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AUTHOR Kaser, Joyce
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ABSTRACT This manual is designed to provide educators with information, procedures, and materials for complying with Title IX of the Education Amendments of 1972 and promoting sex equity in extracurricular programs. The manual is comprised of four major sections. The first section presents the legal and educational context for complying with Title IX and providing sex equity in extracurricular activities. In section 2, a procedure and instrumentation for determining the extent of Title IX compliance and sex equity efforts currently existing in extracurricular activities is given. The third section provides a procedure and instrumentation for determining the extent of Title IX compliance and equity in the selection and compensation of advisors to extracurricular activities. The final section of the manual discusses local, state, and regional/national resources available to educators seeking information on sex equity in extracurricular activities. Data-gathering sheets are appended along with a list of Title IX Sex Desegregation Assistance Centers. (LRA)

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SEX EQUITY BEYOND THE CLASSROOM DOOR:
TITLE IX AND EXTRACURRICULAR ACTIVITIES

A TECHNICAL MANUAL
MID-ATLANTIC CENTER FOR SEX EQUITY
THE AMERICAN UNIVERSITY
WASHINGTON, D.C.

Written By

Joyce Kaser
Associate Director,
Mid-Atlantic Center for Sex Equity

June 1980

U.S. DEPARTMENT OF HEALTH
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June 1980

Dear Colleague:

Although mathematics, English and other required courses comprise the formal curriculum of the nation's schools, the educational experiences of children are influenced and shaped by far more than these formal course offerings. Extracurricular clubs, professional and career organizations and after-school activities serve to enhance and focus the educational and occupational experiences of students in school. These extracurricular activities form an important part of a student's overall educational experience.

This technical manual is designed to ensure sex equity in these extracurricular activities by providing educators with a comprehensive approach to this problem. The manual will help educators to identify barriers to sex equity, and to plan a specific, school-wide response for eliminating these barriers.

I am pleased that Joyce Kaser, Associate Director of the center, has written this manual and responded to the need to promote sex equity in extracurricular activities. First, extracurricular programs, with the exception of athletics, traditionally have been afforded only very limited attention in terms of sex equity and Title IX compliance. Second, Ms. Kaser brings a comprehensive approach to confronting this problem. By applying systems theory commonly used in business and industry to the area of school organization, she has offered a valuable and useful connection which can help educators in identifying practical solutions to the problem of sex bias in extracurricular activities.

On behalf of Ms. Kaser and staff of the Mid-Atlantic Center for Sex Equity, we hope that you find this manual a useful resource in your efforts to promote educational equity.

Sincerely,



David M. Sadler
Director

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And finally, I want to thank the staff of the Mid-Atlantic Center for Sex Equity for their constant encouragement and support of this project.

Joyce Kaser
June, 1980

EVALUATION FORM

Your reaction to this manual will help us develop better editions in the future. After reviewing or using Sex Equity Beyond the Classroom Door, please respond to the following questions:

What did you find most useful about the manual?

What did you find least useful?

What suggestions do you have for changes in format that would make this manual more useful or convenient?

Are there any corrections to be made or information to be included in future editions? Also, are there other organizations that should be listed as a resource? If so, please list name of organization, address, phone number, and contact (if any).

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INTRODUCTION

Since issuance in 1975, Title IX (Education Amendments of 1972) requirements on extracurricular activities have been addressed primarily in one of two ways: either "extracurricular" has been synonymous with "athletics" in written materials, conferences and workshops; or extracurricular activities have been an "add-on" to athletics, usually with only a passing mention of the regulatory requirements. As a result, all areas of extracurricular activities, except athletics, have remained largely unaddressed. This has often led to confusion and doubt regarding compliance with Title IX requirements for extracurricular activities.

Suppose C. J. Terman, principal of Hypothetical High School, brought the following participation figures to you:

<u>Extracurricular Programs</u>	<u>Males</u>	<u>Females</u>
Distributive Education Clubs of America (DECA)	10	38
French Club	15	17
Hall Patrol	50	0
Future Farmers of America (FFA)	19	2
Future Teachers of America (FTA)	7	47
Pep Club	0	200
Photography Club	8	4
Student Council	14	8

"What do all these figures mean?" Terman asks. "Is our school in compliance with Title IX provisions relating to extracurricular activities? If so, how do we know? If not, what do we do about it?"

This manual proposes to begin to answer these questions. It is designed to aid educators in not only implementing the requirements of Title IX regarding extracurricular activities, but in going beyond the legal imperatives to ensure sex equity. The student activities addressed in this manual include clubs, honoraries, newspaper and year-book organizations, student government -- all activities within the traditional extracurricular program except intramural and interscholastic athletics.

OVERVIEW

In order to provide educators with information, procedures and materials for complying with Title IX and promoting sex equity in extracurricular programs, this manual consists of:

• Section I: the legal and educational context for complying with Title IX and providing sex equity in extracurricular activities

• Section II: a procedure and instrumentation for determining the extent of Title IX compliance and sex equity efforts currently existing in extracurricular activities

• Section III: a procedure and instrumentation for determining the extent of Title IX compliance and equity in the selection and compensation of advisors to extracurricular activities

• Section IV: resources for further assistance

Using Hypothetical High School's extracurricular program as an example, this manual proposes to aid you and educators like C. J.

Terman in understanding the requirements of Title IX along with the importance of ensuring both compliance with the law and the provision

of sex equity within an extracurricular program. It will also aid you in assessing your programs to determine the degree of compliance or equity which currently exists and to identify areas of greatest need. Finally, the manual will help you develop action plans for ensuring a greater degree of compliance and equity for both students and staff in these priority areas.

GUIDELINES ON USE OF THE MANUAL

This manual is designed to be a working document. It provides the technical information necessary -- the basic procedure, instructions for carrying out the procedure, and the necessary materials and instrumentation. It does not, however, dictate a specific process by which this assessment will take place, as needs will vary from school to school.

For example, the section on data gathering provides a rationale, specifies the data to be collected, includes instrumentation for this collection and explains in detail what to do with the data once gathered. However, it does not detail who collects the data, timetables for collection, who tabulates the data and makes the mathematical calculations, or other related factors. You are encouraged to adapt these procedures of assessment to your own setting.

Ensuring compliance and/or equity is the responsibility of the building principal; however, the task of conducting this study could be delegated to a student activities coordinator, an assistant principal, or other educator in each school. This individual should then employ the assistance of colleagues, students, and even community members. Depending upon the needs of the school, these individuals will develop

timetables, delegate specific procedures, and the like, using the information and examples set forth in this manual.

A manual's purpose and that of its reader are not always one and the same, and this may well be the case here. You may find that this manual provides an understanding of the need for providing sex equity in extracurricular activities. If you have already initiated efforts to ensure sex equity in extracurricular activities, you may find it helpful in resolving any difficulties that you have encountered. You may find ways to adapt the process to your own needs, or you may be less interested in extracurricular activities than in applying the technical information and approach to other areas of educational programs, activities, or employment to assess and ensure equity based not only on sex but race, national origin or handicap.

These are all valid uses of this manual. The Mid-Atlantic Center for Sex Equity encourages you to choose the applications that will best promote equity in your school's programs and practices.

THE LEGAL AND EDUCATIONAL CONTENTS FOR SEX EQUITY IN EXTRACURRICULAR ACTIVITIES

Let's return to C. J. Terman's dilemma and determine whether or not Hypothetical High School's extracurricular program is in compliance with Title IX.

C. J. stares at the participation figures and says to you:

"You know, this business of extracurricular activities falling under federal law doesn't make sense. We're not forcing students to participate; what's the law have to do with it?"

Having a ready answer to this comment can aid in helping C. J. and others understand why HHS is taking such a close look at its extracurricular program. The following section is designed to let you assess your understanding of extracurricular activities and sex equity and to provide you with the following information:

- a definition of extracurricular activities
- the requirements of federal legislation prohibiting sex discrimination in extracurricular activities
- an understanding of the need for equal opportunity in extracurricular activities for both female and male students

WHAT IS EXTRACURRICULAR?

Since what is "curriculum" in one school can be "extracurricular" in another, clarification of the term "extracurricular" is important.

In this manual, the term extracurricular activities will mean those activities which do not carry academic credit toward promotion or graduation but which receive school sponsorship, assistance and/or support, and have voluntary membership. For instance, which of the following students is participating in an extracurricular activity?

- _____ a. Bill is acting in an afterschool play put on by his drama class.
- _____ b. Rose is a hospital volunteer.
- _____ c. Cheryl is a member of the National Honor Society.
- _____ d. Tran, who, as a distributive education student, is required to be a member of Distributive Education Clubs of America (DECA) *

Yet, given the fluctuating nature of what falls under the definition of curricular, activities may be either curricular or extracurricular in different schools. For example, within a single district, working on the school newspaper may be required of students taking a journalism course at the high school level but a voluntary extracurricular activity at the junior high. Over time, many schools across the country have moved from extracurricular to co-curricular, a term which reflects the closer integration of extracurricular with curricular activities. Previously, students enrolled in a distributive education program had the option of joining Distributive Education Clubs of America (DECA) which would have been an extracurricular activity. Now, membership may be required of all students as part of the distributive education program.

Another illustration of curricular versus extracurricular might be participation in plays required as part of a drama course in contrast to voluntary participation associated with the spring play, open to any students in the school. The emphasis in extracurricular is voluntary participation.

THE LEGAL CONTEXT

Perhaps the most complex aspects of ensuring sex equity in extra-

* Answer: c.) Cheryl, who is a member of the National Honor Society.

curricular activities are the legal underpinnings. Take a moment to examine the following situations you might encounter; the issues surrounding these situations are contained in the pages which follow.

- Sam Lain's mother has asked that mothers also be included in an upcoming father/son banquet sponsored by a club of which Sam is a member. The club's advisor informs Sam's mother that only fathers and sons will be invited and that father/son and mother/daughter banquets are exempt from Title IX. Which of the following activities is also exempt from Title IX?
 - a) Girl Scouts, Boy Scouts
 - b) Boys State, Girls State
 - c) YMCA, YWCA
 - d) All of the above are exempt from Title IX.

- Serita Juarez wants to join the audiovisual club, a traditionally male organization at her school. Serita's right to join the club may be guaranteed by
 - a) the 14th Amendment to the U.S. Constitution
 - b) Title IX of the Education Amendments of 1972
 - c) State and local equal rights laws
 - d) All of the above.

- Jo Anne Stout was expelled from participation in the National Honor Society at her school without being told the reason why or being able to present her side of the issue. Jo Anne now claims the expulsion violated her Constitutional right to due process. The Society's sponsor claims Jo Anne's membership was a privilege extended by the school, and therefore exempt from due process. Might school officials be liable if the sponsor is mistaken?

TITLE IX: The major basis for ensuring sex equity in extracurricular activities is Title IX of the Education Amendments of 1972. This federal law prohibits discrimination on the basis of sex in education programs or activities receiving federal financial assistance.

The law 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...*

* A complete copy of the Title IX regulation may be obtained from The Office for Civil Rights, 300 C St., S.W., Washington, D.C. 20201.

In 1975, the Department of Health, Education, and Welfare, through the Office for Civil Rights, promulgated the Title IX Regulation to aid school-districts in complying with the law.

The intent of the law to cover extracurricular activities was clarified in Section 86.31 - Education Programs and Activities, which states that students shall not on the basis of sex "be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any academic, extracurricular, research, occupational training, or other education program or activity" operated by schools which are covered by Title IX.

In addition to the general statement above, Section 86.31 enumerates some of the specific prohibitions of discrimination on the basis of sex. For example, according to §86.31(b) school personnel shall not on the basis of sex (1) "treat one person differently from another in determining whether such person satisfies any requirement or condition for the provision of such aid, benefit, or service" or (2) "provide different aid, benefits, or services" A probable violation of the first prohibition would be having different criteria for selection of a high school's king and queen. Awarding jackets to boys and charms to girls for similar accomplishments in community/school service would most likely be a violation of the second prohibition. Another would be transporting the all male science club to the planetarium but making the all female Future Homemakers of America Club (FHA) earn money for their field trip.

Exemptions: The Title IX regulatory requirements do allow some activities to continue single sex membership practices. Under Section 86.14, the YMCA, YWCA, Boy Scouts, Girl Scouts, and Campfire Girls may continue as all male or all female groups. In addition, voluntary youth service organizations which are exempt from taxation under Section 501(a) of the Internal Revenue Code of 1954 and whose membership has been limited traditionally to members of one sex who were primarily under the age of 19 are also exempt. Key Club and Keyettes are examples of two groups that fall under that provision, but single sex school or community service organizations founded by and supported by a school would not.

Additional exemptions made by Congress since enactment of the regulation include the American Legion's Boys State, Girls State, Boys Nation, Girls Nation, plus mother/daughter and father/son banquets. Note; however, that these exemptions extend only to membership practices. If a school provided support -- paid sponsors or transportation, for example -- to one of these exempted groups, it would also have to provide assistance to its counterpart.

Except for these exemptions, extracurricular programs and activities must be open to all students regardless of their sex. This does not mean that schools may not establish minimum entry requirements or prerequisites to an activity (e.g., a particular grade point average). It does mean, however, that entry or participation in an extracurricular activity cannot be based on the sex of the student wishing to participate and that membership requirements should not have a disparate impact on students of one sex.

Extracurricular Activities: Right or Privilege? While it has been well established that students have a right to public education,¹ it is not clear whether their participation in extracurricular activities is a right or a privilege that the school extends.²

Viewed as a privilege, students participate in extracurricular activities at the discretion of the school. Therefore, the school may establish reasonable entry and conduct requirements. State courts have upheld the notion that participation is a privilege, and as a result, a student who is denied participation or removed from an extracurricular activity has no recourse.³

However, federal courts have challenged this point of view, upholding a student's participation in an extracurricular activity as a right. The courts reason that since school boards justify expending public monies on extracurricular activities, they are then an integral part in providing youth with a full education.⁴

Thus, if participation in an extracurricular activity is a "right," depriving students of their rights -- i.e., denying them an opportunity to participate in extracurricular activities -- raises a constitutional question and greatly increases the possibilities of legal liability.

The Constitution: The Fourteenth Amendment to the Constitution prohibits states from denying citizens due process or equal protection under the law. Since education in this country is a state function, school officials performing their official duties are considered officers of the state. As such, their actions are considered state actions requiring them to conform to the dictates of the Fourteenth Amendment.

If extracurricular activities are considered a right rather than a privilege, then these activities fall under the rubric of the Fourteenth Amendment. In order to deny a student's right to participate, a school must have reasonable regulations which have a rational basis in regulating the activity, and which are consistent with constitutional requirements. If a student is to be removed from an activity, due process requirements must be adhered to.

Over the past few years there have been court cases which affirm students' rights to participate in extracurricular activities regardless of marital status. Also, in general, the courts have consistently held that when males are offered opportunities in a particular sport and females are not, it is a violation of equal protection. The implication of these decisions reinforces the doctrine that extracurricular activities fall within the protection of the Fourteenth Amendment.

Although recent federal decisions have held that the Constitution does apply, the controversy of whether participation in extracurricular activities is a right or a privilege still exists. There is, however, little doubt that the Constitutional requirements of equal protection and due process apply to sex discrimination in extracurricular activities. The Supreme Court in Key . Strickland established the liability of school officials in violating students' rights:

A school official "is not immune from liability... if he knew or reasonably should have known that the action he took within his sphere of official responsibility would violate the constitutional rights of the student affected, or if he took the action with the malicious intention to cause a deprivation of constitutional or other injury to the student."⁵

The Court further clarified its position in Carey v. Piphas,⁶ ruling that when students are deprived of a constitutional right, they can sue school officials for money damages. Students stand to collect nominal damages for any violation of their rights under this ruling, and they may also collect substantial damage if they can show that they were actually injured or that the school officials intended to deprive them of their rights.

In addition, under Title IX students may file a complaint directly with the Office for Civil Rights; or, according to Canon v. University of Chicago,⁷ students have a private right to sue in federal court.

It should be noted that some state and local legislation on discrimination is even more specific and stringent than federal law. When these state and local equal rights laws are tougher, they overrule federal law. When they are weaker, federal law prevails.

Since state and local laws are so varied, it would be impossible to discuss them all here. Those sponsoring or coordinating extracurricular activities should familiarize themselves with state and local mandates, or contact their region's Sex Desegregation Assistance Center identified in Appendix B of this document.

Summary: This discussion of the legal basis for sex equity in extracurricular activities is not intended to be complete. It is important that sponsors or coordinators of extracurricular activities be aware of the legal requirements for equal access and treatment even in voluntary extracurricular activities. Case law is continually defining and

redefining the terms of compliance, but the intent of Title IX remains clear -- whether participation in extracurricular activities is considered a privilege or right, protected by the Constitution or not, under Title IX of the Education Amendments of 1972, extracurricular activities (with the exceptions specified) must be open to both girls and boys in every school.

THE EDUCATIONAL CONTEXT

A variety of reasons explain the value of extracurricular activities in the whole process of education. Some of the most common reasons are:

- leadership training
- experiences in civil-social-moral relationships
- opportunities for students to pursue current interests and explore new ones
- increased school spirit
- better discipline
- decreased vandalism
- socialization

Although objectives abound, research on how well extracurricular activities actually achieve these objectives is scanty. One research study showed a positive relationship between participation in school activities and college aspiration and achievement for high school boys:

These findings seem to suggest that the experiences provided by participation in service and leadership activities helped the student develop resources and capacities which facilitates his adjustment to the greater academic and independence demands of college.⁸

Other studies cite opinion polls or anecdotal accounts of students' experiences. In a recent study, the researcher asked students

why they participated in extracurricular activities. Ninety percent or more marked the following reasons as important: ⁹

- for personal achievement (97 percent)
- for fun and personal enjoyment (95 percent)
- to have an outlet for individual needs and interests (95 percent)
- for experiences not available in the regular school program (92 percent)
- to broaden personal and social contacts (92 percent)
- to develop leadership activities (90 percent)
- to earn letters, awards, prizes (90 percent)

It also appears that advisors consider extracurricular activities as important as do students. In the same study, sponsors of student activities were asked to evaluate the relative importance or unimportance of 21 student objectives. No fewer than two-thirds of the sponsors suggested that all the objectives were important.

This information correlates with a 1978 Gallup poll of parents. Fifty percent of parents with children currently enrolled in school regarded extracurricular activities as "very important" in their children's education. Another 40 percent labeled such activities as "fairly important." ¹⁰

Anecdotal accounts of students' experiences, such as those in Ralph Keyes' Is There Life After High School? further stress the importance of participating in extracurricular activities. Keyes describes high school as a setting for adolescents' rites of transition:

Isolated together in high schools for thirty or more hours a week, America's adolescents quickly get down to the serious business of initiating each other with proms and sock hops, pep rallies and homecoming parades, daily hallway inspection and club initiations of all kinds. ¹¹

In discussing the short and long-term effects of high school on adolescents turned adults, Keyes concludes that while you can take young women and young men out of high school, you can't ever take the high school out of them.

One of the first writers to scrutinize the role of extracurricular activities in students' lives -- and to recognize differences for females and males -- was sociologist James Coleman. In his book The Adolescent Society,¹² Coleman states that boys gain status and prestige through athletics. Girls, on the other hand, achieve their status and prestige through other components of the school's extracurricular program. Coleman points out that boys have the distinct advantage of representing their school and the community of adolescents through their participation in athletic endeavors. No comparable means exists for girls to represent their school and the adolescent community.*

Coleman adds that "Of the things that a boy can do, of the things he can achieve, athletic success seems the clearest and most direct path to membership in the leading crowd."¹³ For girls, however, a different path exists:

* Although beyond the scope of this discussion, it is interesting to note that the reasons cited by students for participating in extracurricular activities could fit with either Keyes', Coleman's or with the traditional objectives. This may suggest a semantic morass in which educators and students may have very different reasons for explaining participation but can conceal these differences in carefully couched language that sound more similar than different (e.g., opportunity for leadership training v. increasing status within my peer group). As a result, stated objectives may be generations apart but effect the same ends.

There is the suggestion that the girls' culture derives in some fashion from the boys: the girl's role is to sit there and look pretty, waiting for the athletic star to come pick her. She must cultivate her looks, be vivacious and attractive, wear the right clothes, but then wait until the football player, whose status is determined by his specific achievements, comes along to choose her...¹⁴

In his description of the path for girls, Coleman illuminates not only the demure and cosmetic behavior expected of girls, but also the social pressure on boys to become modern day warriors in order to gain their status while these beauties sit and wait. As a result, both girls and boys suffer the cost of stereotyping.

A growing awareness of the traditional sex segregation and the effect of sex stereotyping which have existed in a school's extracurricular program -- especially the limited opportunities for females in athletics -- were part of the reasons for enactment of Title IX. Following enactment of the legislation, the institutional self-evaluation required of almost every public school confirmed that exclusionary policies and practices were common for many extracurricular activities.

So why this insistence on sex equity in extracurricular activities? Let's go back to the original objectives. If leadership training is important for boys, is it not also important for girls? If experiences in civic-social-moral relationships are worthwhile for girls, should they not be the same for boys? If indeed participation in extracurricular activities increases college aspiration and achievement, then should not that experience aid girls as well as boys? If activities are an opportunity for experiences unavailable in the regular school program, should those not be open to students of both sexes? If Coleman's

assessment is accurate, then should not girls also have the opportunity to represent their school and the community of adolescents through participation in athletics as well as boys?

Opening all activities to students without regard to sex is not the same as "forcing" students to participate in something which they don't really want to be a part of. It is, however, legitimizing each activity for members of either sex. Legitimizing means that if a boy wants to be a member of the cheerleading squad, he has that opportunity. Similarly, if a girl wants to join the electronics club, she is free to do so. The concept of forcing students to participate (often alleged by opponents of Title IX) has actually existed in the traditional extracurricular program that sometimes "forced" students to participate in sex-traditional activities which do not meet their interests and abilities, or kept them out of activities in which they have had a legitimate interest and desire to participate.

There's another aspect to legitimizing activities for students of both sexes. Not only should young women and young men have the opportunity to join activities of their choice, their participation must be actively supported by the school. One aspect of such support entails minimizing harrassment by teachers and students, since young people may be subjected to such comments as "He can be a cheerleader if he wants, but he'll sure look funny in a short skirt" or "Any girl who would join electronics club probably isn't all girl."

Equal opportunity for female and male students in extracurricular activities is important not only for the short-term but also for the

long-term benefits. The growing number of women entering the paid work force, smaller families, and the general social and economic conditions which exist today and are projected for the year 2000 and beyond call for more flexible roles for both males and females. Girls and women need marketable skills for work outside the home; boys and men need skills related to the home and parenting that will enable them to meet the demands of their expanding adult roles. Extracurricular activities have the potential to expand opportunities for students to engage in experiences in areas both traditional and non-traditional to their sex. These activities should assist in helping them become more effective and productive workers, spouses, parents, and community members.

What is the ultimate goal for sex equity in extracurricular activities? One of the underlying assumptions of this document is that if no sex discrimination, sex bias or sex stereotyping existed in either school policies or practices or in society at large, female and male students would be represented in extracurricular activities in approximately the same ratio as their total representation in the student body. That is not to say that membership would be identical year after year, but the variations would not be statistically significant. Rather, they would be due to chance than to biased or discriminatory factors which influence students' interests, needs and ultimately their choices. The goal is to remove elements of sex bias and discrimination that limit or exclude participation. The measure of success of such efforts will be the extent to which female and male students feel free to participate in

any activity without concern about whether it's appropriate or acceptable because of his or her sex. Your role in achieving this goal is crucial, as students look to you for the guidance and sponsorship they need to develop their potentials fully.

ENSURING SEX EQUITY IN EXTRACURRICULAR PROGRAMS

How do you actually go about establishing sex equity in the extracurricular activities at your school? Such an undertaking involves a three phase process of data gathering, problem diagnosis, and action planning. Hypothetical High School's extracurricular activity program is used as an example in each phase.

DATA GATHERING

The purpose of data gathering is to obtain a listing of activities which show the degree to which students are underrepresented on the basis of their sex. This listing is obtained through first securing participation figures for each extracurricular activity, and determining whether or not numerical discrepancies between male and female participation exist, and then ranking any discrepancies from highest to lowest. Such information enables school personnel to determine the extent of compliance/equity existing and to determine priority areas.

Step 1: Gathering Participation Figures - The first step in data gathering is determining the numbers and percentages of all female and male students participating in school sponsored extracurricular activities. Send out a participation form to advisors of all activities which asks them to list the numbers and percentages of students by gender for their individual activity (Data Sheet I, Appendix A).

Along with figures on participation for the current year, you may want to get as much information on the numbers from previous years if possible. One quick and fairly accurate way of obtaining historical data is by counting the numbers of females and males in group pictures

of various activities in your school's old yearbooks. This information may be useful in determining participation trends.

Step 2: Determining the Degree of Underrepresentation - The next step in the process is to calculate the degree of underrepresentation on the basis of gender. This degree of underrepresentation is expressed in terms of a numerical index called a Sex Equity Difference Indicator (SEDI).

Two figures are essential for determining the SEDI: the number of students currently participating obtained in Step 1, and the number expected to participate if all other factors were equal. The expected number is based on either the female/male enrollment in the total student body or the female/male enrollment in the pool from which membership in a specific extracurricular activity is drawn. The expected number is a target membership figure which is a goal. It is not a number to be achieved and then maintained absolutely.

The formula for determining SEDIs may be expressed as follows:¹⁵

$$\frac{\text{Actual Number of Students of One Gender Participating} - \text{Number of Students of One Gender Expected to Participate}}{\text{Number of Students of One Gender Expected to Participate}} = \text{Sex Equity Difference Indicator}$$

With this formula, an SEDI of "0" would be the perfect one since "0" indicates no difference between the number participating and the number expected to participate. SEDIs can range from "0" to "-1.00," with "-1.00" indicating the maximum differential between members of one sex participating and the number expected. The closer the SEDI is to "0,"

the more equitable the representation. Thus, a score of -.13 is better than a -.32. *

Consider this example. Hypothetical High School has a female/male enrollment of 500 students, 240 of which are male (48%) while 260 are female (52%). That would be the base for determining the expected number for such activities as pep club, student council, and photography club, activities which draw their members from the total school population. Thus, all other factors being equal, these activities should have approximately equal numbers of female and male students participating. The following example illustrates this calculation for one specific activity, student council:

A. Current Male/Female Participation Rates

	<u>Number</u>	<u>Percent</u>	
Males	14	64	
Females	<u>8</u>	<u>36</u>	(expected number of female participants: 52% of 22=11)
Total	22	100	

B. $\frac{\text{Actual (8)} - \text{Expected (11)}}{\text{Expected (11)}} = \text{Sex Equity Difference (-.27) Indicator Score}$

In this example, the SEDI of -.27 is an index of the degree of underrepresentation of females in HHS's student council.

In the example just cited, the base for calculating the expected number was the number/percentage of females represented in the total student body. In other cases, activities may have a different base for calculating the expected number. For example, for the Distributive Education Clubs of America (DECA), the base would be the number/percentage

* Although both underrepresentation and overrepresentation could be calculated, for time and comparison's sake only underrepresentation is determined.

of female and male students enrolled in distributive education programs, assuming such enrollment is a requirement for membership; or for French club, the expected number would be based on the number/percentage of female and male students who have met the membership requirements of one year of French with a B or better average.

The following example illustrates this calculation for both DECA and French club:

	DECA		Membership in Distributive Education Programs	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Males	10	21	75	50
Females	<u>38</u>	<u>79</u>	<u>75</u>	<u>50</u>
Total	48	100	150	100

Expected number of males = 24 (50% of 48)

$$\frac{10 - 24}{24} = -.58 \text{ (Sex Equity Difference Indicator Score)}$$

FRENCH CLUB

	French Club Membership		Those Eligible For Membership	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
Males	15	46.8	8	12
Females	<u>17</u>	<u>53.1</u>	<u>56</u>	<u>88</u>
Total	32	100	64	100

Expected number of females = 28 (88% of 32)

$$\frac{17 - 28}{28} = -.39 \text{ (Sex Equity Difference Indicator Score)}$$

A form which you can use to calculate the SEDIs for all extra-curricular activities in your school is provided as Data Sheet II in Appendix A. Current enrollment figures gathered using Data Sheet I can simply be copied onto Data Sheet II in order to compute the SEDIs for all activities.

For an example of how to complete Data Sheet II, look at Figure I (p. 27), with the SEDIs calculated for the extracurricular activities of Hypothetical High School. The expected base for groups which do not draw membership from the total student body is explained in the footnote at the bottom of Figure I.

Step 3: Rank Ordering - Once your SEDIs have been calculated for all extracurricular activities, the next step is to rank those in order from the greatest discrepancy to the least discrepancy based on underrepresentation. The purpose of this ranking is to determine the relationships between various activities in terms of the degree of discrepancy between actual and expected numbers. Using the SEDIs in Figure I for HHS, that ranking would be as follows:

RANK ORDER OF EXTRACURRICULAR ACTIVITIES BY SEDIs

Hall Patrol	-1.00 (female)
Pep Club	-1.00 (male)
FTA	- .73 (male)
DECA	- .58 (male)
French Club	- .39 (female)
Student Council	- .27 (female)
FFA	- .05 (male)
Photography Club	.0

Note that this information may be placed on Data Sheet II, after the data for SEDIs.

There is one more decision to be made before the data gathering phase is complete, and that has to do with the scope of your district's Title IX compliance/sex equity change efforts.

If your school is interested only in Title IX compliance, then exemptions allowed under the regulatory requirements would be made at this point. That would include any voluntary youth service organization meeting the criteria stated in Paragraph 86.14(c) of the regulatory requirements along with those specifically exempted by name. (Refer to the Legal Context of Ensuring Sex Equity, page 6 of this manual, if you're unsure of which groups are exempted.)

Once any exemptions or deletions of activities have been made, then the listing of activities is ready for problem diagnosis. Phase one, data gathering, is complete.

PROBLEM DIAGNOSIS

The purpose of problem diagnosis is to isolate factors which explain why a numerical discrepancy exists between the number of students of one gender participating and the number expected to participate. The numerical discrepancy itself is not the problem, it is only a symptom of a potential problem which needs to be isolated.

Stop and think for a moment what factors may lead to an underrepresentation of students of one sex:

- The activity is associated in the minds of students and parents as being appropriate or desirable only for one sex.
- The extracurricular offerings do not match the needs and interests of students of one or both sexes.

FIGURE I

SEX EQUITY DIFFERENCE INDICATORS
FOR EXTRACURRICULAR ACTIVITIES

SCHOOL: HYPOTHETICAL HIGH SCHOOL

ACTIVITY	No. & Percent	ENROLLMENTS			EXPECTED NUMBER		SEDI's	
		Total	Male	Female	Male	Female	Male	Female
Distributive Education Clubs of America (DECA)	#	48	10	38	24	24	-.58	
	%	100	20.8	79.2				
French Club	#	32	15	17	4	28		-.39
	%	100	46.8	53.1				
Hall Patrol	#	50	50	0	24	26		-1.00
	%	100	100	0				
Future Farmer of America (FFA)	#	21	19	2	20	1	-.05	
	%	100	90.5	9.5				
Future Teachers of America (FTA)	#	54	7	47	26	28		-.73
	%	100	13	87				
Pep Club	#	200	0	200	96	104	-1.00	
	%	100	0	100				
Photography Club	#	8	4	4	4	4	0	0
	%	100	50	50				
Student Council	#	22	14	8	11	11		-.27
	%	100	63.6	63.4				

Note: The expected number was calculated using the percentage of males (48%) and females (52%) in the entire student body for FTA, Hall Patrol, Pep Club, Photography Club, and Student Council. The bases for the expected number of activities are as follows:

- DECA 50% male and 50% female (percentage of male and female students enrolled in Distributive Education on which DECA membership is based.)
- French Club 12% male and 88% female (percentage of male and female students having completed one year of French with a B or better average).
- Future Farmers of America 95% male and 5% female (percentage of male and female students currently enrolled in agricultural programs on which membership in FFA is based.)

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- The type of programming offered by the activity does not appeal to students of one gender group.
- The time and location of the group's activities, along with the availability of transportation, affect the participation of students of one gender group.
- Membership criteria restrict or limit the participation of female or male students.
- Students of one sex see the activity as low status and/or low prestige.
- The personal characteristics or behavior of the advisor or the student leaders affect participation by members of one sex.

Although this list is not meant to be comprehensive, these are some of the factors affecting student participation. Those over which the school has limited influence -- such as parental pressure or community norms -- have been excluded. Assessing the impact of such external factors might be necessary if those internal school factors do not appear to account for the discrepancies. This model suggests identifying contributing factors in the school first. If none can be isolated, then those outside the school might be assessed.

How do you assess the extent of influence of these factors? Questionnaires, interviews and structured group discussions are some ways. You might elect to choose one or more of these approaches. Probably the easiest, most systematic, and thorough way is the use of a questionnaire. Two such questionnaires would be necessary to determine the relative degree of influence of those factors which may cause limited participation of female or male students.

Step 1: Student Activity Interest Inventory - According to educational literature, a school's extracurricular program should be "a unique, tailor-made program of student activities...; the program will be flexible and will continually be revised, in light of constant evaluation, to meet changing educational conditions and changing student needs."¹⁶ In addition, the program should stem from the school's philosophy and have clearly defined goals and objectives.

The sex equity implication of this statement lies in whether or not the offerings are appropriate for the needs and interests of students of both sexes. If there is an imbalance in the ratio of female and male students participating in activities overall, or if students of one gender are concentrated in a small number of activities rather than more evenly distributed throughout all activities, there may be a question regarding whether or not these activities appeal to students of both sexes. Periodic assessment for sex equity and other factors is essential to maintaining a program responsive to students' interests and needs.

Probably the most effective and efficient way to assess the needs and interests of students is by using a survey. Such an inventory would assess the interest of male and female students in the activities currently offered along with their interest in activities which might be added. A sample inventory is included as Data Sheet III in Appendix A.

The use of this or a similar survey should yield the following information:

- The degree of student interest and participation in current extracurricular offerings
- Activities which might be deleted from the extracurricular program because of lack of interest
- Activities which might be added to the extracurricular program based on high interest
- Relationships between the sex of students and their participation and interest in an activity

Using the results of this inventory, you should be able to determine if there is a good match between the activities currently offered and the preferences of female and male students. For example, if male students have little or no interest in extracurricular activities which have been traditionally female (e.g., cheerleading), then you may need to change the image of that activity as one for females only. Or if male students are participating in extracurricular activities at a rate significantly higher than female students, then perhaps offerings need to be expanded to appeal to both sexes. If an activity is very popular with students of one sex (e.g., science club), then you may want to attempt to attract members of the opposite sex. If, on the other hand, the activity doesn't appeal to students of either gender group (e.g., debate club), then perhaps it should be modified or eliminated.

This inventory might be given to all students, especially if the student enrollment is small. In schools with large enrollment, it could be distributed to a random sampling of students.

Step 2: Staff/Student Survey Regarding Factors Influencing Participation in Student Activities - Very closely associated with the activity offered is the type of programming it provides for students. In fact, if the cheerleading squad has traditionally been made up of females who wave pom-poms, males may see the squad as "for girls only." If, on the other hand, the squad's cheering routines are based on gymnastics and acrobatics, it is much more likely to be viewed as an activity for students of either sex. A dramatics club might select standard plays which traditionally have more male than female roles, or it can select productions that afford greater opportunities for females. Another option is to make adjustments in the script and casting to allow for greater participation of females.

An evaluation of programming could best occur as an outgrowth of the student interest survey. Assume that six activities have been identified as primarily of interest to females or males. In many schools that could include cheerleading, pep club, drill team, science club, math club, and audiovisual club. A second questionnaire could help pinpoint why these activities attract students of one sex. It might also yield data on what changes need to be made to attract students of the opposite sex.

This questionnaire, given for each activity which shows a numerical discrepancy, would identify such factors as:

- What programming does not interest students of one sex

- How the time, location, or availability of transportation limits the participation of either female or male students
- Whether there are membership requirements which prohibit or limit participation on the basis of sex
- Whether the advisor exhibits behaviors (intentional or unintentional) which impact negatively on students of one sex
- Whether the leadership of the activity is dominated by students of one sex

Other factors which you believe might be influential could also be added. For practical reasons, only factors which the school can influence should be assessed in this questionnaire. (A sample survey is included as Data Sheet IV in Appendix A).

This survey might be given to all students and staff, since both have knowledge of possible causative factors, or you might select a random sampling, depending upon the size of your school.

After this survey has been given, tabulate the data with the possible causative factors and suggestions for change listed for use in Step 3. For example, results may show that activities which meet at the same time (or on the same night) might provide conflicts for students. A female student might want to participate in both science club and drama club. However, because these two groups both meet on Thursday, she chooses drama club, the group more traditional to her sex. Rescheduling would enable her and others to also participate in science club. In another instance, males show no interest in the flag drill team because it has always been a "girls' group." Even through no formal policy statement restricting membership exists, the aura remains. In this case, suggestions include rewriting the description of the group in the student handbook, instituting some changes in its routines, and special recruiting efforts to begin to change simultaneously the image of the group and its membership.

Step 3: Determining Priorities - The data at this point should show whether activities with a numerical discrepancy have sex equity problems which need to be addressed. For those that do, the next step is to rank the activities in priority order based on which ones need to be addressed first and which ones are less crucial. This provides school personnel with needed data for appropriate decision making.

Ranking One: In the first ranking extracurricular activities are listed from those with the greatest discrepancy between the number expected and the number currently participating to those with the smallest discrepancy. This is the ranking which was done earlier as part of data gathering. The purpose of this ranking is to see the degree of imbalance in relation to each activity. (See Figure II, p. 34, for the first ranking.)

Ranking Two: In this listing, activities are ranked according to their total membership. The activity with the largest number of students would be listed first (HHS's pep club with 200 students) to the activity with the smallest number of students (HHS's photography club with eight). The purpose of this ranking is to determine how many students are affected by extracurricular activities which may not be providing equal opportunity. (This ranking is provided in Figure II, p. 34.)

Ranking Three: This ranking is a synthesis of the following criteria:

- Rankings one and two above
- How easy or hard it would be to make the activity sex equitable
- How important the activity is in light of the school's educational philosophy and goals
- How well the activity promotes student growth and development, both short-term and long-term

FIGURE II

RANKINGS OF EXTRACURRICULAR ACTIVITIES

IN HYPOTHETICAL HIGH SCHOOL

RANKING ONE
(greatest discrepancy
to least discrepancy)

Hall Patrol -1.00(F)
Pep Club -1.00(M)
FTA - .73 (M)
DECA - .58 (M)
French Club - .39 (F)
Student Council - .27 (F)
FFA - .05
Photography Club 0

RANKING TWO
(largest number of students
participating to smallest
number involved)

Pep Club - 200
FTA - 79
Hall Patrol - 50
DECA - 48
French Club - 32
Student Council - 22
FFA - 21
Photography Club - 8

RANKING THREE
(composite of objective
and subjective factors)

Hall Patrol - Immediate concern
FTA - Relative concern
DECA - Relative concern
Pep Club - Relative concern
French Club - Immediate concern
Student Council - Relative concern
FFA - Not rated
Photography Club - Not rated

In contrast to the first two rankings which are purely mechanical, this ranking is extremely subjective, not quantifiable within the framework of this manual. It requires analysis of the resources and political realities involved in bringing about change in light of how important and worthwhile an activity is to students, administrators, teachers, parents, and the community. However, this assessment is critical in order to have all relevant factors for appropriate analysis and decision making.

Based on this assessment, each activity will be assessed as being of immediate concern or relative concern. Immediate concern signifies non-compliance or other equity or educational issues which need to be addressed right away. Relative concern implies that although equity or educational issues have been identified, they are not of such import as to require immediate action. They may be addressed at a later time, with a less intensive effort, or simply monitored to determine change. To illustrate how this ranking would be obtained, review all of the critical factors for the activities of Hypothetical High School:

- Hall Patrol - There is a formal policy statement in the student handbook which says that male students only may join hall patrol. Recently, several female students have complained that the requirement is discriminatory and have expressed an interest in joining the group. Changing the policy can be done through administrative edict, and the principal is very supportive. Since female students are ready to join, a more representative participation should be achieved in a very short time. Since this group plays a major role in making and enforcing school rules, it is viewed as a high status activity which prepares students for leadership roles. Overall assessment: Immediate concern.

- Pep Club - In Hypothetical High School male students have historically played the sports while female students have cheered them on. The majority of female and male students see that supporting male athletes is the role and function of the pep club. Athletic opportunity for females have been and are still limited. HHS knows that it is in violation of Title IX and is beginning to expand its athletic program for women. Yet, the pep club meets at the same

time as the intramural program, made up largely of boys. Although pep club is extremely popular with students, opinions of its overall value and worth differ, both within the school and the community. Tradition plays a major factor in the function of the group, its membership, and how students and adults rate its educational impact.

In order for change to occur, several things need to happen:

- The athletic program for females needs to be expanded. (This is a high priority concern being addressed by the HHS athletics department.)
- The role and function of pep club needs to be changed to be supportive of both female and male athletes.
- Student stereotypes, along with those of adults, of the roles of females and males in athletics need to be replaced by a more accurate view of reality.
- Pep club needs to be rescheduled so as not to conflict with intramurals.
- A focused recruiting effort to attract males to pep club needs to be undertaken.

All of these changes are possible, but they will take time. Change in the role of function of pep club can best occur in conjunction with the expansion of the athletic program for females. Female membership in pep club may drop as young women elect to participate in sports; membership for males should increase if the actions listed above are undertaken. This is clearly a long-term change effort. Overall assessment: Relative concern.

● DECA - Analysis of historical membership data and information from the survey shows a revealing trend. Although the distributive education program at one time was predominantly female, male students have been moving into DE programs in more recent years so rates are now equal. However, DECA has always had a female advisor; the student leadership has always been female; and programming is viewed as being slightly more attractive to females than to males. Actually, what has happened is that DECA membership has not kept pace with the changing statistics on females and males enrolled in distributive education programs. Since DECA is so closely tied into the instructional program, a focused recruiting effort should be undertaken while moving males into some leadership positions. At the same time, programming needs to be reviewed to make sure that it appeals to both female and male students. Overall assessment: Relative concern.

● FTA - In this activity the student leadership and club advisor are all female and have been historically. Survey data show that students see this group, and the teaching profession, as primarily for girls and women. Over the years the group's thrust has been to meet the needs and interests of female students interested in elementary education and those males and females interested in secondary education. However, no attempts have been made to inform students of the full range of options -- both traditional and non-traditional to their sex -- available in education. Nor has the group undertaken any kind of recruiting activity; they have simply responded to the expressed needs of their membership. Change in this pattern within FTA will occur slowly. First, the current membership needs to be aware of all options -- traditional as well as non-traditional -- open to them in education (e.g., early childhood education for males and administration for females). Next, the group may need to undertake a focused recruiting effort which highlights teaching as a profession for men and women and the range of opportunities for each. Overall assessment: Relative concern.

● French Club - Analysis of data on both French Club and language classes reveals that the enrollment of females in the club and in French classes has been dropping since a new teacher took over the instructional program and club three years ago. Male enrollment has stayed about the same. Although the information obtained from the survey is vague, some students and staff believe that the advisor actively discourages female students from participating in both classes and in the club. Several questions were raised as to why male students with less than the required grade average were permitted to join, a situation reflected in comparing the expected 12 percent with the actual 47 percent participating. In addition, some students suggested that the advisor intentionally scheduled activities in the evening and at a location where parents do not feel comfortable having their daughters go alone. If this individual is limiting the opportunities of female students in either the club or in language classes, a Title IX compliance issue may be at stake. At this point, additional data is necessary before any firm determination can be made. Overall assessment: Immediate concern.

● Student Council - All of the data show that student council membership has historically tended to be divided evenly between female and male students. Review of the survey yields no information whatever which would indicate a problem. It could be just a fluke that this year more boys were elected than girls. Considering that the discrepancy is low, it may be advisable to not take any action on this activity at all. Checking it a year from now would be sufficient. If there is a numerical discrepancy the second year, then additional information would need to be obtained to determine causative factors. Overall assessment: Relative concern.

- FFA and Photography Club - Since these groups do not have discrepancies, data was not gathered on them. Overall assessment: Not rated at this time; however, the activities should continue to be monitored.

A ranking of these activities is provided in Figure II, p. 34.

Designating certain activities as relative does not mean that equity issues are not a concern. It means, that with the majority of resources being directed toward the immediate concerns of hall patrol and French club, other actions for pep club, DECA, FTA, and student council will be postponed until immediate concerns are taken care of, or that any action initiated will be of a lower level, entailing much less time and fewer resources.

With this assessment, the action planners know how much effort to extend in ensuring equity at this time.

ACTION PLANNING

The purpose of this phase is to develop action plans to provide equity in the activities which you have identified as of immediate concern. Appropriate actions for activities of relative concern will also be explored.

Step 1: Action Planning for Immediate Areas of Concern - The procedure which a school normally uses for solving everyday problems can also be used to develop a plan to eliminate inequalities on the basis of sex in extracurricular activities. Any problem solving process should be able to yield an action plan ready for approval and implementation. Detailing that process is beyond the scope of this manual. Rather, two basic suggestions which should fit well into any process are presented here.

Those who participate in the process should be those who will be responsible for carrying out the plans along with others who may be able

to provide helpful input. This is essential to ensure that those implementing the plan are committed to its goals, objectives, and activities. In the case of HHS's hall patrol -- the first high priority activity -- the hall patrol advisor, the assistant principal in charge of discipline, and selected members who are hall patrolers, plus one or two female students who have expressed interest in joining the group would be best suited to implementing the action plan. Since additional data is required to determine the nature of the problem regarding French Club and French classes, the principal, curriculum supervisor, the head of the language department, and the teacher would be the persons involved in further explorations. Until the problem has been clearly identified, setting up a problem solving group would be premature. Appropriate action to be taken in this case would be guided by the school's personnel policies and practices.

The second suggestion is that a specific plan needs to be developed for each problem being solved. This plan needs to address all critical elements such as developing timelines and identifying resources and responsible people in order to ensure effective implementation.

Those whom you have selected to participate in problem solving meet to develop a plan of action for each activity. A sample action planning sheet is included in the Appendix; Figure III is a sample plan completed for HHS's Hall Patrol (p. 40). The following are directions for completing individual items of the action plan:

- Educational Program/Activity - Fill in the name of the activity under consideration.
- Gender Group - Indicate the sex which is underrepresented in the group.

Approved by: C. J. Terman
 Date: 12/1/79

FIGURE III

PLAN OF ACTION
 FOR ENSURING SEX EQUITY IN EXTRACURRICULAR ACTIVITIES

EDUCATIONAL PROGRAM/ACTIVITY: Hall Patrol

GENDER GROUP UNDERREPRESENTED: Females

LONG TERM GOAL: Male and female students will participate in Hall Patrol in proportion to their overall representation ($\pm 10\%$) in the total student body.

INTERIM GOALS

<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>
Increase of 20% female	Increase of 20% female	Increase of 10% female		

BARRIERS: 1) There is a policy restricting membership to males. 2) There are no females who have gone through the 15 hours of training required for serving as a hall patroler.

OBJECTIVE: 1) Students will see both females and males as eligible to join hall patrol. 2) Female students will have the requisite skills and knowledge to serve as hall patrolers.

ACTION STEPS	DESIRED MEASURABLE OUTCOMES	DATE TO BE ACCOMPLISHED	PERSON ASSIGNED	RESOURCES NEEDED	COST
1) HHS will issue policy statement opening membership in hall patrol to both female and male students and disseminate that	New policy statement Students aware of the fact that either sex can serve as hall patrolers with female students signing up	10 days	HHS Principal	Staff time for preparing and printing new policy statement	No additional cost items

ACTION STEPS	DESIRED MEASURABLE OUTCOMES	DATE TO BE ACCOMPLISHED	PERSON ASSIGNED	RESOURCES NEEDED	COST
<p>through the following school communications:</p> <ul style="list-style-type: none"> -school newspaper -announcements over the PA system -contacting individual female students who have expressed interest in joining -revision of student handbook for next year. 				<p>Making arrangements for dissemination of that statement</p>	
<p>2) HHS will schedule a training session for students, especially females, interested in serving as hall patrolers.</p>	<p>Female students trained to serve as hall patrolers</p>	<p>Scheduled for month of Jan. (completion date Jan. 28)</p>	<p>Hall patrol advisor</p>	<p>Scheduling library</p> <p>Requesting services of club advisor & police community relations person to conduct training</p> <p>Preparing additional copies of training materials</p> <p>Scheduling student registration</p>	<p>Approximately \$17.00 for duplication of materials</p>

- Long Term Goal - The long term goal is the level of participation rates based on gender the group should reflect as evidence of the provision of equal opportunity. In the vast majority of cases, this would be participation of female and male students in proportion to their inclusion in the group eligible for participation. Any variation rate that exists would not be statistically significant.
- Interim Goals - Interim goals are realistic goals of participation of the underrepresented sex on an annual basis. If an activity has had no members of one sex then it is usually unrealistic to think that within one year those not participating will join in large numbers. Thus, increases of 10% or 20% may be possible to achieve annually. These goals are goals -- not quotas. They are benchmarks by which to measure the success of a school's efforts -- not numbers by which school personnel are punished for failing to reach, or numbers to use for cutting off or restricting membership once the goal is reached.
- Barriers - The barriers are those factors identified from the analysis of historical data in conjunction with the survey on factors influencing participation in extracurricular activities. Each major factor identified as contributing to the limited participation of students of one sex should be listed.
- Objectives - Objectives are barriers stated positively. For example, a barrier such as choreography that historically appeals to female students becomes the following objective: develop choreography that appeals to the interests and abilities of both sexes. Every barrier listed should have an objective statement.
- Action Steps - These are the activities which are necessary to achieve the objective. One objective may have a single activity or it may have several. That would depend on the complexity of the objective.
- Desired Measurable Outcomes - Desired measurable outcomes are indicators of the success or failure of a school's efforts. The action in and of itself is not important, it is whether or not an action does what it was supposed to do. The extent to which an action is measurable makes it easier to know specifically what has and has not worked and who is accountable.
- Date to be Accomplished - This is the date by which the action should be completed. It may be a single date, or it may be a range (earliest, May 5 -- latest, May 21). Activities with several different steps may have a date for each one.

- Person Responsible - This is the name of the specific individual who is responsible for implementing the action. Although she/he may delegate parts or perhaps all of the implementation effort, that person remains the individual who is held accountable for its completion.
- Resources Needed - A listing of human and material resources which are needed are included here. That may include staff time, supplies, facilities, printing, and transportation. All items are listed.
- Cost - The approximate cost of items which require actual expenditures of funds are listed. Whether or not in-kind contributions such as staff time, use of school mail, and paper are costed out will depend on the school's accounting system.

Once the plan has been developed, you and your action planners may need to submit the plan to a principal or assistant principal for approval. Even if it's not a requirement, keeping the school administration informed of your plans is good public relations and may be a source of support and assistance.

Every action plan being implemented needs to have a monitoring and evaluation component. This is the procedure by which you assess the degree to which your desired outcomes have been achieved. On the basis of this information, any necessary course corrections can be taken. If none are necessary, then you can be assured that they are proceeding on target.

In the case of the action plan for HHS's hall patrol, crucial checkpoints would be the number of female students signing up for training and then the number completing the training and going on to serve as hall patrolers. If that number was insufficient, then alternative measures would need to be undertaken. Another key aspect of evaluation would be the performance of female students during the year along with the number returning for a second year. It is only through this on-

going monitoring that the effectiveness of any action plan can be assured.

Step 2: Determining an Appropriate Response to Relative Areas of Concern

Ideally, all equity issues identified in problem diagnosis should be addressed in action planning, but that is not necessarily the reality. Time, energy, and resources will limit ability to respond. How do school personnel determine an appropriate response to any equity issue of relative concern?

The first step is to alert people -- if they have not been actively involved in the on-going assessment -- of the findings and evaluation coming from the study of the provision of sex equity in extracurricular activities. That would include all statistical data, perceptual data from the surveys given to students and staff, and reasons for designating the activity as one of secondary concern. Thus, the advisor and student leadership would be fully aware of the status of that activity itself and in relation to others.

Although these activities have been designated of relative concern, that does not mean that the activity advisor and the student leadership cannot address the equity issues themselves. They could:

- formulate and implement actions on their own which would prompt more equitable representation of students of both sexes
- monitor a particular aspect of the activity just to make sure that numerical discrepancies do not increase
- prepare to address the problem on a significant basis through establishing task forces, and the like.

In the case of HHS's areas of relative concern, these suggestions might include the following:

- Pep Club - The athletic director and advisor to the pep club decide to establish a representative group of staff, students and members of the adult boosters' club to address the issue of sex equity. After the group has been set up, its objective for the current year would be the formulation of a plan for assuring sex equity in the athletic program, in intramurals and in pep club. Such a plan will address equity issues in all three areas since they are so closely related rather than in pep club alone. This plan, which would probably have different implementation stages, would be the high priority area for next year. (This is, in part, based on the expectation that the equity problems existing in hall patrol and in French club have been or are well in the process of being resolved.)
- DECA - This group wants to use some males in key positions within the organization. Also, they want to make sure that any programming offered should appeal to the interests of students of both sexes. In fact, the group may schedule some activities and invite students (females and males) who are in distributive education but not members of DECA. These actions may eliminate any numerical discrepancies within a short period of time.
- FTA - The advisor and student leadership may want to plan some activities designed to expand their understanding of career options in education for both females and males. Over the next year or two the group might plan an informational and recruiting campaign which would be school-wide. Emphasis would be placed on broadening career options for male and female students who might possibly be interested in education.

Thus, through either personal involvement or sharing of information with club advisors and student leadership, the areas of relative concern can be addressed with a minimum amount of effort by those persons involved in the overall assessment of sex equity in extracurricular activities.

In all cases, the group and its membership should have the option to undertake more specific activities if there is a need and they are interested in doing so. The responsibility for those actions, however, remains with that group as contrasted with those which are school priorities.

ENSURING SEX EQUITY IN THE SELECTION AND COMPENSATION OF ACTIVITY ADVISORS

Just before C. J. Terman turns over the extracurricular project to you, she has one additional thought. "What about advisors of extracurricular activities? Is HHS in compliance with laws prohibiting discrimination on the basis of sex in the selection and compensation of advisors? We may need to take a look at that, too."

Terman's last thought is right on target. HHS needs to be concerned about compliance with federal and state regulations governing gender in relation to terms and conditions of employment. In addition, there are possible educational implications for students in the employment of advisors.

THE LEGAL CONTEXT

Just as extracurricular activities are covered by the regulatory requirements of Title IX, the terms and conditions of employment of all school staff, including activity advisors, are protected from discrimination on the basis of sex by three major pieces of federal legislation: Title VII (Civil Rights Act of 1964 as amended by the Equal Employment Opportunity Act of 1972, the Equal Pay Act of 1963 as amended by the Education Amendments of 1972), and Title IX (Education Amendments of 1972).

Title VII of the Civil Rights Act of 1964 as amended by the Equal Employment Act of 1972 prohibits discrimination in employment on the basis of race, color, religion, national origin, or sex. All institutions or agencies with 15 or more employees are covered under the amended act. This includes all state and local governments and labor organizations. Title VII prohibits discriminatory practices in all

terms and conditions of employment including:

- recruit ment, selection, assignment, transfer, layoff, discharge, and recall
- opportunities for promotion
- inservice training or development opportunities
- wages and salaries
- sick leave time and pay
- vacation time and pay
- overtime work and pay
- medical, hospital, life, and accident insurance
- retirement plans and benefits

The Equal Pay Act of 1963, as amended by the Education Amendments of 1972, prohibits discrimination on the basis of sex in salaries and wages and most fringe benefits. All education institutions and agencies are subject to the provisions of the act which require that men and women working for the same employer under similar conditions in jobs requiring substantially equivalent skills, effort, and responsibility must be paid equally. Job titles and assignments need not be identical for the positions to be basically the same.

Title IX (Education Amendments of 1972), Sections 86.51 through 86.61, prohibit discrimination on the basis of sex in employment.*

* Recently coverage of the employment provisions of Title IX has been brought into question by several federal courts across the country. According to an HEW memo of August 5, 1979, HEW will "investigate allegations of employment discrimination only if a) the principal purpose of the funds received by a recipient is to provide employment or b) the allegedly discriminatory employment practice may have a discriminatory impact upon the beneficiaries of Federal aid." However, whether or not schools are bound by the employment provisions of Title IX is largely a moot issue since they are clearly subject to the provisions of Title VII which, based on substantial case law, is a higher standard for employment discrimination.

The regulation states that "no person shall on the basis of sex, be excluded from participation, be denied the benefits of, or be subjected to discrimination in employment, or recruitment, consideration, or selection therefor, whether full-time or part time..." [86.51(a)(1)] This regulatory requirement applies to:

- the recruitment, advertising and the process of applying for employment
- hiring, upgrading, promotion, consideration for and award of tenure, demotion, transfer, layoff, termination, application of nepotism policies, right of return from layoff, and rehiring.
- rates of pay or other forms of compensation
- job assignments
- terms of any collective bargaining agreement
- granting and return from leaves of absence
- fringe benefits
- selection and financial support for training and professional growth and development
- employer sponsored activities including social or recreational programs
- plus any other term, condition, or privilege of employment [86.51(b)(1-10)]

These employment provisions of Title IX were modeled closely after those of Title VII.*

All terms and conditions of employment such as promotion, leaves of absence, and staff development, apply, as appropriate, to activity advisors. The two major conditions which are most likely to have sex equity implications are selection and compensation. Thus, under the

* Title VII and the Equal Pay Act are administered by the Equal Employment Opportunity Commission; Title IX, by the Office for Civil Rights, Department of Education. Contact your regional office of each of these agencies (or the Washington, D.C. offices) for copies of the laws and other information regarding interpretation, implementation, and enforcement of these three federal mandates.

provisions of Title VII (and Title IX, pending coverage), a school cannot designate the sex of an activity advisor to match that of the students in the activity. Being a woman cannot be a condition for coaching an all female cheerleading squad, nor can being a man be a valid job criteria for directing a marching band. Under Title IX, Title VII, and the Equal Pay Act, women and men cannot be compensated at different rates solely on the basis of their sex. For example, if a female Future Homemakers of America (FHA) advisor and a male Future Farmers of America (FFA) advisor both have positions requiring similar effort, skill, and responsibility, then they should be receiving the same rates of compensation.*

Again, it should be noted that state and local legislation on sex discrimination in employment may be even more specific and stringent than federal law. When these state and local laws are tougher, they overrule federal law. When they are weaker, federal law prevails.

Since state and local laws are so varied, sponsors or advisors of extracurricular activities should contact their city, county, or state labor and human rights agencies for specifics pertaining to employment laws in their area.

THE EDUCATIONAL CONTEXT

In addition to the legal concerns, you need to recognize the educational implications of students seeing females and males in both sex-traditional and sex-nontraditional advisorships. If young people find

* Nowhere has the problem of differential compensation been more clearly evident than in salaries awarded to male and female coaches. Much of the concern regarding implementation of Title IX has focused on establishing equitable rates of compensation for coaches. This issue is discussed in depth in many of the resources on sex equity in athletics.

men only in charge of traditionally male activities (like athletics) and only females advising those that are historically female (like pep club and cheerleading), then their unconscious and/or conscious perceptions may influence their decisions regarding:

- whether students of only one sex can join this activity
- whether the activity is appropriate for only members of one sex
- whether the subject area (or the curricular counterpart) is only or primarily for students of one sex

Although the literature on role modeling is still in its infancy, researchers are beginning to report the gender based behavior of the adult can have a strong influence on the attitudes, perceptions, and behaviors of young people and children. Seeing an adult engaged in an activity nontraditional to her/his sex can result in same sex children participating in that very activity.¹⁷ A study conducted with junior high school students showed that

- students viewing audiovisual media showing sex-neutral occupations would most likely prefer those depicted by same-sex models;
- females would express their preference for jobs depicted by same-sex models significantly more often than boys.

Moreover, both female and male students were more likely to rank male-depicted occupations higher than those depicting females.¹⁸ More and more of these researchers are recommending that same sex role models be used to help expand students' interest and participation in areas non-traditional to their sex.

Thus, to ensure a realistic view of options available to them, young people need to see women and men in a wide variety of roles. They

need to see women working with student government and math club and men advising homemaking and the cheerleaders. That does not mean that all groups with a membership historically one sex should now have an opposite sex advisor. However, it does mean that overall, activities should not be sexually identifiable.

Perhaps you are saying that all this sounds good in theory, but the practice of ensuring sex equity in the employment of advisors is more often desperate than definitive and more stop-gap than systematic. Schools across the country report that finding persons who are willing to take on clubs and other extracurricular activities is often difficult and sometimes impossible. Not only does the applicant pool lack members of both sexes, there often is not even an applicant, let alone a pool. In some states, only certificated staff currently employed by the district may serve as advisors. This requirement limits the applicant pool to the school faculty, thereby excluding persons within the school and community who might have the knowledge and skills but who lack the license or who are not currently employed by the board of education. School administrators may have to encourage persons to volunteer for sponsorships by gentle -- and not so gentle -- persuasion.

There are probably several different factors which account for the reluctance of teachers and other school personnel to take on activity advisorships. Sometimes teachers find their daily work load to be such that it precludes additional responsibilities. Often there is no compensation available, not even released time; or the compensation available is not seen as sufficient or equitable. Educators may find evening and weekend employment outside of school far more lucrative than an advisorship,

while others find their home and family responsibilities consume the majority of their after school time.

Sometimes there are just not persons available with the particular set of skills needed. An English teacher may seem a good candidate for taking over the student yearbook, but unless she/he has had some specific training in journalism or prior experience managing a major activity, that person may not be willing to say yes. In fact, a recent survey of 2,000 activity sponsors showed that 72 percent wanted to receive some training while 95 percent of the 1,000 administrators surveyed believed that advisors needed training in student activity management.¹⁹

This manual acknowledges all these problems that school administrators face in securing and adequately paying activity advisors. It also recognizes the legal mandates and the educational value of ensuring sex equity in employment. Thus, it presents a three phase procedure you might employ in assessing the extent of sex equity in the selection and compensation of activity advisors. Although fully ensuring equity may be a long term goal, schools do need to assess their current status and begin to take appropriate actions to remedy any conditions of noncompliance.

Because the number of individuals involved is often small -- usually no more than one advisor per activity -- the procedure for examining extracurricular activities put forth earlier is not appropriate for the hiring and compensation of advisors. However, a modification of this procedure can be used to identify any possible problem areas, to determine factors contributing to these problem areas, and to take appropriate steps to move into compliance and ensure sex equity.

DATA GATHERING

Phase one involves gathering data which will show whether or not advisorships of certain clubs are gender linked and to what degree the selection and compensation of advisors is equitable on the basis of sex. Key data items include the sex of advisor, the length of time the advisor has held that sponsorship, the sex of the majority of students in the group, qualifications for advising and the rate and total compensation paid. (A sample form for collecting this data is included in Appendix A, Data Sheet VII.)

One of these data elements needs special explanation. The predominant sex of membership is based purely on the actual number of male and female members, not the "expected number" used earlier to calculate Sex Equity Difference Indicators (SEDI's). For example, an activity with 45 females and 30 males would be checked predominantly female while a group with 15 females and 15 males would be "Not Identifiable." To some extent this is a subjective determination based on not only the sex of the majority but the gender of those students who are the most active and, therefore, the most visible.

Reviewing this data in light of the following questions will begin to show what role gender plays in the employment process of advisors:

1. What are the total numbers of women and men serving as activity advisors? Are they representative of the pool from which they are chosen? For example, if women constitute 45 percent of the certificated staff of a school and men 55 percent, is the percentage of female and male advisors roughly equivalent to the 45 percent and 55 percent?
2. Is there a relationship between the sex of the advisor and the sex of the majority of the students in the activity? Are men advising groups that are predominantly or exclusively male while women work with female dominated groups? If there appears to be such a relationship, how many activities show this link?

Another related question: to what extent have these gender links existed over time? To answer this question, examine the "Years in Position" column on Data Sheet VII; if turnover rates are high, you might have to gather historical data on the sex of previous advisors, how long they held the position, and the predominant sex of the students.

3. Are the qualifications for advisors comparable for similar activities and directly related to the responsibilities of the job? Are there requirements which might impact on members of one sex more than the other, such as prior experience in areas that members of one sex have had limited access to (men in home-making or women in coaching)?
4. Are the rates of compensation the same for female and male advisors? Are any differences either in the base rate or total compensation paid based on significant differences in effort, skill, or responsibility? If there are differences in the rates or total compensation paid, check to determine to what extent the lower amounts are being paid to women who are advising groups made up primarily of female students.

Discrepancies in compensation are often difficult to explain without extensive analysis. For example, schools may pay advisors a set hourly rate based on a total number of units assigned to an activity. Thus, the hourly rate is nondiscriminatory, but the process used to assign 14 units to Activity A (all male) while assigning 9 units to Activity B (all female) may not be equitable. Although it is legitimate to pay more money for additional contact hours with students, the question may be why this extra effort is allowed for the boys' group and not the girls' even though the groups are similar in purpose. Certainly all extracurricular activities need not require the same amount of effort, responsibility, or level of skill. However, those activities serving primarily students of one sex should not be the activities providing the highest or lowest compensation to their advisors, who are most likely of the same sex as the students.

Let's demonstrate a practical application of these questions by applying them to data collected on the advisors at HHS. A composite of that data is included as Figure IV, p. 57. In reviewing that data we find the following:

1. An equal number of women and men are serving as activity advisors, and that is representative of the 50 percent women and 50 percent men serving as teachers and counselors in HHS -- the pool from which advisors are selected.

2. There does appear to be a relationship, however, between the predominant sex of the students and that of the advisor. The two activities which are currently single sex (hall patrol and pep club) have advisors of the same sex. Four other clubs which have a majority of students of one sex (DECA, FTA, student council and FFA) also have an advisor of the same sex. The remaining two clubs are not identifiable on the basis of sex -- that is, neither sex constitutes a significantly visible majority.
3. The qualifications do not appear to be discriminatory or have a negative impact on one sex. HHS is located in a state which requires certification for advising activities, thereby restricting its applicant pool to those holding some form of state certification (teacher, counselor, administrator, etc.) who are currently employed by the school. Qualifications are minimal with the exception of those in which the advisor must also be a teacher within the related instructional program. That requirement, although certainly not seemingly discriminatory, will restrict the potential applicant pool to the current gender breakdown of teachers in the instructional area. Thus, if all teachers in the FFA program are male, FFA cannot possibly have a female advisor as long as the teaching staff remains 100 percent single sex.
4. Data provided for the rates of compensation and the total compensation paid for some activities bear further examination:
 - Photography Club - All activities with the exception of photography club provide either released time or payment at the rate of \$15 per unit. Although suspect on the data sheet, the fact that the advisor receives no compensation is easily explained. In existence for only six months, this activity was set up on a trial basis to test student interest. Currently the advisor is volunteering his time, but Terman has agreed to provide compensation to the advisor if the group continues next year.
 - DECA and FFA - Not so easily answered are the differences in total compensation for the advisors of DECA and FFA. Units are assigned on the basis of the number of hours the activity requires. Since DECA and FFA are similar in purpose and function, one might expect the units to be similar. Moreover, the number of students in DECA (a factor which goes into the number of contact hours required) is more than double those in FFA. From the data sheet one might surmise that perhaps seniority is a factor which might explain why the FFA advisor is being paid more. However, seniority is not included as a factor in HHS's extraduty salary schedule negotiated by the teachers association. More information is needed.

FIGURE IV

ASSESSING SEX EQUITY IN THE SELECTION AND COMPENSATION OF ACTIVITY ADVISORS

NAME OF ACTIVITY	PREDOMINANT SEX OF MEMBERSHIP			SEX OF ADVISOR		YEARS IN POSITION	QUALIFICATIONS FOR ADVISING	COMPENSATION	
	M	F	NI*	M	F			Rate	Total
Hall Patrol	X			X		1	Must be certificated	Released time	-
Pep Club		X			X	2	Must be certificated	\$15/unit	40 units /\$600
DECA		X			X	8	Must be teacher in the DECA program	\$15/unit	30 units /\$450
French Club			X		X	3	Must be a French teacher	\$15/unit	15 units /\$325
FTA	X				X	2	Must be certificated	\$15/unit	15 units /\$325
Student Council	X			X		1	Must be certificated	Released time	-
FFA	X			X		15	Must be a teacher in the FFA program	\$15/unit	40 units /\$600
Photography Club			X	X		6 mo.	Must be certificated	NA	No comp. provided
Totals	4	2	2	4	4				

* Not Identifiable

- Pep Club and FTA - The fact that FTA and French club are assigned fewer units than DECA and FFA can be explained by the fact that these groups do not require the after-school contact hours that DECA and FFA do. Each meets no more than once monthly. FFA students may be released during the school day for activities such as classroom observations, but this does not entail advisor time. Pep club, however, participates in all major athletic events during the entire year, thereby requiring a larger number of contact hours.

In summary, data in Figure IV show that two possible sex equity problems exist:

- A pattern in advisors working with activities in which their sex matches that of the majority of students in the group
- Possible inequities in the amount of compensation paid to the advisors of DECA and FFA.

Further information will be gleaned on these concerns and what to do about them in problem diagnosis.

PROBLEM DIAGNOSIS

One of the quickest and best ways to determine staff perceptions of and interest in advisorships is by administering a survey. Such a survey would focus on the following:

- What groups each staff member is qualified to advise and which they could be qualified to advise with some minor training
- If they are not willing to advise, what factors are keeping them from participating and what would need to change in order for them to be willing to assume an advisorship
- Which activities are they qualified and willing to advise but never had the chance
- If they have wanted to advise, what factors have prevented them from doing so
- What is the relationship between the sex of the staff member and the activities which she/he is qualified and willing to take on

This survey (included in Appendix A as Data Sheet VIII) would be given to every staff member of an individual school. Activities listed

would be those that are offered (or might be offered) as based on data obtained from the Student Interest Inventory which was previously administered. One word of caution before using this survey. If teachers believe this is being given to determine just who can advise what activity with the imminent possibility of being contacted and possibly even coerced, then they may either not respond or respond inaccurately. A Facilitative tone has to be established -- one in which staff is being asked to identify factors which limit their participation with the desired outcome of trying to alleviate those factors.

Administering this survey to teachers and counselors at HHS yielded a good return as it was completed as part of a faculty meeting. Data was tabulated with the following emerging as key points:

- Staff responses broadened the HHS pool of qualified candidates by 2 and the pool of qualifiable candidates by 4. Only one potential sponsor for activities which might be added to the extracurricular program was identified. The gender breakout was 33 percent female and 66 percent male.
- All of the responses under "qualified/qualifiable and willing" for both women and men were for activities sex-traditional or those that are sex neutral. There were 60% more responses under "qualified/qualifiable but not willing" than "willing."
- The three major reasons for lack of participation were as follows:
 - inadequate compensation
 - need for additional training
 - home and family responsibilities
- In response to the question of what would need to change, the following were most frequently mentioned:
 - a higher rate of compensation which would compete favorably with rates received for employment open to teachers after school hours
 - reduction in after school responsibilities or released time during the school day
 - additional training in managing student activities
- Four staff mentioned that they had wanted to advise activities but had never had the chance because of the tenure of the incumbent. Their major motivation was the nature of the activity and its close integration with the corresponding instructional program.

In summary, data show that there are some staff members who are willing to take on advisorships at this time. However, all are for sex traditional or sex neutral activities. The major reason for lack of participation appears to be related to school responsibilities. However, a significant number indicated training as a major factor. Data also indicated that there were staff interested in advising FFA and DECA but had never had the opportunity because of the length of service of the present advisor. They also indicated that they thought the advisorship was tied into the instructional position.

Two comments on the questionnaire provided explanation of why staff (primarily males) have limited interest in serving as advisors. Coaches of major athletic teams are protected from reduction in force and destaffing. As a result, men interested in extra-duty assignments may find the greater job security, along with the higher pay, of coaches more desirable. This finding calls for a review of the policies and procedures on the selection and compensation of coaches and possibly the development of a single set of guidelines, including rates of compensation, for all extra-duty assignments, athletic and non-athletic.

In conjunction with this survey, the student activities director undertook a thorough review of how units of pay were determined for DECA and FFA. There was clearly an error in the number of units assigned to DECA; however, the source of the error was not clear. It could have been a simple miscalculation or typographical error which had not been spotted since that extra-duty schedule went into effect. What was most important was that no other discrepancies were found.

ACTION PLANNING

The information obtained in problem diagnosis provides clear direction for action planning activities that HHS needs to undertake:

- There is a need for staff to realize that they may serve as club advisors for activities which are not sex-traditional. This is basic for ensuring that the applicant pool is reflective of members of both sexes. Actions need to be taken which will expand staff's understanding of relevant and irrelevant criteria for advising and actively encourage interest in sponsoring activities which are not sex-traditional. (See action plan included as Figure V for details of this focused recruiting effort.)
- Depending on response to this focused recruiting effort and the exact number of activities to be added, HHS may need to provide training for potential club advisors. This training would be open to those who specifically requested training as a condition of their willingness to advise as well as those who were "qualified and interested." This training might also be open to current club advisors who could participate on either a voluntary or mandatory basis. Providing such training would then aid HHS in achieving its affirmative action goals and also in strengthening its entire extracurricular program.
- There may also be a need to reexamine the extra-duty salary schedule in effect. Without increase for the last three years, the data seem to indicate that some staff would be interested only if the compensation was greater. Those citing heavy workload and/or responsibilities outside of school might be recruited if released time were provided for the activity. Reviewing criteria for whether activity advisors receive released time, financial or other compensation might also be desirable.

Prior to action plans being developed for either of these, the focused recruiting effort needs to be implemented with the goal of identifying those qualified/qualifiable who would be interested in advising activities nontraditional to their sex. All other actions hinge on this expansion of the pool of potential activity advisors. In a related action, HHS may want to consider setting a limit on the number of years one person can advise the same group. That would allow others the opportunity to advise should they be interested. If, on the other

FIGURE V

Approved by: C.J. Terman
 Date: 6/30/80

PLAN OF ACTION
 FOR ENSURING SEX EQUITY IN THE SELECTION OF ACTIVITY ADVISORS

LONG TERM GOAL: Establishing an overall staffing pattern for advisors of extracurricular activities in which female and male are represented proportionally to their representation on staff and that male and female are advising clubs without regard to their sex or that of the students

Interim Goals

Years 1 and 2
 Representative applicant pool

Years 3 and 4
 Reduction by 33% each year in the number of sex-linked advisorships

Year 5
 Elimination of any remaining sex-linked advisorships

BARRIERS: 1) Staff do not see themselves as qualified or qualifiable or interested in advising activities non-traditional to their sex.

OBJECTIVE: 1) Staff will see themselves as eligible to serve as advisors for activities traditional and non-traditional to their sex. 2) Applicant pool will reflect both female and male candidates.

ACTION STEPS	DESIRED MEASURABLE OUTCOMES	DATE TO BE ACCOMPLISHED	PERSON ASSIGNED	RESOURCES NEEDED	COST
1) HHS will issue policy statement on equal employment opportunity in the selection of advisors; this will be distributed by notice enclosed with the monthly paycheck and by announcements posted on	Staff aware that they can apply for any extracurricular activity advisorship vacancies without regard to their sex	By end of month	HHS principal/district personnel director	Staff time for preparing and printing new policy statement making arrangements for appropriate dissemination of that statement	No additional cost items

FIGURE V (cont'd)

ACTION STEPS	DESIRED MEASURABLE OUTCOMES	DATE TO BE ACCOMPLISHED	PERSON ASSIGNED	RESOURCES NEEDED	COST
<p>staff bulletin boards and in staff newsletter. It will be discussed in faculty and departmental meetings and as part of each certificated staff's annual performance review</p>	<p>Members of both sexes represented in applicant pool when vacancies in extracurricular advisorships occur</p>	<p>As vacancies occur</p>	<p>HHS principal/personnel director</p>	<p>Staff time</p>	<p>No additional cost items</p>

hand, no one else was interested, the incumbent could remain on an annual basis.

In summary, selection and compensation are aspects of the employment process which have historically reflected sex equity issues for advisors of athletic and non-athletic activities. Focused recruiting is one strategy that should expand the number of qualified/qualifiable females and males in the applicant pool. Such a strategy is basic not only to activity advisors but for other positions where applicants of a single sex are not adequately represented. Regarding compensation, districts across the country have struggled with a variety of approaches for constructing extra-duty schedules which are equitable -- not only on the basis of sex but in light of the skill, effort, and responsibility required. Sample extra-duty schedules may be available to you from your state department of education, your region's sex desegregation assistance center, from your teachers' or administrators' associations, or from professional organizations that focus on student activities. These organizations are listed in the "Resources" section of this document.

RESOURCES

C. J. Terman has given you the task of assessing HHS's extra-curricular program for Title IX compliance and the provision of sex equity. You've reviewed this manual and think it will be helpful. However, you have some questions and believe that you may need some assistance. Where do you go?

As mentioned earlier, printed resources specifically addressing sex equity in extracurricular activities are extremely limited. Yet, there are numerous human resources that you may tap.

LOCAL RESOURCES

One of the first places to begin is within your own school community. Your district's Title IX coordinator (a position mandated by the regulation) might provide some guidance in conducting a study of sex equity in extracurricular activities. Perhaps your school has appointed Title IX resource persons who could play a major role in such a study. Another possible resource is an existing Title IX advisory committee, a group usually made up of staff, students and community members who function in an advisory capacity to the Title IX coordinator and/or the superintendent. Often those in the community can serve as excellent resources and may even want to serve on an ad hoc committee that could assist you in carrying out your assignment. Organizations through which such people might be identified include local chapters of the National Organization for Women (NOW), the League of Women Voters, the YWCA/YMCA, the American Civil Liberties Union, the National Education Association or the American Federation of Teachers. Finally, don't overlook resources within your own student body. Some young people are very knowledgeable

regarding issues of sex bias and discrimination in addition to their understanding of student activities.

RESOURCES AT THE STATE LEVEL

Although services vary, many state departments of education across the country have staff who will provide technical assistance to school personnel in achieving compliance with Title IX and the provision of sex equity. These people may be able to provide consultation by mail, telephone or on-site. They may be willing to conduct a training session for an ad hoc group undertaking a study of sex bias and discrimination in the extracurricular program. They might also identify resources within your state that could possibly assist you. Some other organizations might include your state human relations commission and the state commission on the status of women.

REGIONAL/NATIONAL RESOURCES

One of the most readily available sources of assistance is your region's Sex Desegregation Assistance Center. Funded under Title IV of the Civil Rights Act of 1964, these centers provide technical assistance and training services to public school districts to aid in their compliance with Title IX and achieving sex equity in educational programs and activities and employment. Ten such centers have been established (one in each of the Department of Education regions) so that all public school districts have access to a center. (A list of these centers and their service areas is included as Appendix B.)

The Mid-Atlantic Center for Sex Equity is one of these centers. School personnel in Delaware, District of Columbia, Maryland, Pennsylvania, Virginia and West Virginia can contact this center for assistance

ranging from answering a question regarding interpretation of Title IX through conducting a week long workshop to examine and reduce sex bias in curriculum and instruction. In relation to this manual, school personnel in these six states are encouraged to direct questions regarding its use and/or requests for on-site consultation or training to the Mid-Atlantic Center.

Another resource available from the Mid-Atlantic Center that could aid student activities advisors is the Resource Notebook. This is a comprehensive listing of organizations across the country that provide materials and/or services related to sex equity which are appropriate for public school personnel. Cross-referencing makes this notebook a ready reference to locate resources ranging from studies on sex role research to copies of relevant federal regulations, from where to obtain free and inexpensive equity materials to listings of sex equity organizations.

National organizations which focus on student activities are another possible resource. Examples include the following:

- National Association of Student Councils
 - National Association of Secondary School Principals
 - National Association of Student Activity Advisors
- All three organizations are located at:
1904 Association Drive
Reston, VA 22091
- The United States Student Association *
1210 G Street, S.E.
Washington, D.C. 20003
 - National headquarters of the American Federation of Teachers and the National Education Association

* Although this organization draws its constituency from postsecondary institutions, the focus of its efforts concerns all student related issues.

A final note. The Mid-Atlantic Center staff would appreciate knowing your reactions to this manual. You are invited -- encouraged -- to complete the evaluation form found in the front of this manual.

APPENDICES

APPENDIX A
DATA SHEETS

DATA SHEET I

PARTICIPATION IN EXTRACURRICULAR ACTIVITIES BY GENDER

School _____

Extracurricular Activity _____

	197__ - 197__			19__ - 19__			CURRENT YEAR		
	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE
NUMBER									
PERCENT									

SEX EQUITY DIFFERENCE INDICATORS
FOR EXTRACURRICULAR ACTIVITIES

SCHOOL: _____

ACTIVITY	Number & Percent	ENROLLMENT			EXPECTED NUMBER		SEDI _s		RANK ORDER
		Total	Male	Female	Male	Female	Male	Female	
	#								
	%								
	#								
	%								
	#								
	%								
	#								
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	#								
	%								

DATA SHEET III

STUDENT ACTIVITY INTEREST INVENTORY

School _____ Grade Level _____ Sex _____

I. Listed below are all of the student activities currently offered in our school. Please indicate how much interest you have in participating in these activities. Make a check mark under the statement which best reflects your interest.

	<u>Not at all Interested</u>	<u>Not Very Interested</u>	<u>Slightly Interested</u>	<u>Moderately Interested</u>	<u>Extremely Interested</u>
A. Service Clubs					
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
B. Scholarship or Honor Societies					
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
C. Special Interest Clubs					
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
D. Subject Related Clubs					
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
E. Social/Recreational Clubs					
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____
_____	_____	_____	_____	_____	_____

Data Sheet III (cont'd)

II. List, in order of preference, three activities not presently available in your school that you would like your school to have. (See attached list for suggested activities.) Next to those three, indicate how interested you would be in participating in that activity if it were offered. If there are no other activities you think should be offered, please leave this question blank.

	<u>Not at all</u> <u>Interested</u>	<u>Not Very</u> <u>Interested</u>	<u>Slightly</u> <u>Interested</u>	<u>Moderately</u> <u>Interested</u>	<u>Extremely</u> <u>Interested</u>
A. _____	_____	_____	_____	_____	_____
B. _____	_____	_____	_____	_____	_____
C. _____	_____	_____	_____	_____	_____

III. List student activities that you are currently involved in.

- | | |
|----------|----------|
| A. _____ | D. _____ |
| B. _____ | E. _____ |
| C. _____ | F. _____ |

Data Sheet III (cont'd)

ARE YOU INTERESTED IN JOINING. . .?

The following is a list of activities which are not offered at HHS but might be if student interest were sufficient. Feel free to draw from this list in answering Question II on the Student Activity Interest Inventory.

A. Publications

1. Literary Magazine
2. Photography Yearbook

B. Student Participation in School Administration

1. Student Disciplinary Board
2. Student Representatives to the Board of Education

C. Scholarship or Honor Societies

1. National Honor Society
2. Community Recognition Society

D. Service Clubs

1. Volunteers of HHS
2. Key Club
3. "Hire a Student" Service

E. Fine Arts

1. Theater Club
2. Contemporary Dance Group
3. HHS Jazz Club

F. Special Interest Group

1. Spanish Club
2. Bicycling Club
3. Physical Fitness
4. Coin Collecting

G. Social Activities

1. Student Canteen at lunch hour and after school
2. HHS Night at the Ice Arena, County Fair, etc.

Note: This is a sample listing of activities as it might appear for HHS. It is not meant to be exhaustive. It is only a guide to the school personnel in designing a list appropriate for their own school.

DATA SHEET IV

STUDENT/STAFF SURVEY REGARDING FACTORS INFLUENCING
PARTICIPATING IN STUDENT ACTIVITIES

Directions: In our school there are _____ student activities that have either all or almost all students of one sex as participants. The purpose of this survey is to attempt to determine why these groups aren't attracting students of both sexes. Your responses to the following questions will help us in obtaining this information and then deciding how we can attract both female and male students in all groups.

1. ACTIVITY _____

A. Why do you think this activity attracts primarily students of one sex?

- _____ 1. The activities sponsored by this group are traditionally viewed as appropriate for students of one sex.
- _____ 2. Time, location or lack of transportation keep students of one sex from participating.
- _____ 3. Membership requirements keep students of one sex from participating.
- _____ 4. The advisor keeps students of one sex from participating.
- _____ 5. The leadership of the activity is all or primarily students of one sex.
- _____ 6. Other (please specify) _____

B. What changes would need to be made in order for this activity to attract students of both sexes?

- 1. Changes in programming and events _____
- 2. Changes in time, location or transportation _____
- 3. Membership requirements _____
- 4. Role/function/behavior of the advisor _____
- 5. Student leadership within the activity _____
- 6. Other (please specify) _____

(This sheet would need to be completed for each activity that school personnel would like data on.)

DATA SHEET V

RANKINGS OF EXTRACURRICULAR ACTIVITIES

RANKING ONE
(greatest discrepancy
to least discrepancy)

RANKING TWO
(largest number of students
participating to smallest
number involved)

RANKING THREE
(composite of objective
and subjective factors)

1. _____	1. _____	1. _____
2. _____	2. _____	2. _____
3. _____	3. _____	3. _____
4. _____	4. _____	4. _____
5. _____	5. _____	5. _____
6. _____	6. _____	6. _____
7. _____	7. _____	7. _____
8. _____	8. _____	8. _____
9. _____	9. _____	9. _____
10. _____	10. _____	10. _____

Approved by: _____
 Date: _____

DATA SHEET VI

PLAN OF ACTION
 FOR ENSURING SEX EQUITY IN EXTRACURRICULAR ACTIVITIES

Educational Program/Activity _____
 Long Term Goal _____

Gender Group Underrepresented _____

Interim Goals

Year 1 Year 2 Year 3 Year 4 Year 5

Barriers _____

Objective _____

ACTION STEPS	DESIRED MEASURABLE OUTCOMES	DATE TO BE ACCOMPLISHED	PERSON ASSIGNED	RESOURCES NEEDED	COST

Data Sheet VI (cont'd)

ACTION STEPS	DESIRED MEASURABLE OUTCOMES	DATE TO BE ACCOMPLISHED	PERSON ASSIGNED	RESOURCES NEEDED	COST

DATA SHEET VII

ASSESSING SEX EQUITY IN THE SELECTION
AND COMPENSATION OF ACTIVITY ADVISORS

NAME OF ACTIVITY	PREDCMINANT SEX OF MEMBERSHIP			SEX OF ADVISOR		YEARS IN POSITION	QUALIFICATIONS FOR ADVISING	COMPENSATION	
	M	F	NI*	M	F			Rate	Total

* Not Identifiable

DATA SHEET VIII

STAFF INTEREST SURVEY ON ACTIVITY SPONSORSHIP

Directions: Your responses to the following questions will assist us in determining what changes need to be made to increase interest in serving as student activity advisors and in identifying persons who are qualified and willing to take on sponsorship. In Part 1 please check (✓) the items that best describe your qualifications and interest in advising. In Part 2 indicate factors influencing your level of interest.

Part 1

Name _____

Extracurricular activities offered (or possibly to be offered)	Those which you are qualified to advise	Those for which you would qualify with some training	Those which you are willing to advise	Those which you have wanted to advise but never had the chance

DATA SHEET VIII (continued)

Part 2

1. If you are qualified but unwilling to advise any activities, please rank order beginning with #1, the following reasons:

academic work load occupies most after-school time
 lack of any compensation
 inequitable compensation
 after school employment
 pursuing graduate study
 lack of status/prestige of the group
 limited student interest
 need for training
 other (please explain)

2. What would have to change in order for you to be willing to take on an advisorship?

3. If there are activities that you are interested in advising but never had the chance, please check the following reasons which explain your situation:

position has never been vacant
 advisor is hand-picked
 stiff competition
 sex bias/discrimination
 advisorship is tied to a specific teaching position
 other

4. What makes this activity (activities) especially appealing to you?

interest in the activity
 high rate of compensation
 status in the school or community
 important step to promotion
 releases time from teaching
 "glamorous" trips
 protection from reduction-in-force or dismissal
 other

APPENDIX B

APPENDIX B

TITLE IV SEX DESEGREGATION ASSISTANCE CENTER
AND STATES SERVED BY REGION

Region I: ME, NH, VT, MA, CT, RI

Ms. Martha O'Reilly Keener, Director
Sex Desegregation Assistance Center
New England Equal Education Center
University of Hartford
121 Sigourney Street
Hartford, CT 06105 (203)522-7166

Region II: NY, NJ, PR, VI

Dr. Effie Bynum, Director
Sex Desegregation Assistance Center
Teachers College, Columbia University
Institute for Urban & Minority Education
525 West 120th Street
New York, NY 10027 (212)678-3350

Region III: PA, DE, VA, WV, DC

Dr. David Sádker, Director
Sex Desegregation Assistance Center - Mid-Atlantic
The American University
Foxhall Square Building, Suite 252
3301 New Mexico Avenue, NW
Washington, DC 20016 (202)686-3511

Region IV: NC, SC, GA, FL, AL, MS, KY, TN

Dr. Rita Bornstein, Director
Sex Desegregation Assistance Center
University of Miami, School of Education
P.O. Box 248065
Coral Gables, FL 33124 (305)284-5324

Region V: OH, IN, IL, MI, WI, MN

Dr. Frank Aquila, Director
Sex Desegregation Assistance Center
Indiana University, School of Education
3951 North Meridian
Indianapolis, IN 46208 (317)264-2921
WATS 1-800-428-2166

Region VI: TX, LA, OK, AR, NM

Dr. Bennat Mullen, Director
Sex Desegregation Assistance Center
Stephen F. Austin State University
Box 13010A, SFA Station
Nacogdoches, TX 75962

(713)569-5307

Region VII: IA, NB, KS, MO

Dr. Charles Rankin, Director
Sex Desegregation Assistance Center - Midwest
Kansas State University, College of Education
Department of Administration and Foundation
Holton Hall
Manhattan, KS 66506

(913)532-6408

Region VIII: ND, SD, MT, CO, WY, UT

Dr. Richard Thomas, Director
Sex Desegregation Assistance Center
Weber State College - 1209
Ogden, UT 84408

(801)626-6816

Region IX: CA, NV, AZ, HI, GU, Trust Territories, American Samoa,
Commonwealth of the Northern Mariana Islands

Dr. Barbara A. Peterson, Director
Sex Desegregation Assistance Center - Project Equity
Education Classroom Building, Room 13A
California State University - Fullerton
Fullerton, CA 92634

(714)773-3141

Region X: OR, WA, ID, AK

Ms. Kathryn Scotten, Director
Sex Desegregation Assistance Center - Northwest
Portland State University
Post Office Box 751
Portland, OR 97207

(503)229-4628

February 29, 1980

END NOTES

1. Goss v. Lopez, 95 S. Ct. 729 (1975).
See Starkey v. Board of Education, 381 P. 2d 718 (1963).
3. See eg. Spitaler v. Nyquist, 345 N.Y.S. 2d 878 (S. Ct., 1973); and Starkey v. Board of Education, 381 P. 2d 718 (1963).
4. See Moran v. School District #7, Yellow Stone County, 350 F. Supp. 1180 (M.D. Tenn. 1972); and Holt v. Shelton, 341 F. Supp. (M.D. Tenn. 1972).
5. Wood v. Strickland, 95 S. Ct. 992 (1975).
6. Carey v. Piphas, 98 S. Ct. 1024 (1978).
7. Cannon v. University of Chicago, 441 U.S. 677, (1979).
8. William B. Spady. "Status Achievement and Motivation in the American High School," School Review, Vol. 79 (May 1971) pp. 384-385.
9. Ronald F. Gholson. "Extracurricular Activities: Different Perceptions, but Strong Support," Phi Delta Kappan (Sept. 1979), pp. 67-68.
10. George H. Gallup. "The 10th Annual Gallup Poll of the Public's Attitude Toward the Public Schools," Phi Delta Kappan (Sept. 1978), p. 40.
11. Ralph Keyes. Is There Life After High School? (New York: Warner Books, 1976), p. 191.
12. Coleman. The Adolescent Society (New York: The Free Press,
13. Coleman, p. 218.
14. Coleman, p. 41.
15. Formula for SEDI's based on: Robert Patterson and Annette Studevant. Helping Illinois Recruitment in Education (HIRE) (Springfield, Illinois: Illinois Office of Education, forthcoming); and Peter Nordlie and William Edmonds. Commander's Handbook for Assessing Institutional Racial Discrimination in Their Units. (HSR-RR-7714-BKI, DACH 19-76-C-0015, Feb. 1977).
1. Jerry H. Robbins and Stirling B. Williams, Jr. Student Activities in the Innovative School (Minneapolis: Burgess Publishing Company, 1969) p. 44.

End Notes (cont'd)

17. Lisa A. Serbin. "Teachers, Peers and Play Preferences: An Environmental Approach to Sex Typing in the Preschool," in Perspectives on Non-Sexist Early Childhood Education, Barbara Sprung, ed. (New York: Teachers College Press, 1978), pp. 88-90.
18. Myrna Plost and Marvin J. Rosen. "Effect of Sex and Career Models on Occupational Preferences of Adolescents," AV Communication Review 22 (Spring 1974) pp. 41-50.
19. Gholson, p. 67.