GENDER EQUITY IN YOUTH SPORTS: IS THE CITY OF SACRAMENTO DEPARTMENT OF PARKS AND RECREATION READY FOR AB 2404?

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PROJECT

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SPRING 2010
GENDER EQUITY IN YOUTH SPORTS: IS THE CITY OF SACRAMENTO DEPARTMENT OF PARKS AND RECREATION READY FOR AB 2404?

A Project

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AB 2404, the Gender Equity for Community Youth Athletics Bill, dictates that California local governments and special districts comply with the mandated gender equity policy or else be subject to civil action for non-compliance. Currently, the City of Sacramento Department of Parks and Recreation Department does not have a formal program or policy in place that specifically addresses gender equity in youth sports issues. Nor does the Department actually know if there are gender equity gaps in existing youth athletics programs and if so, where and what those gaps are. This project explores the City of Sacramento Department of Parks and Recreation readiness in meeting the legislative requirements of AB 2404 and makes recommendations for compliance in a timely manner.
DEDICATION

This project is dedicated to my nephew, Isaac (age 8½), and my niece, Lydia (age 3½),
who are the future and deserve to have equitable opportunities in youth sports.
ACKNOWLEDGEMENTS

I’d like to take this opportunity to acknowledge all the professors in the MPPA program at California State University, Sacramento for sharing their knowledge and expertise, offering much guidance, and providing lots of patience.

I’d also like to acknowledge my cohort, Greta Ossman, who has been there with me every step of the way through this program, for her continuing friendship and support during this journey.

Special thanks to my thesis advisor, Mary K. Kirlin, D.P.A., for hanging in there with me, for providing excellent coaching with extreme patience, for being tough when I needed it and for your humor and kindness throughout the entire process. You have my permission to use me as an example to future students good, bad or ugly.

Last but not least I’d like to acknowledge my family and friends who have heard for the last time, “I can’t because I have homework.”

Love especially to Mom and Dad, Beth, Isaac and Lydia.
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Chapter 1

INTRODUCING AB 2404 TO THE CITY OF SACRAMENTO
DEPARTMENT OF PARKS AND RECREATION

Purpose of the Study

The purpose of this project is to examine the City of Sacramento’s Department of Parks and Recreation readiness to meet the legislative requirements of AB 2404, the Gender Equity for Community Youth Athletics Bill, by the January 1, 2015 deadline for compliance. Another component of this project will be to offer recommendations for meeting the legislative requirements.

In 2005, the State of California Legislature enacted AB 2404, the Gender Equity for Community Athletics Bill. AB 2404, Chapter 852, Government Code Section 53080 (AB 2404) is intended specifically for local government agencies and is a policy prohibiting local governments and special districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs. AB 2404 is the means for California to ensure that girls have the benefit of equal opportunities in non-school recreational athletics programs. The legislation outlines what factors the courts will look for to determine whether or not discrimination exists and offers a three-prong method for local agencies to demonstrate that equitable opportunities are provided in their recreational youth sports programming for girls and boys.
In order to understand the discussion about gender equity, several key terms require defining.

**Table 1: Definitions**

<table>
<thead>
<tr>
<th>DEFINITIONS</th>
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<tr>
<td><strong>Gender:</strong> The condition of being female or male; sex.</td>
</tr>
<tr>
<td><strong>Equity:</strong> The quality of being fair or impartial; fairness; impartiality; something that is fair and just.</td>
</tr>
<tr>
<td><strong>Equal:</strong> As great as; the same as; like or alike in quantity, degree, value, etc.; of the same rank, ability, merit, etc.; evenly proportioned or balanced; uniform in operation or effect; adequate or sufficient in quantity or degree; having adequate powers, ability or means; level, as a plain; tranquil or undisturbed; impartial or equable.</td>
</tr>
<tr>
<td><strong>Equitable:</strong> Characterized by equity or fairness; just and right; fair; reasonable; pertaining to or valid in equity; pertaining to the system of equity, as distinguished by common law.</td>
</tr>
<tr>
<td><strong>Mandate:</strong> To authorize or decree (a particular action), as by the enactment of law; to order or require; make mandatory.</td>
</tr>
<tr>
<td><strong>Compliance:</strong> Cooperation or obedience.</td>
</tr>
<tr>
<td><strong>Community Athletics Programs:</strong> Any athletic program in which youth solely or predominantly participate and that is organized for the purposes of training for and engaging in athletic activity and competition and that is in any way operated, conducted, administered, supported, or enabled by a city, county, city and county or special district.</td>
</tr>
<tr>
<td><strong>Parks and Recreation Facilities and Resources:</strong> Park facilities, including but not limited to, athletic fields, athletic courts, gymnasiums, recreational rooms, restrooms, concession stands and storage spaces; lands and areas accessed through permitting, leasing, or other land use arrangements, or otherwise accessed through cities, counties, city and counties, or special districts; sports and recreation equipment; devices used to promote athletics such as scoreboards, banners, and advertising; and all moneys used in conjunction with youth athletics.</td>
</tr>
</tbody>
</table>

Source: [www.dictionary.reference.com](http://www.dictionary.reference.com)

California local government agencies that are bound by AB 2404 are cities, counties, city and counties and special districts that offer and provide recreational youth sports programs and services to the community. In most government agencies, it is
typically the agency’s Parks and Recreation department that offers and/or sponsors recreational sports and therefore it is the Parks and Recreation Department’s responsibility to comply with AB 2404.

The City of Sacramento Department of Recreation was established in 1921 and the Department of Parks was established in 1922. Today, the City of Sacramento Department of Parks and Recreation offers activities and programs for teens and children, including youth sports, who live in and around Sacramento. It is the mission of the Department of Parks and Recreation “to provide parks, programs, and facilities and preserve open space to optimize the experience of living” (City of Sacramento Parks and Recreation Master Plan 2005-2010, 2009 Technical Update). Youth sports are offered in the Recreation and Community Services Division of the Department of Parks and Recreation. Within the Recreation and Community Services Division, youth sports are offered as part of Children’s Services, Teen Services, 4th R, START (Students Today Achieving Results Tomorrow), Community Centers, and Aquatics.

In early 2007, the City of Sacramento Department of Parks and Recreation became aware of AB 2404, the Gender Equity for Community Youth Athletics Bill. The department does not have dedicated legislative staff so a recreation superintendent in the Recreation and Community Services Division of the department was tasked to take the lead on researching AB 2404 and what the implications were for the department. The recreation superintendent oversaw children’s services and teen services each of which includes an element of youth sports programming.
As a program analyst who reported to the recreation superintendent was also assigned to the department’s gender equity in youth sports team. My role as a program analyst was to provide administrative support.

As a student in the Masters in Public Policy and Administration (MPPA) program at California State University, Sacramento, AB 2404 seemed like the ideal policy topic to study as my thesis project, particularly knowing that my employer, the City of Sacramento Department of Parks and Recreation (DPR), would be required to comply with this legislative mandate.

In 2007, there still was relatively little known about AB 2404 and the issue of gender equity in youth sports at the local government agency level. The City of Los Angeles was the only local government agency in the State of California that had adopted a gender equity in youth sports policy. The City of Los Angeles calls their program “Raise the Bar”. [http://www.laparks.org/dos/sports/raisethebar/raisethebar.htm](http://www.laparks.org/dos/sports/raisethebar/raisethebar.htm) I was tasked with researching the City of Los Angeles’ “Raise the Bar” program since it was the first program addressing girls’ equity in sports. More specifically, AB 2404 was a result of discrimination lawsuits against the City of Los Angeles in the mid-1990’s for not providing equitable opportunities to girls’ sports programming. One of the requirements of the lawsuit settlements was that the City of Los Angeles was required to demonstrate it provides equitable opportunities to girls in youth sports and it would be audited annually. In the late 1990’s, the City of Los Angeles developed a gender equity program for youth sports called “Raise the Bar”. “Raise the Bar” is the first gender equity program and policy in the state of California. As such, researching the “Raise the
Bar” program was an opportunity to learn about gender equity in youth sports and perhaps “Raise the Bar” could offer the City of Sacramento Department of Parks and Recreation a starting place for beginning its own study of gender equity in youth sports.

This project provides an overview of the City of Sacramento Department of Parks and Recreation’s process as it prepares to comply with AB 2404’s legislative requirements. I will discuss the federal and state legislative origins of AB 2404, I will recap the literature on the significance of gender equity in youth sports and provide expert opinion, summarize what other local government agencies are doing to comply with AB 2404, review the efforts the City of Sacramento Department of Parks and Recreation has taken to comply with AB 2404, and finally I will present my suggestions for the next steps the department can take to achieve compliance. In conclusion, I will offer my observations of the department’s progress from the time AB 2404 was enacted in 2005 through June 2010.
Chapter 2

GENDER EQUITY IN YOUTH SPORTS

It’s the Law!

State of California Assembly Bill 2404, the Gender Equity for Community Youth Athletics Bill (AB 2404), is the result of 50 years of legislative efforts to provide equality and prohibit discrimination on the basis of gender. Existing Federal law provides that no person on the basis of sex be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any educational program or activity receiving federal financial assistance. Existing California State law prohibits discrimination and harassment based on sex, ethnic group identification, race, national origin, color religion, mental or physical disability, or any basis that is contained in the prohibition of hate crimes in any program or activity conducted by an educational institution that receives, or benefits from, state financial assistance or enrolls pupils who receive state student financial aid.

The specific legislative statutes passed to address equality in women’s sports at the Federal level and by the State of California are the Unruh Civil Rights Act (California, 1959), Title IX of the Education Amendments of 1972 (Federal), California Assembly Bill 833 (Sex Equity in Education, 2004), and most recently California Assembly Bill 2404 (Gender Equity for Community Athletics, 2005). The overarching purpose of each of these statutes is to provide equality and prohibit discrimination on the basis of gender. Each of these statutes is described below.
<table>
<thead>
<tr>
<th>Year</th>
<th>Legislative Statute</th>
<th>Intent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1959</td>
<td>Unruh Civil Rights Act (California Civil Code § 51)</td>
<td>All persons within the jurisdiction of this state are free and equal, and no matter what their sex, race, color, religion, ancestry, national origin, disability, or medical condition are entitled to the full and equal accommodations, advantages, facilities, privileges, or services in all business establishments of every kind whatsoever.</td>
</tr>
<tr>
<td>1972</td>
<td>Title IX of the Education Amendments of 1972 (United States Code Section 20)</td>
<td>No person shall, on the basis of sex, be excluded from participation in, be denied the benefits of, be treated differently from another person or otherwise be discriminated against in any interscholastic, intercollegiate, club or intramural athletics offered by a recipient, and no recipient shall provide any such athletics separately on such basis.</td>
</tr>
<tr>
<td>2004</td>
<td>AB833 (Section 230 of the California Education Code)</td>
<td>Prohibits discrimination on the basis of sex in state secondary and post secondary educational institutions.</td>
</tr>
<tr>
<td>2005</td>
<td>AB 2404 (Section 53080 for the California Government Code)</td>
<td>Prohibits local governments and special districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs.</td>
</tr>
</tbody>
</table>
In California, the legal history behind gender equity in youth sports and the foundation for AB 2404, the Gender Equity for Community Youth Athletics Bill, begins with the Federal legislation of Title IX and is carried on with California State legislation including the Unruh Civil Rights Act and AB833, Sex Equity in Education Bill.

The first key law addressing the area of women’s sports equality established that any education program receiving Federal Assistance could lose its funding, if it discriminates on the basis of sex and required equal opportunity for female athletes in government-funded institutions. The genesis for gender equity in sports is Title IX of the Education Amendments to the 1964 Civil Rights Act. In 1972, the United States Congress passed Title IX of the Educational Amendments (Title IX) to the 1964 Civil Rights Act that 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 subjected to discrimination under any education program or activity receiving Federal financial assistance.” (Office for Civil Rights, 1979)

The purpose of Title IX is to prevent discrimination based on gender in federally funded education programs and activities. Title IX protects men and women, boys and girls, staff and students in any educational institution receiving federal funding including local school districts, colleges and universities, for-profit schools, libraries and museums. The law applies to every single aspect of education including admissions and recruitment, comparable facilities, access to course offerings, access to schools of vocational education, counseling and counseling materials, financial assistance, student health and insurance benefits and/or services, housing, marital and parental status of students, physical education and athletics, education programs and activities, and employment.
In 1975, the Department of Health, Education, and Welfare determined that Title IX should be applied specifically to intercollegiate athletics with a deadline for institutional compliance by 1978. However, many universities felt Title IX was “vague and inadequate”. As such, the Office of Civil Rights developed a more complete policy interpretation. The Office of Civil Rights was also responsible for developing the following three-prong test that is most commonly associated with Title IX’s application to intercollegiate athletics. Several court rulings (Cohen v. Brown University, Roberts v. Colorado State University, and Favia v. Indiana University of Pennsylvania) further clarify that “the three-part test for competitive opportunities seems to have become the key to judicial evaluation of compliance with Title IX’s athletic regulations” (Johnson, 1994, p. 580).

**Part One: Substantial Proportionality.** This part of the test is satisfied when participation opportunities for men and women are “substantially proportionate” to their respective undergraduate enrollments.

**Part Two: History and Continuing Practice.** This part of the test is satisfied when an institution has a history and continuing practice of program expansion that is responsive to the developing interests and abilities of the underrepresented sex (typically female).

**Part Three: Effectively Accommodating Interests and Abilities.** This part of the test is satisfied when an institution is meeting the interests and abilities of its female students even where there are disproportionately fewer females than males participating in sports. (U.S. Department of Education, 1997).
It is important to note that AB 2404 uses the three prong test created by Title IX which requires local governmental agencies to comply with one of the three prongs, however, it disallows these agencies to rely on Part Two: History and Continuing Practice as the method for showing compliance with AB 2404.

While physical education and athletics is only one component of the Title IX legislation, it has helped focus attention on the legal requirements of federally funded institutes to provide equal athletic opportunities for women. The result has been increased involvement of girls and women in sports at all levels. It is the combination of these federal statutes and regulations, along with state law, that set the stage for AB 2404 in California.

Recognizing the importance of female participation in athletics, the State of California Legislature passed Assembly Bill 833, which became effective January 1, 2004, to prohibit discrimination on the basis of sex in California state secondary and postsecondary educational institutions. AB 833 set forth standards for determining whether an educational institution has effectively accommodated the interests and abilities of both sexes in athletics. This legislation also adopted the three-prong test and identified 15 different factors in evaluating whether or not an educational institution has provided equivalent opportunities to both sexes. (Alvarez-Glasman, 2005)

AB 2404, The Gender Equity for Community Youth Athletics Bill

Experts in youth sports and fitness programs say that most local parks departments don’t provide girls with nearly as many youth athletic opportunities as boys and that boys are more likely to get better equipment and playing fields. (Vesely, 2004)
The State of California Legislature clearly agrees because in 2005, the State of California enacted AB 2404, Chapter 852, Government Code Section 53080 (AB 2404), the Gender Equity for Community Youth Athletics Bill, prohibiting Local Governments and Special Districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs. AB 2404 is the means for California to ensure that girls have the benefit of equal opportunities in non-school recreational athletics programs.

The passage of AB 2404 by the State of California Legislature tells us 35+ years after the birth of Title IX, girls/women are still underrepresented in athletics and specifically in community athletics.

California community youth athletics have historically been enjoyed disproportionately by male youth. (Hobbs Vinluan & Lakowski, 2007) Despite advances in educational settings and efforts by some local agencies to expand opportunities for girls and young women in community youth athletics programs, discrimination against girls and young women in local communities still exists that limits these opportunities. To address these limitations, the Legislature of the State of California declared the need to expand athletic opportunities for girls in the context of community parks and recreation by enacting AB 2404. With AB 2404, it is the intent of the Legislature to expand and support equal female participation youth athletics programs, to provide female youth sports programs equal access to facilities administered by cities, counties,
cities and counties, and special districts, and to ensure compliance with the Unruh Civil Rights Act (Section 51 of the Civil Code), and Section 11135 of the Government Code.

The legislation for AB 2404 stems from the 1988 American Civil Liberties Union (ACLU) lawsuits against several cities including the City of Los Angeles alleging that the area youth softball teams played in unsafe and inadequate playing conditions. The lawsuits were settled out of court with the conditions that the cities involved provide adequate facilities for the girls’ teams and subject themselves to a yearly audit. Coming in response to a pattern of sub-standard municipal fields for girls' softball, and after successfully litigating several cases that used the athletics equity principles developed in Title IX litigation to ensure that towns and cities provided equal municipal athletic programs for boys and girls, the ACLU of Southern California was instrumental in helping pass the Gender Equity for Community Athletics Bill (AB 2404).

(http://www.aclu.org/womensrights/edu/titleix.html, April 17, 2008).

AB 2404 became effective on January 1, 2005 in California. California Local Governments and Special Districts have until 2015 to comply with this new law. AB 2404 creates the mechanism for civil action against local governments and special districts for failing to comply with the mandated gender equity policy. There are 12 factors the courts will examine to assess whether or not discrimination exists in youth sports programs offered by local governments and special districts. These 12 factors are shown in the table below.
Table 3: Factors the courts will examine to assess if discrimination exists in youth sports programs

<table>
<thead>
<tr>
<th>1. Whether the community youth athletic programs effectively accommodate the athletic interest and abilities of both genders.</th>
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<tbody>
<tr>
<td>▪ Demonstrate that male and female participation in sports is roughly equivalent to the gender breakdown of the community.</td>
</tr>
<tr>
<td>▪ Demonstrate the community has a history and continuing practice of advancing opportunities for an underrepresented gender.</td>
</tr>
<tr>
<td>▪ Demonstrate the community is fully and effectively accommodating female athlete’s interests and abilities.</td>
</tr>
<tr>
<td>2. The provision of monies, equipment and supplies.</td>
</tr>
<tr>
<td>3. The schedule of games and practice times.</td>
</tr>
<tr>
<td>4. The opportunity to receive coaching.</td>
</tr>
<tr>
<td>5. The assignment and compensation of coaching.</td>
</tr>
<tr>
<td>6. Access to lands and areas available to the city.</td>
</tr>
<tr>
<td>7. The selection of the season for a sport.</td>
</tr>
<tr>
<td>8. Location of games and practices.</td>
</tr>
<tr>
<td>9. Availability of locker rooms</td>
</tr>
<tr>
<td>10. The provision of practice and competitive facilities.</td>
</tr>
<tr>
<td>11. The manner of providing publicity.</td>
</tr>
<tr>
<td>12. The quality, training and certification standards of umpires, referees, or judges.</td>
</tr>
</tbody>
</table>

Source: AB 2404

Of the 12 factors, the legislation specifically expands on Factor 1. In reference to Factor 1, AB 2404 requires that cities, counties, cities and counties, and special districts accommodate the athletic interests of both genders in any one of the following ways: 1) demonstrate that male and female participation in sports is roughly equivalent to the gender breakdown of the community; 2) demonstrate the community has a history and continuing practice of advancing opportunities for an underrepresented gender; or 3) demonstrate the community is fully and effectively accommodating female athlete’s interest and ability. However, the legislation further stipulates that “effective January 1,
2015, a city, county, city and county, and special district may no longer rely on paragraph (2) to show that they have accommodated the athletic interests and abilities of both genders”. (AB 2404, Section 53080 of the California Government Code). The 12 factors and particularly factor 1, whether the community youth athletic programs effectively accommodate the athletic interest and abilities of both genders, are the core of the legislation and the starting point for the evaluation of the City of Sacramento Department of Parks and Recreation’s readiness to comply with AB 2404.

In addition to requiring that Local Government Agencies and Special Districts offer equitable youth sports for boys and girls, AB 2404 also expands the definition of park and recreation facilities to include park facilities, athletic fields, courts, gymnasiums, recreational rooms, restrooms, concession stands, storage spaces, scoreboards, banners, advertising and all monies used in conjunction with youth athletic activities.

Providing gender equity in youth sports is now required by law in the State of California for local government agencies. Experts in many different fields have been declaring the importance of youth sports for years. In the next chapter, I will recap what the literature says about the benefits of youth sports, in general, and the importance of gender equity in youth sports, more specifically.
Chapter 3

WHO’S ON FIRST?

The Importance of Gender Equity and the Benefits of Youth Sports

Why is gender equity in youth sports important?

In 2002, the National Park and Recreation Association (NRPA) recognized that “the direct impact of Title IX on local recreation and park services and facilities is undocumented. However, it is reasonable to assume that the majority of parents, guardians or others responsible for children and youth want equal opportunities in education, training, and recreation (including sports) for all girls and boys. These innate aspirations are surely reinforced by increased media coverage of women’s sports and other external influences. Also, the involvement of older siblings, relatives, and friends currently or recently involved in recreational and/or competitive sports, and the exposure to active recreation-physical activity-wellness messages reinforces the desire of children and adults to obtain gender equal opportunities in park and recreation programs and services.” (http://www.nrpa.org, Accessed 04.30.08) To further reinforce its support of gender equity in youth sports, the NRPA Board of Trustees adopted and released the following policy statement in June 2002.
Table 4: National Park and Recreation Association Policy Statement

<table>
<thead>
<tr>
<th>It is the policy of the National Park and Recreation Association to:</th>
</tr>
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<tbody>
<tr>
<td>▪ Urge Congress and the U.S. Department of Education to exercise</td>
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<tr>
<td>continuing oversight of Title IX, insisting on full</td>
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<td>implementation and compliance.</td>
</tr>
<tr>
<td>▪ Urge Congress, at appropriate times, to reauthorize Title IX</td>
</tr>
<tr>
<td>and to take other actions as necessary to assure gender</td>
</tr>
<tr>
<td>equity in sports.</td>
</tr>
<tr>
<td>▪ Urge public park and recreation and military recreation</td>
</tr>
<tr>
<td>authorities to provide facilities and services that</td>
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<tr>
<td>achieve the statutory objective of Title IX:</td>
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<tr>
<td>proportionality, continuing practices of program</td>
</tr>
<tr>
<td>expansion, and effective accommodation of the</td>
</tr>
<tr>
<td>underrepresented sex.</td>
</tr>
<tr>
<td>▪ Urge public parks and recreation agencies to collaborate</td>
</tr>
<tr>
<td>with schools in providing recreation or athletic services</td>
</tr>
<tr>
<td>to educational institutions in order to facilitate</td>
</tr>
<tr>
<td>compliance with Title IX.</td>
</tr>
<tr>
<td>▪ Urge recreation and park policy makers, executives, program</td>
</tr>
<tr>
<td>managers, and planners to take all appropriate measures</td>
</tr>
<tr>
<td>to ensure that the development of public facilities and</td>
</tr>
<tr>
<td>implementation of programs sufficiently meets both</td>
</tr>
<tr>
<td>male and female recreation needs.</td>
</tr>
<tr>
<td>▪ Form partnerships and networks with elementary and secondary</td>
</tr>
<tr>
<td>schools, institutions of higher learning, and others to</td>
</tr>
<tr>
<td>exchange information related to compliance with Title IX</td>
</tr>
<tr>
<td>and to share information on gender equity issues broadly.</td>
</tr>
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*Adopted: NRPA Board of Trustees – June 29, 2002*

There are many organizations across the country who also support and advocate for gender equity in youth sports. Two such organizations are the National Council of Youth Sports (NCYS) and the Women’s Sports Foundation (WSF). The National Council of Youth Sports is an organization that is made up of the “who’s who in the youth sports industry” with a membership that represents more than 185 organizations/corporations serving 60,000,000 registered participants including 44,000,000 boys and girls in organized youth sports. ([http://www.ncys.org/about.html](http://www.ncys.org/about.html))

The NCYS “represents the youth sports industry by advance the values of participation
and educating and developing leaders” as a “unified voice for youth sports”. The mission of the NCYS is to strengthen the performance of youth sport administrators through education and advocate the values and preserve the integrity of organized youth sports. The vision of the NCYS is “to enhance the youth sports experience in America.” The Women’s Sports Foundation is an educational nonprofit (501(c)(3) charity) organization founded in 1974 by tennis legend Billie Jean King. The Foundation’s mission is “to advance the lives of girls and women through sports and physical activity”.

(\url{http://www.womenssportsfoundation.org/About-Us/Who-We-Are.aspx}, October, 2008)

**Trends and Participation in Organized Youth Sports:**

In 2000, the National Council of Youth Sports released a Report on Trends and Participation in Organized Youth Sports. In 1997 and 2000, the NCYS surveyed its membership to provide a broad measure of the scope of youth sports in the United States. Response by its membership in both survey years was 98% and 100% respectively. The conclusions and observations from the 2000 report are as follows:

- In comparison to the 1997 survey, girls are beginning to participate in organized youth sports at a younger age.

- Although the total number of boy and girl participants increased, the percentages of boys and girls involved in the programs remained unchanged at 63% boys and 37% girls.

- Girls participation in organized youth sports increased in every age group other than the 16-18 age group.
Boys participation in organized youth sports decreased in every age group other than the 16-18 age group.

Girls need to be introduced to sports as early as the boys are introduced.

There is greater gender equity in participation within the younger age groups.

Organized youth sports programs rely heavily on school and community owned facilities.

It is imperative that the youth sports organizations have a strong alliance to parks and recreation and school systems for facility use.

The Gender Gap in Youth Sports:

While there is relatively little written about girls sports participation, the literature concedes that while Title IX has resulted in increased participation in sports by girls and women, there still remains a gender gap in participation in sports. For the purpose of this paper, the focus will be on girls’ participation in youth sports. In October 2008, a paper titled “Go Out and Play: Youth Sports in America” was released by the Women’s Sports Foundation. (Sabo & Veliz, 2008) The Women’s Sports Foundation, founded by Billie Jean King, is the leading authority on the participation of women and girls in sports and in that capacity advocates for equality, educates the public, conducts research and offers grants to promote sports and physical activity for girls and women. “Go Out and Play” provides the results of a study of nationwide participation rates of girls and boys in exercise and organized sports. One of the major findings of the study relevant to gender equity policy is the outcome of the gender gap in youth sports participation.
- A gender gap exists in sports and physical activity but it is uneven: Girls generally are not as involved with sports and physical activity as boys. However, the gender gap is wide in some areas and narrow in others. Whereas similar rates of sports participation between girls and boys exist in suburban communities, urban and rural girls are less involved than their male peers. Variations in the gender gap in athletic participation often appear to be driven by economic disparities, race and ethnicity, and family characteristics. These variations strongly suggest that the girls’ and boys’ participation in sports and exercise is primarily shaped by access and opportunity.

- Interest in sports and exercise among girls and boys is about opportunity and encouragement not biology: Girls’ and boys’ interest in sports and exercise varies by grade level, school location and income level. In some communities boys and girls show similar levels of interest in sports, while in other communities, boys’ interest levels are higher than those of girls. Parents very often feel that their daughters and sons have similar interest in sports, especially when their children are younger (third through eight grades). In short, interest in sports can often vary more within genders than it does across genders. And finally, boys tend to overestimate their interest in sports while girls lean toward underestimating their athletic interests. For example, 42% of third to eighth grade boys who are non-athletes said that sports are a big part of who they are compared to 16% of non-athletic girls. Female athletes, moreover, are often involved with several clubs
and organizations outside sport whereas male athletes focus more singly on sports.

- The gender gap in physical education: Urban girls are the have-nots of physical education (PE) in the United States, with 84% report having no PE classes at all in the 11th and 12th grades. Rural girls in the same grades are not far behind with 68% reporting no PE classes. Across the country, young low-income children both girls and boys are underserved with regard to school-based physical education. Generally more boys attend PE classes than girls, especially in urban and rural schools.

- Girls now take part in a wider array of sports and exercise activities than boys: Girls explore a wider array of sports and exercise activities than boys do, including traditional, recreational and newly emerging sports such as cheerleading, dance, double Dutch and volleyball. Boys focus more on traditional sports and exercise activities which most often take the form or organized school and community sports. Girls explore a wider array of sports and exercise activities than boys do, including traditional, recreational and newly emerging sports such as cheerleading, dance, double Dutch and volleyball. Boys focus more on traditional sports and exercise activities which most often take the form or organized school and community sports.

- Girls have a narrower window of opportunity in sports: Girls enter sports at a later age than boys (7.4 years old, compared to 6.8 years old). The widest gap between the age girls and boys enter sport appears in urban communities (7.8 and
6.9 years old, respectively). Girls also drop out sooner and in greater numbers than boys. Girls’ late start may set them up for failure in sports during the middle-school years (sixth through eighth grades).

Bottom line, according to “Go Out and Play”, is that progress on the gender front in U.S. sports has been made but it remains uneven and it is often poor and mainly urban girls who are being left behind.

The benefits of youth sports participation:

Athletic opportunities provide innumerable benefits to girls and young women, including greater academic success, better physical and psychological health, responsible social behaviors, and enhanced interpersonal skills. Athletic scholarships make it possible for some girls and young women to attend college. (AB 2404)

Due to the increase in participation by girls in sports as a direct result of Title IX, experts in the field have been especially interested in the benefits of sports participation. As such, the benefits that girls’ gain from participating in sports is becoming well documented. In 1997, the President’s Council on Physical Fitness and Sports (PCPFS) released a report titled “Physical Activity and Sport in the Lives of Girls: Physical and Mental Health Dimensions from an Interdisciplinary Approach”. The President’s Council promotes, encourages and motivates the development of physical activity, fitness and sport participation for all American’s. This report was created in order highlight relevant research and draw on expert opinion regarding girls’ involvement in physical activity and sport. The primary goal of the report was to identify and discuss the
beneficial ways that physical activity and sport influence girls’ physical health, psychological well-being and overall social and educational development.

Key findings of the report include:

- More girls are participating in a wider array of physical activities and sports than ever before in American history.
- Regular physical activity in adolescence can reduce girls’ risk for obesity. Regular physical activity can also help girls build greater bone mass thereby reducing adult risk for osteoporosis.
- Exercise and sport participation can be used as a therapeutic and preventative intervention for enhancing the physical and mental health of adolescent females.
- Exercise and sport participation can enhance mental health by offering girls positive feelings about body image, improved self-esteem, tangible experiences of competency and success and increased self-confidence.
- Research suggests that physical activity is an effective tool for reducing stress and depression among girls.
- Many female athletes report higher grades and standardized test scores and lower drop out rates and are more likely to go to college than non-athletic counterparts.

Miscellaneous findings:
There is no spending data for girls’ and boys’ interscholastic sports but anecdotal evidence suggests similar discrepancies occur at the elementary and secondary school levels.

While Title IX applies to education programming receiving federal dollars, the law would likely not apply to allegations of gender discrimination by local park and recreation agency according to an article published in “Parks and Recreation” periodical.

Expanding the participation of girls and women in sports by providing physical education facilities and programs that insure gender equity should be a key goal of any community.

Poverty substantially limits many girls’ access to physical activity and sport especially girls of color who are overrepresented in lower socioeconomic groups.

Gender equity in youth sports is supported by and advocated for by profit and non-profit sports organizations and foundations and most importantly has been mandated by legislative policies at the Federal and now at the State level in California with AB 2404. There are many health and social benefits for all who participate in youth sports and especially for girls. Post Title IX, we can see that more girls are participating in youth sports; however, girls are still the under-represented gender in youth sports. AB 2404 is an effort by the California State Legislature to provide more equitable opportunities in recreational athletics.
Chapter 4

ACHIEVING GENDER EQUITY IN YOUTH SPORTS

What Other California Local Agencies Are Doing

When AB 2404, the Gender Equity for Community Athletics Bill, was enacted, prohibiting local governments and special districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs, the only local government agency to have a formal gender equity in youth sports policy was the City of Los Angeles. The City of Los Angeles’ gender equity policy is a result of several lawsuits in 1998 and has been in place for ten years. As a result, the starting place for my research into AB 2404, was to look at the City of Los Angeles to learn more about the basis for its gender equity in youth sports policy and to discover how the City of Los Angeles addressed gender equity in youth sports at the local level. Since the City of Los Angeles had a gender equity in youth sports policy and AB 2404 was not law, my research expanded to look for other cities who were also beginning to address how to meet the legislative requirements of AB 2404. In addition to the City of Los Angeles, I found gender equity in youth sports adopted by the City of West Covina, the City of West Sacramento, and the City of Claremont.

The City of Los Angeles’ gender equity policy is a result of several lawsuits in 1998 and has been in place for ten years. The City of West Covina’s, City of West
Sacramento’s, and City of Claremont’s gender equity in youth sports policies are a direct result of AB 2404 legislation and replicate the City of Los Angeles’ policy.

Additionally, in 2009, I attended a workshop on “Achieving Gender Equity in Youth Sports” at the California Park and Recreation Society (CPRS) Annual Conference. CPRS is the “leading advocate for California park and recreation professionals and agencies, government and the media. The CPRS provides career development, networking, and resources to park and recreation professionals and agencies”.

(California Park & Recreation Society) Each year CPRS has an annual conference that offers a variety of workshops to attendees. At the 2009 CPRS Annual Conference one of the workshops was on “Achieving Gender Equity in Youth Sports” and was presented by the City of West Covina’s Director of Community Services. The Director of Community Services outlined how the City of West Covina established its gender equity in youth sports policies which included gathering census data to identify the demographic distribution of youth by gender; collecting the gender distribution of the Sports Council Youth Leagues players for the 2007 playing season; reviewing City records to determine the gender distribution of participation in City-provided recreational programming, to determine field allocation during the 2007 season, and to determine the use of City assistance programs by gender; and gathering data on facility quality conducting a visual inspection and photo documentation of City-owned baseball and softball facilities.

The City of West Covina has the first published example for achieving gender equity in youth sports. The City of West Covina’s gender equity in youth sports model is being used by other cities. The City of West Covina’s information outlined that its
analysis of gender equity in its community and prepared the results of that study and formulated its policy and goals based on those results. The City of West Sacramento has also adopted and published a gender equity policy; however, I was not able to find any documentation on how West Sacramento established its policy. The City of West Covina, the City of West Sacramento, and the City of Claremont’s gender equity in youth sports policies all replicate the City of Los Angeles’ policy. I have attached each of these cities gender equity in youth sports policies in the appendices beginning on page 53.
Chapter 5
SPORTS AND THE CITY – SEASON 1
Where Are We and What’s Next?

The purpose of this thesis project is to evaluate the City of Sacramento Department of Parks and Recreation readiness for compliance with Assembly Bill 2404, the Gender Equity for Community Athletics bill. The critical elements of Assembly Bill 2404, the Gender Equity for Community Youth Athletics bill, are the 12 specific factors stipulated within AB2404 that the courts will consider in determining if discrimination exists under AB2404. Of the 12 factors, the legislation specifically expands on Factor 1. In reference to Factor 1, AB 2404 requires that cities, counties, cities and counties, and special districts accommodate the athletic interests of both genders in any one of the following ways: 1) demonstrate that male and female participation in sports is roughly equivalent to the gender breakdown of the community; 2) demonstrate the community has a history and continuing practice of advancing opportunities for an underrepresented gender; or 3) demonstrate the community is fully and effectively accommodating female athlete’s interest and ability. However, the legislation further stipulates that “effective January 1, 2015, a city, county, city and county, and special district may no longer rely on paragraph (2) to show that they have accommodated the athletic interests and abilities of both genders”. (AB2404, Section 53080 of the California Government Code). The 12 factors and particularly factor 1, whether the community youth athletic programs effectively accommodate the athletic interest and abilities of both genders, are the core of the legislation and the starting point for the evaluation of the City of Sacramento
Department of Parks and Recreation’s readiness to comply with AB2404. The examination of the Department’s readiness includes a comparison of the legislative requirements with an analysis of the Department’s youth sports offerings and participation.

The City of Sacramento Department of Parks and Recreation has a Master Plan that acts a guiding policy document. The current version of the City of Sacrament Parks and Recreation Master Plan 2005-2010 is the 2009 Technical Update (Master Plan) that was adopted by City Council on April 21, 2009. The Master Plan 2009 Technical Update provides a list of Recreation/Community Facilities managed by the City Parks and Recreation Department included in the table below. This information was developed in conjunction with a sports field study conducted as part of the gender equity in youth sports project to determine the availability and access to the City’s fields and facilities.

<table>
<thead>
<tr>
<th>Table 5: Recreation/Community Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Athletic/Fitness Facilities</td>
</tr>
<tr>
<td>Fields</td>
</tr>
<tr>
<td>Softball (Youth)</td>
</tr>
<tr>
<td>Softball Unlighted</td>
</tr>
<tr>
<td>Softball Lighted</td>
</tr>
<tr>
<td>Little League Unlighted</td>
</tr>
<tr>
<td>Little League Lighted</td>
</tr>
<tr>
<td>Adult Baseball Unlighted</td>
</tr>
<tr>
<td>Adult Baseball Lighted</td>
</tr>
<tr>
<td>Bantam Size Soccer (Youth)</td>
</tr>
<tr>
<td>Unlighted Full Size Soccer</td>
</tr>
<tr>
<td>Lighted Full Size Soccer</td>
</tr>
<tr>
<td>Courts</td>
</tr>
<tr>
<td>Volleyball</td>
</tr>
<tr>
<td>Basketball</td>
</tr>
<tr>
<td>Tennis</td>
</tr>
<tr>
<td>Gymnasiums</td>
</tr>
<tr>
<td>Aquatics</td>
</tr>
</tbody>
</table>
Knowing the number of recreation/community facilities is important, however, additional data is required. The Department does not yet have the complete picture of facility access and allocation for youth sports offerings. To address the requirements of AB 2404, the Department must also determine the schedule of games and practice times, location of games and practices, and the provision of practice and competitive facilities. I am recommending that the Department gather additional data to include the number of participants by gender using each sport field in order to identify the fields that are predominantly utilized and for what purpose (i.e., baseball or softball). A comparison of field availability and usage will corroborate whether or not equity exists.

AB 2404 requires that community youth athletic programs effectively accommodate the athletic interest and abilities of both genders by demonstrating that male and female participation in sports is roughly equivalent to the gender breakdown of the community. Demographic data available from the U.S. Census Bureau indicates that

<table>
<thead>
<tr>
<th>Facility Type</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Play Pool/Wading Pool</td>
<td>15</td>
</tr>
<tr>
<td>Swimming Pool</td>
<td>12</td>
</tr>
<tr>
<td>Lake/Pond/Beach</td>
<td>21</td>
</tr>
<tr>
<td>Playgrounds</td>
<td>181</td>
</tr>
<tr>
<td>Tot Lot</td>
<td>74</td>
</tr>
<tr>
<td>Adventure</td>
<td>107</td>
</tr>
<tr>
<td>Skateboard Parks</td>
<td>8</td>
</tr>
<tr>
<td>Archery Ranges</td>
<td>1</td>
</tr>
<tr>
<td>Equestrian Trail</td>
<td>1</td>
</tr>
<tr>
<td>Community Centers</td>
<td>13</td>
</tr>
<tr>
<td>Clubhouses</td>
<td>8</td>
</tr>
<tr>
<td>Golf Courses – 18-hole</td>
<td>4</td>
</tr>
<tr>
<td>Golf Courses -- 9 Hole</td>
<td>2</td>
</tr>
<tr>
<td>Walking/Jogging Trails</td>
<td>13.5 miles</td>
</tr>
<tr>
<td>Bicycle Trails</td>
<td>74.73 miles</td>
</tr>
</tbody>
</table>

*Multi-use fields are counted for each type of use possible*
youth between the ages of 5-19 comprise 27.5% of the total population within the City of Sacramento. Of those youth between the ages of 5-19, 48.8% are female and 51.2% are male. To meet the legislative requirements of AB 2404, the Department must show that participation in sports is approximately 48.8% female and 51.2% male.

**Table 6: Census Data**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Selected Age Categories</td>
<td>Gender</td>
<td>Total Population % of Total Population % of Ages 5-19</td>
<td></td>
</tr>
<tr>
<td>5-19 years</td>
<td>Female</td>
<td>59,957 26.2% 48.8%</td>
<td></td>
</tr>
<tr>
<td>5-19 years</td>
<td>Male</td>
<td>62,911 28.9% 51.2%</td>
<td></td>
</tr>
<tr>
<td>5-19 years</td>
<td>Total</td>
<td>122,868 27.5% 100%</td>
<td></td>
</tr>
</tbody>
</table>

*Source: U.S. Census Bureau, 2006-2008 American Community Survey*

The City of Sacramento Department of Parks and Recreation currently offers many youth sports programs including basketball, hip-hop dance, yoga, football, pee-wee flag football, volleyball, soccer, sport stacking, pee-wee basketball, turbo kickboxing, weightlifting, breakdancing, intramural sports, cultural dancing, junior Olympics, cheerleading, girls basketball, afterschool sports, teen-coed basketball, youth basketball, youth football, teen olympics, tennis, karate, and softball. Many of these sports offerings are co-ed and some of them are “girls only”. The “girls only” sports offerings including hip-hop dance, volleyball, soccer, turbo kickboxing, introduction to dance, cheerleading, girls basketball, teen football, youth basketball, flag football, and softball. **AB 2404** doesn’t specify which youth sports have to be offered by local agencies to meet the
compliance requirements of the legislation. In that respect, local agencies have the flexibility to determine what youth sports to offer that are deemed equitable for girls.

Data from 2009 city provided youth sports programs showed that in co-ed youth sports there were 2,265 boys participating and 981 girls participating and 202 girls participating in the girls only teams/programs. (City of Sacramento Department of Parks and Recreation, Children’s and Teen Services, Community Centers (2009)).

<table>
<thead>
<tr>
<th>Gender</th>
<th># Participating</th>
<th>Percentage of Total Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>1,183</td>
<td>34%</td>
</tr>
<tr>
<td>Male</td>
<td>2,265</td>
<td>66%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>3,448</td>
<td>100%</td>
</tr>
</tbody>
</table>

*Source: City of Sacramento Department of Parks and Recreation, Children’s and Teen Services, Community Centers (2009)*

An analysis of the youth sports offerings and participation reveals that girls were primarily participating in junior Olympics, cheerleading, dance, volleyball, and soccer. Boys are primarily participating in junior Olympics, football, flag football, and basketball.

There are other providers of recreation services and programs outside the Department. These providers are primarily private organizations and include the Boy Scouts of America, Boys and Girls Clubs, Campfire USA, Catholic Youth Organizations, Girl Scouts of America, Little League, School Districts, Pop Warner Football, Sacramento County, Sacramento Youth Soccer Association, Salvation Army, United Christian Centers, Young Men’s Christian Association (YMCA), and Young Women’s
Christian Association (YWCA). The 2007 youth sports participant data received from the Department’s reservation office on private youth sports organizations field/facility usage showed 7,669 youth males and 5,556 youth females participating. The data on private youth sports organization participation was manually collected from each reservation form. In order to use City fields/facilities, private youth sports organizations are required to submit a reservation form for the facility used. The reservation form requires the organization to include how many youth are participating by gender.

<table>
<thead>
<tr>
<th>Gender</th>
<th># Participating</th>
<th>Percentage of Total Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>5,556</td>
<td>42%</td>
</tr>
<tr>
<td>Male</td>
<td>7,669</td>
<td>58%</td>
</tr>
<tr>
<td>TOTAL</td>
<td>13,225</td>
<td>100%</td>
</tr>
</tbody>
</table>

*Source: City of Sacramento Department of Parks and Recreation, Reservation Office (2007)*

The private youth sports organization participation reflects 8% more males participating than females. Girls are still the underrepresented gender even in private youth sports opportunities, although not to the same degree as City provided youth sports, this inequity needs to be addressed.

Policies are tools that guide organizational decision-making and support a commitment to a course of action that promote an organization’s goals. Gender equity in youth sports is a goal for the Department and a policy needs to be created to support this goal. All new policies proposed by the Department must be presented to both the Parks and Recreation Commission and the City of Sacramento City Council for approval and
adoption. Per Sacramento City Code, Chapter 2.62.030, the powers and duties of the
commision include “to provide recommendations and advice to the city council and the
department of parks and recreation on policies, projects, and other matters pertaining to
parks, recreation, trees, and human services affecting the city of Sacramento referred to
the commission by the city council, the director of parks and recreation, the community,
or members of the commission.” Per Article III, §20 of the Sacramento City Code, “all
powers of the city shall be vested in the city council . . .” Therefore, any policy
recommendation on gender equity in youth sports will be presented for approval to the
Parks and Recreation Commission and to the City Council respectively.

One of the ways to demonstrate compliance with AB 2404 is to show the
community has a continuing practice of advancing opportunities for an unrepresented
gender. Policies are methods for showing commitment to important issues. The Master
Plan is the Department’s policy document. A study of the Master Plan revealed that the
department has adopted other policies that can be used to support the Department’s
commitment to achieving gender equity in youth sports. These policies include:

Policy 1.4: Gauge the park and recreation users’ satisfaction with services and
identify recreation trends and issues for the planning and management of services and
facilities.

Policy 1.10: Take an active role in identifying emerging issues related to the
Department’s mission.
Policy 7.1: Actively participate in local, state, and federal legislative process; support legislation favorable to meeting the Department goals in coordination with the City Manager’s Office and City Council.

Policy 11.1: Actively pursue and formalize partnership agreements with a broad range of public and private entities.

Policy 13.1: Deliver a broad range of recreation and human services programs, special events, and educational opportunities at the community or neighborhood level that reflect the unique interests, needs, diversity, history, cultural background and socioeconomic makeup of the City of Sacramento and promote health and wellness, fun, lifelong learning, skill development, personal enrichment, and positive relationships.

Policy 13.8: Develop new programs only when gaps or needs exist and resources can be found to support them.

Policy 13.12: Provide recreation and human services programs through various mechanisms including direct programming, partnerships, and collaborations as well as through the use of City facilities, consultation, and training.

Policy 13.16: Develop and provide programs, services and activities that meet the unique needs of priority populations including children, teens, older adults, and persons with disabilities; these services will be provided in an integrated fashion.

Policy 13.18: Regularly assess recreation and human services program delivery systems and recreational facilities to ensure they reflect current interest, are easily accessible and safe, and are used to the greatest extent possible.
Policy 13.19: Equitably distribute public recreation facility and program resources among the genders to ensure the athletic interest and abilities of both genders are accommodated. (City of Sacramento Department of Parks and Recreation, 2009).

The closest gender equity policy the Department has is Policy 13.19 above. This policy addresses how resources will be distributed for athletics among genders but it is not specific to youth and only addresses resources. The Department must demonstrate that it is addressing gender equity in youth sports in opportunity, access, and resources in order to comply with AB 2404. Over and above the existing policies, the Department should adopt a policy that specifically supports and addresses gender equity in youth sports. I have proposed the following policy for the Department to consider for inclusion in the next Master Plan Update:

“The City of Sacramento Department of Parks and Recreation will not discriminate on the basis of gender in the operation, conduct, and administration of community youth athletics programs or in the allocation of parks and recreation facilities and resources that support or enable these programs. It is the policy of the City of Sacramento Department of Parks and Recreation to provide gender equity in its youth sports offerings and programs.”

The fiscal impact to meet the legislative requirements of AB 2404 by the City of Sacramento Department of Parks and Recreation is unknown. AB 2404 is an unfunded State mandate for which the City is responsible for all costs associated with implementation. Unfunded mandates are challenging during normal economic times but unfunded mandates are even more challenging for local government agencies to execute
while the economy is experiencing a recession. There are costs associated with implementing new programs and policies during times of fiscal uncertainty. These costs include human, fiscal, and political costs and need to be considered when implementing new policies and programs. Knowing the cost of implementing a gender equity in youth sports policy is critical particularly when the City and the Department are experiencing budget shortfalls. The Department’s operating budget and staffing levels have been reduced by over 35% in the past three years to address funding shortfalls as reflected in the table below.

<table>
<thead>
<tr>
<th>Fiscal Year (FY)</th>
<th>Staffing - Full-Time Equivalent (FTE)</th>
<th>Operating Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2007/08</td>
<td>924</td>
<td>$53,989,065</td>
</tr>
<tr>
<td>FY 2008/09</td>
<td>880</td>
<td>$45,050,748</td>
</tr>
<tr>
<td>FY 2009/10</td>
<td>678</td>
<td>$38,851,404</td>
</tr>
</tbody>
</table>

Sources: Fiscal Year 2007/08, 2008/09, and 2009/10 Approved City of Sacramento Budgets

Ideally, the Department would add sports offerings to increase participation by the underrepresented gender, however, without the necessary resources, the Department’s only option may be to reduce sports offerings to the overrepresented gender in order to demonstrate equity. I am recommending that a budget analysis be performed once the cost to implement AB 2404 is determined to compare the costs with available resources.
Chapter 6
SPORTS AND THE CITY – SEASON 2
Recommendations and Conclusion

AB 2404, the Gender Equity for Community Youth Athletics bill, is specific in what 12 factors the courts will look for to determine if discrimination in youth sports exists at the local government level and offers three ways for the local agency or special district to demonstrate that it is providing equitable opportunities in youth sports for boys and girls. The 12 factors the courts will use to assess if discrimination exists are shown in Table 3 on page 13.

Of the 12 factors, the legislation specifically expands on Factor 1. In reference to Factor 1, AB 2404 requires that cities, counties, cities and counties, and special districts accommodate the athletic interests of both genders in any one of the following ways: 1) demonstrate that male and female participation in sports is roughly equivalent to the gender breakdown of the community; 2) demonstrate the community has a history and continuing practice of advancing opportunities for an underrepresented gender; or 3) demonstrate the community is fully and effectively accommodating female athlete’s interest and ability. However, the legislation further stipulates that “effective January 1, 2015, a city, county, city and county, and special district may no longer rely on paragraph (2) to show that they have accommodated the athletic interests and abilities of both genders”. (Deering’s California Codes Annotated, Cal. Gov. Code § 53080, 2007.)

The 12 factors and particularly factor 1, whether the community youth athletic programs effectively accommodate the athletic interest and abilities of both genders, are the core of
the legislation and can be the roadmap for local agencies to follow when designing a process for meeting the legislative requirements of AB 2404.

**Gaps**

Examining the City’s readiness to comply with AB2404 was a comparison with the legislative requirements and what the City has accomplished in preparation for AB2404.

The results of the comparison of the legislative requirements with the City’s progress give me a good idea on where the gaps and deficiencies exist. The gaps I was able to identify as a result of this comparison include, but are not limited to:

- What is the reporting system for collecting youth sports data offered by the DPR?
• What is the City’s policy on gender equity in youth sports?

• How will the gender equity in youth sports mandate be incorporated into existing policy documents such as the DPR Master Plan or the Parks and Recreation Programming Guide?

• How does the economy impact the implementation of new programs and policies?

• How and where is the money spent on youth resources?

• How does the City/DPR define community?

• What youth sports does the community want/need?

• What is the relationship between City provided youth sports and community-based youth sports?

• What community outreach has taken place on gender equity in youth sports?

• What are the “girls only” sports and where are they offered?

• How will the DPR outline its gender equity in youth sports plan and policies.

• How will the DPR train and teach its staff and the community to consider gender equity in youth sports when programming youth sports offerings?

Next Steps

Ensuring that the DPR complies with AB2404 needs to be a priority for the department as there is a deadline of January 1, 2015 for compliance. In 2009, the Director of Parks and Recreation directed the Gender Equity in Youths Sports Committee to gather current recreational sports program offerings and participation in order to identify the percentage of participation by girls in the department’s overall sports programs; analyze park rental data to make recommendations for participant data
collection process and to develop a regular reporting system; and collect sports field data to establish baseline for the number of fields available for girls and boys sports.

Meeting the requirements of the gender equity mandate is more than just data collection and showing statistically whether or not the City of Sacramento Department of Parks and Recreation meets the compliance policies. There are many ways that the City of Sacramento DPR can work towards complying with AB 2404 including, convening a gender equity committee, providing training to staff, developing gender equity standards and policies, collecting data on existing programs and participation, examining existing programs and participation to help identify where gaps exist, if any, creating a strategy to reduce any deficiencies in programs and/or participation, and identifying human and fiscal resources as needed. Based on the analysis discussed in the previous chapter, this chapter offers recommendations for the Department to consider that will assist with attaining compliance with AB 2404.

The essential goal for the Department to meet the AB 2404 legislative requirements is to demonstrate that youth sports provided by the City of Sacramento and conducted on City fields and in City facilities accommodate the athletic interests and abilities of both genders. I propose the following recommendations for consideration. The purpose of these recommendations are to provide methods and tools that meet the legislative requirements of AB 2404 and result in demonstrating that the City of Sacramento Department of Parks and Recreation is accommodating the athletic interests and abilities of both genders and to address the deficiencies and inequities that currently
exist. Some of these recommendations address several of the legislative factors specified in AB 2404 and are listed more than once.

<table>
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<th>Legislative Factor</th>
<th>Recommendation</th>
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| 1. Whether the community youth athletic programs effectively accommodate the athletic interest and abilities of both genders. | - Develop a standard list of youth sports by gender to be offered by the Department that accommodates the athletic interests and abilities of both genders. Regularly research new youth sports trends and update list as required.  
- Develop a centralized reporting system for all youth sports offerings and train users to be consistent in reporting methods. Record keeping will be an important element of demonstrating compliance with AB 2404.  
- Conduct a community based survey to identify youth sports needs that are provided by the City and community based organizations. |
| 2. The provision of monies, equipment and supplies. | - Identify the human, financial, and organizational resources required to implement gender equity in youth sports and any constraints to determine if meeting the AB2404 mandate is feasible for the DPR at this time or by the January 1, 2015 deadline.  
- Develop a resource allocation plan that demonstrates the provision of monies, equipment and supplies to which sports.  
- Conduct a budget analysis to compare the costs with available resources. |
| 3. The schedule of games and practices times. | - Update the existing sports field data to include the schedule of games and practice times.  
- Conduct a non-sports field audit including pools, indoor facilities, multi-purpose rooms, etc. that are |
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<td>The opportunity to receive coaching.</td>
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<td>Access to lands and areas available to the city.</td>
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<td>Location of games and practices.</td>
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<td>Availability of locker rooms.</td>
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competitive facilities. | identify the provision of practice and competitive facilities.
--- | ---
- Conduct a non-sports field audit including pools, indoor facilities, multi-purpose rooms, etc. that are available for boys and girls sports to identify the provision of practice and competitive facilities.

11. The manner of providing publicity. | Develop a media relations plan that establishes procedures for providing publicity that meet the gender equity in youth sports goals of the Department.

12. The quality, training and certification standards of umpires, referees, or judges. | Develop a training plan that outlines procedures for the quality, training and certification standards of umpires, referees, or judges that meet the gender equity in youth sports goals of the Department.

My final recommendation doesn’t address a specific legislative requirements, however, I believe it will be a valuable tool for the Department to use as a resources. It is my vision that the culmination of AB 2404 for the City of Sacramento Department of Parks and Recreation would be a policy document that would define the department’s policy on gender equity in youth sports and guide the department towards realizing gender equity in youth sports as required by AB2404. This policy document would include an introduction, provide a department overview and analysis of the department’s youth sports, define gender equity in youth sports policies, identify goals and measures, and outline implementation strategies. This policy document would be presented for approval to the Department’s Parks and Recreation Commission and City Council.
Conclusion

The purpose of this project is to examine the City of Sacramento’s Department of Parks and Recreation readiness to meet the legislative requirements of AB 2404, the Gender Equity for Community Youth Athletics Bill, by the January 1, 2015 deadline for compliance. Another component of this project will be to offer recommendations for meeting the legislative requirements. In 2005, the State of California Legislature enacted AB 2404, the Gender Equity for Community Athletics Bill. AB 2404, Chapter 852, Government Code Section 53080 (AB 2404) is intended specifically for local government agencies and is a policy prohibiting local governments and special districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs. Existing Federal law (Title IX) provides that no person on the basis of sex be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any educational program or activity receiving federal financial assistance. Existing California State law prohibits discrimination and harassment based on sex, ethnic group identification, race, national origin, color religion, mental or physical disability, or any basis that is contained in the prohibition of hate crimes in any program or activity conducted by an educational institution that receives, or benefits from, state financial assistance or enrolls pupils who receive state student financial aid.

Gender equity in youth sports is supported by and advocated for by profit and non-profit sports organizations and foundations and most importantly has been mandated
by legislative policies at the Federal and now at the State level in California with AB 2404. There are many health and social benefits for all who participate in youth sports and especially for girls. Post Title IX, we can see that more girls are participating in youth sports; however, girls are still the under-represented gender in youth sports. AB 2404 is an effort by the California State Legislature to provide more equitable opportunities in recreational athletics.

The analysis of the City of Sacramento Department of Parks and Recreation readiness for compliance with AB 2404 reveals that there are existing inequities in youth sports offerings with girls being the underrepresented gender in youth sports participation. Some progress has been made towards addressing the legislative requirements of AB 2404 but the analysis shows there is still more work to do to be fully compliant. The delays in progress have been the direct result of budget and staffing reductions during the past three years.

AB 2404 is an unfunded State mandate for which the City is responsible for all costs associated with implementation. Unfunded mandates are challenging during normal economic times but unfunded mandates are even more challenging for local government agencies to execute while the economy is experiencing a recession. Allocating resources to new programs will be challenging for the Department, particularly since the Department’s operating budget and staffing levels have been reduced by over 35% in the past three years to address funding shortfalls.

Another critical challenge the Department faces is staffing. Staffing reductions and changes during the past three years has negatively impacted the Department’s
progress towards addressing AB 2404. Staff is interested in and willing to work towards providing gender equitable opportunities in youth sports on a department-wide basis as reported by members of the Gender Equity in Youth Sports Committee. The department leadership has been focused on budget issues for the last several years that AB 2404 has not been a priority. Now that there is fewer than five years remaining until the compliance deadline, it is imperative that the department leadership advise staff that this is a priority and give staff the authority, flexibility, and support to move forward towards meeting the legislative requirements of AB 2404.
WORKS CITED


http://www.nacwaa.org/rc/rc_articlepr_california.php

APPENDICES
GENDER EQUITY IN YOUTH SPORTS POLICY BRIEFING

February 2008

Background:

In the last 40 years, there have been several statutes passed addressing equality in women’s sports: Title IX, Unruh Civil Rights Act, California Assembly Bill 833 (Sex Equity in Education), and most recently California Assembly Bill 2404 (Gender Equity for Community Athletics).

Title IX – The first key law addressing the are of women’s sports equality established that any education program receiving Federal Assistance could lose its funding, if it discriminates on the basis of sex and required equal opportunity for female athletes in government-funded institutions. Specifically, Title IX’s athletic regulations provide that “no person shall, on the basis of sex, be excluded from participation in, be denied the benefits of, be treated differently from another person or otherwise be discriminated against in any interscholastic, intercollegiate, club or intramural athletics offered by a recipient, and no recipient shall provide any such athletics separately on such basis.”

Unruh Civil Rights Act — “All persons within the jurisdiction of this state are free and equal, and no matter what their sex, race, color, religion, ancestry, national origin, disability, or medical condition are entitled to the full and equal accommodations, advantages, facilities, privileges, or services in all business establishments of every kind whatsoever.” Civil Code section 51(b)

Assembly 833 (Sex Equity in Education) — Prohibits discrimination on the basis of sex in state secondary and post secondary educational institutions.

In 2004, the California State Legislature passed AB 2404, the Gender Equity for Community Athletics bill, prohibiting Local Governments and Special Districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs. AB 2404 is the means for California to ensure that girls have the benefit of equal opportunities in non-school recreational athletics programs. The legislation for AB 2404 stems from the 1988 American Civil Liberties Union lawsuits against several cities including the City of Los Angeles alleging that the area youth softball teams played in unsafe and inadequate playing conditions. The lawsuits were settled out of court with the conditions that the cities involved provide adequate facilities for the girls’ teams and subject themselves to a yearly audit.

AB 2404 became effective on January 1, 2005 in California. Local Governments and Special Districts have until 2015 to comply with this new law. There are three ways that Local Governments and Special Districts can achieve compliance --
(1) By demonstrating that male and female participation in sports is roughly equivalent to the gender breakdown of the community;

(2) By demonstrating the community has a history and continuing practice of advancing opportunities for an underrepresented gender; and

(3) By demonstrating the community is fully and effectively accommodating female athlete's interest and abilities.

AB 2404 also expands the definition of park and recreation facilities to include park facilities, athletic fields, courts, gymnasiums, recreational rooms, restrooms, concession stands, storage spaces, scoreboards, banners, advertising and all monies used in conjunction with youth athletic activities.

Furthermore, this legislation creates the mechanism for civil action against Local Governments and Special Districts for failing to comply. Factors that courts will look at to evaluate if discrimination exists include:

- Whether the community youth athletic programs effectively accommodate the athletic interest and abilities of both genders.
- The provision of monies, equipment and supplies.
- The schedule of games and practice times.
- The opportunity to receive coaching.
- The assignment and compensation of coaching.
- Access to lands and areas available to the city.
- The selection of the season for a sport.
- Location of games and practices.
- Availability of locker rooms.
- The provision of practice and competitive facilities.
- The manner of providing publicity.
- The quality, training and certification standards of umpires, referees, or judges.

Prepared by Nell Hessel, Program Analyst
02.07.08 / Rev. 02.14.08
CITY OF SACRAMENTO
Department of Parks & Recreation

Gender Equity Update – January 8, 2009

BACKGROUND: In 2004, the California State Legislature passed AB 2404, the Gender Equity for Community Athletics bill, prohibiting Local Governments and Special Districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs. AB 2404 is the means for California to ensure that girls have the benefit of equal opportunities in non-school recreational athletics programs. AB 2404 became effective on January 1, 2005 in California. Local Governments and Special Districts have until 2015 to comply with this new law.

For the last couple of years, Park and Recreation staff began evaluating the best approach to achieve compliance with AB2404 to meet the gender equity in youth sports mandate. To date –

- Staff has collected data on all sports fields within the City Limits in City parks and on or adjacent to school sites.
- Staff is in the process of analyzing the sports field data to determine where, if any, deficiencies and gaps are.
- Staff has collected data on recreational sports program offerings and participation to identify what sports are offered and participation by gender.
- Staff will analyze the program participation data to determine where, if any, deficiencies and gaps are.
- Gender equity was incorporated into the existing legal mandate scoring criteria for the 2008 Parks and Recreation Programming Guide adopted by the City Council on November 18, 2008. As more clarification about the implementation of the gender equity mandate materializes, it will be integrated into the 2010 PRPG criteria as a separate scoring criterion.

- The Department will soon be re-convening its Gender Equity Committee for continuing evaluation of the gender equity mandate requirements and development/implementation of gender equity policies/programs. The efforts by the Committee may include, but not be limited to, the following:
  - A non-sports field facility audit including pools, indoor facilities, multipurpose rooms at schools, etc.
  - A survey of other agencies for gender equity policies/programs
  - Identification of community demographic statistics
  - Determination of a baseline standard – where is the city right now in organized youth sports?
  - Identification of resources and constraints – human, financial, organizational
  - Development of goals – Where does the city need to be to achieve the gender equity mandate? What activities need to be completed in order to meet the identified goals? What are the services to be delivered?
  - Determination of short term outcomes / long term outcomes
  - Inclusion of an ADA component
  - Public Outreach/Community Input

- Staff will report back to the Parks and Recreation Commission with another Gender Equity update by Spring 2009 (March/April).

Prepared by Nell Hessel, Program Analyst
January 8, 2009
APPENDIX 3

Parks and Recreation Commission
Sacramento, California

Honorable Members in Session:

SUBJECT: Gender Equity in Youth Sports

LOCATION AND COUNCIL DISTRICT: Citywide

RECOMMENDATION: Receive and file

CONTACT PERSON: Alan Tomiyama, Recreation Manager, 808-8958
Sue Viceth, Recreation Superintendent, 808-1575

FOR COMMISSION MEETING: December 3, 2009

SUMMARY:

The City of Sacramento Department of Parks and Recreation is required to comply with state legislation as mandated by AB2404, the Community Youth Athletics bill, to ensure that girls have the benefit of equitable opportunities in non-school recreational athletics programs.

This report provides background information on AB2404 and outlines the efforts the department has made to date to meet the compliance requirements of AB 2404.

BACKGROUND INFORMATION:

In 2004, the California State Legislature passed AB 2404, the Gender Equity for Community Athletics bill, prohibiting Local Governments and Special Districts from discrimination against any person on the basis of sex or gender in the operation, conduct or administration of community youth athletic programs and activities or in the allocation of parks and recreation facilities and resources that support or enable these programs. AB 2404 is the means for California to ensure that girls have the benefit of equitable opportunities in non-school recreational athletics programs. The legislation for AB 2404 stems from the 1988 American Civil Liberties Union lawsuits against several cities including the City of Los Angeles alleging that the area youth softball teams played in unsafe and inadequate playing conditions. The
lawsuits were settled out of court with the conditions that the cities involved provide adequate facilities for the girls’ teams and subject themselves to a yearly audit.

AB 2404 went into effect on January 1, 2005 in California. Local governments and special districts have until 2015 to comply with this new law by demonstrating that male and female participation in sports is roughly equivalent to the gender breakdown of the community; and the community has a history and continuing practice of advancing opportunities for an underrepresented gender; and the community is fully and effectively accommodating female athlete’s interest and abilities. As a means of enforcement, this law creates a basis for civil action.

AB 2404 also provides a more comprehensive definition of park and recreation facilities to include park facilities, athletic fields, courts, gymnasiums, recreational rooms, restrooms, concession stands, storage spaces, scoreboards, banners, advertising and all monies used in conjunction with youth athletic activities.

In 2007, Parks and Recreation staff began evaluating the best approach to achieve compliance with AB2404 to meet the gender equity in youth sports mandate. To date --

- Staff has collected data on all sports fields within the City Limits in City parks and on or adjacent to school sites.
- Staff is in the process of analyzing the sports field data to determine where, if any, deficiencies and gaps are.
- Staff has collected data on recreational sports program offerings and participation to identify what sports are offered and participation by gender.
- Staff will analyze the program participation data to determine where, if any, deficiencies and gaps are.
- Gender equity was incorporated into the existing legal mandate scoring criteria for the 2008 Parks and Recreation Programming Guide adopted by the City Council on November 18, 2008. As more clarification about the implementation of the gender equity mandate materializes, it will be integrated into the 2010 PRPG criteria as a separate scoring criterion.

This summer, the Department expanded its Gender Equity Committee to take advantage of the department’s in-house expertise. The role of the Gender Equity Committee will be to continue the evaluation of the gender equity mandate requirements and to develop/implement gender equity policies/programs for the City of Sacramento Department of Parks and Recreation to meet the compliance requirements of AB2404.

The expanded Gender Equity Committee met on September 3, 2009 for the first time. Committee members in attendance were from the department’s Children’s Services, Community Recreation, START, 4th R, Older Adult Services, Community Centers and Park Planning & Development Services.
The majority of the meeting was a brainstorming session on what the department is doing well, where the department can improve, and future program ideas for compliance. The outcomes are shown below.

**What are we doing well?**
- Spirit Force (2 sites full)
- Flag football (1st time)
- Softball (7-8 teams)
- Volleyball, 1st - 6th
- Girls basketball, 1st - 3rd
- Tennis is currently being expanded – START, USTA Grant for 4th R
- Junior Olympics
- Youth sports at Didion gym
- We provide youth sports to boys and girls
- Three “girls only” sports – volleyball, basketball and spirit force
- Added a girls division in flag football
- Women coaches on staff
- DPR supports the idea of Gender Equity in youth sports
- Girls are 1st priority on weekend at softball complex (rentals)
  - Ex: week long CIF girls tournament each year
  - Note: get statistics
- Sports programs at each START site (64 total) (Need descriptions)

**Future program ideas for compliance:**
- Girls Play Here Sports Day
- 3 seasons sports
  - Fall – flag football, coed flag football, need another girl’s sport
  - Winter – Volleyball, basketball
  - Spring – coed soccer, girls volleyball, girls softball
- Get community based info
- Fill in gaps
- Use middle school/high school as resource
- Passages offering?
- Gender specific marketing – increase visual arts of girls/women
- Identify outside users
- Partner with outside users, community groups, etc.
- Assign a gender equity coordinator for the department
- Examine women adult sports
- Collaborate w/high schools
- Run girl sports clinics
- Partner with local organizations (ex. Girls on the Run)
- Explore/pilot sports that don’t require financial investment (walking/running clubs)
- Provide welcoming opportunities for older girls
- Promote girls sports that are not negative to boys (i.e. t-shirts)
- Include gender equity component in Junior Olympics
- Review what is happening in other cities in the region
Additional comments from the committee members included:

- Improve communication among department divisions regarding different youth sports programs. Find out what everyone is doing.
- Create a department sports division by combining youth and adult sports.
- Goal is to have a youth sports program at all START sites.
- Partner/collaborate with high schools for resources.
- Assign a department gender equity coordinator.
- Assign a true sports coordinator.
- Collaborate with school districts.
- Get data from reservations; include number of boy/girl participants in all activities/programs.
- Take advantage of the many opportunities to collect data/ask questions.
- Create a newsletter with a gender equity in youth sports focus as a marketing tool.
- Marketing is important.
- See how movies/television reflects girls and sports. (i.e. Breath California)
- Include extreme sports/Wii sports.
- Conduct a community survey of youth sports needs.
- Utilize the internet as a marketing tool to “digital natives”.
- Expand department’s web support team.
- Make use of high school girl athletes as coaches, mentors, role models for younger girl athletes.

The next meeting of the Gender Equity Committee will be in January, 2010. Continued efforts by the Gender Equity Committee may include, but not be limited to, the following:

- A non-sports field facility audit including pools, indoor facilities, multipurpose rooms at schools, etc.
- A survey of other agencies for gender equity policies/programs
- Identification of community demographic statistics
- Determination of a baseline standard – where is the city right now in organized youth sports?
- Identification of resources and constraints – human, financial, organizational
- Development of goals – Where does the city need to be to achieve the gender equity mandate? What activities need to be completed in order to meet the identified goals?
  - What are the services to be delivered?
  - Determination of short term outcomes / long term outcomes
- Inclusion of an ADA component
- Public Outreach/Community Input
- Create a Gender Equity Plan similar to the department’s Master Plan or Sustainability Plan.
- Interview members of the Gender Equity Committee individually.
Parks and Recreation Commission
Gender Equity in Youth Sports
December 3, 2009
Page 5

- Create/enhance a sports website “Sports Sacramento”.
- Gathering feedback from the Parks and Recreation Commission, the Department’s Executive Team, and City Council.
- Utilize resources with a gender equity focus (i.e. Geena Davis Institute on Gender in the Media, Women’s Sports Foundation, etc.)

The immediate next steps will be to (1) establish baseline data for the number of fields available for girls and boys sports; (2) work with the department’s reservation office to analyze park rental data, to make recommendations for a participant data collection process, and to develop a regular reporting system; and (3) gather current recreational sports program offerings and participation in order to identify the percentage of participation by girls in the department’s overall sports programs.

FINANCIAL CONSIDERATIONS: There are no financial considerations associated with this report.

ENVIRONMENTAL CONSIDERATIONS:

California Environmental Quality Act (CEQA): There are no environmental considerations associated with this report.

Sustainability Considerations: There are no sustainability considerations associated with this report.

POLICY CONSIDERATIONS:

The City of Sacramento Department of Parks and Recreation is required to comply with state legislation as mandated by AB2404, the Community Youth Athletics bill, to ensure that girls have the benefit of equitable opportunities in non-school recreational athletics programs.

Providing parks and recreation facilities and opportunities is consistent with the City’s strategic plan to achieve sustainability and liveability and to expand economic development throughout the City.

It is the policy of the Department of Parks and Recreation to deliver a broad range of recreation and human services programs, special events, and educational opportunities at the community or neighbourhood level that reflect the unique interests, needs, diversity, history, cultural background, and socioeconomic makeup of the City of Sacramento and promote health and wellness, fun, lifelong learning, skill development, personal enrichment, and positive relationships as stated in Policy 13.1 of the Parks and Recreation Master Plan 2005-2010.
CONSISTENCY WITH GOALS OF THE CITY OF SACRAMENTO GREENPRINT:

Not applicable.

ESBD CONSIDERATIONS:

No goods or services are being purchased in association with this report.

Recommendation Approved:

ALAN TOMIYAMA
Recreation Manager
APPENDIX 4

Overview

"A continuous commitment to girls and women in sports"

It is the Department's hope that all youth may aspire to and have the opportunity
to participate in Department sports programs that meet their interests and
capabilities.

GENDER EQUITY POLICY

It is the policy of the Department of Recreation and Parks to achieve gender equity in youth
sports programs run by the Department facilities.

The Department's policy is:

- To encourage the participation of youth in sports and recreation programs and to
  provide opportunities to youth for recreation
- To address under-representation in sports programs where one gender or another is
  not adequately represented.
- To improve the representation of females assigned to the administration of sports and
  recreation programs.
- To improve the representation of females on the Citywide and Regional Sports
  Boards.
- To increase the number of female coaches, referees, instructors, mentors and other
  role models.
- To ensure the Department is equitable in its distribution of resources for all youth.
- To ensure regular reporting and monitoring of the Department's progress towards
  meeting its objectives.

PURPOSES

The purposes of the Department of Recreation and Park's "Raise the Bar" Program are to:

- Involve more girls in sports and recreation programs in the City by undertaking
  measures to encourage their participation and by providing opportunities for
  participation.
- Improve the representation of girls and women in sports programs where they are
  not adequately represented.
- Ensure the Department is equitable in its distribution of resources for all youth sports.
APPENDIX 5

City of West Covina

Memorandum

A G E N D A

ITEM NO. G-1
DATE: February 6, 2007

ATTACHMENT #1

Gender Equity Policies and Procedures

POLICIES

It is the policy of the Community Services Department to achieve gender equity in youth sports programs that are operated on City-owned land and within City facilities. It is the Department’s hope that all youth may aspire to and have the opportunity to participate in City sports programs that meet their interests and capabilities.

In adoption of this policy, the City calls for full cooperation of Community Services Department employees in carrying out their program responsibilities to make equal opportunity one of the basic principals of youth sports in the City of West Covina.

It is the policy of the Community Services Department to:

- Encourage the participation of youth in sports and recreation programs and to provide opportunities to youth for recreation.
- Ensure the Department is equitable in its distribution of resources for all youth.
- Ensure regular monitoring of youth sports participation rates by gender, for West Covina residents.
- Utilize monitoring results in order to define priorities for program expansion to address under-representation in sports programs where one gender or another is not adequately represented.

The purpose of the Department’s gender equity plan is to:

- Have a gender equitable representation in sports and recreation programs by monitoring and addressing participation.
- Ensure the Department is equitable in its distribution of resources for all youth sports.

PROCEDURES

Procedures for addressing gender equitable opportunities and ensuring a climate of anti-discrimination in all youth sports programs are stated in the Gender Equity Grievance Procedures and identified in the Gender Equity Data Collection Plan.
Gender Equity Initiative

It is the Department's hope that all youth and adults, both male and female, may aspire to and have the opportunity to participate in Department sports programs that meet their interests and capabilities.

WHY DEVELOP A GENDER EQUITY INITIATIVE
In September of 2005, Governor Schwarzenegger signed AB 2404 and made California the first state in the nation to enforce the civil rights of girls and community athletics in local jurisdictions and special districts. AB 2404 is more than girls playing sports; it is about building an entire community institution that respects the foundation of fair play and the relationship between our sons and daughters. Like our sons, our daughters should have equal access to fields, resources and play time. The City of West Sacramento Parks & Recreation staff believe not only that we are obligated to comply with the law, but that it is the right thing to do.

By January 1, 2011, this department must demonstrate that it has a strategy in place for making its facilities, programs and services compliant with AB 2404.

By January 1, 2015, this department must demonstrate that its facilities, programs and services are compliant with AB 2404.

GENDER EQUITY POLICY
It is the policy of Parks & Recreation to achieve gender equity in youth sports programs run by the Department as well as programs that are offered at City facilities. The Department's policy is:

- To encourage the participation of youth in sports and recreation programs and to provide opportunities to youth in a variety of programs geared towards the interests of the community.
- To address under-representation in sports programs where one gender or another is not adequately or proportionally represented.
- To improve the representation of females assigned to the administration of sports and recreation programs.
- To increase the number of female coaches, referees, instructors, mentors and other role models.
- To ensure the Department is equitable in its distribution of resources (i.e. facilities, quality of services, playfields, etc.) for all participants in youth and adult sports.
- To ensure regular reporting and monitoring of the Department’s progress towards meeting its objectives.

PURPOSES
The purposes of the Department of Parks & Recreation’s Gender Equity Initiative are to:

- Involve more girls and women in sports and recreation programs in the City by undertaking measures to encourage their participation and by providing opportunities for participation.
- Improve the representation of girls and women in sports programs where they are not adequately or proportionally represented.
- Ensure the Department is equitable in its distribution of resources (i.e. facilities, quality of services, playfields, etc) for all youth sports.
APPENDIX 7

AB 2404 POLICIES AND PROCEDURES

POLICIES
It is the policy if the Human Services Department to achieve gender equity in youth sports programs that are operated on City-owned land and within City facilities. It is the Department’s hope that all youth may aspire to and have the opportunity to participate in City sports programs that meet their interests and capabilities.

In adoption of this policy, the City calls for the full cooperation of the Human Services Department employees in carrying out their program responsibilities to make equal opportunity one of the basic principals youth sports.

It is the policy of the Human Services Department to:

- Encourage the participation of youth in sports and recreation programs and to provide opportunities to youth for recreation.
- Ensure the Department is equitable in its distribution of resources for all youth.
- Ensure regular monitoring of youth sports participation rates by gender, for Claremont residents.
- Utilize monitoring results in order to define priorities for program expansion to address under-representation in sports programs where one gender or another is not adequately represented.

The purpose of the Department’s gender equity plan is to:

- Have gender equitable representation in sports and recreation programs by monitoring and addressing participation.
- Ensure the Department is equitable in its distribution of resources for all youth sports.

PROCEDURES
Procedures for addressing gender equitable opportunities and ensuring a climate of anti-discrimination in all your youth sports programs are stated in the Gender Equity Grievance Procedures.

Revised- September 2009