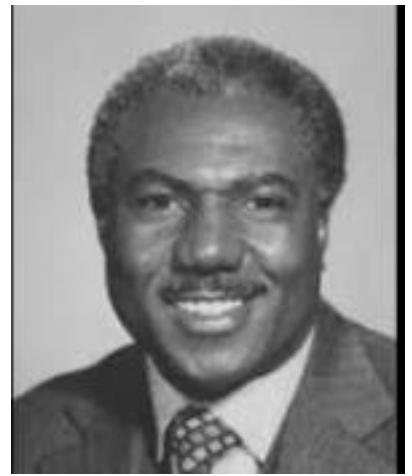




HISTORY OF THE CALIFORNIA INTERSCHOLASTIC FEDERATION SOUTHERN SECTION (CIF-SS)

Byrnes

Riles



120th historical “tidbit.”
Dr. John S. Dahlem

THE FIGHT FOR THE SURVIVAL OF THE CALIFORNIA INTERSCHOLASTIC FEDERATION (CIF) **The CIF vs. the California State Department of Education**



(Information for this 120th tidbit came from personal interviews, research of State and Southern Section CIF historical files, A History of the California Interscholastic Federation by William W. Russell and historical newspaper articles.)

Title IX, clause of the 1972 Federal Education Amendments, signed into law on June 23, 1972, stated that “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.”

Although Title IX applies to a variety of programs, it received the most attention for its impact on athletics, especially at the collegiate level. By 1977, women in athletics, especially at the high school level, felt that enough was not being done in the area of athletic opportunities for young girls. In the State of California there

was still much angst by those who had been a part of the Girls Athletic Association (G.A.A.) and did not want the males running the girls' sports programs. The State CIF, prior to the passage of Title IX, had always been proactive for participation of girls in "interscholastic" sports and held Championship events solely for girls prior to 1972. Unfortunately, in 1977, a suit was brought against the State Department of Education and the CIF because of discrimination based on sex. The main factors were availability of girl's championship events, equal pay for women and equal athletic facilities. The CIF could not address the problems with pay and facilities as those rested solely with School Districts who were governed by state law and the California Department of Education.

Wilson Riles, the California Superintendent of Public Education, seemed to lack knowledge of the State CIF and set about in 1980-1981 to take over complete control of high school athletics which has been in control of the CIF since its founding in 1914. In his first meeting with the State CIF Commission Tom Byrnes and CIF attorney Andrew Patterson, Riles stated, "...I am going to take over the control of high school sports in California." Commissioner Byrnes, a former star football player, told him that is never going to happen, and the battle was on.

Tom Byrnes, along with others to be discussed in this tidbit, got to work and fought hard to not allow the State Department of Education to take over California Interscholastic sports and were able, with the passage of Senate Bill 19, to keep sports governance at the local level. Commissioner Byrnes felt the real hero in this fight was Tustin School Superintendent Maury Ross who was able to bring together other state school district personnel, local politicians and women who believed in the governance of the CIF. The CIF also increased the number of girls' sports, were proactive in providing women leadership positions, and added exclusively women administrator posts to Section Council voting positions. Marie M. Ishida became the State CIF Commissioner (2001-2012) and began the process of being sure all the Sections had the same By-laws as much as possible and continued to address the complaints of the 1977 lawsuit.

Barbara Wilson



The California Interscholastic Federation; Its History and Ideals

Prior to 1913 the athletic situation in the state of California was in a chaotic condition. In two large universities of the state, enthusiastic student managers were trying to dominate track and field athletics through conducting so-called state track meets and were building up the athletic prestige of their institutions by offering increasingly better and more valuable prizes to the winners of the meets held by them.

Football was viewed with suspicion by many school men because many of the schools with football teams were constantly fighting the attempts of town athletic organizations, clubs, or lodges to dictate the athletic policy of the school and control the football team.

Baseball teams were often coached by some ex-professional of the town, whose ethics were those of the professional baseball of the time, which were briefly summed up in the expression, "Win at any cost."

Realizing that athletics would never become a moral force for good in the schools unless the schools were able to control the situation, a group of high school men met at the Y. M. C. A. Field House in Los Angeles on March 28, 1914, for the purpose of organizing high school athletics on a state wide basis under the control of the principals and physical directors of the schools.

As the result of this meeting, a second meeting was held on the campus of the University of California at which a constitution and by-laws were adopted. The purpose of the organization is given in the constitution as follows:

1. So to direct and control athletics of the state that boards and faculties will regard them as educational resources to be encouraged and fostered rather than decried or suppressed;

2. To locate the responsibility for their supervision with reference to satisfactory supervision,

3. By means of constitutions, by-laws and efficient organization to simplify and make definite their administration,

4. Through the observance of good standards of sportsmanship to cultivate more cordial and friendly relations between the schools.

This organization, known as the California Interscholastic Federation, received official sanction from Will C. Wood, then State Commissioner of Secondary Schools. In defining the relation between the State Department and the C. I. F., Mr. Wood's bulletin states, "the State Department of Education should leave as many of the details of administration to the California Interscholastic Federation as it is possible." Within a very short time all of the high schools of the State, with the exception of those of San Francisco and Oakland, had joined the Federation.

For purposes of control the state was divided into four sections, and each section was allowed to elect two representatives to the State Council, which was authorized to set the minimum standards and general rules and regulations governing athletic contests in the state. The State Council was also given jurisdiction over all athletic contests between sections for the purpose of determining state championships.

In those days the number of high schools taking part in inter-

scholastic competition was a mere handful compared with the number today. The remarkable growth of secondary schools brought about more and more competition until the number of contests required to determine a state championship became so great that the competition and state championships were limited to the sections in all branches of athletics except track.

It has been the opinion of the State Council that the state track meet is worth while because it brings together so many athletes from a great many of the high schools of the state. In this meet the major emphasis is placed on individual competition rather than on the team. A meeting of the athletes from all parts of the state cannot help bringing about a state consciousness on the part of the individual which he will carry back to his school. Perhaps, in spite of the many arguments to the contrary, the restriction of athletic competition to too small an area often results in retrogression and provincialism.

The C. I. F. is now in its eighteenth year and is recognized as one of the oldest and strongest state athletic associations in the country. However, there have been battles to fight. Through lack of understanding of our ideals, organizations not connected with the public schools and often backed by public sentiment have tried to take the control of athletics from the principals and use the school teams for commercial and advertising purposes. However, the united strength of the schools has been able to withstand these attacks and maintain the ideals for which the organization was created.

Although the State Council was organized in 1914, some of its charter members are still on its list. In fact, it has been the policy of the four sections to continue their representatives in office, which has resulted in a consistency of policy throughout these years. These men have given freely of their time to the work of the organization and, if the C. I. F. has given to the public a better understanding of our ideals, brought about a friendlier rivalry, and a cleaner and more wholesome attitude of sportsmanship on the part of the athletes, coaches and student body, then the men of the State Council of the California Interscholastic Federation know that they have not labored in vain.

HARRY J. MOORE,
President C. I. F.

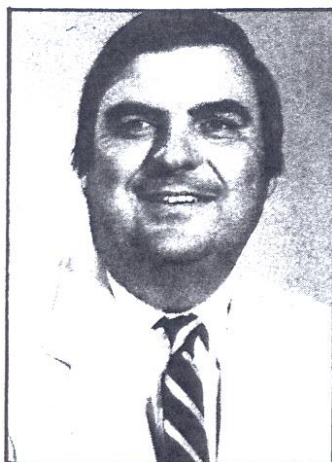
Principal, Woodrow Wilson High School, Long Beach California.

The above article by the President of the California Interscholastic Federation should be of interest to all persons connected with the public high schools of the state, whether they are students, parents, or spectators. The athletic situation in this state is regarded throughout the United States as one of the best controlled and regulated of any in the Union. The eligibility requirements for scholarship and four-point system for equalizing competition of students have done much to make the games clean and fair and have promoted the interests of the students in the regular curricular of the schools. In these activities we believe that our state points the way to the attainment of educational aims thru extra-curricular channels.

This article appeared in the 1934 Huntington Beach High School newspaper, "Huntington Hi Lights," discussing the tenants of the CIF and the relationship with the State Department of Education.

Will C. Wood, California State Superintendent of Education stated, "...the State Department of Education should leave as many of the details of administration to the California Interscholastic Federation as is possible."

THE TOM BYRNES YEARS



**1975 -
1980**

Tom Byrnes

With the retirement of Bill Russell in 1980, Byrnes was called upon to inherit the position of State Commissioner of Athletics. And right off the bat, he was thrust into a struggle with nothing less than the very existence of the CIF at stake. Under State Superintendent of Schools Wilson Riles, the State Dept. of Education decided it wanted to take over the interscholastic athletic program and do away with the CIF. But the organization was able to fight off the attempt and establish itself as the official governing body of high school athletics state-wide. A piece of legislation known as Senate Bill 19 was eventually passed, giving the CIF a right to exist on a five-year renewal policy. The entire first year of Byrnes' state commissionership was devoted to preserving the integrity of the CIF, and in his opinion, the Southern Section was instrumental in the effort to convince the state legislature the justice of the cause.



In 1977, a new organization of women calling itself the "California Women Coaches Academy" and Bobbie J Diehl, Catherine A. Naeve, and Ida Weil filed suit in the Central District of California United States District Court against the California Interscholastic Federation, the CIF Sections, the California Department of Education, and Wilson Riles, the California State Superintendent of Public Instruction. The Academy and individuals also filed a complaint with the United States Department of Health, Education, and Welfare alleging that certain rules of the California Interscholastic Federation discriminate on the basis of sex.

The Federation retained Elmer Malakoff, of the law firm of McDonough, Holland, Schwartz & Allen, with offices in Sacramento, for legal assistance.

The Regional Office of the United States Department of Health, Education and Welfare notified Riles on December 6, 1978 that it had received a complaint alleging discrimination on the basis of sex, especially CIF State and Section rules which require voting representatives from the CIF Sections to the State CIF Federated Council be school administrators. The complaint alleged this had the effect of excluding women from State and Section governing bodies.

By letter of July 27, 1979 to Riles, the Regional Office stated "as a recipient of Federal financial assistance and controlling agent of the delegated activities of CIF (California Education Code, Section 33352), the California State Department of Education has the responsibility for compliance with Title IX of the Education Amendments of 1972 in its policies and activities, whether directly administered or delegated to another institution or organization."

The letter further stated "a determination of the complaint's merits will be made upon a thorough review and analysis of the facts. This office will determine if a violation has occurred. If no violation has occurred, you will be informed in writing. If a violation is found, after written notification, we will seek corrective action through negotiations with your Department."

The suit and complaint brought the California State Department of Education and the State CIF Federated Council closer together than at any time since the founding of the CIF in 1914.

Pat Harvey
LAUSD 1955



Patricia Harvey began her career in the Los Angeles Unified School District in 1955 at Pacoima Jr. High School and in 1961 opened Sylmar HS as the physical education department chair. During her time there she began her commitment to develop a girl's interscholastic athletics program for LAUSD.

In 1971, with the passage of Title IX, she was selected for the position of Consultant in the Interscholastic Athletics Office. Pat was given the responsibility for the development and implementation of girls' basketball, tennis, softball, swimming, and track and field. As a member of the California Women's Coaches Academy, Pat was instrumental in securing equitable pay and equal opportunities for female coaches in the state of California. The Interscholastic Athletics within LAUSD became a model program for other school districts within California for their inclusion of female athletes.

Pat was a trailblazer and was very instrumental in mentoring many successful female coaches and administrators.



Gloria Webster

At the October 1978 Council meeting, Barbara Wilson and Gloria Webster were introduced as voting representatives from the CIF Southern and Los Angeles Sections. Both were administrators in high schools. Since the October 11-12, 1974, Council meeting, a representative from the State CIF Interscholastic Sport Advisory Committee, had been a voting member of the Council (Vincentine Contrero 1974-75; Betty Melton 1975-77; and Judy Steele 1978-79; Carol Johnson 1980.)

At the June 1-2, 1979 Council meeting, "Carol Rose, attorney for the California Women Coaches Academy, made a presentation concerning the legal action brought by the C.W. C. A."

In October 18-19, 1979, the Council voted to "appoint a committee to study the governance structure of CIF and make recommendations at the next Council meeting."

Maury Ross, Superintendent of the Tustin Unified School District, said that in the late 70's the California State Department of Education, under the direction of Wilson Riles and his deputy Don McKinley, had become quite aggressive in mandating management directives to local school districts. With the recent furor from the newly-formed California Women Coaches Academy, the Department saw an opportunity to extend its control of the popular and successful arena of governance of high school athletics. Their legal device would be the single phrase in the Education Code "general control of athletics."



Maury Ross

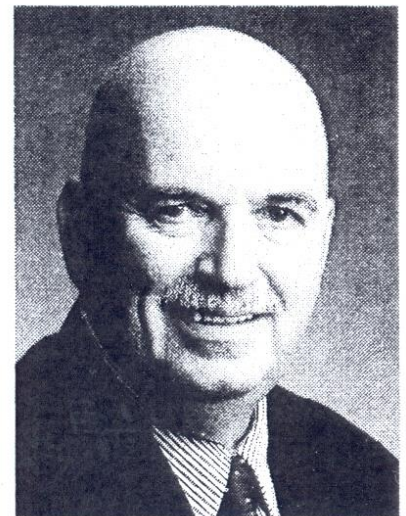
Attorney Andrew Patterson recalled that during the spring of 1980 the State Department of Education announced it would impanel a committee to study its obligations with respect to federal law, and also to study the structure of interscholastic athletics in California since the State Department of Education was responsible for the general control of athletics under Section 33352 of the California State Education Code. Riles appointed Dr. Eugene Tucker of the ABC Unified School District in Los Angeles County to chair the committee's meetings in Sacramento during the summer of 1980.

Ross said "the Department had enjoyed nearly unlimited success in superimposing their will on local districts by using the threat of reduced or withheld funding on the locals. As the final results bear out, they were venturing into a different realm when they attempted to use these tactics with the local control advocates among local parents, boosters, and school boards. Oblivious to this, the Department began with its previously successful strategy of establishing a committee, where the CIF would have only one representative and the adversaries would enjoy far greater numbers."

The CIF was authorized to name one member to the committee. President Dale Lacky appointed Barbara Wilson as its representative to the State Department's committee.

William W. Russell, State CIF Commissioner since 1955, retired on June 30, 1980, having requested retirement a year previously. Thomas Byrnes, Commissioner of the CIF Southern Section since 1975, was designated by the Council to succeed Russell.

Barbara Wilson and Andrew Patterson attended the Department's Committee meeting in Sacramento. Patterson said it became obvious that the issues discussed were leading to a drastic design, or restructuring, of the CIF and that the CIF, with Barbara Wilson as its sole representative on the Committee, did not have the votes to alter the Committee's course. Patterson left the meeting and called the office of the State Senator who represented the area of Patterson's residence, Senator William Campbell. Patterson explained he was working for the CIF and that the State Department of Education had created a committee which was dramatically impacting the CIF, and asked how he might go about making an appointment to see the Senator. The Senator's office called back and said that Campbell was extremely interested in the CIF. Patterson was told to go to a specific committee room at the Capitol, and that Campbell would recognize him and come down from the dais to chat with him.



Andrew Patterson

Patterson recalled that Senator Campbell was a booster for his residential high school, Los Altos HS in Hacienda Heights. Campbell took Patterson to his office and introduced him to his administrative assistant, Jerry Heleva and a staff aide, Jon Jespersen. Campbell instructed Jespersen to attend future sessions of the Committee as his observer and to advise the committee chairman of his presence and of Campbell's continuing interest in the committee's proceedings. Campbell also directed Jespersen to begin the process of drafting legislation for the CIF which he could introduce at the next general session of the Legislature

in January of 1981. Jespersen appeared at the next day's session of the Committee and expressed Campbell's interest to Dr. Tucker, the chairman. Jespersen continued to attend all future sessions of the committee.

At the October 17-18, 1980, Council meeting, it was moved, seconded, and carried, with one abstention, that the California Interscholastic Federation seek legislation which would permit local school districts to join voluntary associations which would control and direct interscholastic athletics". The Council also voted to elect Thomas E. Byrnes and Robert E. Steuart as State CIF Commissioner and Associate Commissioner respectively for one year terms expiring in the Fall 1981 Council meeting. Employees of the CIF were elected for one year terms.

The Federated Council had a long-time rule that a President could not serve more than three one year terms. Dale Lacky was concluding his third term. John Sanders, Principal of Cleveland High School in Los Angeles, was elected as President for the usual one year term. Tony Balsamo, Principal of Apple Valley High School was elected as Vice President. Sanders and Balsamo had served on the Council as CIF Section representatives, Sanders since 1968 and Balsamo since 1973.

At a meeting of the CIF Administrative Committee on February 5, 1981, "Eugene Tucker, Superintendent of the ABC Unified School District and chairman of State Department of Education's Athletic Study Committee, presented the committee's final report and recommendation. Don McKinley and Thomas Griffen of the State Department of Education gave the Administrative Committee some of their thoughts concerning the recommendations. The Final Report and Recommendations have been distributed to all school district superintendents."

When Deputy McKinley and Department Attorney Griffen made their appearance at the February 5 meeting, it was clear that the preliminary actions taken with Senator Campbell were none too soon. It was evident that the CIF would need to mobilize its efforts to survive as a viable organization. The steering committee would consist of Barbara Wilson as Legislative Chair; Commissioner Tom Byrnes, attorney Andy Patterson and Maury Ross.

The Administrative Committee reported its February 5 meeting to the Council at its meeting February 6-7, 1981. John Klumb, State Department of Education representative to the Council, distributed the Final Report and Recommendations of the California State Department of Education Athletic Study Committee. The Council Minutes state "Barbara Wilson, chairperson, presented an up-date on progress concerning Senate Bill 19. It was moved, seconded and carried to adopt the following advisory resolution:

“The State Federated Council recommends that CIF Sections and leagues review policies and practices in order to encourage increased voting representation on governing bodies by women and minorities.”

Once the Council took action to seek legislation and appointed a steering committee, pledges of support came from throughout the CIF organization. Those with the most at stake— parents, boosters, and local school boards and administrators— provided leadership at the local community level. The steering committee sought help and received it from other organizations including the Association of California School Administrators, Athletic Directors and Coaches Associations, California City School Superintendents and quasi-educational groups. Perhaps the most significant organization was the California School Boards Association. The legislature readily recognized that it was now hearing from school officials from across the state.

The overwhelming impact of these groups, along with the powerful correctness of the cause of maintaining governance of athletic programs at the local level, swamped the legislature. When the final votes were counted, Senator Campbell’s bill passed both houses of the legislature with the impressive tallies of 62-10 in the Assembly and 24-6 in the Senate.

Senate Bill 19 provided that the State Department of Education would no longer have complete jurisdiction over interscholastic athletics. It directed that the California Interscholastic Federation, in consultation with the State Department of Education, to implement the following policies: (1) giving local school boards specific authority to select their athletic league representatives; (2) requiring all league, section, and state meetings to be held in compliance with the Brown Act (Chapter 9, Section 54950) of division 2 of Title 5 of the Government Code; (3) requiring a neutral final appeals board to hear complaints relating to interscholastic athletic policies.

Senate Bill 19 established that the local school boards of education were in control of their schools’ interscholastic sports activities. The State Department of Education could advise the local school boards but the State Department would not have authority to determine any specific policy which the school board must adopt.

When SB 19 was originally drafted, it was a one page document, eliminating the reference to the State Department of Education. When finally passed and signed, it consisted of the language listed below beginning with Section 33352. CIF attorney Andy Patterson said the basic provisions were suggested by Maury Ross who previously was superintendent of Norwalk-La Mirada United School District in the area represented by Senator Campbell.

California State Statutes of 1981 record Chapter 1001 An act to amend, repeal, and add Section 33352 of, and to add and repeal Sections 33353, 33353.5, 33354, and 35179 of, the Education Code, relating to athletics. Approved by Governor September 29, 1981. Filed with Secretary of State September 29, 1981. The people of the State of California do enact as follows:

SECTION 1. Section 33352 of the education Code is amended to read;

33352. The State Department of Education shall exercise general supervision over the courses of physical education in elementary and secondary schools of the State; advise school officials, school boards, and teachers in matters of physical education; and investigate the work in physical education in the public schools.

This section shall remain in effect only until June 30, 1987, and as of such date is repealed, unless a later enacted statute, which is chaptered before June 30, 1987, deletes or extends such date.

SEC. 2. Section 33352 is added to the Education Code, to read:

33352. The Department of Education shall exercise general supervision over the courses of physical education in elementary and secondary schools of the state; exercise general control over all athletic activities of the public schools; advise school officials, school boards, and teachers in matters of physical education; and investigate the work in physical education in the public schools.

This section shall become operative June 30, 1987.

SEC. 3. Section 33353 is added to the Education Code, to read:

33353 The California Interscholastic Federation is a voluntary organization consisting of school and school related personnel with responsibility, generally, for administering interscholastic activities in secondary schools. It is the intent of the Legislature that the California Interscholastic Federation, in consultation with the State Department of Education, implement the following policies:

- (a) Give local school boards specific authority to select their athletic league representatives,
- (b) Require that all league, section, and state meetings affiliated with the California Interscholastic Federation be subject to the notice and hearing requirements of the Brown Act (Chapter 9 (commencing with Section 54950) of Division 2 of Title 5 of the Government Code).
- (c) Establish a neutral final appeals body to hear complaints related to interscholastic athletic policies.

This section shall remain in effect only until June 30, 1987, and as of such date is repealed, unless a later enacted statute, which is chaptered before June 30, 1987, deletes or extends such date.

SEC. 3.5. Section 33353.5 is added to the Education Code, to read:
33353.5

- (a) The California Interscholastic Federation shall not participate directly in any student athletic insurance program.
- (b) The California Interscholastic Federation shall not accept funds from any entity operating the student athletic insurance program, except as provided in the contract between the Great Republic Life Insurance Company and the California Interscholastic Federation executed on August 1, 1981.
- (c) This section shall remain in effect only until June 30, 1987 and as of that date is repealed, unless a later enacted statute, which is chaptered before June 30, 1987, deletes or extends that date.

SEC. 4. Section 33354 is added to the Education Code, to read:
333544.

- (a) The State Department of Education shall have the following authority over interscholastic athletics:
 - (1) The State Department of Education may state that the policies of school districts, of associations or consortia of school districts, and of the California Interscholastic Federation, concerning interscholastic athletics, are in compliance with both state and federal law.
 - (2) If the State Department of Education states that a school district, an association or consortium of school districts, or the California Interscholastic Federation is not in compliance with state or federal law, the State Department of Education may require the school district, association or consortium, or the federation to adjust its policy so that it is in compliance. However, the State Department of Education shall not have authority to determine the specific policy which a school district, association or consortium, or the federation must adopt in order to comply with state and federal laws.
 - (3) If the State Department of Education states that school district, association or consortium, or the federation, is not in compliance with state or federal law in matters relating to interscholastic activities, and the school district, association or consortium, or the federation does not change its policy in order to comply with these laws, the State Department of Education may commence with appropriate legal proceedings against the California Interscholastic Federation, the school district or against school districts which are members of the California Interscholastic Federation or the association or consortium which the department states is in noncompliance. In such a legal proceeding the court shall determine the matter de novo. The State Department of Education may make recommendations for appropriate remedies in these proceedings.
- (b) This section shall not be construed or interpreted to limit the discretion of local governing boards, or voluntary associations formed or main-

- tained pursuant to subdivision (b) of Section 35179, in any policy, program, or activity which is in compliance with state and federal law.
- (c) This section shall remain in effect only until June 30, 1987, and as of such date is repealed, unless a later enacted statute which is chaptered before June 30, 1987, deletes or extends such date.

SEC. 5. Section 35179 is added to the Education Code, to read;
35179

- (a) Each school district governing board shall have general control of, and be responsible for, all aspects of the interscholastic athletic policies, program, and activities in its district, including, but not limited to, eligibility, season of sport, number of sports, personnel, and sports facilities. In addition, the board shall assure that all interscholastic policies, programs, and activities in its district are in compliance with state and federal law.
- (b) Governing boards may enter into association or consortia with other boards for the purpose of governing regional or statewide interscholastic programs by permitting the public schools under their jurisdictions to enter into a voluntary association with other schools for the purpose of enacting and enforcing rules relating to eligibility for, and participation in, interscholastic athletic programs among and between schools,
- (c) Each governing board, or its designee, shall represent the individual schools located within its jurisdiction in any voluntary association of schools formed or maintained pursuant to this section.
- (d) No voluntary interscholastic athletic association, of which any public school is a member, shall discriminate against, or deny the benefits of any program to, any person on the basis of race, sex, or ethnic origin.
- (e) Interscholastic athletics is defined as those policies, programs, and activities which are formulated or executed in conjunction with, or in contemplation of, athletic contests between two or more schools, either public or private,

This section shall remain in effect only until June 30, 1987, and as of such date is repealed, unless a later enacted statute, which is chaptered before June 30, 1987, deletes or extends such date.”

The California Legislature has updated the above provisions each year that updating was required so that the law remains effective until January 1, 2002.

JOHN SANDERS
PRESIDENT, 1981-1983
HISTORY OF THE CALIFORNIA INTERSCHOLASTIC FEDERATION



John Sanders

My baptism of fire came in a hurry for it wasn't long in my tenure that we faced Title IX and its many ramifications. With the advent of girls participating in the program of interscholastic athletics, there became a need for sharing the governance with members of the same sex, as well as other minorities. I hope that I was a leader in this cause. By the time the California Women Coaches Academy filed the suit claiming discrimination because there were not enough women in the administration of athletics, we had several women on the governing board of the Los Angeles City Section of the C.I.F. and were soon to have two members on the Federated Council, Gloria Webster, L.A., and Barbara Wilson, Southern Section.

The C.W.C.A. felt that they should handle the governance of the athletic program for girls. Dale Lacky, my predecessor as president, had already begun meetings with the State Department of Education, Superintendent, Wilson Riles, to enhance the communication between that organization and the C.I.F. as early as 1978. Dale's proximity to Sacramento, and his ability to communicate, greatly paved the way for what was to be accomplished in working with the State Department of Education and the Representatives of the State of California. At our June 6 & 7, 1980 meeting in Berkeley, Dale Lacky reported that the State Superintendent of Instruction, Wilson Riles is establishing a committee to study the governance of the C.I.F. The members of our Executive Committee of the C.I.F. and our legal counsel met with the Superintendent of Public Instruction, Wilson Riles, and his staff in relationship to the suit brought forward by the C.W.C.A. several times. Listening was a most important part of these meetings, but never failing to correct any misinterpretation of the role of the C.I.F. Those representing the C.W.C.A. were most aggressive and had the ear of the State Department of Education because of the suit brought against all parties claiming that the women had no representation in the governance of the girls athletic program.

Early in our meetings with the State Department representatives, I felt that they assumed that the C.I.F. was dealing from a position of no strength, an assumption that was proven to be false. In one meeting Dr. Riles told me, addressing me by name that the State Department was not afraid of the C.I.F. My response to Dr. Riles was that the C.I.F. had no fear of the State Department of Education. I think that from that time on we opened up to real communication, as evidenced by subsequent meeting with Don McKinley, representing the Superintendent.

In our meeting October 17-18, 1980 a resolution concerning governance of high school, interscholastic athletics was moved seconded and carried, with one abstention, that the California Interscholastic Federation seek legislation which would permit local school districts to join voluntary associations which would control and direct interscholastic athletics. This became the content of S.B. 19. At the same meeting legal counsel, Elmer Malakoff reviewed the current status of a stipulation for settlement of the CWCA vs., CIF suit. Reported that a proposed settlement was very close to being finalized.

In late January, 1981, the Executive Committee of C.I.F., (John Sanders, Dale Lacky, Tony Balsamo, Lou Jones, Barbara Wilson, Vance Nelson, Larry Rice, Art Williams, Dick Jackson; with Tom Byrnes, Bob Steuart, and Andy Patterson sitting in, listened to Gene Tucker, Evelyn Kipp, Lawrence Reynolds, and Marion Josephs. Being on the Superintendents Committee, they were pro State Department of Education, but gave us some issues that we should face. In this meeting, Don McKinley made the statement, in response to S.B. 19's future, that you can't legislate the State Department of Education out of control, (C.I.F.). The Legislature will tear it apart. They do not want to fight with us in front of that body. In our February 5, 1981 meeting in San Diego, attended by Don McKinley, Tom Griffen, Maury Ross, and Gene Tucker, we were given several points that we should look into:

1. Involvement of Board Members and Superintendents.
2. Develop appellate procedures.
3. Sunshining - Publicity for meetings, open to all. Brown Act.
4. Broad based representation, (i.e. ACSA, Superintendents, Athletic Directors, CSBA, Coaches - 1 male/1 female).
5. The C.I.F. and C.I.F.P.F. should not have the same board of directors.
6. Realignment of sections.

No time schedule given, but recommended, deliberate haste. Each item was referred to appropriate committee and resolved at later dates. As of February, 1981, there were ten women, voting members of the C.I.F.

State Control of CIF Examined at Hearing

Governance of Prep Sports Reviewed in Two Sessions by State Board

By ALAN DROOZ, Times Staff Writer

The California Interscholastic Federation, the voluntary conglomeration which oversees the state's high school athletics, is either the most perfect form of self-government available or unresponsive and sexist, depending on which faction testified before a select board investigating possible state Department of Education control of the CIF.

The committee, appointed by state schools Supt. Wilson Riles to examine athletic governance and administration, held its only Southland public meeting in El Segundo and held a subsequent session in Sacramento. The committee will make final recommendations to Riles by the end of the month.

The committee also was charged with making a final report and recommendations. Its preliminary recommendations include four options ranging from basically maintaining the status quo, with the CIF administering hand-in-hand with local districts (options 1 and 2), to firm state supervision (options 3 and 4).

Options Available

The first two options, while leaving most regulatory power in the CIF's hands, would allow the state to exercise "general control." That control is later defined as "The assurance that governance of interscholastic athletics is in compliance with all federal and state statutes and guidelines."

Many of those who testified expressed fear that the "general control" aspect in the committee recommendations would add high school athletics to the state bureaucracy and diminish authority on the local level—as one speaker put it, "wrest control" from the districts. That is something the CIF fears as well, though a committee member pointed out the term "general control" has been in the state code for decades.

CIF Commissioner Tom Byrnes, one of the first to speak, said, "Governance is the most important item. Who will administer—local school districts or the state Department of Education?"

Another speaker, Dennis Evans, principal of Corona del Mar High in Orange county, said, "I challenge the committee to find any organization in the country that has responded as rapidly to Title IX (equality for women in funding and administration)."

Key Issue Discussed

However, a number of women coaches and representatives, who dominated the evening hearing here, said implementation was indeed the key issue and saw status quo as status second class. Nancy Hamilton, a teacher at Muir High in Pasadena, told the panel, "Status quo is a step back."

Carol Rose, a Los Angeles city attorney specializing in discrimination, said, "The CIF is committed to the status quo. I no longer have faith in the CIF. If they can't see discrimination, how are they going to eliminate it?"

The 25-member committee, made up of high school and college administrators, school board representatives and students, is itself split over some of the issues. Chairman Eugene Tucker, superintendent of the ABC School District in Southeast Los Angeles, said, "We have a fairly good cross-section of views on the committee."

Los Angeles members include John Sanders of Reseda, Mike Greenfield of Burbank and Barbara Wilson of Beverly Hills.

Sanders, principal at Cleveland High School and a CIF official, said after the hearings, "Some people feel we're trying to change things that are perhaps sacred to them. I don't think some members of the committee will be swayed any way, including me. My interest is in the students."

CIF Constitution

For 66 years, the CIF has regulated athletics in grades 9 through 12 for member districts, which are all voluntary. Through its constitution and bylaws, the CIF oversees playoff structure, league competitiveness, eligibility and transfer status and similar matters. The CIF was ruled in noncompliance with Title IX four years ago. CIF officials say they have striven for equality since.

In the committee's preliminary recommendations, option 1 recommends the CIF "continue to operate as the policy and administrative agency" in the state, which would still exercise "general control." Option 2



John Sanders

Sheila Wilson

has the same recommendation but adds that in addition to general control, the state "shall assure that governance . . . is in compliance with all federal and state statutes and guidelines."

Option 3 recommends the state and CIF "shall form a liaison and meet on a regular basis to coordinate, cooperate and communicate." The state maintains general control with the CIF continuing administrative and management duties.

Under option 4, the state "shall exercise general control . . . including policy adoption and assurance" that state and federal guidelines are followed. The CIF continues as administrative agency.

Speakers in the afternoon, mostly administrators, were almost unanimously in favor of maintaining status quo, with the CIF continuing to regulate and administer without state consolidation. Many, aligned with the local control issue, said in lieu of the options, they prefer Senate Bill 19, which would delete the current provision which gives the state general control, and would legally give local school districts authority to administer their programs and to enter into regulatory associations (the CIF is not named specifically). The bill would also limit the superintendent and state department to an advisory capacity.

'General Control' Defined

Robert Bruce, Glendora High principal, asked that the committee define "general control." Mike Michael, Moorpark High principal, said, "We are in favor of any measure to strengthen local control." Lawndale High Assistant Principal Carroll Adams said he could support option 2 "if you strike two words—general control—and add supervision."

Other administrators voiced fears of excessive bureaucracy. Warren Stevenson, vice principal at Long Beach Polytechnic, said, "In 1979-80, we had 27 official communications with the CIF. It is the most efficient, effective, smooth-running organization our school deals with."

Echoing him, Mike Pilcher, who runs the Heights Lutheran School, a private school in Hacienda Heights, said, "I'm not sure I'd be able to go to Sacramento with a small problem and get an answer in time. Speaking for the Liberty League, we support SB 19."

Bruce Kuenig of Cerritos, speaking for an association of private schools; Howard Pollock, a coach at Pioneer High in Whittier, and Sheila Wilson, athletic director at Valencia High, were others who spoke for the status quo.

Women Coaches Speak

When the women coaches and coaching organization speakers took over, it was a different story. Citing what they said is lack of representation in CIF decision-making, most spoke in favor of options 3 and 4. Pat Nordell, a coach at Westchester High, backed option 4, adding, "I feel the CIF dictates how we have to run our program without adequate representation."

The only student to speak, Jill Schultz, a junior at Polytechnic High in Sun Valley, listed a number of grievances she encountered as a volleyball player and was supported by Mimi Case, a coach at Bell High who cited salary differences for men and women coaches. Pat Hardin, athletic director at Glendora High, said, "In the CIF Southern Section, the opportunity is equal, but at the local level it is not."

By IRENE Y. HIRANO
Chair, California Commission on
the Status of Women

QUESTION: There was an article in the paper last week about a fight over who is going to control school athletics. I'm enclosing a copy of the story because I don't really understand it. Does this mean that girls' athletics are threatened?
—G.W.

ANSWER: The article you included in your letter refers to Senate Bill 19 (Campbell) which indeed may have a major impact on sports for female high school students in California.

The bill, which was recently approved by the Senate Education Committee, would transfer the authority to regulate interscholastic sports for high school students from the State Department of Education to the California Interscholastic Federation (CIF). Since 1914, the State Department of Education has maintained the authority to regulate the sports program while the CIF has been operating as the policy and administrative agency responsible for regulation of the California High School Program.

In recent years, the California Women's Coaches Academy has filed Title IX sex discrimination lawsuits against the CIF and has also filed class action suits in federal court. As a result of these actions, Superintendent of Public Instruction Wilson Riles last year initiated an Athletics Study Committee whose purpose was to study the governance questions around high school athletics.

The Committee report, issued in the fall of 1980, recommended that the CIF continue to operate as the policy and administrative agency to regulate high school athletics, and the State Department of Education retain the responsibility for assuring that interscholastic athletics in California was in compliance with federal laws (specifically Title IX). The CIF then sought legislative remedy by requesting legislation which would shift the control of high school athletic programs from the Department of Education to the CIF.

Many athletic women's groups, such as the National Women's Coaches Academy, fear the bill would dilute implementation of Title IX.

Principal Hanks Studies Proposal

High School Principal Orbie Hanks this week heard from Thomas E. Byrnes, state CIF commissioner, regarding a position paper submitted by Dan O'Keefe, State Senator, a co-author of Senate Bill 19, an initiative for local option for interscholastic athletics in California. Hanks said the paper was one of the best analysis of the controversy surrounding a proposal which would take local option regarding sports away and place it with a commission in Sacramento. Hanks is opposed to any plan in which local option would be destroyed.

O'Keefe's summary is as follows:

Making A Case For Local Athletics Programs

Many great coaches have been characterized by a particular innovation or a gimmick, but an examination of their methods invariably shows a deep understanding, not only of their sport but of all facets of training, and to employ a systematic approach to coaching. There is no single best way of coaching, and it must be accepted that each sport represents an individual problem. Coaches will choose their own way of correcting faults and developing the ability of their athletes.

So too is it with school

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administrators who can no longer focus their energy on their athletic program needs and upon local athletic problems, and instead must contend with the scope and details of athletic issues throughout the State of California.

Yogi Berra once remarked that "you can't think and hit at the same time." Our school administrators need to be free to work with local programs rather than expending their efforts on the thinking of ways to communicate with the big bureaucracy which wants to call all the balls and strikes. I feel obliged therefore to cry "foul" when it comes to state government meddling in an institution as sacrosanct as local secondary school athletics. And I am standing firm against the state's attempts to become the "big brother" which is greedily eyeing school athletics.

Determination of what athletic programs will be offered is up to the local school districts and not to the Department of Education. The controlling influences of the local districts should determine the expenses, student and parental interests, and availability of qualified coaches and facilities.

Yet what seems to be common sense to most of us is being attacked

on the blind side by the Department of Education which is attempting to mug local control of our educational system, including athletics which has happily been under the jurisdiction of the California Inter-scholastic Federation since 1914, the designee of local boards of education.

It is wrong to support State Government which wants to call the balls and strikes long distance.

I cannot come to grips with the notion that some nameless administrator who is appointed to his position, is obliged to answer to an elected official by whom he was appointed rather than to the school board members.

I have articulated my stand on providing more autonomy to local educational policy on many occasions. Senate Bill 19, introduced by Senator William Campbell (R. Whittier) and which I have coauthored, is an expression of my education. the question of who non-local option is the key to quality education. The question of who non-local option decision makers must account to when they set forth undesirable regulations is a question I have frequently addressed.

No one would tolerate a situation by which, for

example, the State of California was hereafter responsible for hiring all staff and faculty for local which are affected and if it is not cogent with their needs, observations and obligations then it is their prerogative to prevent or modify any such action.

Yet this is precisely the kind of situation we permit ourselves to be forced into when we allow the anonymous bureaucrats to dictate policy to our local schools. This situation we permit has become unbearable now that the problem has extended itself to the question of athletics. The tragedy of distant government has manifest itself in a variety of ways. For example, the Department of Education Study Committee has recommended that the State Department be placed as part of the final appeal for grievances surrounding the policies of the voluntary association of schools. A disagreement between schools over which playing and practice facilities shall be made available to teams in Santa Clara, the problem will not be resolved by local officials or community committees but by a bureaucrat in Sacramento who knows nothing of the mood, desires, tensions, conflicts and needs of the local communities.

The Department of Education has also proposed that it "actively assist in the recruitment and training of female (game/contest) officials." Again, it is hard to imagine how a distant Department will successfully recruit any official, regardless of sex, who will meet the needs and wishes of the local community.

Another example of the increasing "1984" tragedy approaching our schools is the Department of Education's response of findings of noncompliance with Title IX from the Office of Civil Rights. The response from the Department was made without any attempt to contact local governing boards of education to review the OCR's interpretation of the purported violation.

There are hundreds of such examples of the bureaucrats calling the shots without any real knowledge or concern for what these decisions mean to the various communities which are affected by their decisions.

While the Department may or may not adopt any or all of these proposed regulations, it seems evident that the trend is toward unqualified State regulation of something such as local athletics which are by nature community oriented. It is hard to conceive of a state official sitting in his cozy office up in Sacramento calling the "balls and strikes" in one of our local baseball

games.

I find it absurd and inexcusable to force athletic programs to follow the exact practice and travel rules as your counterparts in Central and East Los Angeles or in the rural segments of our state. Such regulations and restrictions would only hinder and create obstacles for the development of athletics in our local areas.

I am positive as educators and coaches you share my sentiments that local school athletics and particularly education is not for the State of California or the Department of Education to act as "Big Brother." This is who should determine what extent competition for girls and boys teams will take place, the number of sports which a school may engage, the length of the season of a sport, and the recruitment and appointment of game officials. Only the community is qualified to recruit candidates who will fill these positions on the basis of merit rather than obscure bureaucratic guidelines.

S.B. No. 19—Campbell (Principal coauthor: Senator O'Keefe) (Coauthors: Senators Beverly, Briggs, Davis, Johnson, Montoya, Nielsen, Robbins, Schmitz, Speraw, Stiern, and Vuich) (Coauthors: Assemblymen Bergeson, Dennis Brown, Costa, Felando, Filante, Frazee, Frizzelle, Imbrecht, Ivers, Johnson, Konnyu, La Follette, Leonard, Lewis, McAlister, Robinson, Dave Stirling, Wray, Wright, and Young).

An act to amend, repeal, and add Section 33352 of, and to add and repeal Sections 33353, 33353 5, 33354, and 35179 of, the Education Code, relating to athletics.

1980

Dec. 1—Introduced. Read first time. To Com. on RLS. for assignment. To print.

Dec. 2—From print. May be acted upon on or after January 1, 1981.

1981

Jan. 7—To Com. on ED.

Feb. 9—From committee with author's amendments. Read second time. Amended. Re-referred to committee.

Mar. 16—Set for hearing April 1, 1981.

April 1—Set, first hearing. Hearing canceled at the request of author.

April 2—Set for hearing April 8, 1981.

April 6—From committee with author's amendments. Read second time. Amended. Re-referred to committee.

April 8—From committee: Do pass, but first be re-referred to Com. on FIN. (Ayes 7. Noes 2. Page 1070.) Re-referred to Com. on FIN.

April 20—From committee: Be placed on second reading file pursuant to Senate Rule 28.8.

April 21—Read second time To third reading.

May 7—Read third time. Passed. (Ayes 26. Noes 4. Page 1998.) To Assembly.

May 7—In Assembly. Read first time. Held at desk.

May 19—To Com. on ED.

June 22—From committee with author's amendments. Read second time. Amended. Re-referred to committee.

June 23—Hearing postponed by committee.

Aug. 20—From committee: Do pass as amended, but first amend, and re-refer to Com. on W. & M. (Ayes 7. Noes 1.)

Aug. 24—Read second time. Amended. Re-referred to Com. on W. & M.

Sept. 4—From committee: Do pass as amended. (Ayes 12. Noes 2.)

Sept. 8—Read second time. Amended. To second reading.

Sept. 9—Read second time. To third reading.

Sept. 11—Read third time. Amended. To third reading. Action rescinded whereby amendments adopted. Re-referred to Com. on W. & M. Joint Rule 61 suspended.

Sept. 14—From committee: Do pass as amended. (Ayes 12. Noes 3.) Read second time. Amended. To third reading.

Sept. 15—Read third time. Passed. (Ayes 62. Noes 10. Page 8352.) To Senate.

Sept. 15—In Senate. To unfinished business. Senate concurs in Assembly amendments. (Ayes 36. Noes 0. Page 6553.) To enrollment.

Sept. 17—Enrolled. To Governor at 3 p.m.

Sept. 29—Approved by Governor.

Sept. 29—Chaptered by Secretary of State. Chapter 1001, Statutes of 1981.