

July 2, 2020

Commissioner Ed Pasque  
Sunshine State Conference  
1050 West NASA Blvd  
Suite 158  
Melbourne, FL 32901

Dear Commissioner Pasque,

We are a consortium of advocates for women and girls in sports. Access to and participation in sports improves the lives of all students, and that is particularly true for girls and women.

During this time of COVID-19, we are writing to remind you of your institutional obligation to uphold Title IX.<sup>1</sup> We understand that these are trying times for collegiate institutions, including athletics departments. In response to financial pressures, we have become aware that some universities are considering program cuts to their athletic programs.<sup>2</sup> As the commissioner of the

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<sup>1</sup> 20 U.S.C. §§ 1681-1688.

<sup>2</sup> Sallee, Barrett. "Group of Five Commissioners Ask NCAA to Relax Rules That Could Allow More Sports to Be Cut." CBS Sports, April 15, 2020. Available at: <https://www.cbssports.com/college-football/news/group-of-five-commissioners-ask-ncaa-to-relax-rules-that-could-allow-more-sports-to-be-cut/>. (Five Conferences—American Athletic Conference (AAC), Conference USA, Mid-American Conference (MAC), Mountain West Conference, and the Sun Belt Conference—formally requested the NCAA to lower the minimum team requirements for Division I membership. The NCAA subsequently denied their request.)

See also:

Hawkins, Stephen. "Slashed St. Ed's: Reeling School Cuts Teams, Breaks Hearts." ABC News. ABC News Network, May 7, 2020. Available at: <https://abcnews.go.com/Sports/wireStory/slashed-st-eds-reeling-school-cuts-teams-breaks-70563956>. (Saint Edward's University cuts six varsity teams.);

Keith, Braden. "After Cuts, Sonoma State Says It Will Add Roster Spots to Comply with Title IX." SwimSwam, May 1, 2020. Available at: <https://swimswam.com/after-cuts-sonoma-state-says-it-will-add-roster-spots-to-comply-with-title-ix/> (After cutting two women's varsity teams, Sonoma State University adds roster-spots to women's teams in an attempt to stay compliant with Title IX.);

Park, Rohnert. "SSU to Discontinue Men's and Women's Tennis and Water Polo Teams." SSU News. Sonoma State University, April 23, 2020. Available at: <http://news.sonoma.edu/article/ssu-discontinue-men's-and-women's-tennis-and-water-polo-teams;>

Rogers, Eric, and Rick Neale. "Florida Tech Cuts Football Program, Announces Layoffs Due to Coronavirus." WKMG News 6 & Click Orlando, May 12, 2020. Available at: [https://www.clickorlando.com/news/2020/05/11/florida-tech-cuts-football-program-announces-layoffs-due-to-coronavirus/;](https://www.clickorlando.com/news/2020/05/11/florida-tech-cuts-football-program-announces-layoffs-due-to-coronavirus/)

Shanesy, Todd. "Cost-Cutting Changes Hit Big South Conference." Shelby Star, Gannett, May 12, 2020. Available at: <https://www.shelbystar.com/sports/20200512/cost-cutting-changes-hit-big-south-conference> (The Big South Conference limited schools to only four teams in postseason tournaments next year. Those are men's and women's soccer, women's volleyball, softball, and baseball, or three women's sports and two men's sports.)

Sunshine State Conference, we ask that you be a leader in ensuring your conference and your members do not cut any athletic programs, and specifically, that they preserve women's athletic opportunities to participate and receive equal treatment. The data we have compiled from the Equity in Athletics Database demonstrates that women are facing serious Title IX deficiencies; they lag behind men's programming in every measurable criteria.<sup>3</sup> The attached legal memo provides a thorough analysis of the data for your conference's members under Title IX.

As the Commissioner of the Sunshine State Conference, we ask for your leadership in upholding your legal and moral obligations to women in higher education by ensuring measures are taken to protect their educational opportunities. Indeed, we sincerely hope the Sunshine State Conference will be a leader in gender equality in athletics, in service of the larger goals of higher education.

In 1972, Congress passed Title IX, and President Nixon signed it into law. In 1975, schools were given three years, until 1978, to comply with the regulations applying the statute to athletics.<sup>4</sup> In the 2018–2019 year alone, at Sunshine State Conference member schools, in sum (refer also to table below):

- **1,012 females were denied a sports opportunity**, under the first test of Title IX compliance, based on unduplicated numbers.
- There are two other legal tests for whether an institution is providing enough athletic opportunities for women, and Sunshine State Conference member institutions fail both of them as well.
- If Sunshine State Conference member institutions were to provide women with equal opportunities to participate and add these 1,012 female student-athletes for the 2020–2021 school year, **an additional \$6,824,181 in scholarship aid** would need to be provided for their female student-athletes in order to equal the male student-athlete scholarships.<sup>5</sup>
- Moreover, Sunshine State Conference member institutions would need to **spend an additional \$288,265 recruiting female athletes** to provide this type of benefit equally to male and female athletes, as required by Title IX.
- Title IX requires not just equal opportunities *quantitatively*, but *qualitatively* as well. We urge you to review whether women's sports receive equal treatment in aspects such as: facilities, equipment, scheduling, marketing, coaching, recruiting, academic and other support.
- As a reminder, these are rare and rationed educational experiences for both men and women. Sunshine State Conference member institutions provided just 9.7% of its students with a varsity sports experience in 2018–2019 school year.

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<sup>3</sup> Equity in Athletics Disclosure Act, *available at*: <http://ope.ed.gov/athletics/>. Each year, colleges and universities provide the Department of Education with data from their athletic department regarding numbers of participation opportunities provided to the students, scholarships, staffing, and revenues and expenses, that are broken down by the men's and women's teams.

<sup>4</sup> 34 C.F.R. § 106, *available at*: <https://www2.ed.gov/policy/rights/reg/ocr/edlite-34cfr106.html#S41>.

<sup>5</sup> Letter from Dr. Mary Frances O'Shea, National Coordinator for Title IX Athletics, Office for Civil Rights, Department of Education, to Nancy S. Footer, General Counsel, Bowling Green State Univ. (July 23, 1998), *available at*: <https://www2.ed.gov/about/offices/list/ocr/docs/bowlgrn.html>

- When aggregated nationally, the discrimination we have demonstrated by the Sunshine State Conference adds up to tragically large losses for women, losses that will never be remedied.
  - Last year alone, NCAA schools provided women with 63,149 fewer sports opportunities than these schools provided men, as a raw number. However, women enroll in postsecondary education at higher rates than men, so simply subtracting the opportunities provided to women from the opportunities provided to men does not capture the true discrimination gap.
  - Last year alone, **NCAA colleges and universities provided women with 148,030 fewer sports opportunities than provided to men**, if women and men had equal opportunities. In other words, if they both had an almost 4:100 chance of getting to play collegiate sports, women would have had an additional 148,030 sports opportunities. (Men currently enjoy a 3.93% sports participation rate, while women are provided with just a 2.36% participation rate.)
  - Last year alone, women lost **\$1 billion dollars in collegiate athletic scholarship aid**, because they are women.

As you will see on the table below, we have assigned a pass/fail “grade” to indicate whether each school is providing equal participation opportunities, scholarship dollars, and benefits (using recruiting spending as one proxy) to its male and female students. Title IX compliance requires equality overall.

Sunshine State Conference Institution Name	Overall Grade	Needed Additional Scholarship Dollars for Women	Grade - Equitable Scholarships	Needed Additional Sports Opportunities for Women (based on duplicated count)	Needed Additional Sports Opportunities for Women (based on unduplicated count)	Grade - Equitable Participation	Needed Additional Recruiting Dollars for Women	Grade - Equitable Benefits	Student-athletes as percent of total student body (based on unduplicated count)
Barry University	Fail	\$ 85,163	Fail	64	64	Fail	\$ 14,944	Fail	8.2%
Eckerd College	Fail	\$ 746,371	Fail	106	120	Fail	\$ 9,404	Fail	9.0%
Embry-Riddle Aeronautical University-Daytona Beach	Pass	\$ -	Pass	0	0	Pass	\$ -	Pass	7.7%
Florida Institute of Technology	Fail	\$ -	Pass	0	0	Pass	\$ 14,425	Fail	16.1%
Florida Southern College	Fail	\$ 1,678,141	Fail	195	158	Fail	\$ 88,916	Fail	14.1%
Lynn University	Fail	\$ 85,148	Fail	3	26	Pass	\$ 13,044	Fail	15.0%
Nova Southeastern University	Fail	\$ 1,080,941	Fail	150	132	Fail	\$ 23,271	Fail	9.9%
Palm Beach Atlantic University	Fail	\$ 980,965	Fail	164	150	Fail	\$ 26,336	Fail	13.5%
Rollins College	Fail	\$ 1,057,693	Fail	186	177	Fail	\$ 20,326	Fail	19.5%
Saint Leo University	Fail	\$ 675,929	Fail	97	105	Fail	\$ 10,691	Fail	6.0%
The University of Tampa	Fail	\$ 433,830	Fail	92	80	Fail	\$ 66,908	Fail	5.4%
<b>Total</b>		<b>\$6,824,181</b>		<b>1,057</b>	<b>1,012</b>		<b>\$ 288,265</b>		<b>Average: 9.7%</b>

Denying women equal athletic opportunities is a significant loss. The research linking sports participation with life-long educational, economic, and health benefits is well-established. Sports provide males and females from diverse socioeconomic, racial, and ethnic backgrounds measurable positive educational impacts.<sup>6</sup> Betsey Stevenson, an economist now at the University

<sup>6</sup> Staurowsky, E. J., M. J. DeSousa, K. E. Miller, D. Sabo, S. Shakib, N. Theberge, and N. Williams. *Her Life Depends on It III: Sport, Physical Activity, and the Health and Well-Being of American Girls and Women*. East Meadow, NY; Women’s Sports Foundation. (May 2015).

of Michigan, found that playing sports actually *caused* more education and higher incomes.<sup>7</sup> Girls who play sports make 8% higher wages compared to their non-sport playing counterparts.<sup>8</sup> In addition, a sports experience changes a woman’s short-term and long-term health trajectory including: decreased risk of heart disease, breast cancer, osteoporosis, tobacco and drug use, unwanted teen pregnancy, sexually transmitted diseases, depression and suicide.<sup>9</sup> Research by Ernst and Young found that 96% of C-suite women were athletes.<sup>10</sup>

Athletics is commonly referred to as the “front porch” to the university and thereby communicates an institution’s values to the entire community. As such, athletics can lead the way toward a better environment for women on campus overall, including sexual assault prevention. Gender equality in athletics—one of the only sex-segregated areas of your member schools—demonstrates *substantively* that Sunshine State Conference members treat men and women as equals. If the Sunshine State Conference and its member institutions’ athletics departments do not treat women as equal to men, it cannot expect its male students to do so, either now or in the future.

The facts and the law are clear.

The Sunshine State Conference professes to be committed to equity and inclusion. In fact, the Conference signed on to the NCAA’s Presidential Pledge to promote diversity and gender equality in intercollegiate athletics within the past four years.<sup>11</sup> Most of your peer NCAA institutions have also signed this pledge.

Now is the time to act and live up to this pledge. The COVID-19 crisis is causing serious disruption, as are other important considerations like the Black Lives Matter movement, demands to hire women and people of color, name/image/likeness rights to athletes, concussion monitoring, and gambling oversight, among others. Gender equity and compliance with Title IX must finally be part of these major revisions to college sport.

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<sup>7</sup> Stevenson, Betsey. *Beyond the Classroom: Using Title IX to Measure the Return to High School Sports*. NBER Paper Series, Working Paper 15728. 2010. Available at: <http://www.nber.org/papers/w15728>.

<sup>8</sup> *Id.* at 24.

<sup>9</sup> Staurowsky, *supra*, note 5.

<sup>10</sup> Ernst & Young, “Global Survey Reveals Critical Role Sports Play for Female Executives in Leadership Development and Teamwork in Business,” (June 18, 2013). Available at: <https://www.prweb.com/releases/2013/6/prweb10841451.htm>.

<sup>11</sup> NCAA’s Presidential Pledge. Available at: <http://www.ncaa.org/about/resources/inclusion/ncaa-presidential-pledge>. “The Pledge and Commitment to Promoting Diversity and Gender Equity in Intercollegiate Athletics” reads in full:

“Consistent with our mission and values, our institution, a member of the National Collegiate Athletic Association, pledges to specifically commit to establishing initiatives for achieving ethnic and racial diversity, gender equity and inclusion, with a focus and emphasis on hiring practices in intercollegiate athletics, to reflect the diversity of our membership and our nation.

“We recognize and value the experiences individuals from diverse backgrounds bring to intercollegiate athletics. To that end, we will strive to identify, recruit and interview individuals from diverse backgrounds in an effort to increase their representation and retention as commissioners, athletics directors, coaches and other leaders in athletics. As part of this commitment, we will also engage in a regular diversity, inclusion and equity review to inform campus policy and diversity initiatives.

“We understand this to be a collective responsibility we owe to student-athletes, staff, our athletics programs and the entire campus community.”

Your member schools are failing women by hundreds of participation opportunities and millions of dollars in athletic scholarships for women. As the legal memo shows, neither the NCAA's Certification program, nor its "Institutional Performance Program" (IPP), nor its Emerging Sports Program have been effective at closing the enormous gaps for women athletes or creating diversity for employment opportunities in university athletic departments.

Data for the entire NCAA, NAIA, NJCAA, and USCAA paints a clear picture that intentional discrimination against women is not isolated to specific conferences, competitive levels, or geographic regions. Women cannot move to another competitive tier or region to escape the discrimination. Rather, intercollegiate athletics as a whole is complicit in systematic, intentional discrimination against women. These disparities reflect thousands of separate decisions over decades to provide women less. It will not end without hundreds, if not thousands of intentional decisions to rectify the injustice of sex discrimination in intercollegiate sports.

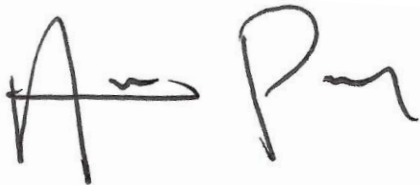
Sending out this letter, our accompanying legal memo, and our charts is part of our broader campaign to raise awareness of intentional discrimination against women in sport across the country. As we move forward with this broader campaign, we look forward to sharing the names of the conferences and schools that are taking immediate concrete steps towards their professed values of gender equality and inclusion. We are asking you to lay out the specific steps that your conference will take to end this discrimination against women, now.

We look forward to your leadership response before July 17, 2020, just weeks after the 48th anniversary of Title IX. Please respond to this correspondence by email.

Regards,



Nancy Hogshead-Makar, J.D.  
CEO, *Champion Women*



Amy Poyer, J.D.  
Senior Staff Attorney, *California Women's Law Center*

Supporting Organizations:

Active Policy Solutions  
Athletes Unlimited  
Centre for Sport and Human Rights  
Clearinghouse on Women's Issues  
The Drake Group

Equal Rights Advocates  
Fair Play for Girls in Sports, a project of Legal Aid at Work  
The Fearless Coach  
Feminist Majority Foundation  
Institute for Sport and Social Justice  
National Center for Lesbian Rights  
National Federation of State High School Associations  
Power Plays  
Southwest Women's Law Center  
Tucker Center for Research on Girls & Women in Sport  
USA Badminton  
What Equality Looks Like  
Women's Law Project  
Women's Rugby Coaches and Referees Association

cc: Dr. Michael Allen, President, Barry University  
Dr. Donald R. Eastman III, President, Eckerd College  
Dr. Barry Butler, President, Embry-Riddle Aeronautical University-Daytona Beach  
Dr. T. Dwayne McCay, President, Florida Institute of Technology  
Dr. Anne B. Kerr, President, Florida Southern University  
Dr. Kevin M. Ross, President, Lynn University  
Dr. George L. Hanbury II, President, Nova Southern University  
Dr. Debra A. Schwinn, President, Palm Beach Atlantic University  
Dr. Grant H. Cornwell, President, Rollins College  
Dr. Jeffrey Senese, President, Saint Leo University  
Dr. Ronald L. Vaughn, President, The University of Tampa  
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