

Date of Hearing: May 3, 2016

ASSEMBLY COMMITTEE ON ARTS, ENTERTAINMENT, SPORTS, TOURISM, AND  
INTERNET MEDIA

Kansen Chu, Chair

AB 1660 (Cooper) – As Amended March 29, 2016

**SUBJECT:** Interscholastic athletics: California Interscholastic Federation: report.

**SUMMARY:** Eliminates the sunset for the California Interscholastic Federation (CIF) to have responsibility for administering high school interscholastic athletics. Specifically, **this bill:**

- 1) Continues, without sunset, the authorization of CIF with specified responsibilities for interscholastic sports.
- 2) Requires the CIF to report to the Legislature and Governor by January 1, 2024, and on or before January 1 every seven years thereafter, addressing specified goals and objectives, such as effectiveness of governance structure, gender equity, health and safety and economic vitality.

**EXISTING LAW:**

- 1) Establishes CIF as a voluntary organization responsible for administering high school interscholastic athletics and sunsets this authorization on January 1, 2017. (Education Code 33353)
- 2) Requires CIF to report to the Legislature and Governor by January 1, 2016 on several specified goals and objectives, such as effectiveness of governance structure, gender equity, health and safety, and economic viability. (Education Code 33353)
- 3) Authorizes the California Department of Education (CDE) to determine if the policies of school districts and CIF are in compliance with state and federal laws, as specified. (Education Code 33354)

**FISCAL EFFECT:** None. This bill is keyed non-fiscal by the Legislative Counsel.

**COMMENTS:**

- 1) *Author's statement of need for legislation and support:* According to the author, "The CIF plays a vital role in governing and creating an environment that promotes sportsmanship, honesty, and quality academics. In California, school boards primarily enter into agreements with the CIF for purpose of governing regional or statewide interscholastic programs and actively participate in the governance structure of the organization. Since 1981, the Legislature has approved CIF's sunset extension, including in 2011 which extended the sunset for another seven years. AB 1660 indefinitely extends authority to CIF to oversee California public and private high school interscholastic athletic programs and requires CIF to report to the Legislature and the Governor on its activities every seven years."

The CIF notes in support, that AB 1660, "would make permanent existing statutes that require CIF to comply with the state's open meeting "Brown Act" and existing accountability provisions, including the requirements for CIF to report on its activities to the Legislature and Governor." They also point to the list of successful sunset extensions, and believe sunset legislation will no longer be necessary if current law, which contains accountability and reporting requirements, is made permanent.

- 2) *Background: CIF history, scope and purpose.* The California Interscholastic Federation was organized at a high school athletic convention on March 28, 1914, as a voluntary association of schools. Since 1914, the California Department of Education (CDE) has allowed the CIF, to regulate interscholastic athletics, and the CIF has been the rule-making body for all of California's K-12 athletics programs since 1917. In 1981, that rule-making authority was expanded to include control over all interscholastic athletics, replacing the CDE in that role.

The Federation consists of ten regional sections, each of which is divided into several "leagues," for purposes of scheduling athletic contests, assigning referees, etc. Similar organizations exist in other states. Almost all public, private and parochial schools in California are CIF members.

The primary responsibilities of CIF are to administer high school athletic programs and to promulgate and enforce rules relating to a student's involvement in athletics - age, semesters in school, scholarship, residence, transfer status, and amateur standing. Such regulations, which are generated by the 1,514 member base of secondary schools, prevent undesirable exploitation of high school students, provide for the welfare of participants, and ensure that interscholastic athletics offer major benefits to students in a safe, rewarding environment.

- 3) *Committee concern: Reports to the Legislature do not sufficiently serve the purpose currently filled by Sunset Review:* This bill would eliminate the sunset date for CIF's authorization and extend indefinitely its authority and responsibilities for administering high school sports throughout the state. As noted in the Education Committee analysis of this measure, historically, this sunset date has been extended in five-year increments, though longer extensions have been proposed. In 2005, SB 562 (Torlakson) would have eliminated the sunset date, as this bill does. SB 562 was later amended to continue the five-year sunset period, rather than eliminate it. In 2011, SB 107 (Price) proposed a 10-year sunset period and two required reports from the CIF. That bill was amended and chaptered to include a sunset on January 1, 2017 and a single required report due January 1, 2016.

During some earlier legislative reviews, including a 2008 Oversight Hearing held by this committee, *The California Interscholastic Federation*, it was suggested that the sunsets provide a ready opportunity for the Legislature to evaluate the progress of the CIF with respect to issues of concern, which might include questions of student athlete injury protocols or questions of equal access, the latter of which remains a particular challenge for the CIF to achieve, with California ranking 31<sup>st</sup> in a recent survey of states in gender equity. The Atlantic reports that over 25% of California high schools have a "large gender equity gap in sports." According to the survey authors, "a gap is considered 'large' if the difference between the percentage of spots on teams allocated to girls and that allocated to boys is 10 points or higher. If girls account for, say, 55 percent of the population at a school but only get 43 percent of all the spots on teams, that school has a 12 percent gap." (*Where Girls Are Missing Out on High-School Sports*, The Atlantic, June 26, 2015, accessed online April 21, 2016.)

While supporters, such as the California School Boards Association, believe that, "With the bill's creation of an ongoing, seven-year cycle of reports to the Legislature and Governor, there will no longer be a need for a sunset on the organization's authority," the committee has concerns that a passive report will not offer sufficient opportunity for commentary and oversight. This is especially true for outside entities beyond the Legislative committees and Governor's staff designated to receive the reports. The bill does recognize that the public may make comments at the CIF federation council meetings, but this is not the same as legislative oversight.

In light of this concern, the committee suggests the bill be amended to include a joint oversight hearing of the legislative committees which receive the report proposed in this bill, to be held in the years that CIF reports are presented to the Legislature and Governor.

4) *Prior related legislation:*

- a) SB 107 (Price), Chapter 230, Statutes of 2011, among other things, extended the sunset on CIF statutes from January 1, 2012 to January 1, 2017.
- b) SB 562 (Torlakson), Chapter 301, Statutes of 2006, among other things, extended the sunset on CIF statutes from January 1, 2007 to January 1, 2012.
- c) SB 225 (Kuehl), Chapter 889, Statutes of 2001, among other things, extended the sunset date from January 1, 2001, to January 1, 2007.

**REGISTERED SUPPORT / OPPOSITION:**

**Support**

Organizations in support:

Association of California School Administrators  
 California Association for Health, Physical Education, Recreation and Dance  
 California Association of Directors of Activities  
 California Association of Private School Organizations  
 California Catholic Conference  
 California Department of Education  
 California Interscholastic Federation  
 California School Boards Association  
 California State Athletic Directors Association  
 Division of Teaching and Learning in the San Juan Unified School District  
 Los Angeles City Athletic Directors Association

There are also 924 schools and school districts in support and several individuals.

**Opposition**

There is no opposition on file.

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