

Report by the

**TASK FORCE ON  
INTERCOLLEGIATE ATHLETICS**

University of Minnesota

April 26, 1978

A REPORT TO  
PRESIDENT C. PETER MAGRATH  
UNIVERSITY OF MINNESOTA

BY  
Minnesota University.  
TASK FORCE ON INTERCOLLEGIATE ATHLETICS

APRIL 26, 1978

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Task Force on Intercollegiate Athletics  
Recommendations

1. Because the intercollegiate athletic programs play an important role in the missions of the University of Minnesota, they should be continued on a competitive NCAA and AIAW Division I basis. The University should also study the desirability of formalizing Big Ten competition for women athletes.
2. The existing autonomous relationship with the programs of the Duluth, Morris, Crookston, and Waseca campuses should continue unchanged.
3. The relationship to other units of the University should be improved, and opportunities for greater integration of instruction, research, and public service developed.
4. The Assembly Committee on Intercollegiate Athletics should continue to play an important role in the maintenance of high academic standards for student-athletes. Its members should retain responsibility for monitoring academic performance, and for reviewing and recommending rule changes, regulations, policies, and scholarship programs of the intercollegiate athletic programs.
5. Faculty control of intercollegiate athletics, through the Assembly Committee on Intercollegiate Athletics, should be emphasized to the university community and athletic staff. The lines of responsibility of the athletic directors to the ACIA and to the appropriate Vice President should be clarified.
6. The Faculty Representatives for the athletic departments should have their lines of responsibility to the ACIA, President, Vice President, and athletic directors more clearly delineated. The possibility of released time or monetary compensation for these individuals is encouraged and should be investigated.
7. Serious consideration should be given to merging the men's and women's athletic departments. To facilitate this merger, cooperative efforts by members of both departments should be encouraged, particularly in regard to support services and sport schedules.
8. Funding should be sought from the state legislature to place both men's and women's intercollegiate athletic programs on a sound financial base. Certain concepts should influence any request for such an appropriation:
  - a. The level of funding should be sufficient to cover all regular operations and maintenance activities for both men's and women's intercollegiate athletic programs.
  - b. Revenue produced from all sports events for both men's and women's athletic programs would become a part of the University's general fund.

c. An alternative to the funding of all operation and maintenance costs would be that the state legislature underwrite athletic programs by funding a fixed percentage of the total costs. This policy would parallel the present funding policy for regular academic departments wherein the state legislature funds approximately 76% of total costs for academic programs.

9. The Williams Fund and the Patty Berg Development Fund were originally established for development, not maintenance, and all funds generated through them should be used exclusively for athletic grants and program development.

10. The University should actively strive to influence the deliberations and legislation of the NCAA and AIAW to effect reduction of costs in intercollegiate athletic programs.

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## Report of the Task Force on Intercollegiate Athletics

### I. Introduction

This report marks the **fourth time in almost twenty years** -- the third time in five years -- that the University of Minnesota has formally studied the role, purpose, and funding of intercollegiate athletics. The first report (1959) was essentially a statement of the objectives of athletic programs and, as former Vice President Stanley J. Wenberg noted, was written "in the acceptable phrases about the general virtues of competition, teamwork, and the like." By 1973, when Wenberg himself chaired the committee that wrote the second report, the "apple pie rhetoric" of the earlier statement was clearly unacceptable: between 1959 and 1973 dramatic changes had occurred in both men's and women's athletic programs throughout the nation.

In 1965, the "Study Conference on Competition" was held in Washington, D.C., and the star of women's intercollegiate athletics began to rise. The conference generated perhaps the most significant document in the development of women's programs, the Guidelines for Intercollegiate Athletics for Women. That same year, the American Association for Health, Physical Education, and Recreation organized the Commission on Intercollegiate Athletics for Women, and in 1972, a national governing body, the Association for Intercollegiate Athletics for Women, was founded. In 1972, moreover, the crucial Title IX amendment to the Higher Education Act of 1965 was passed, requiring colleges and universities to provide equal opportunity to male and female student-athletes on their campuses.

As the development of women's intercollegiate athletics (WICA) began requiring national and institutional consideration, men's programs were commanding attention unrelated to legislation or equal rights. By 1973, the men's intercollegiate athletic program (MICA) at the University of Minnesota-Twin Cities had accumulated a total deficit of \$437,771. But this crisis was in no way limited to Minnesota; indeed, financial exigency had begun to characterize MICA throughout the country.

The 1973 Wenberg report addressed the issue directly:

If it is the decision of the Administration and the Regents of the University of Minnesota that we should develop a women's program that seriously attempts to meet the demands we can project, while maintaining a men's program in approximately its present configuration, there seems to be no alternative but institutional support (p. 38).

The report wisely pointed out that between 1930 and 1970 the MICA program of the University of Minnesota-Twin Cities had contributed approximately 8.8 million dollars of its reserves to the University for building construction, land acquisition, and other program development, and had supported men's intramurals and the Department of Physical Education. Wenberg wrote: "Hindsight notwithstanding,

we did not leave the reserves in an endowment fund, we used the money . . . and we avoided for several years asking for public tax support. We are now at the point where we must consider their history . . . (p.2)."

President C. Peter Magrath appointed a committee in 1976 to make recommendations concerning implementation of Title IX for intercollegiate athletics, recreational sports, and physical education on all campuses of the University. Their lengthy report is primarily concerned with intercollegiate athletics on the Twin Cities campus, however, and a plan of phased implementation for compliance with Title IX is proposed within it. The committee submitted the report in 1976 stating that "financial compliance by July 21, 1978, is simply impossible given the practical constraints on what we might expect to receive in legislative appropriation, for 1977-79." They projected a compliance budget of \$1.3 million in 1980-81.

In 1976, the Minnesota state legislature responded to Title IX, national concern for equity for WICA, and the University's appeal for support by appropriating \$1,200,000 to the women's program for 1977-79. Though both relieved and bolstered by this support, the University administration nevertheless was still keenly aware of the legal and financial problems inherent in developing a women's program of high quality and maintaining a men's program of which the alumni, students, and University could continue to be proud.

Accordingly, in 1977 President Magrath assembled the present Task Force on Intercollegiate Athletics **to study the purpose of intercollegiate athletics**, the organization of and methods for financing athletic programs on the Twin Cities campus, and the welfare of the student-athletes involved in those programs. The report that follows is a response to the specific charges made to the Task Force by President Magrath, a response reminiscent of a statement in 1973 by Vice President Wenberg:

The easy answers don't work, because there are honest differences of opinion about the role of athletics, and because it is extremely difficult to "prove" the impact and value of the program in terms some people argue should be available for any program defense. But I would submit those terms, if similar to those used to defend or make the case for a whole host of university programs -- relevance to our society, significance as a part of our culture, economic importance, effective use of individual talents, etc. -- intercollegiate athletics do meet "value" yardstick requirements (p. 3).

## II. Charge to Task Force

In establishing the Task Force on Intercollegiate Athletics President Magrath outlined the following four main charges or issues:

1. To develop a statement of the purpose or purposes of intercollegiate athletics, for both men and women, in the context of the general mission of the University of Minnesota. In this respect, I would like the Task Force to help guide me on the extent to which the intercollegiate athletic programs are directly educational in their relationship to students; serve extracurricular purposes that, in effect, provide supplementary opportunities outside of the classroom for the personal development of the student; serve public relations purposes and community purposes in view of the fact that the University of Minnesota is a state university; and provide service to professional purposes served by such direct educational programs as, for example, engineering or business schools.

In addressing yourselves to these fundamental questions, I would also ask the Task Force to consider explicitly whether all sports should be aimed at the same goals, and whether men's and women's athletics have, or should have, the same basic purposes.

2. To recommend methods of financing intercollegiate athletics. This is one of the difficult areas our athletic programs face here at the University of Minnesota and elsewhere, and I would value your advice on the appropriate combination of tuition, student fees, State appropriations, gate receipts, and private funds as the financial base upon which to rely in operating our intercollegiate athletic programs. Clearly, these financial recommendations ought to relate in some rather direct fashion to your judgments under Point 1.

3. To comment upon the effect of the intercollegiate athletic programs and any proposed changes in the handling of these programs on the welfare of student athletes. Under this heading I would like you to pay particular attention to such matters as a student's likelihood of attaining his or her appropriate educational goals, the relation of the program to the student's personal development, and the appropriateness and fairness of the financial support programs available to student athletes.

4. To recommend whatever appropriate changes seem to you wise in the internal organization as well as the external relationships of intercollegiate athletics in view of your comments under Points 1, 2, and 3.

### III. Task Force Procedures

In response to its charge by President Magrath, the Task Force on Intercollegiate Athletics attempted to obtain as much information as possible prior to formulating recommendations. Accordingly, testimony was sought from members of the University community, the general public, and from people associated with intercollegiate athletic programs at comparable institutions.

Open testimony from the University community was solicited on April 18, 1977, and testimony from the general public on April 19, 1977. (A list of those testifying is provided in Appendix I.) In addition, the members of the Task Force sought a variety of perspectives by inviting alumni, coaches, sports writers, regents, athletic directors, and administrators to meet and talk with them. Specific testimony is provided in Appendix II.

It was difficult to acquire quantitative, substantive data on many relevant issues. An effort to obtain background information on our task from selected comparable institutions throughout the United States proved ineffective. Apparently, most institutions guard information on intercollegiate athletics very carefully. Both Directors Giel and Barfield cooperated by providing background information on their respective programs. Information gathered by the Task Force on Title IX proved to be extremely helpful, particularly in regard to the financial implications of that amendment.

A questionnaire was developed to sample student and faculty opinion on the relationship between intercollegiate athletics and other programs of the University, the role and purpose of intercollegiate athletics, and the financial aspects of these programs. The questionnaire and results are provided in Appendix III.

Various subcommittees were formed to address specific issues and develop statements and recommendations. The whole Task Force reviewed, discussed, and modified each of these statements prior to including them in this report.

#### IV. Purpose of Men's and Women's Intercollegiate Athletic Programs

Although many people argue that the role or purpose of intercollegiate athletics should be different for men and women, we believe that the objectives should be the same for the student-athletes in both programs. Four goals should characterize our efforts in intercollegiate athletics:

1. To afford the highly skilled student an opportunity to attain the highest level of performance, in much the same manner as in music or art.
2. To offer a broad, high quality program in competitive sports to meet diverse needs.
3. To provide an opportunity for students to participate in highly organized contests governed by acceptable standards and to experience the intellectual, moral, social and emotional values of such competition.
4. To develop athletic programs consistent with the educational commitments of the University.

The controversy that does exist concerning similarity of goals for men's and women's programs derives from interpretations of the historical developments of the programs. Those who hold that the goals should be quite different point to the gradual development of men's intercollegiate athletics in this country, from a football game in 1869 (Princeton vs. Rutgers) to a multi-million dollar, multi-conference enterprise that has become an integral part of American society. They juxtapose that history to the meteoric use of women's programs in the 1970's, a development resulting in part from national legislation and, in the case of Minnesota, from legislative appropriations.

The Task Force believes, however, that recent philosophical and programmatic changes made by the national governing organization for women's intercollegiate athletics, the Association for Intercollegiate Athletics for Women (AIAW), have greatly reduced the nature and number of differences between men's and women's intercollegiate athletic programs. Although significant differences exist between the National Collegiate Athletic Association (NCAA) and the AIAW in regard to regional structures and conferences, eligibility for competition, and academic admission requirements, the two organizations have independent but comparable judgments about a crucial factor: financial aid to student athletes. Moreover, the 1978 AIAW decision to allow "talent assessment" costs to be assumed by the colleges and universities makes recruiting a practice both organizations favor.

The men's and women's intercollegiate programs at the University of Minnesota-Twin Cities are both currently directly responsible to the Vice President for Administration and Planning, and to the Assembly Committee on Intercollegiate Athletics (see Appendix IV); each has, furthermore, its own faculty representative to the respective national governing associations. Both have broadly-based programs of intercollegiate sports and both have relatively autonomous directors. If their histories until the 1970's were diverse, those histories led them to identical organizational patterns of structure and governance in 1978.

The crucial distinction between the programs is, of course, in their funding. Though both have development funds (the Williams Fund and the Patty Berg Fund, for men and women, respectively), their accounts differ dramatically: in 1978 the Williams Fund projects a revenue of \$460,000; the Patty Berg Fund goal is \$50,000. More critical, however, is the origin of funding for the entire programs: WICA has been supported by a state legislative appropriation; MICA must support itself. This fundamental difference, some argue, makes it impossible for both programs to have the same objectives.

The members of the Task Force believe that history (both developmental and financial) aside, the male and female student-athletes at the University of Minnesota deserve equitable programs that reflect a singular university concern: the development of talent in ways compatible with the mission of the University.

## V. Public Relations and Public Service

The place of intercollegiate athletics at an institution of higher learning has always aroused debate. **One issue, however, allows only meager rebuttal: the benefit derived for the university in both public relations and public service.** In the following discussion, "public relations" is defined as those activities that serve to remind the community, state, and nation of the institution, to facilitate identification with and allegiance to it, and consequently, to promote its welfare. "Public service" is taken to mean providing professional assistance, through the intercollegiate athletic programs, to various groups around the state and nation.

### A. Public Relations

1. The Public It is through intercollegiate athletics that many people in Minnesota have their only contact with, and thus only identification with, the University. Although we cannot document the extent of non-alumni public support for the University, and certainly not the contributions of the athletic teams to that support, several items of information are suggestive.

The decision by WCCO radio to broadcast all football and basketball games certainly reflects public enthusiasm for the games. Though there are no specific Arbitron ratings (radio survey) for the University of Minnesota athletic events, WCCO has surveyed its listenership by phone. In an average quarter-hour during a 1978 basketball broadcast, 115,000 persons were listening to the game. During a comparable period in a fall, 1977, football game, 258,000 persons were following the team on WCCO radio. In comparison, 165,000 fans tuned to Minnesota Twins games last summer. Chuck Hartley, of WCCO radio, commented that the listenership is "good," "there's no larger college football audience in the United States than in Minnesota."

Though ratings at WWTC radio have not yet been compiled for University hockey listenership, the General Manager and the Program Director at the station estimate an audience of 8-12,000 persons. They commented that this number is remarkable considering the station reaches only those in the metropolitan area. Two other stations, in Rochester and Grand Rapids, Minnesota, also carry the hockey games. Because of the importance of ratings for advertising income, and the willingness of the broadcast media to cover University sporting events, we are persuaded that public support for these events must be widespread. We note with interest that when WTCN television carried the Hall of Fame Bowl, it commanded more than twice as many home viewings as its nearest competitor, approximately 265,000 homes, and one-third more than all other local stations combined.

Although it is a commonplace observation, we feel compelled to point out the existence of a section of every newspaper devoted to sports, and the concomitant attention given to University athletics. The ups and downs of our teams are reported in almost tedious detail; through no other consistent program does the institution receive such close and continuing scrutiny. In a similar vein, sports is one of the three major components of evening news summaries.

Finally, the results of a poll published in the Minneapolis Star on December 8, 1976, prove to be of considerable interest: **32% of the adults in Minnesota believe that the "University's overall quality is affected by the success or failure of its athletic teams."** While this reaction may be somewhat disheartening to the faculty, it is strong evidence of public opinion with regard to athletics.

Both public service and public relations are served by intercollegiate athletics as the programs provide entertainment to hundreds of thousands of spectators. Furthermore, the athletic contests provide recreation and promote allegiance to the school. Although some of this service function has been supplanted by the growth of professional athletic teams, the intercollegiate athletic events are still unique in many respects. For example, anyone wishing to watch competitive basketball at a major collegiate level must come to the University. More than that, however, they are different in kind; **the audience is not only witnessing an athletic event, it is celebrating the success of the institution.**

The intercollegiate programs also serve as an institutional link with the public through the public activities of the directors and their staffs. Both athletic directors are continuously featured as speakers at banquets, luncheons, civic groups, and fund-raising events. The coaches, to a lesser extent, are similarly involved. The members of the Task Force doubt that anyone at the University does more public speaking than the Director of Men's Athletics; the Director of Women's Athletics is rapidly expanding her own public speaking schedule. The presence of the directors at a multitude of promotional ventures, ranging from golf outings to fashion shows, serves to remind the participants of the University and its programs. The frequent contact of the directors with the public cannot be discounted in the University's efforts to build citizen respect and support.

**The residual question about public support, of course, is this: Does the identification with the University, through the intercollegiate athletic departments, redound to the general benefit of the institution? Or is it an identification and allegiance only to the athletic teams?** Answers to these questions can hardly be more than conjecture based on anecdotal evidence and

inferential reasoning. Still, it seems likely that identification with athletics is transmuted into intangible and unmeasurable approbation for all the other "good" things the University is known to be doing.

One might argue that the foregoing suffers from the lack of empirical proof. While admitting a paucity of hard data, the Task Force is persuaded that the positive support received from a wide variety of individuals, many of whom had no connection with athletic programs, leads inevitably to that conclusion. Any contrary claim would not only be counter-intuitive, it would unequivocally contradict several hundred pages of transcribed testimony.

2. Alumni The alumni of the University are in some respects a subset of the public at large, but they constitute a subset that has a particular relationship with the institution.

Like the general public, they, too, can build a sense of identity with their school through intercollegiate athletics. Additionally, however, some residual sense of "school spirit" can frequently be rekindled, maintained, or created after the fact. The remarks of one Alumni Association president are noteworthy: the Association is compelled to keep the sports pages in its periodical publications because failure to do so provokes an outcry from readers; athletics is always the chief initial topic of conversation at alumni gatherings; graduates appear to pay as much attention to the athletic teams as to the academic enterprises of the University. We are told that when alumni meetings are held outside the state, the conveners almost always want to feature someone prominently involved in athletics.

The alumni, moreover, provide tangible support to the University by means of financial contributions. At various gatherings, athletics frequently serves as a conversation opener; after that beginning, both the Association and the Foundation officers often progress to other discussions about University programs in order to promote financial support to the institution. The Executive Director of the Foundation has remarked: "Intercollegiate athletics is a very important tool of an institution like ours" -- despite the fact that some may think its role and importance are often exaggerated. The Task Force has little doubt that, in this regard, the athletic programs may serve the University in a way that is not immediately obvious but is nonetheless very important.

3. Faculty and Students In order to gauge the attitudes of two of the most important groups in the university community, the Task Force conducted two polls, one of students and one of faculty. The results from the two groups were remarkably similar.

The following table presents the results from three of the questions we asked.

<u>Question</u>		<u>Faculty</u>	<u>Students</u>
In general, do you think that intercollegiate sports have helped, harmed, or have had no effect on the quality of life at the University?	<b>Helped</b>	<b>57%</b>	<b>59%</b>
	Harmed	10	4
	No effect	15	27
	Don't know	13	10

Do you agree or disagree that intercollegiate sports:		<u>F</u>	<u>S</u>
a. Provide good public relations for the U? . . .	Agree	71	84
	Disagree	14	10
b. Provide entertainment for many students? . . .	Agree	76	88
	Disagree	10	8
c. Aid the personal development of student athletes? . . . . .	Agree	48	72
	Disagree	21	14
d. Are overemphasized at the U? . . . . .	Agree	41	33
	Disagree	32	58

In the future, do you think that the following University intercollegiate sports programs should be expanded, cut back, or kept the same?

	<u>Expanded</u>		<u>Cut Back</u>		<u>Kept Same</u>		<u>Don't Know</u>	
	<u>F</u>	<u>S</u>	<u>F</u>	<u>S</u>	<u>F</u>	<u>S</u>	<u>F</u>	<u>S</u>
a. Men's football?	3%	7%	29%	22%	51%	67%	10%	4%
b. Men's hockey?	2	11	22	14	57	70	11	5
c. Men's basketball?	5	13	22	17	57	65	10	5
d. Other men's sports?	26	32	10	9	41	50	18	9
e. Women's sports?	57	84	7	3	16	8	16	5

It is clear that a substantial majority of both the faculty and students have a positive opinion of the intercollegiate athletics programs. Both do not wish to see the men's program trimmed; both want the women's program expanded. **Both also believe that athletics has helped the quality of life on the campus.** Most interesting of all, faculty and students believe in large numbers that athletics provide good public relations for the University.

From these results, we think the programs enjoy broad support within the institution, and reject the myth that the faculty and students demand reduction or elimination of the athletic programs.

4. Program Reduction The Task Force tried to consider the likely impact on the institution if it were to abolish or sharply reduce the competitive level of the intercollegiate programs. We asked the question of several of those who spoke to us. The reaction was swift and unanimous: to eliminate our intercollegiate athletics programs and withdraw from the Big Ten, the WCHA, the NCAA, and the AIAW would detrimentally affect the University. Even those who were admittedly reserved about athletics were quite adamant in that belief. Although they may occupy a tangential place in the larger research, teaching, and public service missions of the University, the athletic programs are so thoroughly a part of the institution that to remove them would be to excise a part of the heritage and tradition of the school and the state.

5. Adverse Public Relations The recent difference of opinion between this University and the NCAA points up an additional element in the public relations value of intercollegiate athletics: **and publicity.** An episode such as the one we just endured demonstrates that the programs have the potential for embarrassment as well as pride. The promulgation and enforcement of Title IX provides another example of the liabilities as well as the assets of athletics; it has shown us to have in the past sadly neglected the needs of women in athletics.

In both the instances cited above, however, the University has now overcome most of its problems. The contretemps with the NCAA probably generated more support than antagonism for the school, and brought it more publicity than anything else for a long while. (The fact that nearly \$100,000 was donated to pay for the court fight is not without significance.) In the matter of women's athletics, the institution has demonstrated its commitment and will continue to do so.

6. Summary Finally, in conversation with **four of the leading representatives of the marketing and public relations industry in the Twin Cities**, a subcommittee of the Task Force posed a question: **Do the intercollegiate athletic programs serve a public relations value to the University?** They were astounded to even hear the question.

In further questioning they revealed that certainly the public relations value to the University of Minnesota was unique, valuable, and positive, and that over the many years the athletic programs and endeavors have served to promote a most favorable image of the University. They believed, further, that intercollegiate athletics has acted as a catalyst in unifying the general public and alumni in supporting other programs at the University and that possibly no other activities have given the University greater visibility and opportunity for identification than those of intercollegiate athletics.

The Task Force had approached the matter of public relations with no predispositions, though assuming support in the community. The testimony, though impossible to quantify, was compelling.

#### B. Public Service

Although public service may be less obvious than public relations, it nonetheless constitutes a significant part of the value the intercollegiate athletics programs have for the University.

1. Entertainment Just as University sponsorship of concerts, lectures, theatre, ballet, opera (and for 38 years, the orchestra), make the Twin Cities a more interesting and cosmopolitan community, so also do University athletic events add measurably to the cultural life of the area. No argument is made here that without intercollegiate sporting events the region would be bereft of outlets for the entertainment dollar, but rather, that the overall social life of the community would be significantly lessened.

2. Development of Amateur Athletics The coaches in the athletic programs provide services to the state and nation in a variety of ways. Some are requested to train athletes for United States Olympic and other international competition. Some are involved in setting up or helping to develop athletic programs for young people in nations around the world. (As one example that is not unusual, the men's track coach gave coaching clinics in Germany, Italy, and the Soviet Union during the summer of 1977.) Coaches are occasionally asked to bring their expertise or their teams to compete in other countries. Through activities such as these, the members of the staffs add to national efforts in the area of amateur athletics.

On the local level, the programs provide clinics for area schools to improve the quality of athletics in elementary and secondary education. In a similar vein, the coaches and athletes will often appear before youth groups to talk about athletic competition. Sport highlight films of basketball, football, and hockey games are also made available to private and public organizations.

No claim is made that these sorts of activities consume the majority of coaches' or staff time. But it is through such endeavors that the intercollegiate athletic departments make their own contributions to the public service mission of the University.

#### VI. Educational Values

The issue of the relationship between intercollegiate athletics and the educational mission of the University of Minnesota is a controversial one that in all probability will not be resolved to the satisfaction of

**interested parties by either this report or others of a similar nature.** This question is one that evolves around each person's epistemology and definition of education. Furthermore, neither factual nor impassioned arguments from either opponents or supporters convince the other.

Since it is extremely difficult to obtain factual information pertaining to this issue, we attempted to define its basic arguments. A report of the American Council on Education by **George H. Hanford, An Inquiry into the Need for and Feasibility of a National Study of Intercollegiate Athletics**, may best summarize those arguments:

**In question at the root of all the problems besetting inter-collegiate athletics is their relationship to higher education, their place in the educational process.** Sorting out the possible answers is complicated by variations that exist in two dimensions. One has to do with the differences between participant and spectator; the other, with the aims of higher education. In the latter regard first, two purposes are usually ascribed to an undergraduate college: to be an intellectual institution concerned with training the habits and powers of the mind and to be a socializing agency concerned with preparing students for life.

As between spectator and participant, there is a strong body of opinion that intercollegiate athletics can be justified only in terms of their value to the participants and that spectator interests should not be given precedence. Nevertheless, there are those who promulgate the strong body theories which ascribe an indirect benefit from college sports to academic well-being. They are said to foster on behalf of the individual participant the health body in which the healthy mind can most effectively operate. And they serve vicariously to keep the collective student body healthy by providing it an opportunity for letting off steam.

As far as the participant is concerned, intercollegiate sports, particularly big-time ones, are perceived by many as an intrusion upon the academic process. Nevertheless, playing on a college or university team is still being recognized at those institutions which have a general physical education requirement but allow participation on an intercollegiate team as a substitute.

The primary arguments relating intercollegiate athletics to the higher education enterprise are made in connection with the undergraduate college's role as a socializing agency. Again, the distinction must be made between the relationship of participant and spectator.

First, the role of college sports on behalf of the participant in relation to the socializing function of higher education. One reason for college sports with which almost everyone agrees is that they provide an important extracurricular outlet for exploration by the individual student. Another set of arguments

has to do with the matter of lessons learned outside the classroom. Proponents of athletics point, for instance, to the values of learning to live with competition in preparation for survival in today's "dog-eat-dog" society; to the lessons in teamwork and cooperation implicit in team sports, and in motivation and persistence in individual ones, qualities which are so essential to survival in the business world; and to the benefits gained from having to plan the use of one's time. Although the critics of big-time sports would disagree, sports generally are also credited by their supporters with building character: teaching participants how to cooperate (again, although with a social emphasis here), to win and lose graciously, to live with adversity, and to respect the physical side of man — and woman. They provide an opportunity for exercising or releasing the animal spirits of the young. And, finally, intercollegiate sports in particular are seen philosophically as inspiration to the achievement of excellence, as providing an opportunity beyond the walls of a given institution for testing the quality of one's athletic ability.

The critics focus their attacks on two of these arguments. They suggest that the way big-time college sports are organized and run make athletes willing victims of today's highly structured industrial complex and that instead of building character, they destroy it through exposure to the unethical and immoral practices in which the athletic establishment indulges.

There is one less familiar line of reasoning relating sports to the higher education process which was brought to light during the course of the inquiry. Although it rests its case primarily in terms of the extracurriculum, it does in its most extreme form make a connection to the academic process and suggest that sports may even be a humanity. The connection runs from intercollegiate athletics to sports to gymnastics to the dance to drama to the arts. If credit is given for studio art, why not for football performance? . . . Why should it be acceptable for the student to provide entertainment through the medium of the theatre but questionable for him to do so through the medium of the sports arena? (pp. 113-116).

Other considerations should also be raised. Intercollegiate athletics has in the past, and most certainly will in the future, afford opportunities for many student athletes to obtain a college education who otherwise might not have been able to do so. The Men's Intercollegiate Athletic Program provided financial aid to 228 student athletes in 1976-77 while the Women's Program granted aid to 26. Without entering the debate over the philosophy of what should be included in grants-in-aid at this point, these grants do provide some student athletes access to a college education. It is often argued that these grants should be based on a need or academic aptitude rather than athletic excellence, particularly in non-revenue sports. Grants-in-aid provided by the Williams Fund (52 in 1976-77) recognize academic excellence by setting a minimum grade point average of 2.8.

Intercollegiate athletics, through grants-in-aid, have often provided minorities with a great opportunity to achieve a college education. In this regard, some contend that minority athletes have been used and abused with little or no concern for academic success. Both proponents and opponents can argue the issue persuasively. In any case, ultimately some student athletes are provided grants that may afford an opportunity for a college education.

Other benefits accrue to the student athletes that are commensurate with learning and development of psycho-motor skills: development of personal confidence, learning to function as a team member and development and enhancement of leadership skills. Dr. Norman Borlaug, 1970 Nobel Peace Prize Laureate, spoke of these benefits.

My own personal experience tells me that I gained a great deal from athletics, intercollegiate as well as intramural. It gave me a lot of confidence frequently; in the last decade, especially. Now I am pretty well battle-scarred with callous tissue all around my face from fighting politicians, political leaders, and economists in trying to get policies that will permit the application of the technology, and I'm probably not as sensitive to these problems as I was a decade ago. But in that period, when we had to win some of the policy decisions, I used to relate back and say, "I've got to go in here and face a president, or a prime minister, or a planning council--a group of intellectuals, and I guess if I could go out there against the best on the corner of that mat and face one of those characters, and he didn't disarm me or kill me, I ought to be able to survive this next battle, which is going to be equally rough but in a different way." It was a crutch, if you will permit me to use the word, and I think it served me well in that capacity. Quite apart from what it did for me physically, psychologically it gave me confidence, and I think there is value in this.

Because a percentage of student-athletes become professionals, educational institutions are often viewed as training grounds or minor leagues for professional sports. But in fact, a very small number of student-athletes become professionals. More often, involvement in intercollegiate athletics leads to associated careers. Former athletes often assume positions as athletic directors, coaches, trainers, and sports information directors at professional, collegiate, and high school levels.

Intercollegiate athletics often provides an opportunity for skilled students to attain the highest level of athletic performance on an amateur basis. During 1976-77, 466 male and 210 female athletes were members of intercollegiate athletic teams at the University of Minnesota; thus a large number of Minnesota students had the opportunity for maximum development and utilization of their unique talents. An analogy of athletics with other disciplines such as music, theater and art is often drawn: an athlete should have the same opportunity to develop athletic skills as his or her more "artistic" counterparts. The natural extension

of this argument is that music, theater and art students receive credit for their participation; should athletes receive credit and be graded in a similar manner? In the Fall of 1975, credit for participation in men's intercollegiate athletics was withdrawn. The issue, for the time being, and for reasons not clearly delineated in any university document, has been shelved.

There has been considerable debate over other values derived from participation in intercollegiate athletics. The extent to which the supportive environments provided by coaches, colleagues, and facilities increase capabilities or intellect cannot be scientifically measured. However, testimony from knowledgeable persons can suggest some basis for judging how intercollegiate athletics contributes to this development. Of the several statements received by the Task Force, that given by Professor Marcus Plant, Faculty Representative from the University of Michigan to the NCAA, summarizes our opinion best:

For those who have capacity to absorb it, there are intellectual, moral, social, and emotional values in intercollegiate athletics. Not all the participants can gain these things from athletics, but for those who can it is well worthwhile.

The intellectual values are several. There is a need to develop critical and constructive thinking; one must develop and execute strategy. The athlete must learn to make choices and solve problems. The athletes must transform skills and theories into reality; they must learn to apply their knowledge in competition. They must learn mental flexibility.

There are socially educational values in athletics. For one thing, there is a constant interaction with other people, at least on the team sports and even on the track team. You have to accept other people and their differences; you have to take the fellow who makes the mistakes and live with him; you have to appraise yourself in competition with other human beings, which, at least in the practice of law that I was in, you have to do all the time. You have to recognize the rights of others, your opponents as well as the players with you: their right to participate and have their day in the sun and have their chance to make their names. You have to develop insight into the nature of other people. Certainly there is a recognition that race and creed are not relevant in the interaction.

There are moral values in athletics. For one thing, choices are constantly presented to an athlete. He has to make choices all the time as to his participation. He can react fairly or he can react unfairly. He has a lot of chances to react unfairly. He can react honestly or dishonestly. He can react courageously or cowardly. He can react ethically or unethically. And these choices are real. They are not just theoretical. He can follow the rules and the customs or the traditions, or he can depart from them if it looks as though departure would win the game. The game is really a laboratory, in a sense, for the application of ethical concepts and principles, and it is really, in a sense, sort of a showcase for the part he plays in an

orderly society. The game well played according to the rules and according to the traditions, whether he wins or loses, is sort of a societal enterprise, such as perhaps a political election. There are some spectacular examples of that one can pick out.

There are some emotional values. The athlete is placed under great emotional stress, especially in big-time athletics, and he has to control his emotions—emotions such as develop when it is a sure loss, or looks like a sure loss. Emotions which develop in the fray; coolness of emotions when under stress; the approach of a person, for example, who is being treated unfairly, battered in the line, or whatever it may be; fouled in a shot. There also, I think, develops an understanding of one's own motives and motivation of other people. What the motivation is, because the emotions develop under the intensity of competition probably more fiercely than any other area of at least college life. He has to develop the ability to get along with other people—people whom he may not like, or people with whom he may be thrown in contact who are offensive to him or have habits or practices that he doesn't like. He gets a real chance to observe the dynamics of human behavior, as to what makes people tick, what makes Johnny run as fast as he does, and what happens to him when he doesn't win. In a sense he observes, if he is careful or sensitive enough, the sublimation of drives to win, maybe sublimates his drives to hurt people and sometimes I think I have observed that. He has to, of course, control his temper or it will suddenly do him a disadvantage: he will get thrown out of the game. And, in general, he has to engage in what is regarded as socially acceptable behavior.

If a program is properly administered and well coached, and if the people who coach it are really educators instead of promoters or self-promoters, it can be a highly educational experience intellectually, socially, morally and emotionally, and this, of course, is when it is at its best.

Others less sympathetic to intercollegiate athletics contend that violations in recruiting, "win at all costs" philosophies, and elitism are examples of the detrimental social, moral and intellectual effects possible in sports programs. However, the Task Force believes that if competitive intercollegiate athletic programs are conducted within the framework of existing regulations, no detrimental effects should occur. The Minnesota-Ohio State basketball incident (1972) and recent problems with the NCAA (1975-77) exemplify behavior that must be avoided in the future.

Both positive and negative influences affect the educational achievements and/or academic progress of high school students, particularly seniors. The negative influences are evident in the constant pressure and interruption by recruiters during the students' senior year. Outstanding athletes admissible to most universities may be contacted by 100 or more recruiters. These distractions and pressures are definitely detrimental to academic progress of the high school students.

On the positive side, high school students who seek admission to academically prestigious institutions may well find the possibility of athletic partici-

pation an incentive to improve their academic achievements. The degree of positive and negative effects is largely determined by individual characteristics—some can cope with the situation while others cannot.

Harold Howe II, Vice President, Division of Education and Research of ~~the Ford Foundation~~ (Educational Record, 58(2)218-221) argues that "college sports" have increasingly damaged educational institutions in two ways:

- (1) the increasing compromises colleges must make with their educational beliefs and standards as they are dragged by political, alumni, and financial pressures into big-time athletics;
- and (2) the unseen and unrecorded damage to thousands of youth, whose aspirations are raised and hopes dashed by a system that reaches from the Astrodome's locker rooms to the urban ghettos and includes many of our colleges in the doubtful business of selling illusions.

He further argues that the generalized moral, social and intellectual values often used to justify intercollegiate athletics are "pure blarney." Counter to Mr. Howe's arguments is the question: Are the hopes and aspirations of student athletes dashed to a greater or lesser extent than those of the student non-athlete? Unfortunately, quantitative and/or factual information of this nature is not available.

The relationship between intercollegiate athletics, extracurricular activities and value to the student body is again difficult to assess. One can invoke generalized positive and negative arguments to support almost any opinion. The best information available to the Task Force that relates directly to the University of Minnesota resulted from a survey conducted by Student Life Studies of approximately ten percent of the student body during Spring Quarter, 1977. In response to the question "In general, do you think that intercollegiate sports have helped, harmed, or have had no effect on the quality of life at the University?," 59 percent indicated they had helped; 4 percent felt they were harmful; 27 percent indicated no effect; and 10 percent had no opinion. Furthermore, 88 percent agreed that intercollegiate sports provide entertainment, 9 percent disagreed and 4 percent did not know. 47 percent of these students (65 percent were commuters) had purchased a ticket for a sports event during the past year and 53 percent had attended an intercollegiate athletic event. These data indicate that students at the University perceive the intercollegiate athletic program as contributing to the quality of life at the University.

#### VII. Relationship to Other Units of the University

The relationships of intercollegiate athletics to other programs of the University vary considerably. They are either direct or indirect and may constitute a major or minor involvement. The closest ties are with Recreational Sports and the School of Physical Education, Recreation and School Health Education. Relationships with other academic departments and programs are on an ad hoc basis.

The major relationship between the Intercollegiate Athletic and Recreational Sports Programs at the University is one of sharing of facilities

(along with the School of Physical Education) on a priority basis. Determination of priorities for use by the concerned parties is at the discretion of the Facilities Board. Although conflicts of interest and use have been resolved for the most part, future increases in Recreational Sports, particularly those for women and those that are coeducational, will place a stress on the present facilities. Periodic sharing in replacement of equipment also occurs.

A limited number of persons in the intercollegiate athletic programs hold tenured adjunct faculty positions in Physical Education, Recreation, and School Health Education, teach undergraduate and graduate courses, and provide guest lectures. Furthermore, some members of the Division of Physical Education participate in national coaches' clinics.

Graduate assistants of the School of Physical Education may obtain practical experience through involvement with intercollegiate athletic programs. Furthermore, they and their faculty mentors regularly engage in research projects focused upon aspects of athletic development or participation. It is appropriate, with society's interest and involvement with sports, that joint research and instruction with such units as Health Sciences, Journalism, Psychology, Sociology, Continuing Education, and the College of Education be encouraged.

Only minimal relationships exist with other units of the University system. The purpose, role, function, organization, and funding of the athletic programs at the Duluth, Morris, Crookston, and Waseca campuses are distinctly different from those on the Twin Cities campus. It is our opinion that the existing autonomous relationship is appropriate.

Recommendation The relationship to other units of the University should be improved, and opportunities for greater integration of instruction, research, and public service developed.

#### VIII. The Funding of Intercollegiate Athletics

Both the men's and women's intercollegiate athletic programs at the University of Minnesota are facing financial crises, and there appears to be no simple way to resolve them. Participation levels remain stable in the men's program but costs of operations and maintenance programs are escalating; without a corresponding increase in the financial support base, fiscal solvency has become impossible. The financial crisis in women's intercollegiate athletics has been created by state and federal legislation that mandate equal opportunity for women at levels commensurate with those of male students. Title IX compels the University to provide both human and material resources.

Thus, there has arisen a sharply defined need for both human and material resources with which to cultivate and maintain a sound, well-balanced program of intercollegiate athletics for women. The need for coaches, for new and expanded facilities and equipment, and for increased operations and maintenance budgets is clear. What is obscure is the appropriate source for support funds to sustain a high quality women's sports program.

In the following analysis, an attempt is made to address the problems of funding for men's and women's intercollegiate athletic programs within the University of Minnesota system with a primary focus on the Twin Cities Campus. The analysis includes identification of the specific recommendations for action necessary to place athletic programs at the University on a solid funding base.

A. Identification of Funding Problems

1. Current Sources of Support for Athletic Programs

a. Men's Intercollegiate Athletic Program

1) Private Contributions

Major support for the men's intercollegiate athletic program at the University of Minnesota is derived from the Williams Fund, a fund of private contributions raised through the efforts of the men's athletic staff, particularly those of the Athletic Director, Paul Giel.

The phenomenal growth in private contributions from 1963-1977 to the Williams Fund is illustrated in Table 1. Since 1963, there has been nearly a twenty-fold increase in the income generated from the private sector. A level of support of some \$425,000 is projected for 1978. However, while the actual dollar income in support of men's intercollegiate athletics produced through the Williams Fund has grown steadily and dramatically during the past 15 years, the rate of growth appears to be tapering off and will undoubtedly reach a level of stabilization commensurate with the population and economic climate in the state of Minnesota. By 1979, annual giving will probably reach a level of approximately \$475,000; growth beyond that amount is unlikely. This stabilization suggests that it would be unrealistic to look to private contributions as a primary means of stabilizing the support base of MICA programs within the University.

2) Revenue from Sports Events

A second major source of support for men's intercollegiate athletics is the revenue produced largely from ticket sales for athletic events. (Revenue is also produced by radio and television receipts, including bowl games when appropriate, and by program sales and concessions.) Virtually all of the income produced this way, however, results from the ticket sales of the three "revenue-producing" sports: football, basketball, and hockey. Figure 1 shows ticket sales for three sports in the past five years. Income realized from football ticket sales has ranged from approximately 1.0 million dollars to 1.3 million dollars during the past four years. Basketball income has increased substantially from \$214,000 to approximately \$560,000 during the past five years, while ice hockey has ranged from

TABLE 1WILLIAMS FUND INCOME

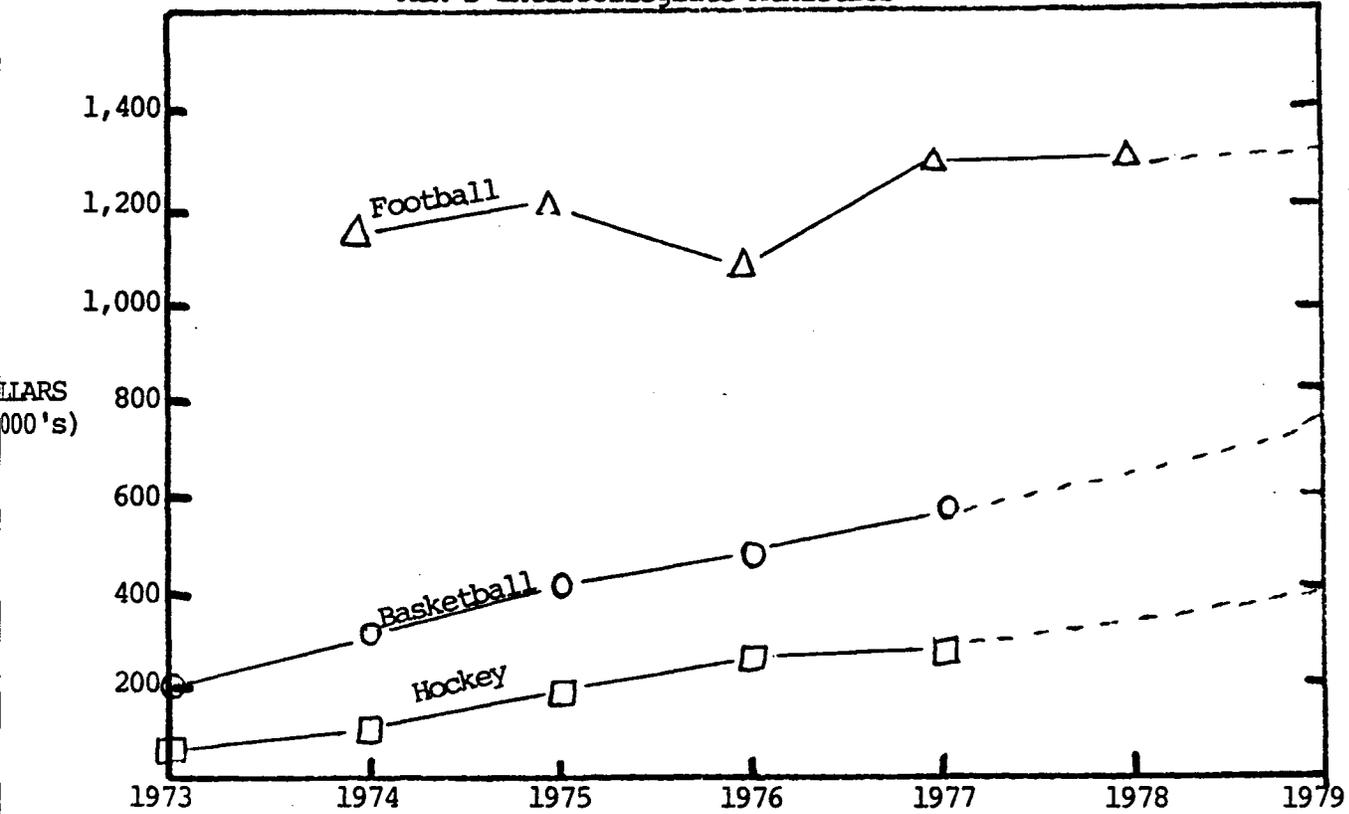
1963-1977

Year	Income	% Increase
1963	\$ 22,020.52	-
1964	36,807.33	67.1
1965	50,684.09	37/7
1966	74,714.43	47.4
1967	68,522.95	(-8.3)
1968	76,348.09	11.4
1969	105,363.26	38.0
1970	114,883.11	9.0
1971	170,023.57	48.0
1972	170,922.20	0.5
1973	(6 mo.) 68,915.53	-
1974	243,383.79	42.4
1975	314,000.00	29.0
1976	338,412.00	7.8
1977	391,173.00	15.6
1978*	425,000.00	8.6

\* Projected. See also Table 6, note 3.

FIGURE 1

INCOME FROM REVENUE SPORTS  
TICKET SALES & GUARANTEES  
Men's Intercollegiate Athletics



\$67,000 to \$225,000 over the same period. It must be pointed out, however, that the income from basketball and hockey will not increase at such a rate in the future. The rise in income was due primarily to increased attendance; since both sports now draw near-peak capacities, any additional funds will come only from higher ticket prices.

Projected income and budget expenses for revenue and non-revenue men's sports for 1977-78 are shown in Table 2. Revenue sports provide a surplus of \$399,912, while a deficit of \$855,012 exists for non-revenue sports. The balance is derived from private funds.

### 3) University Contributions

The MICA program has always been expected to produce sufficient revenue to pay for itself. Yet, since 1969 when a deficit of \$101,935 developed, it has been unable to do so. In 1965, the University assumed responsibility for payment of utilities for athletics, a helpful gesture but one insufficient to balance the budget. In 1970, and again in 1976, the University transferred \$166,500 and \$100,000 respectively from the Regents' Reserve account to MICA to help hold the line on the persistently increasing cumulative deficit. Other than these specific contributions, the University has not provided direct financial support to MICA during the past ten years.

## b. Women's Program

### 1) Private Contributions

Until the Patty Berg Development Fund was established in 1975, few private contributions were made to women's intercollegiate athletics at the University of Minnesota. The Fund was created to raise sufficient money to cover the cost of scholarships for female athletes and the first year of fund raising (1976-77) yielded about \$30,000. Current year predictions are targeted at \$50,000. Table 3 illustrates the planned projections for the next five years. If fully realized, the Patty Berg Fund would contribute approximately 8% of the cost of operation of the total WICA program.

### 2) Revenue from Women's Sports

The absence of a tradition of strong support for girls' and women's sports in the State of Minnesota, as well as limited facilities at the University, severely reduce the possibility of producing any significant revenue for women's intercollegiate athletics in the near future. Even if a maximum effort by the Legislature and the administration were immediately initiated to reverse this situation, it is unlikely that sufficient income would be realized from women's athletic events within the next ten years to be of any consequence for budget planning purposes.

MHP  
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Due to several typographical errors, this table should be substituted for the one that appears in the report.

TABLE 2

1977-78  
 Income and Expenses  
 Men's Intercollegiate Athletics

<u>Revenue Sports</u>		<u>Direct</u>	<u>Indirect*</u>	<u>Total</u>	<u>Surplus (Deficit)</u>
Football, Basketball, Hockey	- Projected Expenses	\$1,448,336	\$ 956,813	\$2,405,149	
	- Projected Income	2,357,561	447,500	2,805,061	\$399,912
 <u>Non-revenue Sports</u>					
All sports	- Projected Expenses	494,214	375,798	870,012	
	- Projected Income	15,000	-0-	15,000	(855,012)
<u>Unallocated Income</u>		3,500	-0-	3,500	<u>3,500</u>
Net Income before Fund-raising					(451,600)
<u>Fund-raising</u>	- Projected Expenses	95,258	-0-	95,258	
	- Projected Income	460,000**	-0-	460,000	<u>364,742</u>
Net Income after Fund-raising					(86,858)
<u>Probable Adjustments and Recoveries in 1977-78 budget</u>					<u>57,000</u>
Total Projected Net Surplus (Deficit)					(29,858)

\*Indirect expenses are derived by determining a weighted percent of all non-team expenses for each sport and then assessing each sport its percent of all indirect costs (exclusive of fund-raising).

\*\*See note 3 on Table 6

TABLE 3

Projections for Patty Berg  
 Development Fund 1976-1981  
 U of M. Women's I. C. A. Program\*

Year	Projected Support	Support as % of Estimated Expenses
1976-77	\$ 30,000	2.9
1977-78	50,000	5.8
1978-79	75,000	-
179-80	105,000	-
180-81	120,000	-
1981-82	150,000	-

\*Source: Vivian Barfield, Director of Women's Intercollegiate Athletics, University of Minnesota, December, 1977.

### 3) Legislature Support

Unlike the men's intercollegiate athletics program at the University of Minnesota, the women's program has received direct support from the State Legislature via special appropriations. For the 1977-79 biennium, \$1,176,000 was appropriated by the Legislature for the Twin Cities Campus. This direct legislative support has enabled women's athletics to make some significant gains in response to Federal and State legislation calling for equality of programs for men's and women's athletics.

## 2. Cost of Athletic Programs

### a. Men's Program

The MICA program at the University of Minnesota, Twin Cities Campus, is currently operating at a level of about three million dollars per year. Last year expenses increased by 11%; however, the average rate of increase during the past five years has been 9.8% per year. Figure 2 shows a profile of overall expenses for the MICA program with projections to the year 1982, assuming current rates of increase.

The 1976-77 distribution of expenditures in the major categories for both the men's and women's programs is shown in Table 4. This distribution of expenditures can be regarded as typical for the overall program.

As noted in Table 4, expenses for the men's and women's sports teams are the most substantial category of expenditure, comprising some 40% of the budget for the men's program and 46% for the women's program. Because of this, it is perhaps instructive to examine in more detail the expense profiles particularly for the men's team sports.

Figure 3 shows cost profiles for the operation of the men's teams during the period 1973-78, and includes both revenue producing and non-revenue producing sports. The former includes football, basketball and ice hockey with all others considered as "non-revenue" sports. The "revenue" sports represent about 75% of the total costs and these costs are increasing at a rate of nearly 10% per year. If the present rates continue, it will cost about 50% more, or a total in excess of \$2,000,000, to operate the MICA teams by 1982. Since the rate of increase for the various other categories of expenditures parallels that of the team sports, it would appear that overall expenses for MICA will reach a level of about 4.5 million dollars within the next five years.

### b. Women's Program

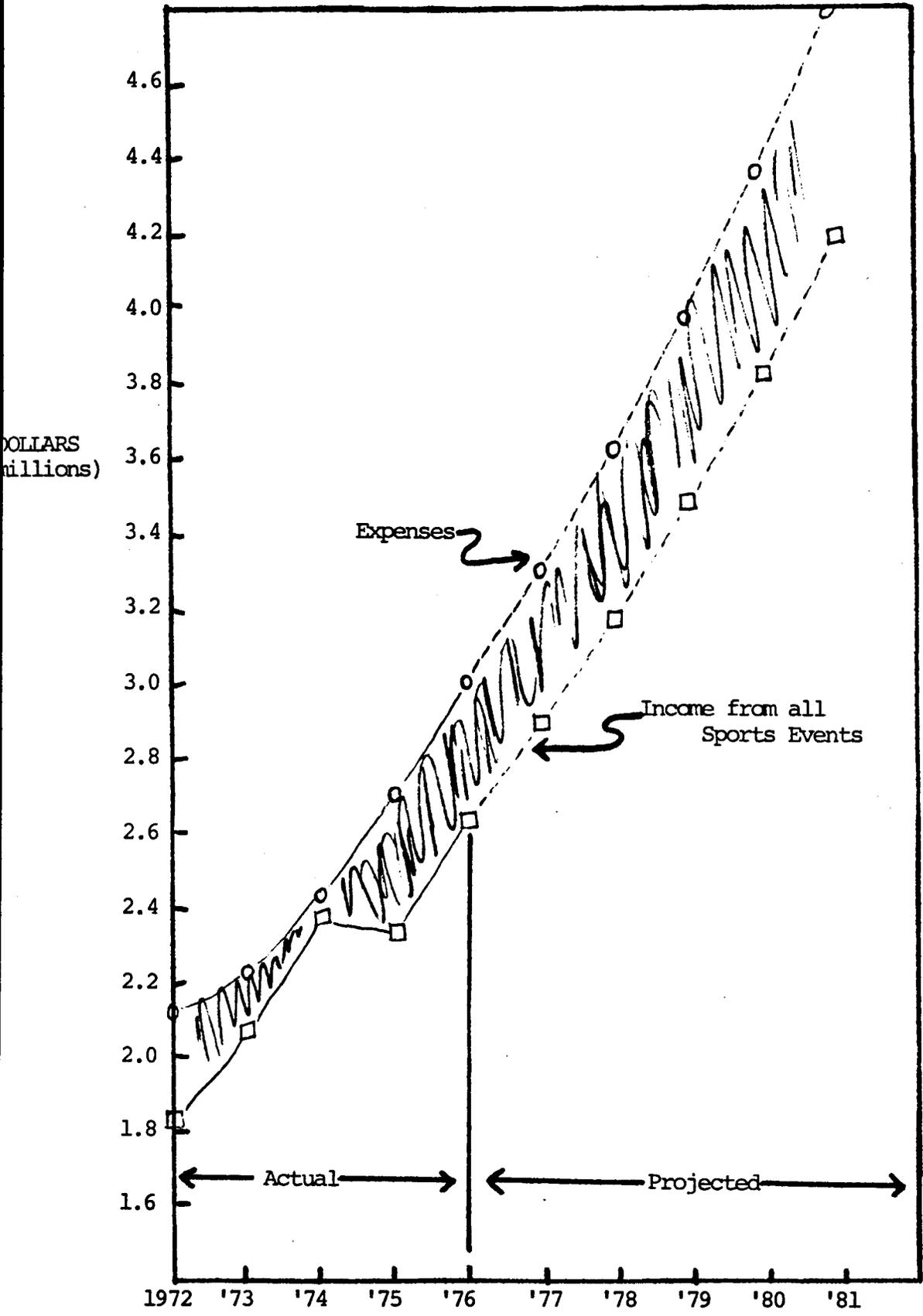
An historical perspective on the cost of operation of the WICA program can be obtained from an examination of Figure 4, which depicts the total budget for the period 1969-77. It is

TABLE 4

1976-77 Expenses  
Men's and Women's Intercollegiate Athletics

<u>Item</u>	<u>Men's Program</u>		<u>Women's Program</u>	
	<u>Amount</u>	<u>% of Total</u>	<u>Amount</u>	<u>% of Total</u>
Sports Teams	\$1,086,012	40.4	\$ 155,208	45.7
Administration	341,470	11.5	89,740	26.5
Student Aid-Athletics	530,000	17.9	20,000	5.9
Ticket Office	187,090	6.3	-	
Publicity/Sports Info.	150,368	5.1	29,282	8.6
Health Service	107,095	3.6	20,827	6.1
Repairs/Maintenance	97,278	3.3	11,300	3.3
Williams Operating Fund or Patty Berg Fund	50,399	1.7	11,051	3.3
Recruiting	114,000	3.8		
Bierman Debt Reduction	92,500	3.1		
Other Misc.	98,972	3.3	2,000	.6
<b>TOTALS</b>	<b>\$2,969,184</b>	<b>100.0</b>	<b>\$ 339,408</b>	<b>100.0</b>

ACTUAL AND PROJECTED INCOME AND EXPENSES  
Men's Intercollegiate Athletics



SPORTS TEAM COSTS  
Men's Intercollegiate Athletics

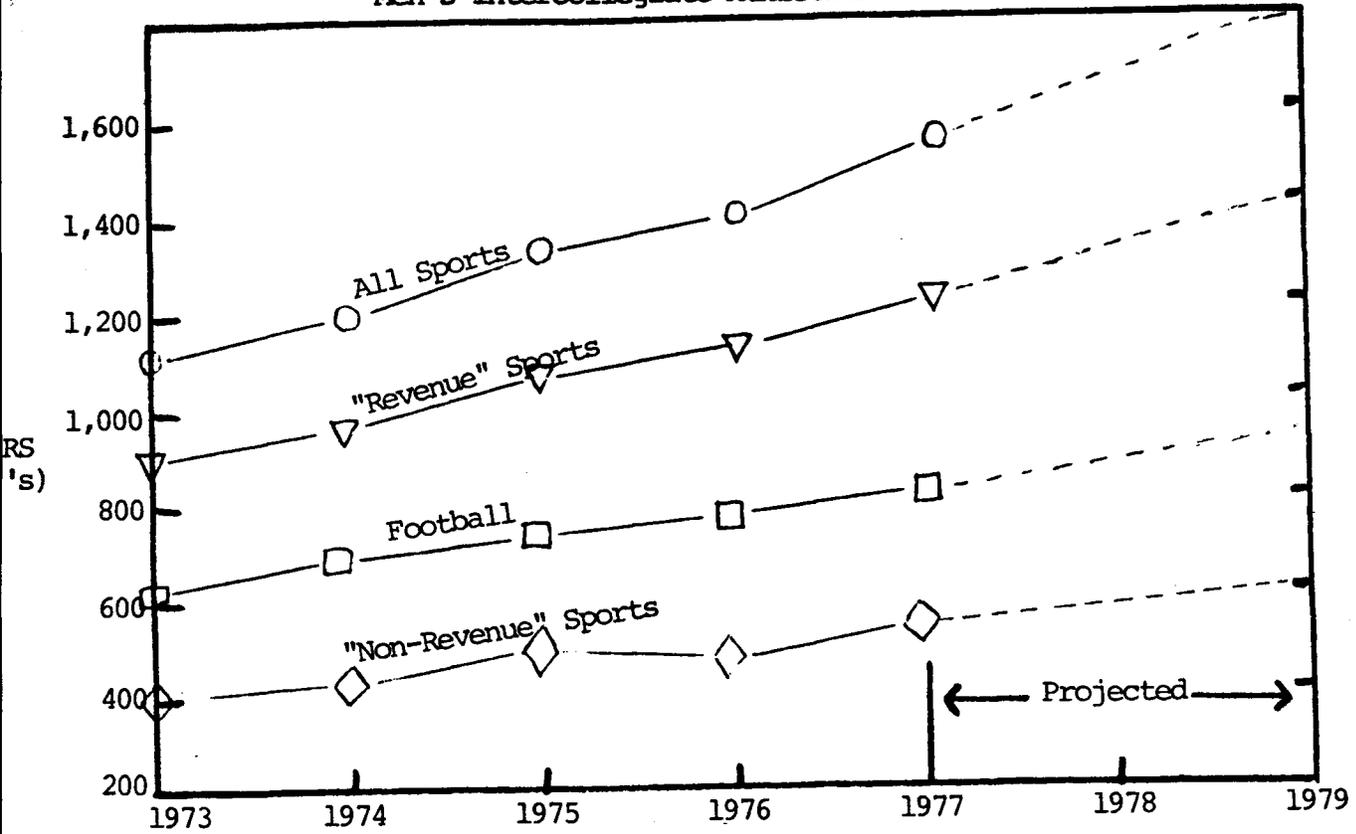
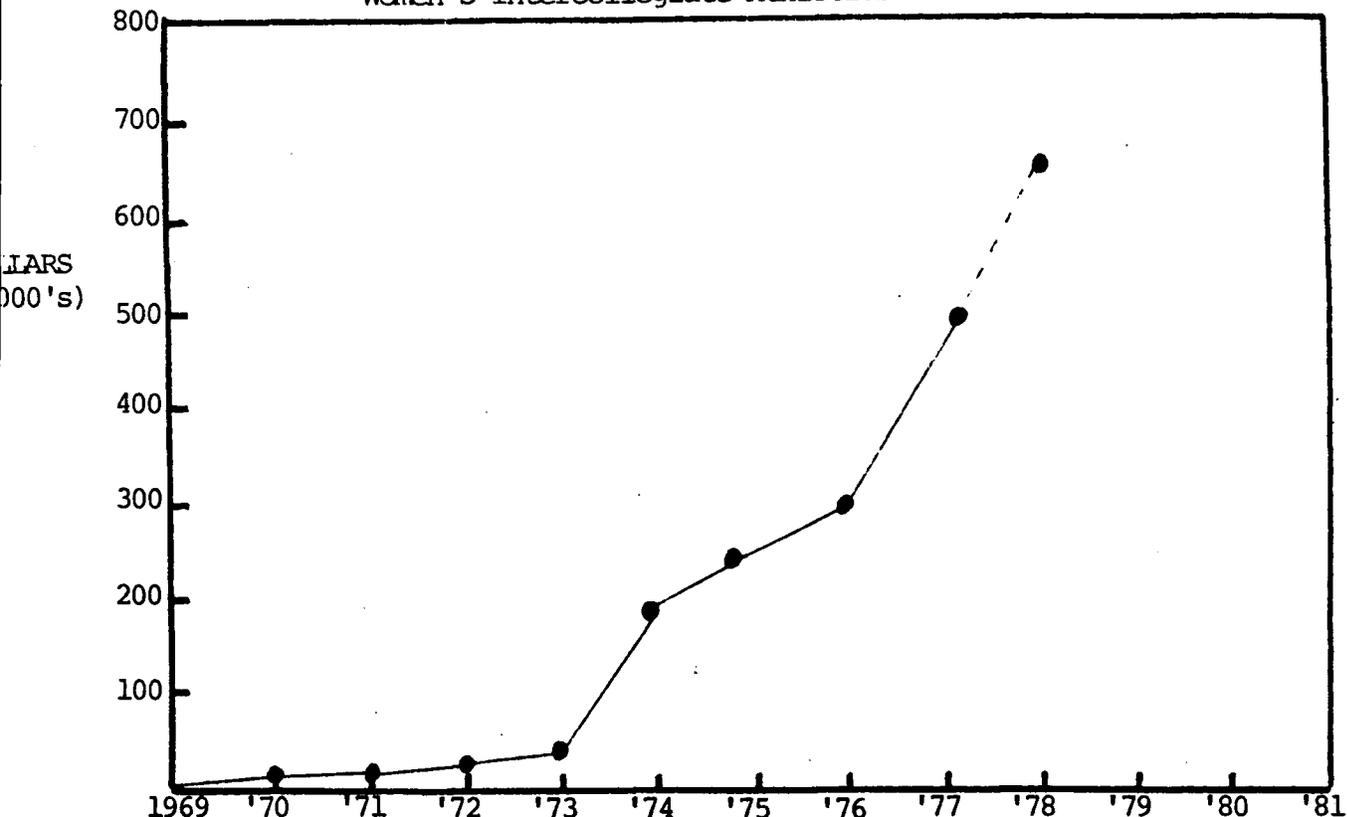


FIGURE 4

BUDGET 1969-1977  
Women's Intercollegiate Athletics



noteworthy that during the past five years the WICA budget has grown from \$15,907 to \$339,408, a more than twenty-fold increase. This stimulus has been given to the program through the provisions of Title IX of the Education Amendments of 1972.

The women's program now includes ten sports, one less than the men's program. They are, of course, different sports and the costs per sport vary. Projecting costs for the program cannot be accomplished in a manner similar to that for the men's department (i.e., straight line percentage increases) because of uncertainties regarding the final legal requirements of Title IX. The University presented the legislature a schedule of budget increases which makes certain assumptions about compliance and accompanying costs. No attempt was made to judge the merits of either the reasoning or the accuracy of the budgetary data behind that schedule. What is clear is that the budget for women's athletics will continue to increase in the next few years, at a rate greater than the men's.

The budget distribution by categories of expenditure for WICA was shown previously in Table 4 and, as with the men's program, underscores the significance of team costs as the major item of expenditure in the budget.

3. The Deficit Problem The discussion that follows describes in detail the financial circumstances that have led to a pattern of deficit funding of athletics at the University of Minnesota. The focus is on the men's program because of the previously-mentioned injunction that it be financially self-supporting. Moreover, the women's program has not yet reached a level of activity that substantially affects the overall financial picture although it will undoubtedly do so in the near future.

a. Continuing Shortfall of Income

Since 1969 annual expenditures for MICA have exceeded the income produced each year from ticket sales, advertising, radio and television and all other sources, thus creating a deficit that grew steadily until 1972 when it reached a cumulative level of \$437,771. At that point, the Williams Fund was used as a source of funds to offset further growth of the deficit even though it had been established to provide only grants-in-aid and program development. The extent of the deficit can best be understood by an examination of Table 5. Table 5 provides detailed fiscal information concerning the evolution of the deficit after 1972, and includes projections through 1981-82. Though not apparent from the table, in 1970 and again in 1976 Central Administration made special allocations to MICA totalling \$266,500 to help reduce or offset growing budget deficits. If this \$266,500 from Central sources and the \$1,071,695 received through extensive fund raising efforts since 1972 under the Williams Fund program had not been

TABLE 5

Actual and Projected Budget Deficits 1972-1981  
Men's Intercollegiate Athletics

Year	Revenue	Total income	% Increase (Decrease)	Total Expenses	% Increase (Decrease)	Annual Surplus (Deficit)	Cumulative Deficit	Revenue as % of Expenses	W. F.* as % of Expenses	Income Shortfall (%)
1972	1,831,982	1,931,943		2,115,478		(183,535)	(437,771)	86.6	4.7	8.7
1973	2,062,950	2,240,961	16.0	2,240,961	5.9	---1	(437,771)	92.1	7.9	0
1974	2,369,733	2,495,415	11.4	2,495,415	11.4	---1	(437,771)	95.0	5.0	0
1975	2,326,795	2,636,161	5.6	2,636,161	5.6	---1	(437,771)	88.3	11.7	0
1976	2,632,811	2,991,386	13.5	3,069,598	16.4	21,788 <sup>2</sup>	(415,983)	85.8	11.7	0
ACTUAL										
1977	2,885,561	3,340,561	11.7	3,370,419	PROJECTED 9.8	(29,858)	(607,123) <sup>3</sup>	85.6	13.5	0.9
1978	3,162,575	3,637,575	8.9	3,700,720	9.8	(63,145)	(670,268)	85.4	12.8	1.8
1979	3,466,182	3,941,182	8.4	4,063,391	9.8	(122,209)	(792,477)	85.3	11.6	3.1
1980	3,798,935	4,273,935	8.4	4,461,603	9.8	(187,668)	(980,145)	85.1	10.6	4.3
1981	4,163,633	4,638,633	8.5	4,898,840	9.8	(260,207)	(1,240,352)	84.9	9.7	5.4

\*Williams Fund

<sup>1</sup>Uncommitted Williams Fund money (that remaining after Williams Scholarships were paid) was deposited each year to balance the budget at the end of the fiscal year. Any money left over in the Williams Fund after this transfer was diverted elsewhere or carried over into the next year.

<sup>2</sup>Carrying the addition across the columns would actually show a deficit of \$78,212. However, during the year, the University deposited \$100,000 to the Reserve Account, thereby creating a \$21,788 "surplus."

<sup>3</sup>This amount includes \$161,282 assessed against the Reserve Account to cover the cost of installing grass in Memorial Stadium, so the increase in the Reserve Account deficit is (161,282) plus (29,858).

available, the cumulative deficit would now be about \$1.9 million. In other words, had the staff responsible for the Williams Fund not achieved an unusual degree of success the past few years, MICA would be in far greater financial difficulty than it is now.

It has thus become increasingly clear that the deficit problem in Men's Intercollegiate Athletics is both real and persistent. Moreover, projections over the next five years of income from all sources compared with expenses are not at all encouraging. Table 5 reveals a continually increasing annual deficit accumulating to a total of over 1.2 million dollars by 1981. Revenue from sports events and the Williams Fund program are simply not expected to be able to keep pace with the ever-increasing expenses and operating costs. The "revenue" sports could, of course, produce sufficient income to meet their own expenses for some time to come, but when combined with the non-revenue sports, this situation is no longer true. For the current year, 1977-78, it will perhaps be possible to cover all expenses for the men's program if private fund raising produces about \$455,000, an actual increase of about \$63,000 or 16.3% (see note 3 on Table 6 to clarify this confusing point).

Program costs for men's and women's athletic activities will undoubtedly continue to increase. In particular, the need for improved facilities, increased staffing, and increased participation for women in the next few years will demand additional financial resources. Moreover, programs for the handicapped under the terms of the Vocation Rehabilitation Act of 1973 (i.e., "504" Legislation) may require additional funds. It thus appears that increased support from existing sources must be realized and new potential sources identified.

#### b. Limitations in Current Sources of Income

While recognizing the necessity for increased financial support for men's and women's athletic programs, the Task Force also noted that there are definite limitations on the amount of additional support that can be realized from existing sources. The major source of revenue--ticket sales--is limited absolutely by the seating capacity of the physical facilities. Increasing ticket prices has a practical limitation in that the sport fans, especially students on limited incomes, will not attend events if the price is too high. Moreover, such extraneous factors as the weather and won/loss records can have pronounced but unpredictable impact on athletic budgets. Finally, the existence of professional sports teams in the Twin Cities area creates a very real competitive environment for the "sports dollar" and this in turn sets limitations on realizable income.

TABLE 6

ACTUAL AND PROJECTED INCOME BY SOURCE  
Men's Intercollegiate Athletics

Year	Revenue Athletic Events Income) <sup>1</sup>	% Change	Williams Fund to O & M	Total Income	Williams Fund as % of Total Income
1972	1,831,892	9.2	100,051 <sup>1</sup>	1,931,943	5.2
1973	2,062,950	12.6	178,011 <sup>1</sup>	2,240,961	7.9
1974	2,369,733	14.9	125,682 <sup>1</sup>	2,495,415	5.0
1975	2,326,795	-1.8	309,376	2,636,161	11.7
1976 <sup>2</sup>	2,632,811	13.2	358,575 <sup>2</sup>	2,991,386	12.0
		AVG.=9.6%/yr.			
1977	2,885,561	9.6	460,000 <sup>3</sup>	3,340,561	13.8
1978	3,162,575	9.6	475,000	3,637,575	13.1
1979	3,466,575	9.6	475,000	3,941,182	12.1
1980	3,798,935	9.6	475,000	4,273,935	11.1
1981	4,163,633	9.6	475,000	4,638,633	10.2

<sup>1</sup> Does not reflect total Williams Fund income; this is the amount transferred into the MICA operating budget.

<sup>2</sup> This year the Williams Fund became part of the annual operating budget of MICA; for 1976-77 and later the amounts shown are entire Williams Fund income.

<sup>3</sup> The \$97,000 increase in income is due mostly to an accounting error on University books. About \$35,000 in income was received too late to credit to 1976-77 so it was added to the 1977-78 income. Actual income in 1976-77 was about \$392,000; for 1977-78 actual income will be about \$425,000. Professional fund raisers suggest limitations in private contributions that would predict a peak of about \$475,000 for the Williams Fund.

Figure 1 should be reexamined as an aid in judging the potential increased revenue from the three revenue-producing sports. The income for each sport for the past four years is shown graphically, and the projections indicated by the dashed lines on the graph suggest that the income from the revenue sports will reach about \$2,600,000 by 1979. It will approach a level of roughly \$3,200,000 over the next five years. Income from all men's sports events is expected to reach about \$4,160,000 over the same period of time (see Table 6).

The Williams Fund, as noted before, is very likely to reach a maximum level of approximately \$475,000 by 1979, and, if this proves to be the case, the upper limit of expected total income from all existing sources for men's intercollegiate athletics will be somewhere in the neighborhood of \$4.6 million. The annual deficit at that time will be increasing at a rate of over \$100,000 per year (see Table 5). With the inevitable increase in expenditures, the budget cannot be balanced and fiscal instability will continue.

## B. Potential Solutions to Funding Problems

The preceding analysis of support and costs leads to the inevitable conclusion that the financial status of intercollegiate athletics at the University of Minnesota is approaching a crisis. As escalating costs and the expansion of women's programs are reviewed against the capacity to produce appropriate operating revenue, the need for alternative sources of funds in order to achieve financial stabilization becomes alarmingly clear. The Task Force believes that there are basically two strategies for achieving this stabilization: (1) identifying additional funding sources; (2) reducing costs. Each of these strategies will be discussed separately. Implicit in any suggestion to seek additional financial support for intercollegiate athletics is the conviction that the University should maintain its competitive levels for men's athletics and continue to develop a similar regional and national level for the women's program.

### 1. Additional Sources of Funds

#### a. State Legislature

The Task Force members believe that one of the most desirable means of placing all intercollegiate athletic programs on a stable financial base is to seek recurring funding from the State Legislature. The Task Force discussed a number of options in terms of Legislative support and concluded that the greatest stabilization would result if the Legislature appropriated funds to underwrite the costs of operation and maintenance of both men's and women's intercollegiate athletic programs. Such support would not only place the intercollegiate athletics program on a sound financial base but would also have the effect of acknowledging that intercollegiate athletics is an integral part of the educational system of the University and therefore entitled to a proper share of the tax dollar.

Among the many options for Legislative support discussed by the Task Force but rejected in deference to underwriting operations and maintenance costs as described above were the following:

- 1) Seek funds annually to overcome previous year's deficit. This approach would not provide a fiscally stable base for program planning purposes and might, in fact, encourage excess expenditures rather than efficient budget management. It might also reduce the incentives for strong solicitation of support from the private sector.
- 2) Fund all coaching and staff salaries. There is precedent within the University system for funding salaries of regular personnel from recurring state funds even though the employing units operate from revenue. Examples include housing and food service operations. Salaries constitute about one-third of the total cost of operation of intercollegiate athletics, so legislative funding of all salaries would provide a considerable degree of financial stability. The major difficulty under this scheme, however, is determining levels of staffing since there are not accepted indices such as student-faculty ratios that might serve as guides for staff allocations.
- 3) Fund only selected non-revenue producing sports. This strategy may well be degenerative in nature. That is, as costs keep increasing there would be a tendency to keep eliminating sport programs until the only ones left would be those that were self-sustaining. Moreover, whenever income failed to cover expenses during a given year, which could happen because of events beyond the University's control, there could be a move to eliminate a "minor" sport to reduce costs for the subsequent year. Such irregular management practices would hardly lend stability to the overall program. Furthermore, eliminating selected sports would also have the effect of placing a premium only on those activities that produced revenue, a concept that contradicts the University's philosophy of providing a well-balanced set of options for all qualified student-athletes. If intercollegiate athletic programs are integral parts of the University system, then they should be funded as complete programs, not as severable appendages.
- 4) Fund a percentage of program costs. A reasonable degree of fiscal stability could be achieved for intercollegiate athletics if the Legislature funded a fixed percentage of total costs, as with regular academic programs. Since State funds cover about 76% of total costs for such programs, that percentage was suggested as an appropriate level of support for athletics. Indeed, there is some merit to this approach, but the Task Force believes that support for the full amount of the operations and maintenance budgets for athletics would be more desirable.

- 5) Seek "special" appropriations as needs dictate. Legislative support based upon "special" requests in support of intercollegiate athletics has already been accomplished to some extent for the women's program and could perhaps serve the needs of the men's program as well. While some sense of fiscal solvency would be achieved, there would be considerable difficulty with program planning and continuity. Additionally, this scheme could result in reduced efforts to seek private support for special projects or development activities.

b. Increased Private Contributions

Clearly, one approach for improving the financial base of support for athletic programs is to increase the level of contributions from the private sector. Current levels of support from the Williams Fund and the Patty Berg Development Fund were noted previously. However, in the judgment of professional fund raisers, the Williams Fund is probably close to the maximum level that can be realized. Additional contributions could perhaps be obtained if more staff were hired for this purpose, but very likely the added salaries and expenses for such staff would consume most of any increased contributions and thus no significant incremental gains would result.

The Patty Berg Fund has potential for growth, but as presently conceived, that growth would cover merely the cost of athletic scholarships for women, about 8% of the 1977 budget for the total women's program.

Considering the projection that the Williams Fund and the Patty Berg Fund together will generate approximately \$500,000 of income for 1977-78, or only about 15% of the total intercollegiate athletics budget, one must conclude that there is little likelihood that the University can rely on the private sector for future fiscal solvency. Indeed, these fund raising ventures will have to grow at a rate of 6 to 10% per year merely to keep pace with rising costs.

c. Organized Professional Sports Subsidies

A potential source of new support for intercollegiate athletic programs at major universities may well be the professional sports organizations. Clearly, a plan of this sort would require a nationwide effort, and is therefore beyond the control of the University itself. Still, a concerted effort to shape such a policy by the major intercollegiate athletic conferences could yield some results. A scheme proposed by James Michener in his recent book entitled Sports in America\* was viewed with considerable interest albeit some skepticism by the Task Force. There is some

\*(New York: Random House, 1976), p. 199ff.

merit to the argument that since most professional athletes are trained in collegiate athletic arenas, some direct support for athletic programs by the professionals is a proper quid pro quo. Further attention needs to be given to this possibility.

d. Federal Student Aid

In recent years federal student aid programs have increased markedly, and this source should not be overlooked in regard to its potential for student athletes. Need-based student aid programs should be vigorously supported by the University and every effort made to influence policy decisions in this regard.

e. Student Fees

The Task Force discussed the option of imposing a student fee for the support of intercollegiate athletics, but concluded that this should be only a final strategy. The Coordinate Campuses at Morris, Duluth, Crookston and Waseca all operate their athletic programs in large part from student fees, but there is unending controversy surrounding this approach. Moreover, the Board of Regents has been attempting to reduce or eliminate the "special fee" approach to program budgeting in recent years. The Task Force, therefore, is reluctant to suggest the imposition of a student fee to support intercollegiate athletics.

2. Reduce Costs An obvious strategy to reduce deficits is to seek ways to reduce costs. The Task Force discussed a number of ways by which costs for all intercollegiate athletic programs could be reduced, but each measure carried with it some serious disadvantages. The Task Force did not focus its discussions on the details of efficient budget management, but rather on the broader cost-cutting measures that might have far-reaching effects on fiscal stability. Management initiatives as minimizing telephone usage, meal and subsistence allowances for athletes and staff, and travel expenses were assumed to be the prerogative of the various departmental unit heads. The following discussion highlights some of the broader cost-saving measures and the difficulties associated with each.

a. Program Retrenchment

One potential means of reducing costs would be to reduce the number of professional staff members associated with men's and women's intercollegiate athletic programs. Such a retrenchment effort would obviously have serious consequences in the men's intercollegiate athletic program and would, of course, impede current efforts to enlarge and strengthen the women's athletic program. In most instances, the size of particular coaching staffs and other support personnel is regulated by conference affiliation and level of competition. In terms of the Big Ten Conference, it would appear from the magnitude of the budgets that Minnesota is by no means overstaffed. As a matter of fact, the University has one of the lowest budgets in the Big Ten in terms of the men's intercollegiate athletic budget. It also currently ranks high in budgetary support for women's athletics--a fact much to its credit.

The Task Force would strenuously oppose any retrenchment of women's programs until or unless full compliance with the provisions of Title IX has been achieved.

b. Elimination of Selected Men's Programs

On the basis of the previous analysis of income and expenditures for men's intercollegiate athletics, it is clear that the revenue-producing sports would be capable of supporting themselves as well as perhaps selected other sports for the next several years, but could not sustain income levels sufficient to support the entire men's intercollegiate athletic program. However, as previously discussed, elimination of selected sports programs would certainly reduce the options available to students thus contradicting a philosophy of a broadly based athletic program at the University; it would furthermore eventually jeopardize the status of the University within the Big Ten Conference.

c. Reduce Level of Competition

Consideration was given to the possibility of reducing the level of competition of athletic programs. After evaluating this option, the members of the Task Force concluded that such a measure would not be practical because the net result would actually be to generate greater deficits because revenue would drop disproportionately vis-a-vis costs.

d. Combining of Men's and Women's Programs

The Task Force discussed the fiscal feasibility of combining, where appropriate, men's and women's programs and concluded that there should indeed be a sharing of facilities as well as joint travel for competitive activities whenever possible. Savings brought about through such measures, however, would not be very great at this time, certainly not of sufficient magnitude to overcome the kinds of deficits that currently persist.

e. Reduce Standards Set by National Organizations

A fairly significant level of cost reduction could be achieved if the University worked towards seeking reductions in the maximum standards established by such national athletic governing organizations as the NCAA and the AIAW. Such standards as the maximum number of grants-in-aid that one can be awarded for the various team sports, recruiting by coaches, and travel by prospective athletes and recruiters, all have an impact on the overall costs of operating intercollegiate athletics. Clearly, the University of Minnesota cannot accomplish reductions in these unilaterally, but the Task Force feels that the administration should make every effort to work toward these ends.

f. Elimination of Intercollegiate Athletics Programs

The question of eliminating intercollegiate athletic programs altogether must necessarily be raised in any discussion of cost reduction. In the judgment of the Task Force, such a drastic measure would cost the University of Minnesota a great deal more

than could be justified on the basis of any philosophical arguments. There would be an incalculable loss of private support for the University from fans, alumni, and the general citizenry. Financial losses incurred in this fashion cannot be estimated with any degree of precision but they would undoubtedly be substantial and the Task Force believes that it would be unwise for the institution to take such a drastic step. Even if it were practical on political and philosophical grounds, the University would then be required to assume certain costs that are now absorbed by the Departments of Intercollegiate Athletics. These costs would collectively amount to some \$280,000 per year and include such items as a \$130,000 annual obligation for the Bierman Building; \$85,000 for facilities and field maintenance for intramural athletics; \$17,000 for the salary of a Facilities Coordinator; \$20,000 for facilities maintenance and operation, \$15,000 for insurance and liability settlements and approximately \$10,000 annually in retirement pensions for individuals from the department who have already retired.

### C. Recommendations

The basic recommendations of the Subcommittee of the Task Force on Intercollegiate Athletics examining the question of funding for both men's and women's programs at the University of Minnesota are as follows:

1. The University of Minnesota should maintain its current intercollegiate athletic conference affiliations for both men's and women's programs.
2. Funding should be sought from the state legislature to place both men's and women's intercollegiate athletic programs on a sound financial base. Certain concepts should influence any request for such an appropriation:
  - a. The level of funding should be sufficient to cover all regular operations and maintenance activities for both men's and women's intercollegiate athletic programs.
  - b. Revenue produced from all events for both men's and women's athletic programs would become a part of the University's general fund.
  - c. An alternative to the funding of all operation and maintenance costs would be that the state legislature underwrite athletic programs by funding a fixed percentage of the total costs. This policy would parallel the present funding policy for regular academic departments wherein the state legislature funds approximately 76% of total costs for academic programs.

3. The Williams Fund and the Patty Berg Development Fund were originally established for development, not maintenance, and all funds generated through them should be used exclusively for athletic grants and program development.

4. The University should actively strive to influence the deliberations and legislations of the NCAA and AIAW to effect reduction of costs in intercollegiate athletic programs.

## IX. Academic Welfare of Student Athletes

### A. Comparative Studies

1. Minnesota In 1970, John E. Stecklein and Bonifacio E. Pilapil conducted a comparative study of the academic progress and characteristics of two groups of male athletes who entered the University of Minnesota under different eligibility rules. Tables 7, 8, and 9 indicate the results of their study.

Table 7 indicates highest degree earned within fifteen quarters by athletes and non-athletes who originally registered in the Fall of 1962 and 1963. 50.5% of the athletes and 41.4% of the non-athletes had earned a degree within five years.

The data in Table 8 compares the 1976-77 grade point averages for male athletes among the ten varsity sports. The Task Force found it interesting to note that there is considerable variation in the grade point averages, with the tennis players earning the highest grades and the athletes of the revenue-producing sports (football, hockey, and basketball), the lowest.

Table 9 reports the percentage of Minnesota male athletes who reached their senior year and graduated from 1970-76.

Few data are available for the women's program. Table 10 reflects the Fall, 1977 grade point averages by sport.

2. Indiana A 1975 study of the "Academic Progress of Tendered Male Athletes at Indiana University, Bloomington" investigated the academic achievement of student athletes relative to that of comparable groups of male students. The summary information indicates that the student-athletes enrolled in at least as much course work as other students and earned a slightly below average number of credit points. There was, however, no significant difference in the mean cumulative grade point average, mean cumulative hours passed or the proportion that had completed an undergraduate degree.

### B. Educational Development Program

The Education Development Program for male student athletes at the University is comprehensive and pedagogically sophisticated. It includes reading and study skills development, individual tutoring, academic

TABLE 7

HIGHEST DEGREE EARNED WITHIN FIFTEEN QUARTERS BY ATHLETES  
AND NONATHLETES WHO ENTERED AS FRESHMEN IN 1962 or 1963

University of Minnesota

Highest Degree Earned	<u>Athletes</u>		<u>Nonathletes</u>	
	No.	Percent	No.	Percent
Five-year Degree	--	--	--	--
Four-year Degree	99	50.5%	122	41.4%
Three-year Degree	1	0.5	1	0.3
Two-year Degree	4	2.0	27	9.2
None	92	47.0	145	49.1
	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL	196	100.0	295	100.0

TABLE 8

1976-77 GRADE POINT AVERAGES FOR MALE STUDENT-ATHLETES BY SPORT

Men's Intercollegiate Athletics

<u>Sport</u>	<u>Number of Athletes</u>	<u>Grade Point Average</u>
Baseball	44	2.55
Basketball	13	2.22
Football	87	2.33
Golf	9	2.43
Gymnastics	20	2.43
Hockey	23	2.27
Swimming	27	2.41
Tennis	11	2.98
Track/CC	35	2.40
Wrestling	21	2.69
	<hr/>	<hr/>
OVERALL	290	2.43

All grade point averages used in the eligibility check were compiled using all grades of Incomplete and all grades of N in courses taken on the A-N basis as F.

TABLE 9

GRADUATION RATE SURVEY OF MALE STUDENT-ATHLETES FROM 1970-71 THROUGH 1975-76			
University of Minnesota			
<u>Academic Year</u>	<u>Number of Seniors</u>	<u>Number Graduated</u>	<u>Percent Graduating</u>
1970-71	51	38	74.5%
1971-72	47	38	80.9
1972-73	53	41	77.4
1973-74	54	42	77.8
1974-75	47	36	76.6
1975-76	56	30	53.6
TOTAL	308	225	AVG: 73.1%

This survey includes only those male student-athletes who were in attendance at the University for their final year of athletic competition and were on athletic scholarship for at least their final year of competition.

TABLE 10

FALL 1977 GRADE POINT AVERAGES FOR FEMALE STUDENT-ATHLETES BY SPORT	
University of Minnesota	
<u>Sport</u>	<u>GPA</u>
Field Hockey	3.05
Golf	2.98
Cross Country	3.03
Volleyball	2.65
Gymnastics	2.75
Basketball	2.52
Tennis	2.72
Swimming & Diving	2.73
Softball	2.56
Track & Field	2.93

advising, and career planning. The women's department currently has no program at all, but the 1978 AIAW delegate assembly approved a motion allowing comparable services for female student-athletes.

#### C. Absence from Class

The escalating number of classes missed each quarter by student-athletes during their competitive seasons is a serious problem at this and most other universities. The Faculty Representatives in the Big Ten constantly wrestle with this problem, particularly with the basketball schedule, and they most always lose to the revenue dollar. The argument is simple: the more games played, the more gate receipts, and the more money to support the program.

The ACIA regularly confronts the problem of scheduled events and class days missed. The committee policy is that each quarter a maximum of five class days can be missed because of intercollegiate participation. Study Day and examination days must not be missed. The committee is constantly asked for, and grants exceptions to, its own rule, compelled by the argument of financial necessity. In some sports, eight or nine missed days (of 48, for example, during Winter quarter) have been allowed.

#### D. Financial Aid

It is argued that grants-in-aid are necessary not only to attract excellent athletes, but also to allow them to devote themselves to their studies and athletic development without having to work in part-time jobs unrelated to either endeavor. The student-athlete is economically far more fortunate than other students in that he or she may receive grants for tuition, fees, board and room. This financial aid is based solely on athletic ability, while a skilled musician or student with outstanding artistic ability must furnish his or her own support or receive aid mostly based on need. Seventy-five percent of the undergraduate students at Minnesota receive some financial aid and eighty percent of that aid is based on need. Next year approximately fifty percent of male and female student-athletes will receive financial aid based primarily on athletic ability.

#### E. Recommendation

The Assembly Committee on Intercollegiate Athletics should continue to play an important role in the maintenance of high academic standards for student-athletes. Its members should retain responsibility for monitoring academic performance and for reviewing and recommending rule changes, regulations, policies, and scholarship programs of the intercollegiate athletic programs.

## X. Internal and External Relationships of Intercollegiate Athletics

### A. Internal

On May 28, 1975, Vice President Stanley Kegler wrote to various members of the University community closely associated with intercollegiate athletics, informing them of significant changes planned for women's intercollegiate athletics. He and President C. Peter Magrath had decided to implement certain administrative readjustments in two phases:

- Step I (1975-77): removal of Women's Intercollegiate Athletics from the School of Physical Education in the College of Education and placement in an analogous reporting position to a Vice President.
- Step II (1977-79): merger of both [athletic] departments by provision of support services on a mutually-accessible basis.

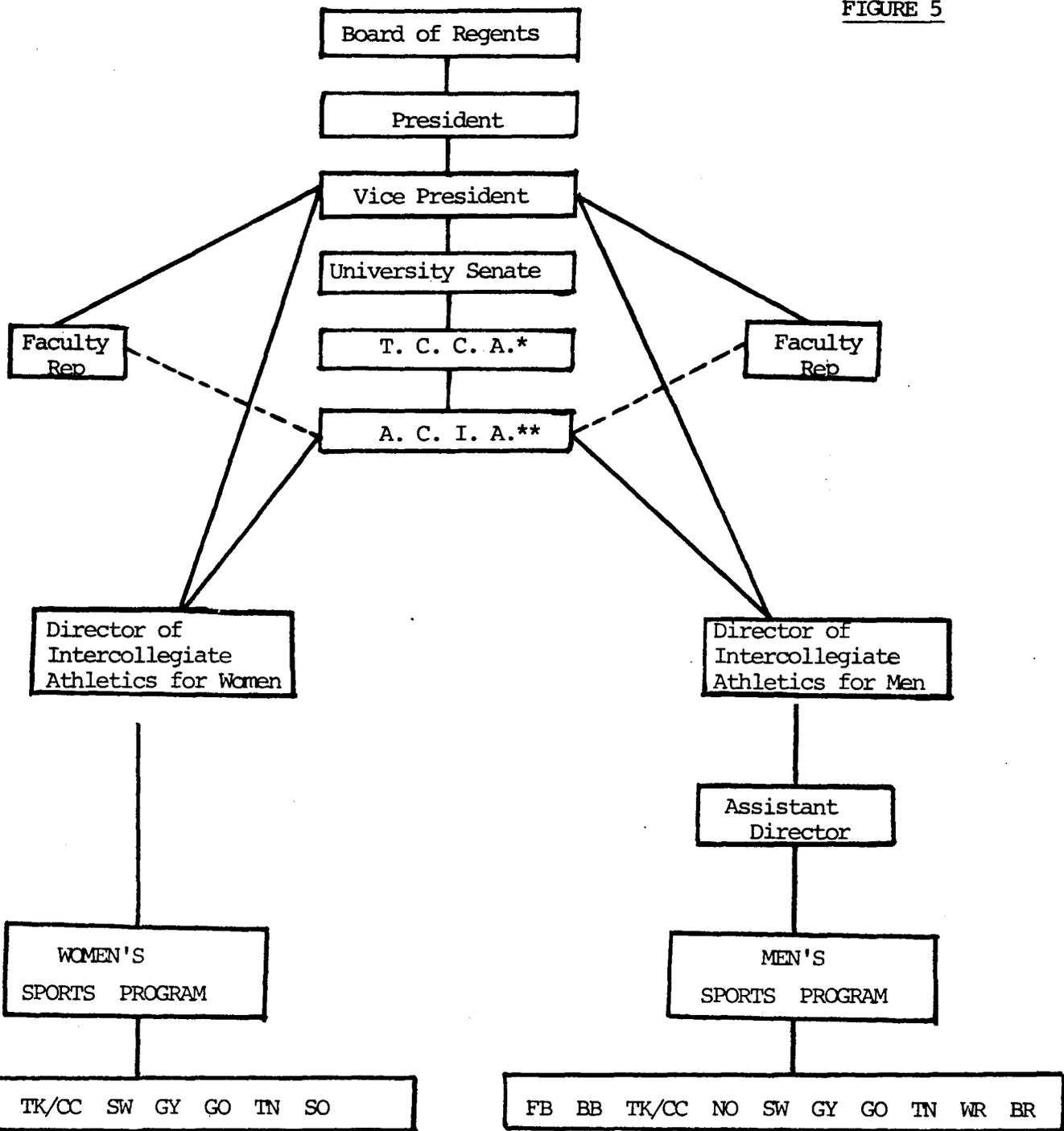
The members of the present Task Force are convinced of the wisdom of the first suggestion (Step I), which was implemented in 1975, and endorse the second (Step II) on a revised timetable. Furthermore, as the issue of merging the men's and women's intercollegiate athletic departments is studied, the possibility of also including Recreational Sports in such a union should be considered.

For the present, however, the current administrative structure of the two departments should be maintained as indicated on Figures 5, 6, and 7. Both the Men's and Women's Departments of Intercollegiate Athletics should be administered by directors appointed by the President. These persons should report to a Vice President and to the Assembly Committee on Intercollegiate Athletics. They should actively participate in the subcommittees and deliberations of that committee. For the time being, the programs should continue to develop as separate administrative and programmatic entities, though they should collaborate on activities beneficial to the student-athletes in both programs.

Intercollegiate athletics is an all-campus endeavor, benefitting the total University's public relations and serving all qualified student-athletes, both male and female. Because of that comprehensive but essentially single function, and because fiscal responsibility for the programs is ultimately a single University concern, the Task Force recommends consideration of a reorganization of the structure of intercollegiate athletics. Within the next few years, the University administration should consider merging the two departments. To facilitate this merger, cooperative efforts by members of both departments should be encouraged, particularly in regard to support services and sport schedules. The 1975 "Subcommittee of Interim Board," charged with discussing the administrative structure of intercollegiate athletics, suggested several possibilities for reorganization. The two most feasible plans are represented in Figures 8 and 9.

Finally, the Task Force recommends that the Vice President for Administra-

FIGURE 5



\*Twin Cities Campus Assembly

\*\*Assembly Committee on Intercollegiate Athletics

FIGURE 6

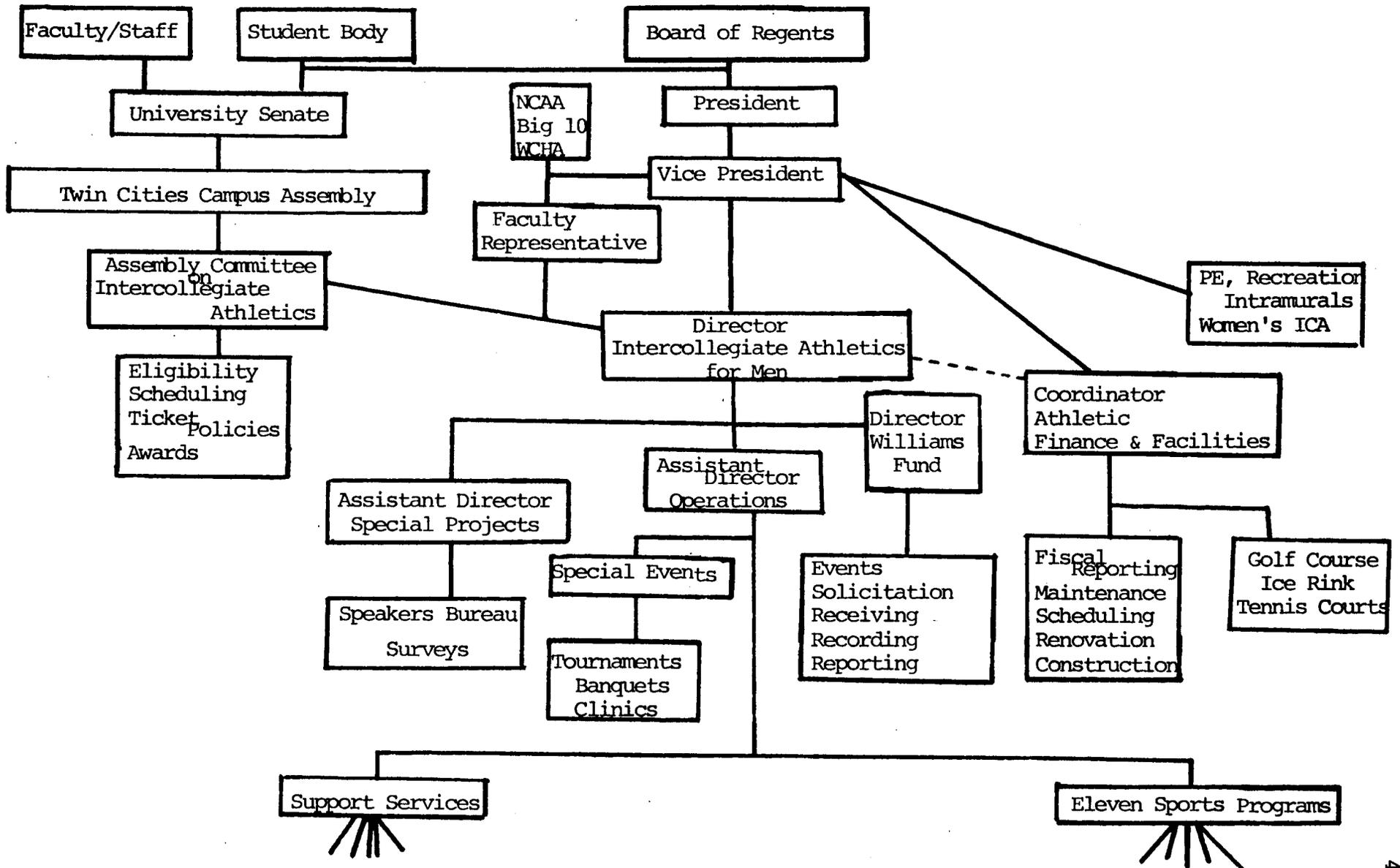


FIGURE 7 46

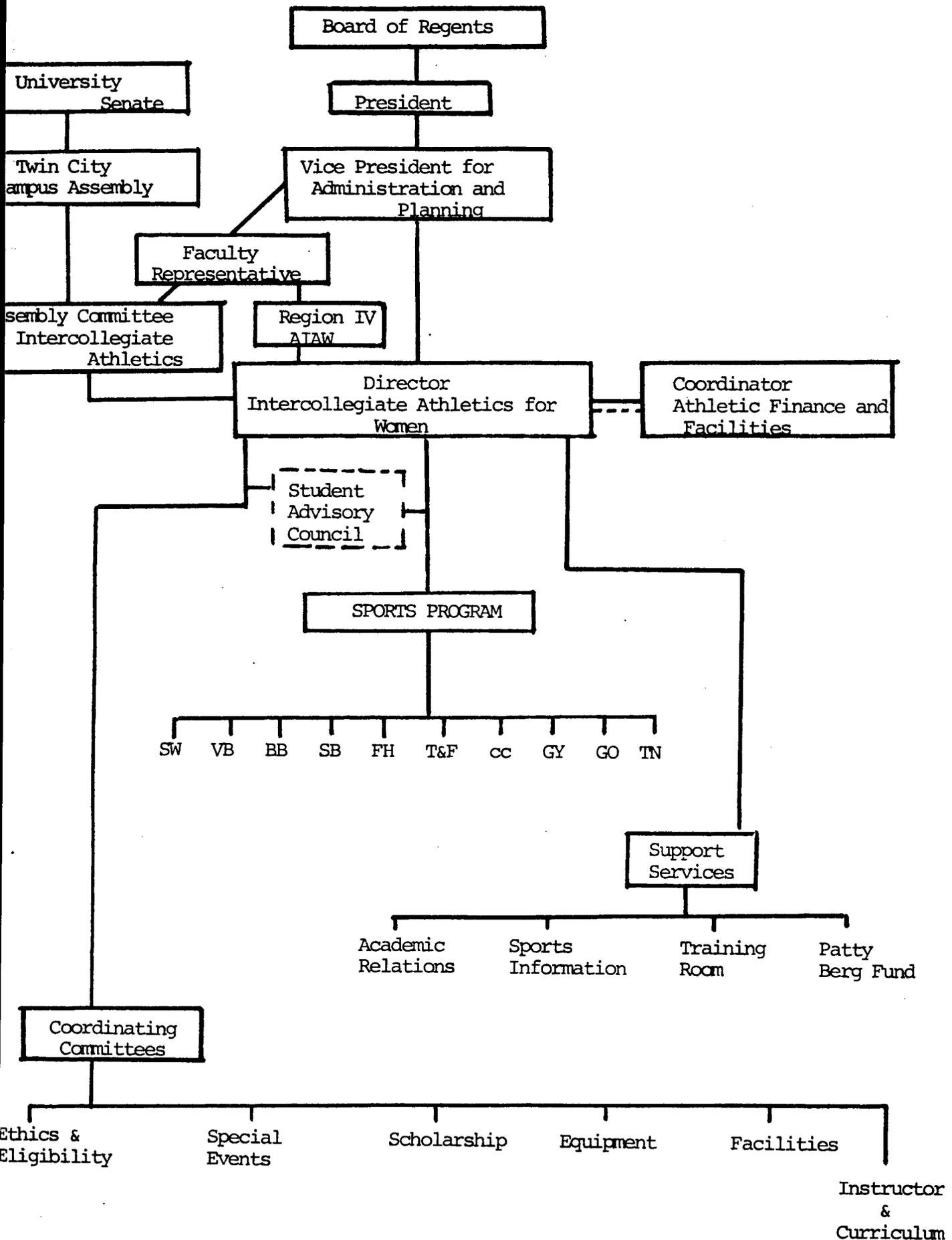


FIGURE 8

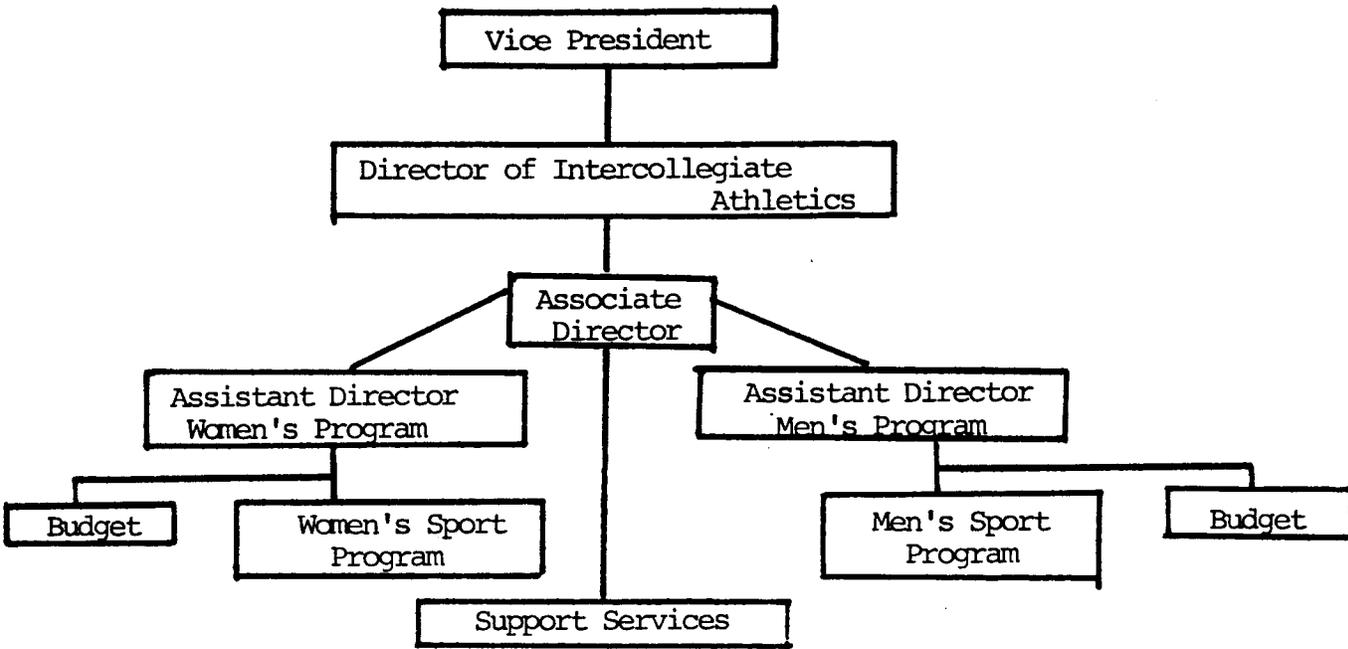
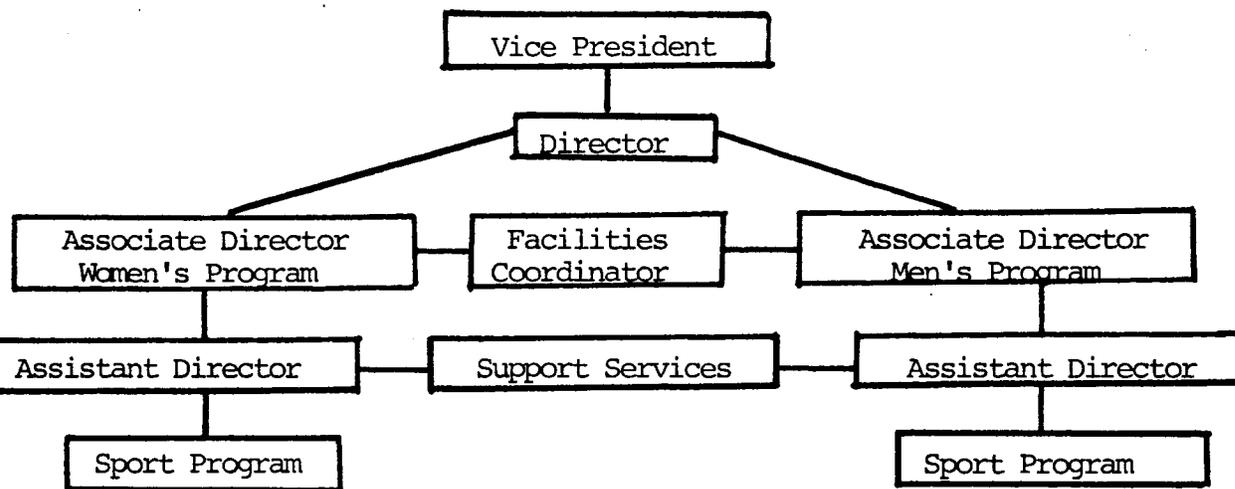


FIGURE 9



tion and Planning investigate two other administrative components of intercollegiate athletics: the ACIA and the Faculty Representatives.

**The role of the Assembly Committee on Intercollegiate Athletics should be strengthened so that faculty control of intercollegiate athletics is clearly recognized and exercised.** The responsibilities the directors have to the ACIA vis-a-vis to the appropriate Vice President should be defined. **Furthermore, the ultimate authority of the ACIA for determining policy should be emphasized to the University community and athletic staff.**

Faculty Representatives for the two departments, similarly, should have their lines of responsibility to the ACIA, President, Vice President, and directors more clearly delineated. Additionally, because the Faculty Representatives must represent the University at several off-campus functions, their responsibilities should not be confused with other intra-university senate committee appointments and released-time or monetary compensation is encouraged and should be investigated.

#### B. External Relationships

The Task Force recommends no change in the current NCAA, Big Ten, WCHA, AIAW, and Region VI affiliations. It does urge the University to study the desirability of formalizing Big Ten competition for the women athletes without necessarily endorsing any proposal to form or join a women's Big Ten Conference.

#### C. Recommendations

1. The existing autonomous relationship with the programs of the Duluth, Morris, Crookston, and Waseca campuses should continue unchanged.
2. Faculty control of intercollegiate athletics, through the Assembly Committee on Intercollegiate Athletics, should be emphasized to the University community and athletic staff. The lines of responsibility of the athletic directors to the ACIA and to the appropriate Vice President should be clarified.
3. The Faculty Representatives for the athletic departments should have their lines of responsibility to the ACIA, President, Vice President, and athletic directors more clearly delineated. The possibility of released time or monetary compensation for these individuals is encouraged and should be investigated.
4. Serious consideration should be given to merging the men's and women's athletic departments. To facilitate this merger, cooperative efforts by members of both departments should be encouraged, particularly in regard to support services and sport schedules.