difference being shown for Reorganization ($M_m = 1.74$, $SD_m = 0.71$, $M_f = 2.01$, $SD_f = 0.91$). Overall, female respondents demonstrated higher mean effectiveness scores on three out of four strategy scales with no differences seen by gender for Expand. As shown in Table 4.17, none of the analyses yielded statistically significant group differences ($p = .080$ to $p = .927$).

Table 4.17

Differences in Perceived Strategies By Gender- ANOVA Results

Strategy Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Plan	Between Groups	0.80	1	0.80	1.83	0.179	0.012
	Within Groups	69.001	157	0.44			
	Total	69.804	158				
Expand	Between Groups	0.01	1	0.01	0.01	0.927	1.04
	Within Groups	96.524	161	0.60			
	Total	96.529	162				
Reorganization	Between Groups	1.73	1	1.73	3.11	0.080	0.033
	Within Groups	89.133	160	0.56			
	Total	90.864	161				
Reduce	Between Groups	0.93	1	0.93	2.61	0.108	0.016
	Within Groups	57.55	161	0.36			
	Total	58.48	162				

Table 4.18 examines the four strategy scales of Plan, Expand, Reorganization, and Reduce by the availability of athletic scholarships. Results showed that institutions indicating that they did not offer athletic scholarships had higher mean effectiveness scores for two of four strategy scales with the biggest difference seen for Expand ($M_n = 2.38$, $SD_n = 0.71$, $M_y = 2.13$, $SD_y = 0.80$).

Table 4.18

Differences in Perceived Strategies Toward Title IX Compliance - Scholarships

Strategy Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Plan	Yes	101	2.15	0.64	2.03	2.29
	No	57	2.34	0.69	2.14	2.51
Expand	Yes	101	2.13	0.80	1.97	2.29
	No	58	2.38	0.71	2.18	2.57
Reorganization	Yes	103	1.85	0.74	1.72	2.01
	No	58	1.70	0.76	1.45	1.84
Reduce	Yes	105	1.35	0.65	1.19	1.43
	No	57	1.26	0.50	1.12	1.39

Analysis of variance (ANOVA) testing (Table 4.19) indicated that none of the observed differences were statistically significant. Results ranged from $F(1, 161) = .01, p = .047, \eta^2 = .02$ for Expand to $F(1, 161) = 2.61, p = .396, \eta^2 = .004$ for Reduce.

Table 4.19

Differences in Perceived Strategies By Scholarship – ANOVA Results

Strategy Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Plan	Between Groups	1.42	1	0.80	1.83	0.074	0.020
	Within Groups	68.21	156	0.44			
	Total	69.63	157				
Expand	Between Groups	2.35	1	0.01	0.01	0.047	0.024
	Within Groups	94.17	160	0.60			
	Total	96.52	161				
Reorganization	Between Groups	0.90	1	1.73	3.11	0.208	0.001
	Within Groups	89.34	159	0.56			
	Total	90.24	160				
Reduce	Between Groups	0.26	1	0.93	2.61	0.396	0.004
	Within Groups	58.12	160	0.36			
	Total	58.38	161				

Nearly 41% of responding two-year institutions ($n = 91$) indicated the presence of a formal fundraising organization and/or external media agreement for their athletics program. Table 4.20 compares mean effectiveness scores between this group for the identified four strategy scales.

Table 4.20

Differences in Perceived Strategies Toward Title IX Compliance – Booster Club/External Media

Strategy Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Plan	Yes	62	2.17	0.66	2.01	2.35
	No	88	2.21	0.65	2.06	2.34
Expand	Yes	62	2.13	0.81	1.92	2.34
	No	91	2.24	0.75	2.09	2.42
Reorganization	Yes	63	1.86	0.71	1.67	2.04
	No	90	1.75	0.78	1.57	1.90
Reduce	Yes	63	1.29	0.59	1.12	1.41
	No	90	1.34	0.63	1.18	1.43

Small observed differences were seen for all four strategy scales with no respondents demonstrating a higher mean score on three of four scales (Plan, Expand, Reduce). While small differences were observed between each of the four strategy scales, ANOVA results found none of these to be statistically significant (Table 4.21) for this variable ($p = .381$ to $p = .741$).

Table 4.21

*Differences in Perceived Strategies by Presence of Booster and/or Media - ANOVA**Results*

Strategy Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Plan	Between Groups	0.05	1	0.05	0.11	0.741	0.001
	Within Groups	63.22	148	0.43			
	Total	63.27	149				
Expand	Between Groups	0.43	1	0.43	0.71	0.402	0.005
	Within Groups	91.01	151	0.60			
	Total	91.43	152				
Reorganization	Between Groups	0.44	1	0.44	0.77	0.381	0.005
	Within Groups	86.01	151	0.57			
	Total	86.45	152				
Reduce	Between Groups	0.11	1	0.11	0.28	0.597	0.002
	Within Groups	56.27	151	0.37			
	Total	56.38	152				

Fewer than 16% of respondent institutions indicated that they offered the sport of football at the intercollegiate level. Observed differences between those institutions that offer football and those that do not were seen in all four strategy scales (Table 4.22) with those institutions without football demonstrating higher mean effectiveness scores on three of four scales (Plan, Reorganization, Reduce). In contrast, institutions with football demonstrated a slightly higher mean effectiveness score for Expand ($M_y = 2.19$, $SD_y = .78$, $M_n = 2.16$, $SD_n = .77$).

Table 4.22

Differences in Perceived Strategies Toward Title IX Compliance – Football

Strategy Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Plan	Yes	23	2.14	0.65	1.86	2.43
	No	118	2.19	0.66	2.07	2.31
Expand	Yes	23	2.19	0.78	1.87	2.57
	No	122	2.16	0.77	2.01	2.29
Reorganization	Yes	23	1.52	0.67	1.20	1.75
	No	121	1.87	0.77	1.73	2.01
Reduce	Yes	22	1.20	0.67	0.87	1.47
	No	123	1.32	0.59	1.20	1.40

Table 4.23 provides results for analysis of variance (ANOVA) on observed differences in the four strategy scales by the sport of football. None of the analyses yielded statistically significant differences ($p = .045$ to $p = .853$).

Table 4.23

Differences in Perceived Strategies By Presence of Football- ANOVA Results

Strategy Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Plan	Between Groups	0.05	1	0.05	0.12	0.735	.001
	Within Groups	60.02	139	0.43			
	Total	60.07	140				
Expand	Between Groups	0.02	1	0.02	0.03	0.853	.001
	Within Groups	85.78	143	0.60			
	Total	85.80	144				
Reorganization	Between Groups	2.35	1	2.35	4.10	0.045	.028
	Within Groups	81.38	142	0.57			
	Total	83.73	143				
Reduce	Between Groups	0.29	1	0.29	0.80	0.372	.006
	Within Groups	51.74	143	0.36			
	Total	52.03	144				

Overall athletic department operating budgets for respondent institutions were categorized into five groups for analysis purposes. As shown in Table 4.24, institutions with athletic operating budgets between \$0 and \$250,000 demonstrated the highest mean level of effectiveness score on two of four scales (Plan: $M = 2.26$, $SD = .60$; Expand: $M = 2.30$, $SD = .72$).

Table 4.24

Differences in Perceived Strategies Toward Title IX Compliance – Operating Budget

Strategy Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Plan	\$0-\$250,000	59	2.26	0.60	2.09	2.41
	\$250,001-\$500,000	38	2.25	0.65	2.06	2.47
	\$500,001-\$750,000	23	2.24	0.77	1.91	2.61
	\$750,001-\$1,000,000	19	2.21	0.75	1.85	2.57
	\$1,000,001+	20	1.98	0.71	1.65	2.31
Expand	\$0-\$250,000	61	2.30	0.72	2.10	2.49
	\$250,001-\$500,000	39	2.24	0.70	2.02	2.48
	\$500,001-\$750,000	22	2.02	0.86	1.63	2.0
	\$750,001-\$1,000,000	21	2.14	0.90	1.73	2.62
	\$1,000,001+	20	2.23	0.82	1.85	2.62
Reorganization	\$0-\$250,000	60	1.79	0.80	1.56	1.98
	\$250,001-\$500,000	38	1.82	0.67	1.60	2.03
	\$500,001-\$750,000	23	1.74	0.79	1.40	2.11
	\$750,001-\$1,000,000	21	2.00	0.82	1.61	2.42
	\$1,000,001+	20	1.57	0.61	1.28	1.85
Reduce	\$0-\$250,000	60	1.23	0.45	1.12	1.36
	\$250,001-\$500,000	38	1.43	0.63	1.22	1.65
	\$500,001-\$750,000	23	1.09	0.19	0.99	1.15
	\$750,001-\$1,000,000	21	1.62	0.93	1.12	2.04
	\$1,000,001+	21	1.29	0.70	1.00	1.30

While observed differences in mean effectiveness scores were seen for all four strategy scales the results were mixed with none of the differences statistically significant (Table 4.25). The largest difference was seen for Reduce, $F(4, 158) = 2.98, p = .021, \eta^2 = .070$, where institutions with budgets of \$750,001 to \$1,000,000 demonstrated a mean effectiveness score of 1.62 ($SD = 0.93$) compared to institutions with budgets of \$500,001 to \$750,000 ($M = 1.09, SD = 0.19$). For Plan, four of the five groups demonstrated mean effectiveness scores greater than 2.0.

Table 4.25

Differences in Perceived Strategies By Level of Operating Budget - ANOVA Results

Strategy Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Plan	Between Groups	1.30	4	0.33	0.73	0.571	0.019
	Within Groups	68.50	154	0.45			
	Total	69.80	158				
Expand	Between Groups	1.46	4	0.37	0.61	0.658	0.015
	Within Groups	95.07	158	0.60			
	Total	96.53	162				
Reorganization	Between Groups	2.03	4	0.51	0.90	0.468	0.022
	Within Groups	88.84	157	0.57			
	Total	90.86	161				
Reduce	Between Groups	4.10	4	1.02	2.98	0.021	0.070
	Within Groups	54.38	158	0.34			
	Total	58.48	162				

To determine if differences in perceived strategies to Title IX compliance existed based upon number of years of participation in intercollegiate athletics, respondent institutions were grouped into five categories. As shown in Table 4.26 observed differences were seen for all four strategy scales although results were mixed and none of the differences were statistically significant (Table 4.27).

Table 4.26

Differences in Perceived Strategies Toward Title IX Compliance – Institutional Participation

Strategy Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Plan	10 years or less	18	2.11	0.64	1.79	2.43
	11 to 20 years	12	1.90	0.75	1.42	2.38
	21 to 30 years	15	2.28	0.66	1.92	2.64
	31 to 40 years	34	2.06	0.48	1.93	2.27
	More than 40 years	71	2.30	0.69	2.12	2.45
Expand	10 years or less	18	2.19	0.60	1.89	2.48
	11 to 20 years	12	2.14	0.61	1.75	2.53
	21 to 30 years	16	2.21	0.71	1.78	2.58
	31 to 40 years	34	1.91	0.67	1.69	2.18
	More than 40 years	73	2.34	0.87	2.14	2.56
Reorganization	10 years or less	18	1.91	0.79	1.51	2.30
	11 to 20 years	12	1.78	0.90	1.20	2.35
	21 to 30 years	15	1.91	0.84	1.45	2.38
	31 to 40 years	35	1.76	0.67	1.57	2.06
	More than 40 years	73	1.76	0.75	1.54	1.89
Reduce	10 years or less	18	1.25	0.52	0.99	1.51
	11 to 20 years	12	1.21	0.33	1.00	1.42
	21 to 30 years	16	1.44	0.48	1.20	1.73
	31 to 40 years	34	1.16	0.36	1.02	1.29
	More than 40 years	73	1.40	0.75	1.17	1.50

For Plan, institutions participating in intercollegiate athletics for greater than 40 years showed the highest mean score ($M = 2.30, SD = 0.69$) with those participating 11 to 20 years the lowest ($M = 1.90, SD = 0.75$). The differences were not shown to be statistically significant, $F(4, 145) = 1.62, p = .173, \eta^2 = .043$). For Expand, all groups demonstrated a mean effectiveness score of greater than 2.0 with the exception of those participating 31 to 40 years ($M = 1.91, SD = .067$). For Reorganization and Reduce, all groups displayed mean effectiveness scores below 2.0.

Table 4.27

Differences in Perceived Strategies By Length of Participation - ANOVA Results

Strategy Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Plan	Between Groups	2.70	4	0.68	1.62	0.173	0.043
	Within Groups	60.57	145	0.42			
	Total	63.27	149				
Expand	Between Groups	4.36	4	1.09	1.85	0.122	0.048
	Within Groups	87.08	148	0.59			
	Total	91.43	152				
Reorganization	Between Groups	0.57	4	0.14	0.25	0.912	0.007
	Within Groups	85.88	148	0.58			
	Total	86.45	152				
Reduce	Between Groups	1.74	4	0.44	1.18	0.321	0.031
	Within Groups	54.63	148	0.37			
	Total	56.38	152				

Barriers to Title IX compliance. To examine potential differences in perceived barriers to Title IX compliance based upon institutional variables, exploratory factor analysis was used to reduce the original 19 barrier items into four component scales. Scale 1 was comprised of Barriers 10, 11, 12, 13, and 14 and was most associated with those barriers that addressed the inequality of resources and operating models between male and female sports programs (Unequal). Scale 2 included Barriers 6, 8, and 9 and dealt with the inability of two-year college athletics programs to attract and retain female student-athletes (Unavailability). Scale 3 was made up of Barriers 3, 4, and 5 and focused primarily on the lack of female representation in coaching and other athletic leadership positions (Leadership). Scale 4 consisted of Barriers 16, 17, 18, and 19. The primary focus of this group centered on both the complexity and generic nature of Title IX compliance regulations as they pertain to two-year colleges and the lack of centralized training/guidance initiatives (Regulations). Table 4.28 provides descriptive statistics for each of the four generated scales.

Table 4.28

Barrier Scale Details

Scale	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Unequal	166	1.80	0.63	1.71	1.90
Unavailability	169	2.47	0.71	2.36	2.58
Leadership	168	2.14	0.73	2.03	2.25
Regulations	168	2.35	0.67	2.24	2.45

Study participants demonstrated the highest level of agreement to the barrier scale Unavailability ($M = 2.47, SD = 0.71$). In contrast, respondents perceived barriers related to the gender based inequality of resources (Unequal) as much less of an issue regarding Title IX compliance ($M = 1.80, SD = 0.63$).

To examine potential differences in perceived barriers to Title IX compliance based upon institutional variables and to determine if observed differences were statistically significant, the same inferential statistical analysis procedure used for strategy scales was utilized. Resultant data for each of the aforementioned variables is presented below.

Table 4.29 provides data to include mean level of agreement for each of the four barrier scales based upon respondent gender. Observed differences were seen in all four barrier scales with female respondents rating each scale higher than their male counterparts.

Table 4.29

Differences in Perceived Barriers Toward Title IX Compliance - Gender

Barrier Scale	Gender	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Unequal	Male	138	1.75	0.65	1.65	1.85
	Female	28	2.05	0.76	1.75	2.35
Unavailability	Male	139	2.45	0.73	2.26	2.55
	Female	30	2.54	0.62	2.29	2.78
Leadership	Male	138	2.05	0.67	1.89	2.15
	Female	30	2.57	0.86	2.17	2.82
Regulations	Male	138	2.27	0.63	2.12	2.37
	Female	30	2.68	0.75	2.36	2.95

Leadership demonstrated the largest difference ($M_m = 2.05$, $SD_m = 0.67$, $M_f = 2.57$, $SD_f = 0.86$) in mean level of agreement followed by Regulations ($M_m = 2.27$, $SD_m = 0.63$, $M_f = 2.68$, $SD_f = 0.75$). One-way analysis of variance (ANOVA) results (Table 4.30) showed the difference between male and female respondents to be statistically significant for both Leadership, $F(1, 166) = 13.21$, $p < .001$, $\eta^2 = .074$ and Regulations, $F(1, 166) = 9.79$, $p = .002$, $\eta^2 = .056$. Differences in mean level of agreement for Unequal, $F(1, 165) = 5.31$, $p = .022$, $\eta^2 = .031$ and Unavailability, $F(1, 168) = .40$, $p = .528$, $\eta^2 = .002$ were not statistically significant.

Table 4.30

Differences in Perceived Barriers By Gender - ANOVA Results

Barrier Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Unequal	Between Groups	2.07	1	2.07	5.31	0.022	0.031
	Within Groups	63.77	164	0.39			
	Total	65.84	165				
Unavailability	Between Groups	0.21	1	0.21	0.40	0.528	0.002
	Within Groups	85.67	167	0.51			
	Total	85.87	168				
Leadership	Between Groups	6.56	1	6.56	13.21	<0.001	0.074
	Within Groups	82.46	166	0.50			
	Total	89.02	167				
Regulations	Between Groups	4.18	1	4.18	9.79	0.002	0.056
	Within Groups	70.80	166	0.43			
	Total	74.98	167				

Table 4.31 examines the four barrier scales of Unequal, Unavailability, Leadership, and Regulations by the availability of athletic scholarships. Observed differences in mean level of agreement were seen for all four barriers scales with the greatest difference for Unavailability ($M_y = 2.31$, $SD_y = 0.70$, $M_n = 2.75$, $SD_n = 0.66$).

Table 4.31

Differences in Perceived Barriers Toward Title IX Compliance – Scholarships Offered

Barrier Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Unequal	Yes	108	1.84	0.65	1.72	1.98
	No	57	1.75	0.61	1.47	1.89
Unavailability	Yes	109	2.31	0.70	2.16	2.44
	No	59	2.75	0.66	2.54	3.02
Leadership	Yes	108	2.03	0.69	1.88	2.16
	No	59	2.34	0.77	2.09	2.65
Regulations	Yes	108	2.32	0.63	2.19	2.44
	No	59	2.39	0.74	2.08	2.64

Overall, respondent institutions not offering scholarships indicated higher mean levels of agreement for three of four barrier scales. Statistically significant differences (Table 4.32) in mean level of agreement scores between the two groups were seen for Unavailability, $F(1, 166) = 15.35$, $p < .001$, $\eta^2 = .085$ and Leadership, $F(1, 165) = 7.12$, $p = .008$, $\eta^2 = .042$.

Table 4.32

Differences in Perceived Barriers By Scholarship Offering - ANOVA Results

Barrier Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Unequal	Between Groups	0.29	1	0.29	0.72	0.398	0.004
	Within Groups	65.39	163	0.40			
	Total	65.68	164				
Unavailability	Between Groups	7.21	1	7.21	15.35	<0.001	0.085
	Within Groups	77.91	166	0.47			
	Total	85.12	167				
Leadership	Between Groups	3.68	1	3.68	7.12	0.008	0.042
	Within Groups	85.31	165	0.52			
	Total	88.10	166				
Regulations	Between Groups	0.23	1	0.23	0.50	0.481	0.003
	Within Groups	74.73	165	0.45			
	Total	74.95	166				

Table 4.33 compares mean level of agreement scores between those respondent institutions which have a formal athletic booster club and/or formal external media broadcast agreement and those that do not for the identified four barrier scales. Overall, mean level agreement scores above 2.0 were shown for both groupings for three of four barrier scales with only Unequal indicating an average below 2.0 ($M_y = 1.78$, $SD_y = .65$, $M_n = 1.80$, $SD_n = .63$).

Table 4.33

Differences in Perceived Barriers Toward Title IX Compliance – Booster Club/External Media

Barrier Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Unequal	Yes	63	1.78	0.65	1.59	1.93
	No	90	1.80	0.63	1.69	1.98
Unavailability	Yes	64	2.35	0.69	2.16	2.52
	No	92	2.54	0.73	2.34	2.68
Leadership	Yes	63	2.00	0.80	1.79	2.20
	No	93	2.22	0.69	2.06	2.37
Regulations	Yes	63	2.34	0.74	2.14	2.52
	No	92	2.36	0.64	2.18	2.47

Participants that indicated they did not have a formal booster club and/or external media agreement demonstrated a higher mean level of agreement score for all four barrier scales. Small observed differences between variable groups were seen for all four barrier scales. The largest difference was seen for Leadership ($M_n = 2.22$, $SD_n = .69$, $M_y = 2.00$, $SD_y = .80$) although analysis of variance results (Table 4.34) were not statistically significant, $F(1, 154) = 3.22$, $p = .075$, $\eta^2 = .021$.

Table 4.34

Differences in Perceived Barriers By Booster Club/External Media - ANOVA Results

Barrier Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Unequal	Between Groups	0.02	1	0.02	0.04	0.849	0.0003
	Within Groups	61.81	151	0.41			
	Total	61.82	152				
Unavailability	Between Groups	1.25	1	1.25	2.46	0.119	0.0157
	Within Groups	78.41	154	0.51			
	Total	79.66	155				
Leadership	Between Groups	1.74	1	1.74	3.22	0.075	0.0205
	Within Groups	83.03	154	0.54			
	Total	84.77	155				
Regulations	Between Groups	0.02	1	0.02	0.05	0.829	0.0003
	Within Groups	71.32	153	0.47			
	Total	71.34	154				

For the variable of football, small observed differences between those institutions that offer the sport and those that do not were seen in three of four barrier scales (Table 4.35). Institutions without football demonstrated higher mean levels of agreement scores on three of four scales (Unequal, Leadership, Regulations).

Table 4.35

Differences in Perceived Barriers Toward Title IX Compliance – Football

Barrier Scales	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Unequal	Yes	129	1.80	0.66	1.67	1.91
	No	20	1.87	0.47	1.65	2.09
Unavailability	Yes	130	2.44	0.74	2.29	2.57
	No	22	2.44	0.64	2.15	2.74
Leadership	Yes	130	2.11	0.73	1.97	2.24
	No	21	2.19	0.74	1.85	2.53
Regulations	Yes	130	2.30	0.71	2.19	2.45
	No	22	2.39	0.55	2.13	2.65

Both those institutions that offer football ($M = 2.44, SD = .74$) and those that do not ($M = 2.44, SD = .64$) perceived the barriers comprising Unavailability to be the biggest obstacle toward Title IX compliance. The largest difference in mean score was seen for Regulations ($M_n = 2.39, SD_n = .55, M_y = 2.30, SD_y = .71$) although this was not shown to be statistically significant (Table 4.36), $F(1, 151) = .25, p = .620, \eta^2 = .002$.

Table 4.36

Differences in Perceived Barriers By Presence of the Sport of Football - ANOVA Results

Barrier Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Unequal	Between Groups	0.08	1	0.08	0.20	0.657	0.001
	Within Groups	60.38	147	0.41			
	Total	60.46	148				
Unavailability	Between Groups	0.00	1	0.00	0.00	0.980	<0.001
	Within Groups	79.51	150	0.53			
	Total	79.51	151				
Leadership	Between Groups	0.11	1	0.11	0.20	0.652	0.001
	Within Groups	79.58	149	0.53			
	Total	79.69	150				
Regulations	Between Groups	0.12	1	0.12	0.25	0.620	0.002
	Within Groups	70.66	150	0.47			
	Total	70.78	151				

Overall athletic department operating budgets for respondent institutions were categorized into five groups for analysis purposes. While observed differences in mean level of agreement were seen for all four barrier scales (Table 4.37) the results were mixed.

Table 4.37

Differences in Perceived Barriers Toward Title IX Compliance – Operating Budget

Barrier Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Unequal	\$0-\$250,000	59	1.72	0.55	1.53	1.83
	\$250,001-\$500,000	43	1.86	0.67	1.54	2.06
	\$500,001-\$750,000	22	1.74	0.80	1.37	2.19
	\$750,001-\$1,000,000	19	1.99	0.69	1.67	2.37
	\$1,000,001+	22	1.85	0.52	1.75	2.28
Unavailability	\$0-\$250,000	61	2.61	0.72	2.39	2.80
	\$250,001-\$500,000	44	2.35	0.71	2.07	2.60
	\$500,001-\$750,000	22	2.39	0.79	1.84	2.71
	\$750,001-\$1,000,000	19	2.42	0.52	2.13	2.61
	\$1,000,001+	22	2.41	0.76	1.91	2.71
Leadership	\$0-\$250,000	60	2.22	0.64	2.06	2.42
	\$250,001-\$500,000	44	2.22	0.90	1.85	2.50
	\$500,001-\$750,000	22	1.94	0.75	1.39	2.06
	\$750,001-\$1,000,000	19	2.09	0.67	1.75	2.44
	\$1,000,001+	22	2.05	0.61	1.68	2.25
Regulations	\$0-\$250,000	60	2.31	0.68	2.12	2.48
	\$250,001-\$500,000	45	2.27	0.73	2.05	2.54
	\$500,001-\$750,000	21	2.24	0.75	1.88	2.60
	\$750,001-\$1,000,000	19	2.62	0.52	2.36	2.89
	\$1,000,001+	22	2.44	0.51	2.20	2.72

For barrier scales Unavailability and Regulations, all five budget groups demonstrated mean agreement scores greater than 2.0. Conversely, Unequal demonstrated mean levels of agreement below 2.0 across all budget levels. The biggest discrepancy was seen for Regulations where mean scores ranged from 2.24 ($SD = .75$) for those institutions with budgets of \$500,001 to \$750,000 to 2.62 ($SD = .52$) for budgets of \$750,001 to \$1,000,000. As shown in Table 4.38, these differences were not considered statistically significant ($p = .304$ to $p = .507$).

Table 4.38

Differences in Perceived Barriers By Operating Budget - ANOVA Results

Barrier Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Unequal	Between Groups	1.34	4	0.33	0.83	0.507	0.020
	Within Groups	64.34	160	0.40			
	Total	65.68	164				
Unavailability	Between Groups	2.04	4	0.51	1.00	0.410	0.024
	Within Groups	83.08	163	0.51			
	Total	85.12	167				
Leadership	Between Groups	1.81	4	0.45	0.85	0.499	0.020
	Within Groups	86.97	162	0.54			
	Total	88.79	166				
Regulations	Between Groups	2.19	4	0.55	1.22	0.304	0.029
	Within Groups	72.62	162	0.45			
	Total	74.81	166				

To determine if differences in perceived barriers to Title IX compliance existed based upon number of years of participation in intercollegiate athletics, respondent institutions were grouped into five categories. Observed differences were seen for all four barrier scales although results were again mixed (Table 4.39).

Table 4.39

Differences in Perceived Barriers Toward Title IX Compliance – Institutional Participation

Barrier Scale	Status	<i>n</i>	<i>M</i>	<i>SD</i>	95% CI for Mean	
Unequal	10 years or less	17	1.78	0.59	1.47	2.08
	11 to 20 years	12	1.57	0.61	1.18	1.95
	21 to 30 years	15	2.07	0.53	1.77	2.36
	31 to 40 years	34	1.72	0.76	1.47	2.01
	More than 40 years	75	1.81	0.60	1.66	1.98
Unavailability	10 years or less	17	2.14	0.78	1.74	2.54
	11 to 20 years	12	2.67	0.71	2.22	3.12
	21 to 30 years	15	2.56	0.67	2.18	2.93
	31 to 40 years	35	2.39	0.87	2.06	2.69
	More than 40 years	77	2.52	0.62	2.31	2.64
Leadership	10 years or less	18	1.98	0.64	1.66	2.34
	11 to 20 years	12	1.75	0.62	1.36	2.14
	21 to 30 years	15	2.42	0.98	1.88	2.96
	31 to 40 years	34	1.98	0.72	1.73	2.23
	More than 40 years	77	2.23	0.71	2.07	2.40
Regulations	10 years or less	18	2.21	0.79	1.81	2.60
	11 to 20 years	12	2.31	0.91	1.74	2.89
	21 to 30 years	15	2.37	0.40	2.15	2.59
	31 to 40 years	35	2.18	0.67	1.95	2.41
	More than 40 years	75	2.47	0.65	2.32	2.62

The largest difference in mean level of agreement was seen for Leadership, where institutions participating from 21 to 30 years indicated the highest level of agreement for this barrier scale ($M = 2.42$, $SD = 0.98$), compared to those participating 11 to 20 years the lowest ($M = 1.75$, $SD = 0.62$), although the difference was not statistically significant, $F(4, 155) = 2.33$, $p = .058$, $\eta^2 = .058$ (Table 4.40). Additionally, institutions participating from 21 to 30 years were the only group to demonstrate a mean agreement score of 2.00 or greater for all four barrier scales.

Table 4.40

Differences in Perceived Barriers By Institutional Participation - ANOVA Results

Barrier Scale		<i>SS</i>	<i>df</i>	<i>MS</i>	<i>F</i>	<i>p</i>	η^2
Unequal	Between Groups	1.95	4	0.49	1.20	0.312	0.032
	Within Groups	59.88	148	0.41			
	Total	61.82	152				
Unavailability	Between Groups	2.82	4	0.71	1.39	0.241	0.035
	Within Groups	76.84	151	0.51			
	Total	79.66	155				
Leadership	Between Groups	4.93	4	1.23	2.33	0.058	0.058
	Within Groups	79.84	151	0.53			
	Total	84.77	155				
Regulations	Between Groups	2.49	4	0.62	1.36	0.252	0.035
	Within Groups	68.85	150	0.46			
	Total	71.34	154				

Summary of Results

This chapter provided an overview of the research findings for this study. A total of 191 two-year college athletic administrators comprised of 82.7% male and 17.3% female provided information on perceived level of Title IX compliance within their respective institution, potentially effective strategies toward obtaining Title IX compliance, and perceived barriers faced when attempting to comply with Title IX regulations.

For research question 1, a measurement of overall perceived level of athletic department compliance to Title IX at two-year institutions was sought. A perceived compliance score on a scale of 0-12 was calculated for each respondent with the study sample demonstrating an overall favorable perception toward compliance with Title IX regulations. Overall mean level of compliance for the sample was 8.1 ($SD = 2.4$).

Research question 2 centered on strategies two-year college athletic administrators identified to strengthen Title IX compliance. Respondents were asked to score 14 potential strategies based upon their perceived level of effectiveness then select the two strategies they identified as most effective. Rated as most effective were An in-depth evaluation of Title IX compliance within the athletic department and Encourage a conference-wide standard of compliance to Title IX, while, Reduce the number of sports available to men and Limit squad sizes in sports for men were rated as least effective. In comparing mean effectiveness score to individual top two ranking, consistency was shown between both measurements for the overall top seven strategies.

Research question 3 addressed barriers that two-year college athletic administrators perceived as challenging their ability to comply with Title IX regulations.

Respondents were asked to score 19 potential barriers based upon their perceived level of agreement with their impact on Title IX compliance efforts. They were then asked to identify the two barriers they perceived as the biggest obstacles to compliance. Lack of student interest because of other life priorities had the highest level of agreement and was the top ranked overall barrier. Consistency between mean rating and top two ranking was seen between 9 out of the top 10 barriers.

Research question 4 questioned whether significant differences in perceived compliance with Title IX and strategies and barriers to Title IX compliance identified in research questions 1-3 were present based upon key institutional variables. A total of six institutional variables were examined. Respondent gender and whether the sport of football was offered were selected because of previous research at the four-year level showing significant differences in Title IX compliance based upon these variables. Additional institutional variables were selected to account for the diverse nature of two-year colleges and their respective athletic programs and to determine if key differences in compliance strategies and barriers might exist based upon this diversity.

For perceived level of compliance, a significant difference in mean compliance score was seen between those schools that offer football and those that do not. Differences were also seen between male and female respondents and in several other variables but none of these other differences were shown to be statistically significant.

In examining differences in perceived strategies to Title IX compliance the 14 strategy items were reduced into four scales (Plan, Expand, Reorganization, and Reduce) and were evaluated by each respective variable. Overall, study participants perceived those strategies most representative of dealing with programmatic planning/assessment

processes (Plan) and those centered on the expansion efforts toward the underrepresented gender (Expand) as most effective. Conversely, those strategies which involved reductions to men's sports to obtain compliance (Reduce) were viewed as largely ineffective. When analyzed by each of the institutional variables, consistency of mean effectiveness scores with overall strategy results was seen across all variables with no demonstrated statistically significant differences.

For differences in barriers based upon selected variables, factor analysis was used to reduce the 19 barrier items into four scales (Unequal, Unavailability, Leadership, Regulations) which were then subjected to further description and analysis. Barriers centered on the inability of two-year college athletics programs to attract and retain female student-athletes (Unavailability) and those focused on the complexity and generic nature of Title IX compliance regulations and the lack of centralized training/guidance initiatives (Regulations) were viewed as the biggest obstacles to Title IX compliance efforts. Significant differences by respondent gender were seen for those barriers dealing primarily with the lack of female representation in coaching and other athletic leadership positions (Leadership) and Regulations. Differences in mean level of agreement between those institutions that offer scholarships and those that do not were also shown to be statistically significant for Unavailability and Leadership. Otherwise, consistency was seen with overall barrier results with no statistically significant differences based upon the other identified variables.

The results of this study have identified general barriers and challenges to Title IX compliance efforts that have shown to be relatively consistent irrespective of respondent or institutional variable. The results have also identified commonality of strategies toward

Title IX compliance and an overall positive perception regarding current compliance efforts and status. Chapter five will provide further analysis and interpretation of this data to include discussion and recommendations based upon study findings.

CHAPTER 5: DISCUSSION & CONCLUSION

The primary purpose of this study was to compare and analyze the perceptions of two-year college athletic administrators regarding efforts surrounding Title IX compliance. A key goal of the study was to identify the perceived level of compliance to Title IX within two-year college athletic programs. Additionally, a primary goal was to identify both strategies for and barriers against Title IX compliance efforts at two-year institutions. Finally, the study compared and analyzed these findings based upon specific respondent and institutional variables identified in the literature as potential influencers of Title IX compliance efforts.

Title IX legislation has been in effect since 1972 and has resulted in an unprecedented change to intercollegiate athletics. The passage of this legislation has had extremely positive influences on female participation opportunities and overall support (Acosta & Carpenter, 2010). Despite these changes, educational institutions have still found it difficult to meet the basic requirements set forth by Title IX and ensure gender equity in their athletic programs (Acosta & Carpenter, 2010; Mumford, 2006; Stafford, 2004; Tressel, 1996). While much research has been directed at this issue, it has largely focused on four-year institutions, particularly those at the NCAA Division I level (Anderson, Cheslock, & Ehrenberg, 2006; Lamber, 2000). Specific research on two-year college athletic programs, that is designed to identify both why compliance has been difficult and how these issues can be successfully addressed, is relevant and necessary.

This chapter will interpret the results obtained from two-year college athletic administrators in regard to various elements concerning compliance to Title IX within their respective athletic programs. Conclusions and discussion of the findings will be

presented for each of the four research questions. Additionally, potential implications of the study will be shared and recommendations for future research will be provided.

Research Questions

The following research questions guided the study on Title IX compliance at two-year institutions.

1. What is the overall perceived level of athletic department compliance to Title IX by senior athletic administrators at two-year institutions?
2. What strategies do senior athletic administrators identify as necessary to strengthen Title IX compliance at two-year institutions?
3. What are the perceptions of senior athletic administrators at two-year institutions regarding the identification of barriers to Title IX compliance?
4. Are there significant differences in perceived level of compliance, strategies, and barriers to Title IX compliance based upon institutional variables?

Data for this study were collected via the online Two-year College Title IX survey, which was distributed to athletic administrators at 598 two-year institutions within both the National Junior College Athletic Association (NJCAA) and the California Community College Athletic Association (CCCAA). A response rate of 31.9% (N = 191) was obtained with a satisfactory distribution of responses across respondent and institutional variables.

Conclusions and Discussion

An examination of the findings for each of the four research questions that guided this study is provided below. Specifically, conclusions on the results as they pertain to overall perceived athletic administrator compliance along with the identification of effective strategies and potential barriers to Title IX compliance are presented.

Additionally, discussion of these findings, particularly as they relate to both existing research and the current two-year college athletic landscape are presented.

Overall Perceived Level of Compliance

A mean compliance score assessing athletic administrator perceptions toward athletic department compliance was obtained for each study participant. The overall mean perceived compliance score for the study sample was 8.1 ($SD = 2.4$) with study participants demonstrating an overall positive perception toward compliance. These results suggest that on the whole two-year college athletic administrators feel positively about their institutions' compliance efforts toward Title IX.

In examining each of the 12 response items for perceived compliance, several interesting results were noted. Both item 1 (male and female athletes are provided the same opportunities and treatment) and item 2 (the promotion of gender equity is a priority of the institution) had affirmative response rates of greater than 90%. This positive response implies that two-year college program administrators are relatively united in their understanding and desire to ensure equitable opportunities irrespective of gender. While these perceptions indicate inequality is not an issue, recent data demonstrating discrepancies in spending does raise questions. In 2008, female student-athletes at the two-year level received only 44% of allotted athletic student scholarship aid and only 42% of budgeted recruitment expenses were targeted toward women's sports (Office of Postsecondary Education, n.d.). Although these figures do lend cause for concern, they must also be viewed in conjunction with the potentially larger problem, the participation rates of female student-athletes. In 2008, female student-athletes accounted for only 37% of two-year college athletic participants (Office of Postsecondary Education, n.d.). Taken

in this context, resource allocation per student–athlete does not appear to be an issue. However, as a primary measure of Title IX compliance is substantial proportionality, this difference in participation rates places two-year college athletic programs in a precarious situation. Under this particular compliance mechanism, funding per student–athlete is not taken into consideration. As a result, even if athletic programs were to substantially increase the financial resources for current female student–athletes, they would find themselves no closer to obtaining compliance.

The discrepancy in participation rates is particularly troubling and one must ask the question why are two-year colleges having difficulty attracting and retaining female student–athletes? Are institutions offering teams and participation slots that are simply remaining unfilled because of the lack of participants or are sports not being offered because of the lack of initial interest? Until the reasons for low participation rates are fully identified and solutions to address these issues are actively developed and deployed, compliance with Title IX regulations, particularly as measured through substantial proportionality, will remain largely unattainable.

For item 5 (the athletic program at my institution is in compliance with Title IX of the EDAA of 1972) 74% responded affirmatively. Although this is a positive reflection of overall perceptions, the fact that one-fourth of study participants responded negatively to this overarching question possibly indicates that concerns over Title IX compliance remain a very real issue at the two-year college level.

Interestingly, in a 27 year old study of physical education and athletic programs in two-year institutions (Stier, 1983), 92% of respondents answered affirmatively when asked if their programs were in compliance with Title IX. While it is unlikely that

institutions have become more non-compliant over the past three decades, it is likely that athletic administrators have a greater understanding of the complexities associated with obtaining compliance, what the consequences are for noncompliance, and what it really means to be in compliance.

The 21% difference in affirmative response rates between item 1 (male and female athletes are provided the same opportunities and treatment) and item 5 (the athletic program at my institution is in compliance with Title IX of the EDAA of 1972) was also noteworthy. The fact that a percentage of athletic administrators view their athletic programs as operating within an equitable framework yet still do not feel they are in compliance is concerning. This potentially speaks to concerns over both the inability to attract and retain female student-athletes and the generic nature of compliance regulations which do not account for differences in two and four-year programs. Because of these concerns it is possible that administrators believe they are operating within the spirit and intent of Title IX but are not necessarily meeting the full requirements of the law, particularly when substantial proportionality is considered.

In regard to administrator perceived level of compliance, the two items that received the lowest percentage of affirmative responses were item 12 (a gender equity committee has been formed) at 17% and item 11 (The institution belongs to a conference that has a plan for compliance to Title IX) at 41%. While the two items receiving the highest percentage of affirmative responses could be viewed as subjective in nature, the two lowest rated items were examples of programmatic process efforts designed to move institutions toward Title IX compliance both at the institution and conference level. In recognizing the importance of formal assessment mechanisms, the NCAA, as one of its

best practices to Title IX compliance, recommended that all member institutions appoint a gender equity committee to assist with institutional compliance efforts (NCAA, n.d.). At this point, it does not appear two-year institutions are following this lead. The fact that potentially effective key evaluative tools are perceived to be largely unused is concerning. In many ways these findings imply that two-year college athletic administrators view their compliance efforts as individualistic in nature with limited formal institutional, conference, and organizational level support.

Strategies Necessary to Strengthen Title IX

With Title IX compliance remaining a primary concern in intercollegiate athletics, identifying a common set of effective strategies could be beneficial to enhancing institutional compliance efforts. Additionally, while the majority of research on this topic has been at the four-year college level, it was hoped that specific data focused on two-year college athletic programs could prove useful.

To this end, respondents were asked to rate 14 items (Table 4.8) identified in the literature as potential strategies to Title IX at all levels of intercollegiate athletics based upon their perceived level of effectiveness. Results identified a common set of top strategies (Strategies 1, 11, 7, 2, 12, 8, 4, 6, 3) rated by respondents as most effective toward obtaining compliance with Title IX guidelines. The top two identified strategies (Strategy 1: an in-depth evaluation of Title IX compliance within the athletic department; Strategy 11: encourage a conference-wide standard of compliance to Title IX) strongly suggest that a clear understanding of compliance requirements and centralized standards for meeting those requirements from a program assessment and evaluation perspective could be effective. Interestingly, these top two rated strategies closely align with the two

lowest rated perceived compliance items identified by study respondents. This certainly implies that while two-year college administrators view these strategies as potentially effective they are not being actively practiced or pursued on a wide-scale basis.

Out of the remaining top strategies, Strategy 12 (fund out-reach programs for women to encourage involvement in sport activity), Strategy 8 (fund the development and implementation of a plan to control attrition on women's teams), and Strategy 7 (emphasize growth of participation by women in sports with large participation potential) focus on ways to enhance female participation through more than just adding slots. This finding implies that attracting and maintaining a sufficient number of female participants is a potential issue for two-year athletic programs. A key reason is likely the unique nature of student populations at these institutions (Van Den Hende, 1998). In many cases these populations are very diverse, consisting of part-time, non-traditional, and commuter students that do not view the traditional college atmosphere to include athletics as overly important. While this issue is not the situation for all two-year institutions, it is a factor for many.

However, this concept does not explain why the participation rates of male student-athletes are not also negatively impacted. While the demographic characteristics of both genders at these institutions are similar, there are apparently underlying motivators that push males into participating in two-year college sports that do not have the same effect on females. In fact, it is possible that these underlying motivators, of which a societal influence of sport that holds male sports in higher regard could be a primary example, have the potential to discourage female participation. As such, identifying these underlying motivators and determining ways to attract and retain female student-athletes

into these non-traditional environments will be a key to successfully furthering Title IX compliance efforts.

Respondents felt strongly that Title IX compliance should not be at the expense of male athletes or male sports teams. Strategy 10 (limit squad sizes in sports for men) and Strategy 9 (reduce the number of sports for men) were the lowest rated strategies overall (less than 6% of respondents indicated this as a potentially effective strategy).

Respondents were also opposed to redistributing athletic budgets, ranking Strategy 5 eleventh overall. These two findings lend both to the perceived importance of male sports to intercollegiate athletic programs and to the sense that athletic administrators feel their programs are currently operating under an equitable framework. As nearly two-thirds (n =118) of respondent institutions reported an athletic operating budget of \$500,000 or less, it is also possible that athletic administrators view their budgets as limited to begin with and any realignment of funds, even if desired, would not be realistic.

Responses to Strategy 14 (create a full-time administrative position to oversee Women's athletics programs), while not rated as one of the most or least effective strategies were worth noting. The majority of four-year institutions have a dedicated administrator position to oversee women's programs (Tressel, 1996). Whether it is the result of limited budgets or smaller programs, by and large two-year athletic programs do not have a position of this nature. As study results showed that less than 25% of respondents viewed this as an effective strategy to compliance it is likely this will continue to be an area of difference between two and four-year institutions.

Two-year study respondents also did not see a benefit in adding full-time coaching positions (Strategies 3 and 4) as an effective method of enhancing compliance efforts.

This is interesting as this is another area where two-year institutions appear to differ from four-year programs. NCAA Division I athletic programs often have multiple administrative positions and full coaching staffs for each sport. A 2008 report on NCAA institutions, for example, demonstrated that the average size of administrative staffs at NCAA Division I programs had grown by 60% since 1988 (Acosta & Carpenter, 2008). The same study showed that the number of coaching positions for women's sports at these schools had increased by 20% between 2004 and 2008. In contrast, many two-year college athletics staff find themselves performing multiple roles. It is not uncommon for the athletic director to also be the head coach or for a head coach of one sport to also be an assistant coach for a second sport (Van Den Hende, 1998). Why additional coaching support would not be perceived as a benefit is unclear. Perhaps respondent athletic administrators who are cognizant of their respective budget limitations do not view this as a viable strategy alternative.

A potential concern with the identified top strategies revolves around the practicality of implementation. Theoretically, the top two strategies (Strategy 1, Strategy 11) could be implemented relatively cost effectively. Strategies 2, 4, 8, and 12, however, all involve identifying a funding source to be effective. With many two-year athletic programs operating on limited budgets, and with the noted reluctance to reduce existing male sports or realign existing athletic budgets, successfully implementing and carrying out these strategies could be problematic.

Also of concern is whether these proposed strategies can realistically increase Title IX compliance through any of the three compliance prongs. With OCR's recent policy clarification that returns the burden of proof of demonstrating full accommodation back to

the institution (OCR, 2010), substantial proportionality has again become the only measurable and proven defensible method of demonstrating compliance. Strategies that promote internal assessment and evaluation are essential to creating institutional self-awareness that is a key first step in overall compliance efforts. Likewise, strategies that focus on external consistency and guidance provide the structure and support system necessary to deal with the complexities surrounding Title IX compliance standards. However, neither of these alternatives will, in and of themselves, increase the proportionality of female student-athletes to the levels necessary to obtain compliance. As such, in the current environment, solutions that enable institutions to cost-effectively attract and retain female student-athletes likely remain a key to compliance.

Perceived Barriers to Title IX Compliance

An examination of the history of Title IX legislation in intercollegiate athletics demonstrates that compliance (or the lack thereof) has been a predominant concern. For this reason, it is important to examine the specific issues that may make complying with the regulations more challenging. There has been limited previous research specific to two-year college athletic programs, particularly in the areas of barriers and deterrents to Title IX compliance efforts. A common set of identified barriers faced by this group could be a key in developing effective strategies to enhance overall compliance efforts.

To identify barriers that two-year college administrators perceived as impacting Title IX compliance efforts, respondents were asked to indicate their level of agreement to a list of 19 barriers (Table 4.11) identified in the literature as a deterrent to Title IX compliance efforts. Respondents were then asked to select the top two barriers that they identified as the biggest obstacle to obtaining compliance with Title IX regulations.

The top two barriers (Barrier 6: lack of student interest because of other life priorities; Barrier 18: Title IX regulations do not account for differences between two and four-year athletic programs) focused on the perceived lack of participants (irrespective of opportunity) and the incompatibility of current regulations with two-year college program structure. For Barrier 6, over 70% agreed or strongly agreed that this was a major challenge to Title IX compliance efforts. This concern over the ability to attract and retain an adequate number of female athletes must be considered serious as this theme was seen in two of the top three and 3 of the top 10 barriers (Barriers 6, 8, 9). These concerns align closely with several of the top rated strategy recommendations (Strategies 7, 8, 12) designed to identify ways to attract and retain female athletes. As mentioned previously, many institutions find themselves relying on the substantial proportionality portion of the regulations for compliance measurements as courts have consistently shown this to be the only defensible method to demonstrating compliance. The inability of two-year colleges to attract and retain female athletes makes the attainment of this standard unrealistic.

Barrier 18 demonstrated the concern that athletic administrators have regarding the unique nature of two-year colleges and their perception that Title IX legislation does not effectively take these differences into account. Responses to Barrier 19 (current Title IX legislation is not effective in ensuring gender equity in intercollegiate athletics at the two-year level), rated sixth among top barriers, echoed this concern. Previous literature (Stafford, 2004) have labeled current Title IX regulations as a one-size-fits-all approach that unilaterally applies fixed compliance regulations to athletic programs at all educational institutions regardless of size, scope, or level. This approach, it has been

argued, favors larger, four-year institutions and leaves two-year athletic programs at a disadvantage (Van Den Hende, 1998).

The barrier results outlined above clearly suggest generic Title IX guidelines are an issue and concern for two-year college institutions that is still relevant. Understanding this concern, it may be appropriate for two-year institutions to have a two-tiered approach to their Title IX compliance efforts. The first tier would focus primarily on identifying strategies that positively impact Title IX compliance efforts within the current framework of the legislation. The second tier would be more broad-based and would be designed to impart change to existing policy regulations that would account for differences by institutional type. This effort would likely need to be conducted at the organizational/inter-organizational level and would require a long-range perspective.

Interestingly, two of the top five barriers (Barrier 16: an overall lack of understanding of Title IX compliance regulations; Barrier 17: lack of centralized conference/association level training and compliance programs available) centered on the overall vagueness of Title IX guidelines and the lack of appropriate training and education programs available to two-year college athletic administrators. Previous research (Byrd, 2007; Starace, 2001; Van Den Hende, 1998) at all levels of intercollegiate sports has identified the lack of clear directives and understanding of legislative requirements as well as a lack of training and knowledge to be primary barriers to compliance. While the substantial proportionality portion of the regulations is clearly defined, it is often unattainable to two-year programs. Continued expansion and full accommodation, by comparison, are inherently subjective with no clearly defined measurements for compliance. Clearly this is not an issue that is exclusive to the two-year college but it may

be more exacerbated at this level because of the unique complexion and operating framework of these programs. Limited budgets that have led to coaches taking on administrative roles along with a preponderance of fledgling athletic programs has potentially led to a group of athletic administrators who feel underprepared and overwhelmed when confronted with complex Title IX regulations. With over 41% of respondents indicating that they had been an athletic administrator at the two-year college level for 5 years or less, this new group of leaders may be ill-prepared to effectively deal with all their Title IX compliance responsibilities.

The perception that compliance training and resources provided from the conference/association level is insufficient is cause for concern as well. While it appears that both the NJCAA and CCCAA have taken steps to provide general resources for their membership it is possible that more proactive efforts, that promote and ensure resources reach the intended audience, may be necessary. The NCAA, for example, provides annual educational forums, online instructional videos, and direct contact information for assistance with compliance issues. While neither the NJCAA nor the CCCAA have the financial resources of the NCAA, enhanced efforts similar to those offered by the NCAA could provide much needed assistance to two-year college administrators. These efforts could be particularly beneficial to new administrators, with limited experience, who may not have a full understanding of compliance requirements and may not know where to look for answers. It is also possible that this perceived lack of training resources has been magnified by the relatively large segment of the study sample with limited experience. Potentially, these administrators would be more likely to seek out assistance and be more open to conference-level assistance than their more experienced counterparts. Irrespective

of the exact reasons for the above mentioned perceptions, these issues must be addressed if compliance is to become a reality.

Three of the four lowest rated barriers (Barrier 14: unequal/unavailable financial support to recruit female athletes; Barrier 13: unequal facilities; Barrier 11: different/unequal institutional funding models for athletics programs) addressed unequal facilities, funding models, and budgets. These findings imply that two-year college administrators, while concerned over the ability to obtain Title IX compliance, do not believe inequalities in resources are an issue within their respective programs. From a programmatic perspective, this is positive as it appears that a common commitment to gender equality has been made by two-year institutions. In reality, however, resources for recruitment, facilities, and programs at the two-year level are largely limited irrespective of sport or gender making it, in effect, an inequality for all. While this lack of resources does not directly impact immediate Title IX compliance status, there is a long term negative effect. One proven way to attract and retain student-athletes is through high quality facilities and support services. This is readily apparent at the four-year level where athletic programs are constantly striving to improve facilities and support systems in an effort to attract and retain the best student-athletes to their programs (Messner, 2002). The inability of many two-year colleges to meet this standard does limit their overall effectiveness and potentially makes recruiting and retaining an adequate number of female student-athletes much more challenging.

Another finding of note was the overall rating of Barrier 15 (a socialization process in the United States which does not promote the participation of both genders in sport to the same extent). This barrier centered on what has been referred to as the societal

influence of the male or masculine model of sports on intercollegiate athletics (Carpenter & Acosta, 1993; Tressel, 1996). This model, which focuses on high levels of competition, revenue generation, and spectator entertainment, has been identified with marginalizing women's sports from an underlying, societal perspective. Results for this barrier were mixed (34.2% of respondents agreed or strongly agreed that this was a barrier to compliance) making it difficult to determine if two-year college administrators on the whole consciously perceive this as a real barrier to Title IX compliance.

As two-year college athletic programs are in many instances provided as an educational enhancement (Van Den Hende, 1998) and do not function under the same tenets as NCAA Division I institutions, it is possible that this socialization process is not a major issue. Because of this operational framework, it is feasible that two-year athletic programs are already operating from a feminine model perspective and the influence of the masculine model is not readily apparent. However, the societal influence of sport has historically pushed women's sports to the periphery to the extent where females do not perceive a need to participate in athletics beyond the high school level. Although female participation in sports at the high school levels is at an all time high this has not fully translated to intercollegiate athletics (NFHS, 2008). If this marginalization process were to be true, it would certainly have a negative effect on the ability of two-year programs to attract and retain female student-athletes.

It can also be speculated that this marginalization would be more readily apparent to female athletic administrators than to their male counterparts. As such, it is possible that the low percentage of female respondents within the study sample could have resulted in an underrepresentation of this concern.

Differences in Perceived Compliance, Strategies, and Barriers

Overall perceived level of compliance, potential strategies toward Title IX compliance, and perceived barriers to Title IX compliance were compared and analyzed by key respondent and institutional variables. The respondent variable selected for analysis was athletic administrator gender. Previous research at the four-year college level showed significant differences in administrator perceptions toward Title IX compliance based upon gender (Hull, 1993; Tressel, 1996). An assessment of whether similar findings were present within two-year college athletic programs was deemed to be important.

A total of five institutional variables were selected for further analysis and evaluation. The sport of football has shown to be a significant barrier to Title IX compliance at the four-year level (Noftz, 2007; Rische, 1999; Sigelman & Wahlbeck, 1999; Tressel, 1996) and in many ways is representative of how society has come to view sports. Further research at the two-year college level, where intercollegiate athletics are perceived more as an educational enhancement rather than entertainment, is necessary to determine what, if any impact the sport of football has had on Title IX compliance efforts.

The other four key institutional variables selected for analysis were: whether athletic scholarships were offered, how long an institution had sponsored intercollegiate athletics, overall athletic department operating budget, and the presence of a formal booster club/fundraising organization and/or external media/broadcast agreements for its athletic program. Each of these variables was selected in an effort to fully account for the diversity and unique nature of two-year institutions and their respective athletic programs.

In addition to football, the variables of athletic scholarship and presence of a booster club/fundraising organization and/or external media/broadcast agreement were

selected because of their identity with high level, commercialized sports such as those seen at the NCAA Division I level. Since research on the influence of the male or masculine model of sports on Title IX compliance has been largely limited to four-year programs (primarily at the NCAA Division I level), an examination was conducted to determine how the presence of each of these variables influenced perceptions of Title IX compliance at the two-year level. Findings and discussion for perceived compliance, strategies and barriers toward Title IX compliance by the identified variables is provided below.

Perceived level of compliance. For the variable of gender, females had a lower perceived level of compliance than males, however, the difference was not shown to be statistically significant. In contrast, for item 5 (The athletic program at my institution is in compliance with Title IX of the EDAA of 1972), 83% of females responded affirmatively compared to 74% for males. Why female perceptions of this item are higher is not clear. While previous research has shown significant differences in perceptions of compliance by gender at four-year schools it appears that this may currently be less of an issue at two-year institutions. The reasons for this are unclear, however it is possible that there is a more equitable perception because sports such as football and men's basketball are often not promoted at the two-year level to the extent they are at four-year programs. It is also possible that the equitable distribution of the most offered sports in the sample (baseball/softball, men's and women's basketball are offered at similar rates) increased perceptions of compliance.

The only statistically significant difference seen between groups for the remaining six institutional variables was for the sport of football. Respondent institutions that offered

the sport of football had a significantly lower perceived level of compliance than those that did not. This difference is noteworthy in that multiple previous studies (Rishe, 1999; Sigelman & Wahlbeck, 1999; Tressel, 1996) at the four-year college level have shown football to be a persistent barrier to Title IX compliance. In fact, because of the high number of participation slots required and the overall costs associated with the sport, many critics have laid much of the blame for the overall lack of Title IX compliance on football. Much of the debate at the NCAA Division I level centers on football's perceived status as a revenue generator and a strong source of entertainment with multimillion dollar media agreements. While the sport operates in a different capacity at the two-year level, results of this study strongly imply that football does negatively impact the way compliance is viewed at these schools. Whether this perception equates to an actual deterrent to overall Title IX compliance efforts is not clear. It is also unclear whether these differences are simply the result of challenges in financing and supporting such an expensive sport or whether other, underlying concerns are present. In spite of these differences in the perceived level of compliance, the strategies and barriers identified in this study by institutions offering the sport of football were not significantly different than those identified by institutions that did not.

Other variables, such as whether athletic scholarships were offered, have been associated with differences in compliance in previous research at the four-year level (Tressel, 1996). However, no significant differences between those institutions that offered scholarships and those that did not were demonstrated for two-year colleges in this study. The remaining institutional variables, designed to account for both the diversity of

two-year colleges and the framework in which their athletic programs operate, showed no differences of significance in their perceived level of compliance to Title IX regulations.

Strategies toward Title IX compliance. Each of the four strategy scales were analyzed to determine if differences by the identified institutional variables existed. Scale 1 was most representative of those strategies dealing with programmatic planning/assessment processes (Plan). Scale 2 centered on the expansion efforts toward the underrepresented gender (Expand). Scale 3 focused primarily on the reorganization of resources (Reorganization) and Scale 4 involved reductions to men's sports to obtain compliance (Reduce).

Collectively, the strategy scales of Plan and Expand were viewed as most effective with Reorganize and Reduce perceived as largely ineffective in addressing Title IX compliance issues. Overall, strong agreement in strategy scales was seen across all variables with inferential statistical analyses detecting no statistically significant differences. This agreement suggests that in spite of the myriad differences in two-year college athletic programs, a common set of strategies that could address the compliance concerns of all institutions are possible.

While no significant differences by variable were discovered, several interesting observations from the analysis were noted. For the variable of respondent gender, for example, both male and female respondents felt formal institutional program assessment processes (PLAN) were the most effective strategies for addressing compliance issues.

Both scholarship and non-scholarship institutions displayed high levels of agreement with strategy scales Plan and Expand again stressing the perceived need for institutional assessment, external compliance standards, and a special emphasis on

attracting and retaining female athletes. While there is some thought that the availability of scholarships is, in and of itself, an effective strategy for obtaining gender equity, the concern over the inability to attract and maintain sufficient numbers of female student-athletes appears to be prevalent across both groups.

In examining the variables most closely associated with the societal view of intercollegiate athletics (football, formal booster club/fundraising organization and/or external media/broadcast agreement), no significant differences in perceived level of effectiveness were seen and a strong consistency of mean effectiveness scores was shown. These findings are relevant, particularly for the sport of football which showed significant differences in the perceived level of compliance, in that it is likely that a set of common strategies toward compliance could be effective across these differences.

Research at the four-year college level has shown differences in identifying ways to enhance Title IX compliance efforts based upon program type (Stafford, 2004; Tressel, 1996). This research has shown that large, NCAA Division I programs often need a separate set of solutions than those schools operating at a lower level. This was not readily apparent in this study as relatively strong agreement of strategy scales within the context of two-year colleges was seen amongst and between all of the selected institutional variables. These results help to establish a level of consistency across two-year college institutions that could prove valuable in their efforts to meet Title IX compliance requirements. Two-year institutions, while very diverse in make-up and mission, have shown similarity in what they perceive as effective ways to address Title IX compliance efforts. A prevailing theme, irrespective of institutional variable, is the perceived importance of formalized program assessment tools, clearly communicated and

understood external compliance standards, and enhanced focus on attracting and retaining female athletes.

Barriers to Title IX compliance. To examine differences in perceived barriers to Title IX compliance, the four barrier scales were analyzed by key institutional variables. Scale 1 was most associated with those barriers that addressed the inequality of resources and operating models between male and female sports programs (Unequal). Scale 2 dealt with the inability of two-year college athletic programs to attract and retain female student-athletes (Unavailability). Scale 3 focused primarily on the lack of female representation in coaching and other athletic leadership positions (Leadership) while Scale 4 centered on both the complexity and generic nature of Title IX compliance regulations as they pertain to two-year colleges and the lack of centralized training/guidance initiatives (Regulations).

Because of the variety of differences seen in two-year college athletic programs, identifying barriers to Title IX compliance was relatively complex. While responses about strategies were relatively similar across institutional groupings, responses were not as consistent across groups for the barrier scales.

Clearly the issue of student interest or lack thereof in intercollegiate athletics at the two-year college level is a genuine concern that has been identified. Because of the non-traditional nature of two-year institutions, who often have enrollments comprised of part-time and middle-aged student bodies, a traditional student base from which to recruit is not present. Previous research of two-year athletics has identified this as a potential barrier unique to two-year colleges (Burnett, 2003; Mumford, 2005) and these findings further emphasize this issue.

In looking at specific variables, gender showed observed differences in all four barrier scales with females rating each of these much higher than males. Statistically significant differences were seen for Leadership and Regulations with females perceiving these obstacles as much more serious (and potentially much more important) than their male counterparts. As the Leadership barriers center on the lack of female representation in the administrative and coaching ranks it is apparent that female athletic administrators within the two-year college ranks view this as a primary concern. Recent research at the four-year level has shown that only 18.6% of four-year college athletic directors and 20.9% of coaches are female (Acosta & Carpenter, 2010) lending credence to these concerns.

While Regulations were rated as important across the sample, the concern over the perceived lack of understanding and generic nature of Title IX compliance regulations was much more of an issue for female respondents. Although the reasons for this difference are unclear it could be speculated that females in the role of athletic administrator find themselves in the minority for their profession. This underrepresented status could result in females finding themselves on the outside of many professional networking circles that could otherwise potentially provide insight and guidance into key issues such as Title IX legislative requirements. It is also possible that female respondents obtained their positions in athletic administration through different roles and career paths than their male counterparts resulting in potential differences in exposure and experience to compliance regulations.

Statistically significant differences in barrier responses by gender have been reported in previous research in four-year intercollegiate athletic programs (Ball, 2006;

Hull, 1993; Tressel, 1996) so the findings presented above were not unexpected. Having said this, these differences are noteworthy and should be considered when examining and addressing issues related to Title IX compliance within two-year college athletic programs. In addition to noted differences of significance, a consistent theme surrounding female participation continued to emerge. This concern over the inability to attract and retain female student-athletes was seen as a primary barrier to compliance efforts irrespective of respondent gender.

While these differences are certainly noteworthy, it must be restated that the overall mean agreement score for each of the four barrier scales was higher for females than for males. These findings potentially suggest that females view the obstacles to Title IX compliance as much more challenging and take them more seriously than males. Although differences in responses to Title IX compliance issues by gender have been demonstrated in past research (Ball, 2006; Hull, 1993; Tressel, 1996; Wade-Gravett, 1996), the realization that female administrators perceive barriers to be more significant than their male counterparts is something that cannot be dismissed.

In examining the remaining five institutional variables, significant differences were only seen for athletic scholarships. For this variable significant differences in responses were seen for Unavailability and Leadership. As Unavailability addresses challenges specifically centered on the inability to attract and retain female athletes, it is possible that this challenge is a magnified concern for non-scholarship institutions. It is likely that the ability to offer financial assistance serves as a carrot to both attract and retain female athletes that is not available to non-scholarship institutions.

Existing research of two-year college athletics has shown the ability to attract and retain females to be a primary barrier to Title IX compliance (Mumford, 2005). However, no previous research has fully analyzed this issue based upon two-year college athletic scholarship status. As classification status at two-year institutions is primarily driven by the awarding of athletic scholarships (Division III and CCCAA schools award no scholarships, Division II awards partial scholarships, Division I offers full scholarships), findings further suggest that attracting and retaining female athletes is a larger concern for programs that do not provide athletic financial assistance.

The lack of significant differences across the other four institutional variables, coupled with the consistency shown in identified strategies and perceived compliance score indicate a commonality of Title IX compliance factors. This commonality suggest that the identification of key barriers and strategies, such as that identified in this study, would be of great benefit to all two-year institutions.

One institutional variable – the sport of football – has been identified by others as a barrier to Title IX compliance (Ball, 2006; Rishe, 1999; Sigelman & Wahlbeck, 1999; Tressel, 1996). However, in this study the presence of a football team did not demonstrate any significant differences and showed strong consistency across the four barrier scales. Although overall perceived compliance with Title IX was significantly lower for those institutions that offer the sport of football, these findings further support and demonstrate a commonality of like barriers across two-year athletic programs regardless of institutional differences.

While differences in individual barriers were seen between variable groups, the consistency of overall rankings has established a set of barriers to Title IX compliance that

warrant consideration across all two-year institutions. Key concerns identified appear to be the lack of overall student interest and the ability to attract and retain female athletes. Study results also showed these to be a top strategy area and have shown consistently to be a top issue for two-year college athletic programs. Great concern was also shown toward the perceived generic nature and lack of understanding of compliance regulations along with the limited availability of centralized training/educational programs. These were also identified as potentially effective strategies.

The impact of the societal influence or male model of sport, which has been shown to be an underlying barrier to Title IX compliance at four-year institutions (Bettis & Adams, 2007; Carpenter & Acosta, 1993; Tressel, 1996), was only marginally implied from study results. An examination of key identifiers such as the presence of a formal booster/fundraising organization and/or formal external media agreement yielded no significant differences in results. However, with both female respondents and institutions offering the sport of football demonstrating a lower overall perception of compliance and females expressing a greater concern over identified barriers, the consequences of this potential obstacle to compliance efforts should not be ignored. Tressel (1996), in examining this issue at the NCAA Division III level, found similar results in the response rates of females and institutions offering the sport of football. From an athletic mission and scope perspective, Division III institutions appear to align more closely with two-year college athletic programs than with those at the NCAA Division I level. As such, it is possible to speculate from the results of both of these studies that issues associated with the societal influence on sports are prevalent at more than just the highest levels of athletics. Additionally, because of the low percentage of female administrators both in the

study sample (17.3%) and in the population, this issue has the potential to be underemphasized. Because of this potential, it will be important for future research and compliance efforts to account for and better understand this concern.

Implications and General Recommendations

Intercollegiate athletic programs have made great strides in providing opportunities and resources for female student-athletes since the inception of Title IX legislation in 1972. In spite of this progress, legislative and case law history, as well as underlying societal influences, have shown that challenges remain. Continuous efforts to address the issues surrounding Title IX compliance in intercollegiate athletics are necessary to ensure gender equity across the spectrum. Two-year colleges, in particular, require special attention and focus in regards to Title IX compliance issues. While much research on Title IX compliance issues have taken place at the four-year level, two-year programs have been largely overlooked. Because of the unique nature of these programs when compared to four-year institutions, the internal diversity between two-year schools, and the continued expansion of athletic programs at these schools further attention and examination is necessary.

A comprehensive examination of the strategies for and barriers against Title IX compliance efforts identified by two-year college administrators has led to several practical recommendations that can be drawn from the study. In referencing one aspect of the conceptual framework of this study, it is apparent that a standardized program or process evaluation component that flows from organization/conference level down to the individual institution is necessary and would be welcomed. This process would provide a continuous assessment of compliance efforts and status allowing for program adjustments as may be necessary. This would address key issues of concern identified by study

respondents and in previous research to include the vagueness or lack of understanding of compliance regulations, the need for centralized compliance standards and guidelines, and the full development of appropriate training and educational programs focused on the unique needs of two-year programs.

A key concern identified by study respondents centered on the inability of institutions to attract and retain an adequate number of female student-athletes. While this problem is not exclusive to two-year institutions, it is exacerbated by the unique nature of these schools where non-traditional, part-time student populations and limited athletic budgets are common. These issues make obtaining compliance under the current regulations, particularly when viewed through the substantial proportionality lens, challenging at best. Institutional review and action plans can concretely identify and call attention to these areas; however, a more broad-ranged approach may be necessary to impart meaningful change. Cooperation within and across-organizations designed to influence regulatory change that would move compliance models away from a one-size-fits-all approach and account for differences in the nation's educational system is necessary.

The key to an effort such as this would be to not water down compliance requirements to the point where attainment is possible but meaningful gender equity is lost. Even with the current regulations where compliance has been admittedly hard to come by, gender equality remains a concern. While the current regulations clearly condemn and have largely eliminated explicit discriminatory practices, more subtle influences such as a male-dominant, entertainment-driven societal view of sports still potentially permeates intercollegiate athletics. This perspective has been predominately

associated with large NCAA Division I athletic programs and professional sports. However, as gender based differences identified in this study have suggested, perceptions of this influence being a deterrent to compliance efforts at two-year colleges are present. Further examination of this phenomenon and its impact on female athletic opportunities, particularly as it pertains to Title IX compliance and two-year college athletic programs, is warranted.

Findings of this study demonstrated that an overall favorable perception of Title IX compliance efforts at two-year institutions currently exists. The study also identified a common set of strategies and barriers associated with Title IX compliance efforts at two-year institutions. The reality is that Title IX compliance within intercollegiate athletics remains a primary concern at all levels. Because of this concern, recommendations for practical applications and further study which may positively impact the pursuit of equality in two-year college athletic programs has been provided.

Recommendations for Practice

The results and conclusions drawn from this study have led to a set of recommendations for practice designed to enhance institutional compliance efforts within two-year college athletic programs. Specifically, these recommendations are designed to support both two-year college athletic administrators and association-level leaders in their ongoing efforts to obtain Title IX compliance and ensure gender equity. In this regard, recommendations that focus not only on internal institutional efforts but also externally driven processes are offered.

A primary external recommendation would involve the development of external, across-organization partnerships between all two-year college organizational entities to

study broad-based, long-range approaches to Title IX compliance. A key concern identified by study respondents was the generic nature of Title IX compliance regulations that do not adequately address the unique nature and needs of two-year institutions. In order to affect meaningful change in this area strong, united representation is necessary. Specifically, efforts to address the rigidity of the substantial proportionality portion of the compliance regulations to allow for differences in student populations and athletic programs are needed. Additionally, clarification of the continued expansion and full accommodation compliance mechanisms, to include tangible markers for obtaining and maintaining compliance, should be sought.

As the lack of clarity of Title IX regulations was also shown to be an issue, the same across-organization partnerships described above should be called on to develop consistent, clearly understood compliance standards for member schools. A consistent set of guidelines designed by and for two-year college athletic programs could be beneficial in enhancing overall compliance efforts. A resource of this nature should at minimum provide step-by-step guidance on how to appropriately self-evaluate current institutional compliance status, offer specific benchmarks of successful compliance examples, and outline and define the steps necessary for obtaining compliance through each of the three compliance prongs.

Two-year college administrators also identified the lack of formal training and educational opportunities as a barrier to Title IX compliance efforts. Increased efforts at the conference and/or organization level to provide regular and required training and educational opportunities on Title IX compliance requirements could help to address this concern. Two-year college athletics are an evolving entity with many fledging and

expanding programs across the spectrum. As such, it is likely that many administrators charged with the responsibility of Title IX compliance are limited in their overall knowledge and understanding of this topic. Training and educational programs provided from a centralized structure would not only provide essential services to enhance compliance efforts but would further emphasize the importance of this issue.

With many two-year athletic programs limited in their financial resources and ability to expand sports programming to address equity concerns, the coordination of program expansion of additional female sports teams should take place at the conference level and in conjunction with related men's programs. This concept has the potential to reduce expansion and start-up costs substantially by maximizing shared facilities and ensuring close proximity for competition.

The overall lack of interest in sports programs and the inability to attract and retain female student-athletes has been identified as a prevalent problem and programming to address this issue is needed. One potentially effective recommendation would call for the development of feeder programs or partnerships with local and regional high schools to identify players. Programs such as this could help in the identification of potential student-athletes early in the process as well as making female student-athletes aware of potential post-high school athletic opportunities. A second recommendation in this area would involve the development of participation schedules and the identification of sports that would allow for participation by part-time and non-traditional student populations. This would help to target a segment of the two-year college student population that is currently underutilized and could help address substantial proportionality concerns. Additionally, a strategy of this nature would be congruent with the open-access mission of

many two-year colleges and would enhance the academic experience of the student. A final, more broad-based recommendation designed to enhance female participation would seek to fully incorporate athletics into the overall institutional mission and culture to include marketing and outreach functions. This could prove to be a positive influence for both the athletic department and the college as a whole. Promoting and supporting the athletic program as an integral part of the institution could promote community involvement and potentially enhance enrollment growth.

Recommendations for Research

While the study provided results that can be of immediate benefit to two-year college administrators, it also raised a series of practical and theoretical questions that deserve further exploration and research. One such area centered on the concept of the male-dominant, societal influence on sports. To more fully examine this potential barrier to Title IX compliance, it is recommended that a qualitative study of two-year college athletic administrators' perceptions that would focus on gathering detailed information regarding this concept be conducted.

A second recommendation would call for further research that elaborates on specific barriers identified in this study. Specific research that quantifies perceptions such as the lack of student interest and inability to attract and retain female athletes would be beneficial. A study of this nature could fully examine these primary barriers to identify why these issues, either real or perceived, exist and could potentially identify solutions to address these issues.

An important finding of this study indicated that a large percentage of two-year college athletic directors had limited administrative experience at this level. Further research that examines the reasons associated with this increase in relatively inexperienced

administrators would be worthwhile. Additionally, specific research that studies this population and examines how their operating philosophies toward Title IX compliance compare to long term administrators could prove beneficial. Along these same lines, the current study revealed a segment of two-year college institutions that had only participated in intercollegiate athletics for 10 years or less. Further research on these fledgling programs and the challenges they face compared to more established programs is necessary.

The current study also found that institutions that offer football had significantly lower levels of perceived compliance than those institutions that do not offer the sport. Additional research that moves beyond perceptions and examines compliance markers such as institutional participation rates, athletic budget allocations, and program expansion is necessary to fully explore this issue at the two-year college.

As discussed, the inability to attract and retain female student-athletes was a key finding of this study. Further research designed to more deeply examine the female student and student-athlete populations at two-year colleges is critical to fully understanding all aspects of this issue. Understanding potential differences in cultural influences, motivation to participate (or not participate), and how these characteristics can differ from male students could provide valuable information that would positively advance efforts toward Title IX compliance.

Strengths, Delimitations, and Limitations of the Study

Some of the strengths, delimitations, and limitations were identified prior to the study being conducted, while others were identified throughout the process. Examples of

this included sample demographics, the unequal proportion of respondents across the identified independent variables, and overall response rate.

The focus of the study was limited to the 624 member institutions of the National Junior College Athletic Association (NJCAA) and the California Community College Athletic Association (CCCAA). Because of various external factors, the target population ended up consisting of 598 institutions. The broad nature of the targeted population helped to ensure a wide range of representation and made it possible to make inferences to the overall two-year college community.

The study was limited to the responses of senior athletic administrators at each member institution and not the views of other administrators, coaches or student-athletes. While it is certainly possible different populations (administration, coaches, student-athletes) could provide different insight and perspective and are worthy of further exploration, that was not the intent of this study.

The overall study response rate was approximately 32%. While this is certainly an acceptable response, particularly for an online instrument, it does exclude the thoughts and perspectives of a large segment of the population which could have proven beneficial. It is possible that the timing of distributing the survey and the time required to complete the survey affected overall response rates. The survey was sent out to the study sample the first week of December, 2009 and responses were accepted until the third week of January 2010. The fact that a good portion of the response period was between semesters and during a holiday break could have led to a reduced rate of response. From a survey length perspective, the average time to complete was approximately 22 minutes. Because of the

time commitment required to fully complete this survey the possibility that some respondents chose not to start or finish does exist.

Responses by female athletic administrators and by those institutions that participate in the sport of football were relatively low although representative of the overall population. Responses based upon institutional classification showed that nearly 87% of respondents were from NJCAA member schools. Because of this, it is possible that the perceptions of CCCA member schools could have been underrepresented and a study exclusively of these institutions or one with a more representative sample could yield different results. Additionally, it is possible that those respondents who chose to participate in the study were motivated to do so by a strong interest in Title IX compliance and the issues surrounding it. Potentially, the results of the study could have been influenced by this bias as administrators who did not feel strongly about this topic or view it as important may have felt less need to participate. The distribution of other key institutional variables such as enrollment, operating budget, and scholarship offering across the sample closely approximated data from the overall population (Office of Postsecondary Education, n.d.) making the possibility of under or overrepresentation of data in these areas unlikely.

Conclusion

This study compared and analyzed the perceptions of two-year college athletic administrators regarding efforts surrounding Title IX compliance. Key goals of the study were to identify the perceived level of compliance to Title IX within two-year college athletic programs as well as strategies for and barriers against Title IX compliance efforts at these institutions.

Although Title IX legislation has been in effect since 1972 and has impacted unprecedented positive change on intercollegiate athletics, educational institutions have still had difficulty meeting the basic requirements set forth by Title IX and ensuring gender equity in their athletic programs. While a great deal of research surrounding this issue has been conducted, the majority of it has focused on athletic programs at the four-year college level. Specific research focused on two-year institutions and the unique nature of these programs has been largely limited making this study both relevant and necessary.

Findings of this study implied that the overall perceived level of compliance was favorable among two-year college athletic administrators. In spite of this favorable impression, several consistent issues were identified through the examination of perceived strategies and barriers to Title IX compliance. Of primary concern for administrators was the inability to attract and retain female student-athletes into their respective sports programs. This issue was consistent across all aspects of the study and is one that greatly hinders an institution's ability to meet Title IX compliance standards, particularly when viewed through the substantial proportionality lens.

Also of concern was the overall generic nature of and lack of clearly defined Title IX compliance standards. This issue further emphasized the unique aspects surrounding the two-year college and its athletic programs and the concern that current regulations do not adequately account for these differences.

From a practical perspective, study results demonstrated strong consistency in response patterns in identifying strategies for and barriers against Title IX compliance. As such, two-year college administrators, irrespective of their institutional profile can benefit

from these findings. Although overall strong consistency was shown, significant differences in various aspects of the study were seen for respondent gender, whether scholarships were offered, and whether the sport of football was offered. While exact reasons for these differences, particularly as they pertain to compliance efforts at two-year institutions are unclear, an awareness of and further examination of these areas is necessary.

On the whole, this study has provided an overall perspective of perceived compliance at the two-year college level as well as practical information pertaining to strategies for and barriers against Title IX compliance efforts that can benefit all two-year college athletic programs. Additionally, key practical and theoretical suggestions for enhancing compliance efforts have been provided. With the reality that Title IX compliance within intercollegiate athletics will continue to be a primary concern, the research and information provided in this study along with future efforts that expand on these findings is certainly warranted.

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APPENDIX A

Two-Year College Title IX Survey

Qualtrics Survey Software

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Two-Year Institution Title IX Survey

Two-Year Institution Title IX Survey

Answers to this questionnaire will be held in strict confidence and data will be compiled and reported in aggregate form only. Thank you for your sincerity when considering these topics.

Section 1 - Demographic Data

Please supply the requested information. Your personal information will be kept confidential and used only for aggregate analysis.

Number of years as an athletic administrator at your current institution:

5 or fewer years

6-10 years

11-15 years

16-20 years

21-25 years

26 or more years

Number of years as an athletic administrator at the two-year college level including your current position:

5 or fewer years

6-10 years

11-15 years

16-20 years

21-25 years

26 or more years

Your Gender:

Male

Female

Block 1

Please provide some background information about your institution and athletic programs. Your responses will remain confidential.

Institutional Enrollment (Total):

Less than 1,000 students

- 1,001 to 5,000 students
- 5,001 to 10,000 students
- 10,001 or more students

Percentage of Institutional Enrollment by Gender:

Female

Male

Percentage of Institutional Enrollment that is classified as part-time:

Percentage

Percentage of student athletes by gender:

Female

Male

Number of intercollegiate sports your college offers:

Female

Male

Please select which intercollegiate sports your institution currently offers:

	For Women	For Men
Baseball	<input type="checkbox"/>	<input type="checkbox"/>
Basketball	<input type="checkbox"/>	<input type="checkbox"/>
Bowling	<input type="checkbox"/>	<input type="checkbox"/>
Cross Country	<input type="checkbox"/>	<input type="checkbox"/>
Football	<input type="checkbox"/>	<input type="checkbox"/>
Golf	<input type="checkbox"/>	<input type="checkbox"/>
Half Marathon	<input type="checkbox"/>	<input type="checkbox"/>
Ice Hockey	<input type="checkbox"/>	<input type="checkbox"/>
Indoor Track & Field	<input type="checkbox"/>	<input type="checkbox"/>
Lacrosse	<input type="checkbox"/>	<input type="checkbox"/>
Outdoor Track & Field	<input type="checkbox"/>	<input type="checkbox"/>
Soccer	<input type="checkbox"/>	<input type="checkbox"/>
Softball	<input type="checkbox"/>	<input type="checkbox"/>
Swimming & Diving	<input type="checkbox"/>	<input type="checkbox"/>
Tennis	<input type="checkbox"/>	<input type="checkbox"/>
Volleyball	<input type="checkbox"/>	<input type="checkbox"/>
Wrestling	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>
<input type="text"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other		

Block 2

Does your institution offer athletic scholarships?

Yes
 No

Please list which sports offer athletic scholarships:

	For Women	For Men
Baseball	<input type="checkbox"/>	<input type="checkbox"/>
Basketball	<input type="checkbox"/>	<input type="checkbox"/>
Bowling	<input type="checkbox"/>	<input type="checkbox"/>
Cross Country	<input type="checkbox"/>	<input type="checkbox"/>
Football	<input type="checkbox"/>	<input type="checkbox"/>
Golf	<input type="checkbox"/>	<input type="checkbox"/>
Half Marathon	<input type="checkbox"/>	<input type="checkbox"/>
Ice Hockey	<input type="checkbox"/>	<input type="checkbox"/>
Indoor Track & Field	<input type="checkbox"/>	<input type="checkbox"/>
Lacrosse	<input type="checkbox"/>	<input type="checkbox"/>
Outdoor Track & Field	<input type="checkbox"/>	<input type="checkbox"/>
Soccer	<input type="checkbox"/>	<input type="checkbox"/>
Softball	<input type="checkbox"/>	<input type="checkbox"/>
Swimming & Diving	<input type="checkbox"/>	<input type="checkbox"/>
Tennis	<input type="checkbox"/>	<input type="checkbox"/>
Volleyball	<input type="checkbox"/>	<input type="checkbox"/>
Wrestling	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>
<input type="text"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other	<input type="checkbox"/>	<input type="checkbox"/>
<input type="text"/>	<input type="checkbox"/>	<input type="checkbox"/>

How long has your institution participated in intercollegiate athletics?

10 years or less
 11 to 20 years
 21 to 30 years
 31 to 40 years
 More than 40 years

What is the approximate operating budget of your athletic program?

\$0 - \$250,000
 \$250,001 - \$500,000
 \$500,001 - \$750,000
 \$750,001 - \$1,000,000

- Greater than \$1,000,000

How are intercollegiate athletic programs funded at your institution? (Please select all that apply)

- State appropriated funding
- Student tuition/fees
- Private Sources (Fund raising, Athletic Booster Organizations, revenue generation, etc.)
- Other (please list below):

Does your institution have a formal athletics booster club/fund raising organization?

- Yes
- No

Block 3

Does your athletic program have agreements with an external media (TV/Radio) provider to broadcast institutional athletic events?

- Yes
- No

Organizationally, how is the athletics program operated at your institution?

- Independent department/unit with direct reporting relationship to the President
- As part of an institutional division/unit reporting to a Vice President or Unit Head:
- As part of an Academic College/Department reporting to an Academic Dean and/or Department Head:
- Other:

Does your institution currently offer an intramural sports program?

- Yes
- No

How would you describe your President's role in athletics?

- Very active and involved
- Supportive
- Indifferent
- Restrictive
- Other

Which of the three parts or prongs does your institution use to measure Title IX compliance? (select all that apply)

- Substantial Proportionality
- Full Accommodation

- Continued Expansion
- I Don't Know

Section II - Level of Title IX Compliance

The following questions assess the compliance to Title IX legislation within the athletic programs at your institution. Please select the answer that best represents your response to each statement.

All information will remain confidential and used only for aggregate analysis.

Elements of Title IX Compliance

	Yes	No	I Don't Know
A gender appropriate language policy is in place	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The promotion of gender equity is a priority of the institution	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
All athletic staff are familiar with and understand their responsibilities regarding Title IX compliance	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A gender equity committee has been formed	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The sports interests of the student body have been formally evaluated	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Athletic participation opportunities for students are proportionate to overall female and male enrollments	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A history and continuing practice of program expansion responsive to developing interests and abilities of members of the under-represented gender exists	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Current sports offerings fully accommodate the interests and abilities of the institutions students	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A plan to insure compliance or bring the institution into compliance with Title IX is in place	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The institution belongs to a conference that has a plan for compliance to Title IX	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Male and Female athletes are provided the same opportunities and treatment across all areas of the athletic program	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The athletic program at my institution is in compliance with Title IX of the Education Amendments Act of 1972	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Section III - Strategies Toward Compliance with Title IX

Please indicate how effective you feel each of the following strategies is or would be in strengthening Title IX compliance efforts within your institution's respective athletic program. Select the answer that best represents your response to each strategy. Your response options are: Not Effective, Somewhat Effective, Effective, and Very Effective.

Strategies Toward Title IX Compliance

	Not Effective	Somewhat Effective	Effective	Very Effective
An in-depth evaluation of Title IX compliance within the athletic department	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Add an intercollegiate sport and its head coach position for women	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Add a varsity head coach to alleviate current coaching staff overload	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Create a full time assistant coach position for women to assist the current coaching staff	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Redistribute existing athletic budget dollars	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Invest special funds into the budget of the under-financed sports to enhance the number and quality of opportunities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Emphasize growth of participation by women in sports with large participation potential (e.g. swimming, track and field, cross country, soccer)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fund the development and implementation of a plan to control attrition on women's teams	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Reduce the number of sports available to men	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Limit squad sizes in sports for men	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Encourage a conference-wide standard of compliance to Title IX	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fund out-reach programs for women to encourage involvement in sport activity	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Encourage the filing of formal grievances in the areas of non-compliance to Title IX in the athletic programs with the Title IX officer on campus	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Create a full-time administrative position to oversee Women's athletics programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (1) <input type="text"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (2) <input type="text"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

From the list of strategies above, please indicate the top two that you believe would have the greatest impact on Title IX compliance at your institution. compliance with Title IX.

Top Strategy

Second Strategy

Section IV - Barriers to Compliance with Title IX

Please indicate your level of agreement or disagreement with the following statements pertaining to barriers to Title IX compliance faced by your college's athletic program. Select the response which best represents your agreement with each of the following statements.

Barriers to Title IX Compliance	Strongly Disagree	Disagree	Agree	Strongly Agree
The attitude of administrative superiors limits growth of athletic opportunities for women	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The attitude of administrative superiors that there are not equal numbers across gender of skilled athletes to participate in inter-collegiate sports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Insufficient numbers of women in athletic leadership positions	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Insufficient numbers of female coaches in the athletic department	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Insufficient numbers of full-time coaching positions for female sports	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lack of student interest because of other life priorities	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Lack of community/region support for female athletic programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inability to attract women into current athletic programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Inability to retain women in athletic programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A finite number of budget dollars causes a reaction to protect present budgets, thus limiting support for growth in programs for women	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Different/unequal institutional funding models for athletics programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
External support and financial resources (booster club, fund raising) are not available to programs across gender	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Unequal facilities (locker rooms, offices, practice space)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Unequal/unavailable financial support to recruit female athletes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
A socialization process in the United States which does not promote the participation of both genders in sport to the same extent	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
An overall lack of understanding of Title IX compliance regulations	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Lack of centralized conference/association level training and compliance programs available	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Title IX regulations do not account for differences between two and four-year athletic programs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Current Title IX legislation is not effective in ensuring gender equity in intercollegiate athletics at the two-year college level	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (1) <input type="text"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Other (2) <input type="text"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

From the list of barriers above, please indicate the top two that you believe would have the greatest impact on Title IX compliance at your institution.

Top Barrier

Second Barrier

Section V - Additional Comments

Please use this section to make any additional comments that you may have regarding Title IX compliance efforts within your athletics program.

APPENDIX B: Letters to Participants

Dear Athletic Administrator:

I am writing to request your assistance in a study of Title IX compliance in athletics at two-year institutions. Specifically, this study will identify both existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs. All members of the National Junior College Athletics Association and the California Community College Athletics Association are being asked to participate. Compliance to Title IX is an important legal and moral issue for all of us. As such, data specific to Title IX in the context of two-year college athletic programs is needed.

Within the next 10 days, you will receive a second email requesting your participation in this study. This communication will provide a direct link to the online questionnaire as well as specific directions for accessing the survey site.

If you feel that you are not the proper person at your institution to participate in this study, please contact me and provide contact information for the appropriate person if at all possible. If you have any questions about this study, you may contact me directly at 828-400-9316 or via email at causby@email.wcu.edu. Additionally, comments or questions may also be directed to my Faculty Advisor, Dr. Meagan Karvonen at 828-227-3323 or Karvonen@wcu.edu.

Thank you for your willingness to consider participating in this study.

Sincerely,

Cory Causby
Western Carolina University
Doctoral Student

Dear Athletic Administrator:

As indicated in a pre-notification email that you should have received last week, I am writing to request your assistance in a study of Title IX in athletics at two-year institutions. Specifically, this study will identify both existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs. Compliance to Title IX is an important legal and moral issue for all of us. As such, data specific to Title IX in the context of two-year college athletic programs is needed.

To participate in the study, please visit [\\${!://SurveyURL}](#) and complete a brief questionnaire. To access the questionnaire, you may either directly click on the above link or cut and paste the link into the address line of your internet browser.

The information that you provide will be kept strictly confidential. No personally identifiable responses will be released and only summary aggregated data will be published. There are no foreseeable risks to your participation in the study. Your cooperation in this study is essential to its success and is greatly appreciated. **Upon completion of the study, a brief summary of the findings will be provided to all participants in the hope it will generate new insights regarding Title IX that will enhance gender equity efforts within our athletic programs.**

If you have any questions about this study, you may contact me directly at 828-400-9316 or via email at causby@email.wcu.edu. Additionally, comments or questions may also be directed to my Faculty Advisor, Dr. Meagan Karvonen at 828-227-3323 or Karvonen@wcu.edu. If you have questions or concerns about your rights as a participant in this study, contact Western Carolina University, Research Administration at 828-227-7212.

Thank you for your sincerity and contribution to this study.

Sincerely,

Cory Causby
Western Carolina University
Doctoral Student

Follow this link to the Survey:
[\\${!://SurveyLink?d=Take the Survey}](#)

Or copy and paste the url below into your internet browser:
[\\${!://SurveyURL}](#)

Dear Athletic Administrator:

I am sending a follow-up reminder to an original email sent to you on December 7, 2009 requesting your assistance in a study of Title IX in athletics at two-year institutions. If you have already taken the time to participate in the survey thank you so much for your assistance.

As mentioned in the initial correspondence, the goal of this study will be to identify both existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs.

To participate in the study, please visit [\\${l://SurveyURL}](#) and complete a brief questionnaire. To access the questionnaire, you may either directly click on the above link or cut and paste the link into the address line of your internet browser.

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Doctoral Student

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Dear Athletic Administrator:

Prior to and immediately following the holiday break, I sent out this same survey request, but I expect many of you came back to work to find your “inbox” filled with hundreds of emails and my request did not seem too important. Therefore, I am sending you one *final* request to participate in my study of Title IX in athletics at two-year institutions. I understand that your schedule is extremely busy this time of year but if you can find the time to complete the linked survey, I would greatly appreciate your participation. Your participation and feedback is crucial to the overall success of this study. Thank you.

If you have already taken the time to participate in the survey thank you so much for your assistance.

As mentioned in the initial correspondence, the goal of this study will be to identify both existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs.

Upon completion of the study, a brief summary of the findings will be provided to all participants in the hope it will generate new insights regarding Title IX that will enhance gender equity efforts within our athletic programs.

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Doctoral Student

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[\\${l://SurveyURL}](#)

Dear Athletic Director:

Last week I sent a final invitation to participate in the Two Year/Community College Title IX survey. It was not my intent to continue to flood your inbox with requests. However, an adequate response rate is essential for the overall success of this study and is critical to creating a resource that will potentially be of benefit to two year/community colleges as you strive to successfully build and maintain your athletic programs. As such, I am sending one final email in hopes that you will consider completing the survey. If you have or have had issues accessing or completing the survey please do not hesitate to let me know.

If you have already taken the time to participate in the survey thank you so much for your assistance.

As mentioned in the initial correspondence, the goal of this study will be to identify both existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs.

Upon completion of the study, a brief summary of the findings will be provided to all participants in the hope it will generate new insights regarding Title IX that will enhance gender equity efforts within our athletic programs.

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Western Carolina University
Doctoral Student

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[\\${1://SurveyURL}](#)

Dear Athletic Director:

Last week I sent a final invitation to participate in the Two Year/Community College Title IX survey. It was not my intent to continue to flood your inbox with requests. However, it appears that you either started the survey previously or at least clicked on the link to view the survey. As such, I am sending one final email in the hopes that you will consider completing the survey. An adequate response rate is essential for the overall success of this study and is critical to creating a resource that will potentially be of benefit to two year/community colleges as you strive to successfully build and maintain your athletic programs. If you have or have had issues accessing or completing the survey please do not hesitate to let me know.

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Doctoral Student

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Dear Athletic Administrator:

I am writing to request your assistance in a study of Title IX compliance in athletics at two-year institutions. The goal of this study will be to identify both existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs. Compliance to Title IX is an important legal and moral issue for all of us. As such, data specific to Title IX in the context of two-year college athletic programs is needed. As the sample for this study will be comprised of athletic administrators at two-year colleges from around the country, I am asking for your assistance in the pilot testing phase of this endeavor.

To participate in the pilot phase of this study, please visit http://wcu.qualtrics.com/SE?SID=SV_38bBzIC8LR3wxV2&SVID=Prod and complete a brief questionnaire. To access the questionnaire, you may either directly click on the above link or cut and paste the link into the address line of your internet browser. Please read through and complete each section and determine if each question/statement is appropriate to the purpose of the corresponding section. Upon completion of the survey, please complete the response questionnaire provided at the end of the survey (a copy is also attached for your reference) to provide any feedback (to include potential barriers and strategies) you feel to be pertinent to this research study.

If you would be willing to complete this by October 17th, 2009 I would be very appreciative. Your participation as a member of the Pilot Testing process is on a voluntary basis and you may be assured of complete confidentiality. Individual responses will not be identified or reported. If you have any questions you may contact me directly at 828-400-9316 or via email at causby@email.wcu.edu. Additionally, comments or questions may also be directed to my Faculty Advisor, Dr. Meagan Karvonen at 828-227-3323 or Karvonen@wcu.edu. Again, thank you for your assistance with this study. Your input and feedback is essential to its success and is greatly appreciated

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Doctoral Student

Follow this link to the Survey:

http://wcu.qualtrics.com/SE?SID=SV_38bBzIC8LR3wxV2&SVID=Prod

Dear Athletic Administrator:

I am sending a follow-up reminder to an email sent to you on October 3, 2009 requesting your assistance in a study of Title IX compliance in athletics at two-year institutions. If you have already taken the time to participate in the Pilot survey thank you so much for your assistance.

As mentioned in the initial correspondence, the goal of this study will be to identify both existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs. Compliance to Title IX is an important legal and moral issue for all of us. As such, data specific to Title IX in the context of two-year college athletic programs is needed. As the sample for this study will be comprised of athletic administrators at two-year colleges from around the country, I am once again asking for your assistance in the pilot testing phase of this endeavor.

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[\\${1://SurveyLink?d=Take the Survey}](#)

Dear Athletic Administrator:

I am sending a final, follow-up request to an email sent to you on October 3, 2009 seeking your assistance in a study of Title IX compliance in athletics at two-year institutions. If you have already taken the time to participate in the Pilot survey thank you so much for your assistance. Your willingness to participate in the pilot testing of this survey is critical to the overall success of this study. As Title IX compliance is an important issue for all of us, I will be happy to provide a summarization of results to all pilot participants once the study has been completed. If you would be willing to complete this by October 24th, 2009 I would be very appreciative.

To participate in the pilot phase of this study, please visit [\\${l://SurveyLink}](#) and complete a brief questionnaire. To access the questionnaire, you may either directly click on the above link or cut and paste the link into the address line of your internet browser. Please read through and complete each section and determine if each question/statement is appropriate to the purpose of the corresponding section. Upon completion of the survey, please complete the response questionnaire provided at the end of the survey to provide any feedback (to include potential barriers and strategies) you feel to be pertinent to this research study.

Your participation as a member of the Pilot Testing process is on a voluntary basis and you may be assured of complete confidentiality. Individual responses will not be identified or reported. If you have any questions you may contact me directly at 828-400-9316 or via email at causby@email.wcu.edu. Additionally, comments or questions may also be directed to my Faculty Advisor, Dr. Meagan Karvonen at 828-227-3323 or Karvonen@wcu.edu. Again, thank you for your assistance with this study. Your input and feedback is essential to its success and is greatly appreciated

Sincerely,

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[\\${l://SurveyLink?d=Take the Survey}](#)

Dear _____:

Thank you for your willingness to serve as a member of the Panel of Experts for this study. The primary purpose of this study will be to identify existing barriers to Title IX compliance and common strategies used to strengthen compliance efforts that are potentially unique to two-year college athletics programs. Compliance to Title IX is an important legal and moral issue for all of us. As such, data specific to Title IX in the context of two-year college athletic programs is needed.

Enclosed, you will find a copy of the Two-year Institution Title IX Survey for your review and comment. The survey consists of five sections with the first section will collect demographic information on the study participant. The second section is designed to assess the overall perceived level of compliance with Title IX. Section Three identifies successful strategies to strengthening Title IX compliance. Section IV identifies key barriers to the ability to obtain compliance with Title IX at two-year institutions. Finally, Section V provides participants with an opportunity to share any additional comments regarding both barriers and strategies toward Title IX compliance efforts within their respective athletics programs.

Please read through and complete each section and determine if each question/statement is appropriate to the purpose of the corresponding section. Please feel free to comment on any and all questions at the end of each section and add any questions (to include potential barriers and strategies) you feel to be pertinent to this research study.

If you could please complete this by _____ and return in the enclosed self-addressed, stamped envelope I would be very appreciative. If you have any questions you may contact me directly at 828-400-9316 or via email at causby@email.wcu.edu. Additionally, comments or questions may also be directed to my Faculty Advisor, Dr. Megan Karvonen at 828-227-3323 or Karvonen@wcu.edu. Again, thank you for your assistance with this study. Your input and feedback is essential to its success and is greatly appreciated

Sincerely,

Cory Causby
Western Carolina University
Doctoral Student