



UNIVERSITY OF MINNESOTA
TWIN CITIES

Office of the University Attorney
330 Morrill Hall
100 Church Street S.E.
Minneapolis, Minnesota 55455
(612) 373-3446

May 15, 1986

Kenneth H. Keller
President
University of Minnesota

Dear President Keller:

On behalf of the Task Force on Intercollegiate Athletics, I enclose a copy of our Report in response to your letter of February 14, 1986. The Report discusses the seven issues identified in your letter and presents specific recommendations on each.

We believe it is important to put this Report in proper context. The Task Force was created in substantial part as a result of the incident involving the men's basketball team in Madison and the Big Ten report on male athlete graduation rates. Neither of these matters related directly to any of the women's sports or to many of the men's teams. Consequently, many of our recommendations arise out of concerns about only parts of the University's athletic programs. Even with respect to recommendations which arise directly out of the Madison incident and the reported graduation rates, we have not found it useful to dwell on past problems or assignment of fault. Our recommendations should be viewed as suggestions for constructive change and improvement rather than corrections of specific defects.

It is neither realistic nor advisable for a task force studying programs as complicated as intercollegiate athletics to recommend specific changes which can simply be adopted by others without further review and refinement. At the same time we would like to be sure to the maximum extent possible that our Report leads to real change and not just to further study. We therefore propose that you assign to others specific responsibility for implementing any of the recommendations which you accept in principle. We have tried to make clear in our recommendations who we believe should have the responsibility for implementation. We suggest that you ask these individuals and groups to report to you by the end of 1986 on the status of their work.

REPORT OF THE TASK FORCE ON INTERCOLLEGIATE ATHLETICS

Submitted to President Kenneth Keller on May 15, 1986

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Finally, we thank you for the opportunity you gave to us to serve the University. We believe the agenda for change reflected in our recommendations will, when amplified and implemented over the years ahead, lead to intercollegiate athletic programs which are stronger and more supportive of the essential mission and values of the University of Minnesota. We stand ready as a group and as individuals to meet with you to discuss our Report and to help in any way we can in putting into place the changes we propose.

Sincerely,



Stephen S. Dunham, Chair

SSD/mam
Enclosure

REPORT OF THE TASK FORCE ON INTERCOLLEGIATE ATHLETICS

Submitted to President Kenneth Keller on May 15, 1986

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LIST OF EXHIBITS

Exhibit A	President Keller's Letter of February 14, 1986
Exhibit B	Mission and Value Statement and Operating Principles
Exhibit C	Recommendation: A Compact Between the University of Minnesota and the Student-Athlete
Exhibit D	Recommendation: Design and Implement an Ongoing Orientation to the University, the Twin Cities and Minnesota
Exhibit E:	Recommendation: Formal Relationships Between and Among the Black Community, the Black Student and the University of Minnesota
Exhibit F:	Statement on Priorities
Exhibit G:	Freshman Females on Aid, 1976-1980 and Freshman Males on Aid, 1976-1980

Task Force Members

Stephen S. Dunham, Chair

Gary Engstrand, Staff Assistant

Michael Baizerman

Bradley D. Carlson

Julieann Carson

John Clark

W. Harry Davis

Elayne M. Donahue

Carl Eller

John W. Gutekunst

Jo-Ida C. Hansen

Ellen K. Hanson

Richard B. Heydinger

Rev. Earl Miller

Bernard L. Mirkin

Al Nuness

Ember D. Reichgott

William H. Spoor

Robert A. Stein

Deon D. Stuthman

William C. Thomas

Jean M. West

Michael W. Wright

Preface

President Keller appointed the Task Force on February 14, 1986. (Exhibit A.) The Task Force met initially on February 21, 1986 and divided into two subcommittees. The first, chaired by Professor John Clark, examined issues one through three in the President's letter (Subcommittee on the Student-Athlete). The second, chaired by Dr. Richard Heydinger, Senior Assistant to the President, studied items four through seven (Subcommittee on Organization).

The Task Force as a whole met on February 21, February 28, March 14, March 26, April 11, April 25, May 5, and May 12. The subcommittees met 17 times. The Task Force held two public hearings on March 26 and April 16, 1986. Transcripts of these hearings are available. In addition, Task Force members met individually and in groups with numerous interested individuals in the University community, including the two Athletic Directors, the women's and men's coaches, admissions officers, student-athletes, representatives of the School of Physical Education and Recreation, the Recreational Sports Department, the Assembly Committee on Intercollegiate Athletics, academic counselors, and the Housing Office. The Task Force also consulted individually and in groups with many individuals outside the University, including representatives of athletic departments at other universities. Finally, the Task Force members reviewed hundreds of pages of written reports dealing with intercollegiate athletics at the University of Minnesota and across the country.

The 22 individuals on the Task Force have different experiences and perspectives and hold diverse views on many of the issues affecting intercollegiate athletics at the University of Minnesota. Nevertheless, while not every member of the Task Force subscribes fully to each specific recommendation, the Report as a whole represents a general consensus among all Task Force members.

REPORT OF THE TASK FORCE ON INTERCOLLEGIATE ATHLETICS

I. Introduction

In response to President Keller's letter dated February 14, 1986 (Exhibit A), we present a series of specific recommendations organized by the seven issues identified in the President's letter. We have also developed some general recommendations about the role of intercollegiate athletics at the University of Minnesota which we present and discuss in the next section.

II. Role of Intercollegiate Athletics at the University of Minnesota

A. Mission and Value Statement and Operating Principles

If the Task Force in its investigation and deliberations has identified one overriding concern about the role of intercollegiate athletic programs at the University of Minnesota, it is that the programs are not well integrated into the overall structure and mission of the University. The University's intercollegiate athletic programs have been allowed for too long, indeed at times encouraged or even forced, to operate independently as free-standing units. This isolation detracts from the academic progress and personal development of student-athletes; and it prevents the intercollegiate athletic programs from serving the mission and values of the University.

The separation of intercollegiate athletics from the rest of the University is the responsibility of central administration and the faculty as well as the athletic departments. The reasons for this isolation are many. They include the absence of a well-defined and generally accepted mission statement for intercollegiate athletics, confusion about clear lines of authority, ambiguity in job descriptions and objectives, organizational structures which do not serve principles of good management, community pressures and press attention, budgetary decisions which encourage separation, and a certain level of distrust between the "academic" and "athletic" communities within the University. We believe it essential that the pressures towards separateness be reversed and that the intercollegiate athletic programs be brought clearly under the University's organizational and philosophical umbrella.

Such a change must start at the top. We therefore propose that the President recommend and the Board of Regents adopt a Mission and Value Statement for

Intercollegiate Athletics at the Twin Cities campus along with a set of Operating Principles to guide the administration of the intercollegiate athletic programs. We attach a proposed Mission Statement and set of Operating Principles as Exhibit B to this Report. The proposed Statement and Principles are based in part on previous University documents. They are intended to signal, however, a new focus on intercollegiate athletics as an integral part of the University.

B. Presidential Directive

The Mission Statement and Operating Principles will not by themselves accomplish any of the desired results. Responsibility for management of the intercollegiate athletic programs in accordance with Regents' policy must therefore be clearly delegated and assigned. We therefore propose as a second recommendation that the President issue a Presidential Directive on Intercollegiate Athletics. The purpose of this Directive would be for the President, as the Chief Executive Officer of the University, to delegate specific responsibility and authority to various administrators and faculty groups within the University.

Whatever might be the role of the President in intercollegiate athletics in other circumstances, we believe that in bringing about the changes we recommend, the President must play a leading and strong role. The Presidential Directive will allow the President to set clear direction and assign specific responsibility.

The specific text of a Directive depends on decisions the President will make in response to this report. We therefore did not prepare a draft. We would like, however, to highlight three particular points which the Directive should make.

First, as noted above, the President should re-emphasize that it is the University's responsibility and commitment to operate intercollegiate athletics as an integral part of the institution.

Second, the University should establish clear academic standards and objectives for intercollegiate athletics. This requires a reaffirmation by the President of the role of the faculty, acting through the Assembly Committee on Intercollegiate Athletics (ACIA), to establish academic policy governing intercollegiate athletics.

Third, management of intercollegiate athletic programs is primarily the responsibility of the Athletic Directors.

The President should therefore clarify what the University expects of the Athletic Directors and the University's goals and objectives for the Athletic Departments. By clearly delineating the Athletic Directors' responsibilities, the University can best ensure that its athletic programs are operated in accord with the University's mission and with sound academic policies.

In sum, the University should establish a clear pyramid of Regents' policy, Presidential delegation and direction, faculty control, and administrative responsibility. We believe that clarifying and reinforcing these organizational structures and operating principles is essential to making intercollegiate athletics an integral part of the University of Minnesota.

III. Recruiting Practices

National criticism of intercollegiate athletics and suggestions for reform almost invariably focus on abuses in recruiting, primarily in football and men's basketball. The present system can distort the educational and developmental values of a college education, place undue personal pressures on young men and women, lead to excessive costs and create the potential for rules violations.

Some of the changes we discussed would require action at the Big Ten or NCAA levels. Other changes, however, particularly in the University's own recruiting and admissions process, should be made alone by the University of Minnesota.

A. Changes in NCAA/Big Ten Rules

Since many of the proposals for reform have been discussed and analyzed elsewhere, we simply list here those ideas which the Task Force believes hold particular promise. Changes in recruiting rules should be made at the NCAA level. The Big Ten Conference Presidents, faculty committees and faculty representatives should take the lead in seeking national reform in this area. We urge consideration of the following:

1. Shortened recruiting periods.
2. Length of playing seasons and number of events.
3. Need-only grants-in-aid if a reliable system can be established to avoid abuses.
4. Grants-in-aid that include small amounts of money for incidentals.

5. The number of available grants-in-aid.
6. Simplification of NCAA rules.
7. Change in current rules (so-called anti-civility rules) that prevent coaches and others from extending common courtesies to student-athletes.

B. University of Minnesota Changes

1. Student Compact -- We propose that the University set forth in a compact the University's commitments to student-athletes as well as the student-athletes' responsibilities. Such a compact will help the student think about the educational and developmental values of a college education, it will help avoid overstatements during and false expectations from the recruiting process, and it will clarify and signal the University's commitments to the well-being of student-athletes.

We propose that the compact be prepared by ACIA in consultation with the Athletic Directors and the coaching staffs. Its contents should be given to students during recruiting and then the compact should be reviewed and signed by the University and the student during orientation at the University. See Part V.A., below. A suggested draft outline prepared by Task Force member Professor Michael Baizerman is attached as Exhibit C.

2. Academic Assessment of Recruits -- At many colleges and universities the admissions office plays a significant role in reviewing the academic potential of recruited student-athletes. This process ensures that students who are brought to a university have a reasonable opportunity to succeed. It also signals to prospective student-athletes their role and responsibilities as students. Finally, a collegiate decision to admit a student involves the academic unit in the process and as a result it commits the university to providing all reasonable opportunities to and support for admitted students to succeed.

The close involvement of academic admissions officers in decisions to admit student-athletes is missing at the University of Minnesota. Although there are exceptions, recruited students who do not meet the automatic admissions standards in selective colleges then enroll in General College. Because General College has always been available as a University alternative, there has been no need for the Athletic

Departments to coordinate their recruiting decisions with admissions officers. For the same reason, the admissions offices are not set up to interview student-athletes, review their records, and advise coaches.

This system has two significant flaws. First, it allows the University to recruit and admit student-athletes without a realistic evaluation of their academic potential. Second, because University colleges are not directly involved in admissions decisions, they may not be sufficiently committed to the academic success of student-athletes, some of whom are at risk academically and need full collegiate support.

The Task Force recommends two changes to deal with the current vacuum in the academic assessment of student-athletes during recruiting. Our first recommendation is that the Athletic Departments work with the admissions officers throughout the University to establish a structured process by which recruiting and admissions decisions could be closely coordinated. Such a process will require that the coaches obtain high school transcripts early, that admissions officers be available to interview recruits during their visits to campus, that they talk to high school references as appropriate, that the special admissions decisions available in all colleges be utilized in appropriate cases for student-athletes, and that the Athletic Departments and colleges develop clear lines of communication. This system should cover both initial admissions decisions and the different but related process of transferring from General College to a degree-granting unit.

Because student-athletes who enroll in General College will have to go through a transfer process as they matriculate to a degree-granting program, it may be advisable for the University to encourage students who are not automatically admitted to a degree-granting college to look more closely at direct admission to such colleges by a petition process. Where an appropriate admissions review indicates that a recruited student-athlete will likely succeed academically if admitted directly to a degree-granting college, the Task Force recommends that this petition process be used as a preferred alternative in most cases.

A system coordinating recruiting decisions with admissions decisions needs special attention in General College. With the changes being made in

General College as part of Commitment to Focus, it is the University's clear expectation that General College will serve as a gateway for underprepared students to baccalaureate programs in other colleges. As with all University students, it is expected (as well as required for purposes of eligibility) that all student-athletes are making certifiable progress toward a baccalaureate degree. Thus it is particularly important that an academic review be conducted for recruited student-athletes in General College to ensure that they have the potential to do well enough in General College to transfer to a degree-granting program within the required period of time. An admissions officer in General College may be the appropriate individual to be involved in this process.

Our second recommendation in this area is primarily designed for short-term implementation to be used until a regular system of review and involvement by collegiate admissions officers can be established. Specifically, we propose that prior to the offer of a tender, the Academic Counseling Office interview all recruits who visit the campus, review academic credentials and talk to appropriate high school references as necessary. The Academic Counselors should then make recommendations to coaches concerning each recruit's academic potential. The academic counselors should not have a veto over recruiting or admissions decisions, but we believe this system offers some of the benefits noted above for involvement by admissions officers.

This involvement by the Academic Counseling Office may not be necessary if a program for review of prospective student-athletes by collegiate admissions officers is established. However, we believe it is an important process to fill a current void.

3. Personal Adjustment to Role as Student-Athlete
-- Coaches should continue to make assessments of students' personal strengths and weaknesses. To strengthen the coaches' ability to do this in an intelligent and sensitive manner, we propose that as part of a professional development program (see Part VI.C. below) the Athletic Directors, with help from ACIA, should arrange for experts in personal and social development of student-athletes to give training to the coaches in this area. Part of this program should include development of a list of sources of information about students which coaches should use as appropriate.

4. Review and Approval of Tenders -- We recommend that the Athletic Directors review and approve all initial tenders. We understand that this is the current practice in the Women's Intercollegiate Athletic Department. If centralized pre-approval were required, a form should be used which requires the coach to write down an assessment of the recruit's academic potential as well as his or her potential for personal adjustment to the University. An academic counselor's recommendation on each recruit would also appear on the form. In reviewing these forms, the Athletic Directors should take into account the numbers of students at risk academically and the sufficiency of the academic counseling and other support the University offers. The Athletic Directors should report annually to the ACIA on the number of instances and circumstances under which a tender was offered against the recommendation of an academic counselor.

The Athletic Directors should also develop a system for appropriate review and approval of tender renewals.

IV. Athlete As Student

Academic performance leading to graduation is ultimately the responsibility of the individual student. This principle is true whether or not the student participates in athletics. The University, however, has the responsibility to offer students reasonable opportunities to progress and succeed academically. In this regard the University has a special responsibility to provide encouragement and support to students who are at academic risk. Intercollegiate athletics sometimes places demands on student-athletes which may interfere with their ability to achieve academically. We therefore believe it is appropriate for the University to accept special responsibility in providing academic support to student-athletes.

In proposing the recommendations set out below, we accept the principle that student-athletes should have reasonable opportunities to obtain a degree within a four- or five-year period. We would expect student-athletes to perform academically (i.e., graduation rates) as well as other full-time students. The University should not recruit students and should not permit them to continue to participate in intercollegiate athletics unless there is a reasonable probability that the student, if he or she acts responsibly and takes advantage of opportunities offered by the University, can attain a degree. As a corollary to this principle, the University must provide adequate

opportunities to students to achieve and must as well provide the support services necessary to encourage and permit students to take advantage of the opportunities offered.

Within this overall philosophy, we offer the following recommendations:

A. Freshman Ineligibility

The Task Force supports freshman ineligibility in football and men's basketball (and possibly ice hockey), with four years of eligibility after the freshman year. We believe this change makes sense for these sports because of the high pressure recruiting and the intense public pressure during performance. A transition year would allow freshmen to "de-recruit" and adjust to the academic and personal demands of college life. It will also allow young students to mature one more year before facing the physical and mental pressures of performance.

These same arguments apply to some extent to other sports as well. There are, however, serious practical problems in implementing freshman ineligibility across the board. These include increased cost, availability of national tournament competition in individual sports such as gymnastics and tennis in which freshmen would participate on their own, insufficient coaches for freshmen as a separate group, limitations on grants-in-aid, and earlier physical development of athletes in certain sports (e.g., gymnastics and swimming versus football). Further, the special problems of freshman eligibility -- increased recruiting pressures and academic problems -- do not seem to have affected other sports to the same degree. For these reasons, we limit our recommendation to football, men's basketball and, possibly, ice hockey.

We believe this change should be made at the national level. We recommend that President Keller urge the Big Ten to take the lead on this issue in the NCAA.

B. Continuation Standards

At present the Big Ten Conference, but not the NCAA, requires that student-athletes, to retain their eligibility, must achieve a minimum grade point average calculated on a cumulative basis. (For example, the Big Ten standard is 1.7 at the end of the freshman year.) The University, acting through the ACIA, should review these standards to determine whether they serve the specific purpose of measuring a student's reasonable progress towards a degree. If the ACIA determines that the Big Ten

standards are too low to serve this purpose, then they should establish a higher standard.

In reviewing continuation standards, the ACIA will have to take special note of the effect of the recent elimination of the General College degree programs. Student-athletes admitted into General College who cannot transfer to a degree-granting college within two years will lose their eligibility and not be able to continue towards graduation at the University. The continuation standard for General College students, therefore, should be specifically geared towards the transfer/admissions requirements of the University colleges to which General College students seek admission.

Unlike the Big Ten standard, this higher University standard would not lead to a loss of financial aid. Rather, a student who failed to meet the higher standard would retain aid but would not be able to practice or compete in athletics until he or she had improved his or her academic performance to the level set by the ACIA. This rule would allow the student to concentrate on academics without the time demands of athletic participation.

To allow time for adjustment and improvement, the appropriate standard should be a cumulative average. It should be first calculated at the end of the freshman year and on a quarterly cumulative basis thereafter. The Task Force believes that a student who does not maintain a 2.0 cumulative GPA is not making reasonable progress toward a degree. An exceptions procedure may be appropriate, but it should not undermine the general principle. The University misleads and misuses student-athletes who continue to perform on a University team when they are not making adequate progress towards a degree. The University's primary concern should be academic progress, not technical eligibility.

We believe this change to a higher continuation standard is one the University should make on its own. We recommend, however, that the President and the faculty representatives seek similar changes at the Big Ten and the NCAA.

C. Early Identification of Academic Difficulties

In addition to a minimum standard for continued athletic participation, the Academic Counseling Office, with guidance from the ACIA, should establish an early warning system for identifying students with particular academic needs. We understand that this system is already in place to some extent but we suggest that it be reviewed and

refined. So, for example, ACIA and the Academic Counseling Office might determine that a student at the end of the first quarter of the freshman year with a GPA below 2.4 should be provided with one level of academic support, while a student whose GPA is below 2.0 might need additional special counseling.

D. Admissions and Transfers

The elimination of General College degrees poses a special challenge to the University with respect to the academic progress of student-athletes. When a recruited student-athlete enrolls in General College, the University has a responsibility to keep open reasonable avenues for transfer. We must not set students up to fail. We urge the colleges to review their admissions standards for transfers and to coordinate their procedures with General College to ensure that students who enter General College, particularly student-athletes who are recruited to this University, have reasonable opportunities to transfer to degree-granting colleges. We also suggest, as noted in III.B.2, above, that the University make greater efforts at the time of initial admissions decisions to enroll student-athletes directly in degree-granting colleges.

E. Fifth-Year Aid

The University should provide five years of financial support to tendered athletes. Fifth-year aid is currently available for football and men's basketball. In other sports, however, students frequently use up their athletic eligibility in four years and cannot afford the fifth year necessary to graduate. It is extremely difficult for a student to participate in intercollegiate athletics and graduate in four years.

We believe that the current system is flawed in that it drops students without support as much as one year short of graduation. Every effort should be made to provide sufficient financial resources to cover a student-athlete for the five-year period realistically required for graduation. Fifth-year aid could include need-based grants-in-aid, employment or a loan fund.

F. Summer School Aid

For similar reasons, we support increased use of summer school aid unless there is evidence that a student has been irresponsible during the year and is simply counting on summer aid as a means to re-establish eligibility.

G. Travel Schedules and Length of Season

We support all reasonable attempts to limit the length of seasons and travel schedules which interfere with class time. The Big Ten travel schedule of Men's Basketball -- Thursday and Saturday away games -- is particularly disruptive. To force these students to miss large numbers of classes because of the required travel schedule is a serious interference with their academic progress. Without creating other scheduling problems (such as conflicts with Women's Basketball), other alternatives -- Saturday/Monday or Friday/Saturday games -- should be explored. We urge President Keller to make this an issue of high priority in discussion with Big Ten Presidents.

As a separate recommendation, we propose that academic counselors accompany the men's basketball team to their away games and organize study time on such trips. This practice is justified by the large number of required missed classes. Other partial solutions to excessive travel, such as use of chartered planes, should also be considered. These recommendations may apply to other sports as well where there are similar special circumstances.

The University administration should reexamine the potential influence of external contractual arrangements, e.g., television, bowl games, tournaments, etc., on Athletic Department policy and team schedules. Institutional objectives should be defined and policies established that are consonant with the general goals of this report.

H. Faculty Mentors

To help integrate student-athletes into the academic life of the University, we urge the faculty to consider ways of establishing academic ties with student-athletes outside the classroom. ACIA should initiate the planning of this program. Colleges should establish groups of faculty mentors who would be willing to meet with student-athletes to discuss their academic interests. In addition, each college should designate one individual -- probably in the Dean's Office -- to serve as a liaison to the Intercollegiate Athletic Departments to help answer questions on requirements, degree planning, careers, etc. These individuals could also help prepare materials on academic programs for use in recruiting.

I. Curriculum

The study of sport in its various dimensions is a growing educational field. We do not suggest the creation

of a new formal program of study, but we do recommend that the University identify existing courses and develop as appropriate new offerings for academic credit which recognize the scholarly work in this field. Such courses offer opportunities for individuals, including some student-athletes, to develop interests in this area and help integrate athletic activities into the academic discourse of the University.

In addition to traditional course offerings, we suggest that appropriate Deans and faculty explore the creation of a cross-disciplinary integrative seminar which would provide an opportunity for students to develop academic perspective on athletic participation. A fuller description of this proposal is contained in the Task Force working papers.

J. Practice Times

We urge that every effort be made to schedule practices so that they do not conflict with classes. We understand there are practical limitations on facilities, but other alternatives should be explored. Team meetings and conditioning times should also be scheduled to minimize conflicts. Although in-season conflicts are occasionally unavoidable, a student should not be required to miss a class to attend an off-season athletic activity. We note that the recently implemented pre-registration system for student-athletes helps considerably in enabling students to schedule classes that do not interfere with their athletic activities. We support the continued use of pre-registration.

V. Personal Development of Athletes

Some of the testimony we received focused on the problems experienced by all students at the University of Minnesota. While these are matters beyond the scope of our Task Force, we urge the University to continue to take steps to improve undergraduate life and opportunities for personal development for all students at the University.

Student-athletes, like all other individuals in society, are responsible for their own conduct. It is the University's responsibility, however, to provide opportunities for students to grow as healthy and responsible individuals. In some respects, intercollegiate athletics offers special developmental opportunities. In other ways -- recruiting, family and community dislocation, and the pressures of practice and competition -- athletics causes special problems. The following recommendations are designed to maximize the opportunities and minimize the problems.

A. Orientation Program for Student-Athletes

Many student-athletes, particularly those who begin practice before school begins in the Fall, see the University first through sports and only secondarily as a broader educational institution. We recommend that the University establish a required orientation program which introduces incoming student-athletes to the full range of University life and values. We attach a brief outline of such a program as Exhibit D.

B. The Black Student Experience

We received testimony from several individuals on the special problems black students face at the University. The University is seen by many black students, particularly those student-athletes who are recruited from outside Minnesota, as a hostile or alienating environment. To respond in part to this problem, we propose that the Vice President for Student Affairs establish a formal program through which black students, including black student-athletes, could develop contacts with individuals, families and institutions in the black community in the Twin Cities. The broad outlines of such a program are set forth in Exhibit E.

The University should also review its promotional materials, sports information programming, staffing and entertainment at athletic events, and other facets of its intercollegiate athletic operation to be sure that blacks and other minorities are fully represented and properly portrayed.

C. Dormitories

As a general proposition the University's goal should be to integrate student-athletes fully into University life. At the same time, appropriate grouping of student-athletes in dormitories may facilitate their personal development by providing a means to foster natural friendships. Appropriate grouping may also permit necessary communication with and support from the coaching staffs. The Task Force recommends that the Housing Office cooperate with the Athletic Departments in establishing living arrangements which attempt to merge these interests. At one extreme the Task Force clearly opposes the use of dormitories which entirely or mostly house student-athletes. With appropriate measures to ensure integration, however, we believe housing student-athletes in a particular sport in a single dormitory is appropriate.

On a related issue, we were told that many team practices end after dormitory dining rooms close. We urge the

Housing and Food Services Offices to extend their hours or otherwise to accommodate the special needs of all students with late afternoon and Saturday commitments.

We heard several complaints about the conduct of some male student-athletes in dormitories. In addition to providing the counseling discussed in V.F., below, we urge coaches to encourage their student-athletes to participate in dormitory councils and in other ways to play productive roles in dormitory living.

D. Drug Education, Counseling and Testing

The ACIA has requested the Athletic Directors to prepare for its review and approval a drug education, counseling and testing program. We support this plan and simply note that the plan should be more than a policing function. It should contain appropriate education and counseling components. We also note that any drug program should be particularly sensitive to the misuse of dangerous performance-enhancing chemicals. The Task Force files contain additional information regarding drug programs which the ACIA may want to review.

E. Code of Ethics

Student-athletes are visible representatives of the University of Minnesota. As such, they have a special responsibility to conduct themselves in an exemplary manner while representing the University. The Athletic Departments should prepare a code of conduct which sets down rules and offers guidance on appropriate personal behavior. The Football Student Handbook and the Student Handbooks for the Men's and Women's Athletic Departments already contain guidelines of this sort. The Task Force recommends that these documents be reviewed, refined, disseminated and discussed to be sure that all student-athletes understand the norm of behavior. The Task Force working papers contain a draft preamble to a code of ethics and information about the United States Athletic Association which the Athletic Directors may find helpful. We also recommend that the Vice President for Student Affairs develop a similar Code of Ethics for use by all students who represent the University in academic and extracurricular activities.

F. Personal Counseling

The University has available expert counseling programs in its University Counseling Services. Student-athletes, like other students, should be informed of and encouraged to use these services.

VI. The Selection and Evaluation of Coaches

Coaches are the University professionals with the most contact with and influence over student-athletes. As such, they are in a strong position to support the students' personal development and academic progress. Students are primarily responsible for their own conduct and achievement, but the University should select, support, train and evaluate coaches with the goal of maximizing the beneficial effect coaches can and should have on the educational and personal development of student-athletes.

A. Length of Contract

We believe that fixed term appointments of more than one year are the most appropriate for head coaches. One year appointments create short-term pressures to win which may distort University priorities. We therefore recommend that the Athletic Directors give serious consideration to the regular use of multiple-year (three to five years) contracts for head coaches. Such contracts could provide for an initial probationary period for a new coach and for automatic annual extensions.

B. Role and Evaluation of Coaches

We recommend that the Athletic Directors establish annual goals and objectives for coaches and a regular system of performance evaluations which shall affect salary and renewals. (We understand that the Women's Department currently uses such a system.) The goals and objectives should include explicit goals relating to the academic progress of the student-athletes in the particular sport. We attach as Exhibit F a statement which tries to define the factors the Athletic Directors should consider in setting objectives for the coaches, including academic goals, opportunities for personal development and win/loss records.

In establishing a system of performance evaluations, the Athletic Directors should consider use of a peer review system, such as those used in academic units, by which they could solicit and consider the views of the other coaches. Peer review should help coaches in their professional development as well as provide useful advice to the Athletic Directors.

The Athletic Directors, after advice and consultation from the coaches, should also solicit opinions from student-athletes for use by the coach and in reviewing the coach's performance.

Since we believe a coach's performance should be judged in part by the academic performance of his or her students, we recommend that the ACIA, which is responsible for setting educational policy in this area, participate in this evaluation process. A recommendation to permit this is set forth in VIII.E.5, below.

In recommending that a coach's performance be judged in part based on graduation rates of his or her student-athletes, we recognize that many factors outside a coach's control influence the academic progress of students. We also recognize that it is the student, not the coach, who is primarily responsible for academic progress and that coaches can only offer opportunities and possibilities, they cannot guarantee results. Nevertheless, we have concluded that the coach's decisions in recruiting and his or her influence over student-athletes are such substantial factors affecting academic progress that it is fair to judge a coach's performance in part based on the academic success of their student-athletes.

C. Professional Development Programs for Coaches

Coaches are educators. Their professional skills must extend far beyond technical coaching skills. They teach values, give counsel in personal development, motivate, and serve as role models. They interpret NCAA rules, assess personal development, teach leadership skills, and are in the public relations business. To ensure that coaches at the University of Minnesota have opportunities for continuing education in fields of interest and use to them, we recommend that the Athletic Directors draw on experts at the University and elsewhere to provide appropriate professional training. Among the programs that should be arranged are in-service training on NCAA rules, formal orientation for new coaches, advice on assessment of personal development in recruiting, and presentations on theories of adolescent development.

On a more ambitious scale, if in-service professional development programs at the University are successful, the University might consider running an annual education program for coaches from around the country. The Task Force working papers include an outline of such a program.

D. Adjunct Appointments and Guest Lectures

To foster greater integration of the athletic programs into the academic core of the University, and to take advantage of the educational skills of individual coaches, we urge academic departments to consider giving coaches adjunct or guest lecture appointments, as appropriate.

All such joint arrangements must be made only in the sound discretion of the academic departments, but we believe there are opportunities in this area which the University should utilize. The University should also include coaches on University committees as it would other professionals.

VII. The Planning and Budgeting of Intercollegiate Athletics

As with other University units, the priorities which guide resource allocation decisions and facilities planning in the Athletic Departments should be set through the process of program planning. -

A. Program Planning

Although central administration reviews the budgets of the Athletic Departments, there apparently is no regular planning, no review of program direction, as there is with academic units at the University. We believe there should be central review of the internal priorities within the Athletic Departments. For example, which sports will receive priority? In what areas does the University hope to maintain or establish excellence?

Thus we recommend that the Athletic Departments should be brought clearly within the regular and ongoing University planning process. As with academic units, the Athletic Departments should be expected to develop program priorities and defend these priorities through the processes of University planning and budgeting. As these program choices are debated and eventually resolved, they will then guide the decisions on budgets and facilities. The priorities agreed upon through the planning process should be made known to all coaches so that their own goals and objectives are clear.

B. Funding Principles

The Task Force did not study the appropriate level of funding of intercollegiate athletics. We did, however, look at the structure of funding.

We started with the philosophy that intercollegiate athletics serves the University's mission and is a legitimate program in an institution of higher education. If intercollegiate athletic competition generated no revenues, we believe the University should and would support some level of intercollegiate athletic programming. This is certainly an accepted principle at the many smaller and non-Division I colleges and universities which maintain programs that undoubtedly are not self-sufficient. One

might argue whether or not to give athletic grants-in-aid, or to support expensive recruiting, or to hire multiple coaches, but we think the University would and should provide basic facilities, coaching and programming for at least some intercollegiate competition even in the absence of athletic revenues.

With this principle as background, we looked at the present financing of intercollegiate athletics at the University. The Men's Intercollegiate Athletic Department is expected to operate largely on a self-sufficient basis. The Women's Department is financed largely by a state special appropriation. State and University support for Women's Athletics seems entirely appropriate and follows naturally from our general principle, above. The autonomous funding of the Men's program, however, creates certain difficulties.

First, it does not recognize proper University support for intercollegiate athletic programs. Second, it introduces pressures to generate revenue which are sometimes counter-productive to the longer-term goals of academic and personal development of students. Third, separate budgeting does not provide appropriate opportunities for central control of programmatic decisions or analysis of equity between the athletic departments.

Although the Men's Intercollegiate Athletic Department can be expected to be largely self-sufficient, we believe that to require it to be so and to budget exclusively on that basis causes the problems noted above. Based on these principles, we make the following recommendations.

C. Budgeting

Based on program priorities, the Men's and Women's Intercollegiate Athletic Directors should prepare both annual and long-range budget plans for review and approval by the central administration and ACIA. Expected revenues could be considered in establishing the level of the budget but they would not necessarily be determinative. For example, if revenues in the Men's Department are projected at a lower level because of loss of television contracts or decrease in gate receipts, the University might still choose to approve a larger budget based on infusion of non-athletic dollars in order to operate the program at the desired level. Similarly, if the state special appropriation for Women's Athletics is insufficient to cover program needs, the University should, if consistent with program planning priorities and budgeting, add other monies to allow the program to operate at the desired level.

Even in the absence of a specific shortfall, the University should review the Men's Athletic Department budget to determine if there are specific items which should appropriately be funded by non-athletic funds. Direct services to students and some administrative costs may be in this category. For example, the Academic Counseling Office now receives some state funds. We support this arrangement and suggest that consideration be given to increasing the level of support from non-athletic monies, including additional legislative funds as appropriate. In addition, we suggest the University consider tuition waivers for out-of-state student-athletes, fifth-year and summer aid, and grants-in-aid for non-revenue sports. These items directly benefit the educational development of students and are legitimate University expenditures quite apart from the Men's Athletic Department's ability to raise revenues.

Just as the University should consider some institutional support for Men's Intercollegiate Athletics, any revenues from intercollegiate athletics should be budgeted for and expended in accordance with University programmatic decisions. We do not believe, however, that as a general proposition athletic revenues should be allocated to wholly non-athletic purposes. Such a system would damage private fund-raising and might in fact increase unhealthy short-term pressures to generate receipts. Rather, we propose that revenues be used in accordance with long-term University planning for athletics, including new facilities, endowments for grants-in-aid and equity between the athletic departments. Historically, revenues from the Men's Department have been used to support construction of athletic facilities which are also used for recreational sports and to provide partial support for Women's Athletics. We believe such uses are supportive both of the specific mission of intercollegiate athletics and the broader needs of the University.

D. Facilities

In an ideal process, decisions on facilities would flow from the Departments' program priorities. The Task Force did not undertake a study of the University's athletic facilities. It is impossible, however, to write a report about athletics at the University without mentioning the inadequate facilities. There seems to be almost universal acceptance of the conclusion that except for football and a few other sports the University of Minnesota has among the worst athletic facilities in the Big Ten. We were told that the facilities cause safety concerns (location of women's gymnastics), hinder recruiting (Williams Arena), and lead to poor morale among

coaches and students alike (Cooke Hall, Williams and Mariucci Arenas). We also note the link between the recognized need for new intramural facilities and the deficiencies in the facilities used by intercollegiate athletics. In that regard we specifically support efforts to integrate more thoroughly the programmatic and facilities planning of the Athletic Departments and Recreational Sports. Although we have no specific recommendations in this area we do urge the University to explore all possible ways to upgrade and improve its athletic facilities.

E. NCAA Rule Changes with Financial Implications

The University should work for various changes in NCAA rules which would reduce the expenses of intercollegiate athletics. As noted in Part III, above, we endorse moving to need-only grants-in-aid and reviewing the number of grants in each sport. Restrictions on training tables and the numbers of coaches should be considered.

VIII. Organization of Intercollegiate Athletics

As noted in Part II, above, the Task Force believes that the University can achieve significant improvements in its intercollegiate athletic programs by clarifying organizational structures and individual responsibilities. We recommend clarification and/or change in several areas: the role and responsibilities of the Athletic Directors, reporting lines of the Athletic Directors, organizational location of the Academic Counseling Unit, clear designation of responsibility for NCAA, Big Ten, WCHA and University rule compliance monitoring, and review and clarification of the role of the ACIA and the faculty representatives.

The most important organizational recommendation is the need to redefine the role and responsibilities of the Athletic Directors.

A. The Role and Responsibility of the Athletic Directors

Athletic Directors set the tone of the Athletic Departments they manage. They are the critical on- and off-campus representatives of the principles embodied in the mission statement for intercollegiate athletics. The Athletic Directors set the direction for the Departments and the standards by which the Departments make day-to-day decisions. It is also the Athletic Directors more than any other individual who build bridges between the Athletic Departments and the remainder of the University.

This multiplicity of roles was summarized by an Athletic Director who told us in an interview:

The Athletic Director is a manager, a fundraiser, a public relations person. [S]he is also a problem-solver and standard setter. [S]he tries to do new things, such as create model programs and fine-tune existing ones in order to better achieve their goals.

If we view intercollegiate athletics as:

- an element in the education and personal development of student-athletes,
- a means to generate support and goodwill for the University,
- entertainment, and
- a business,

then we see that Athletic Directors must manage people, events, and money. Thus, fundamentally, the Athletic Director is a leader and a manager.

To successfully execute this demanding role, the Athletic Directors need to understand the institution's mission and priorities, to possess the personal and professional skills to administer each of the various job functions, and to interact with multiple constituencies. To do so effectively requires courageous leadership without making any of the functions mutually exclusive of the others.

The role of the Athletic Directors has changed over the past decades. The Task Force believes that external relations and raising money, important goals both in the past and the future, must now be clearly subsumed within a broader objective -- managing an Athletic Department in accordance with the University's mission and values. This is a difficult mandate. In consultation with the ACIA and the Athletic Directors, the President or a designee should prepare new job descriptions for both Athletic Directors which set forth the broad management responsibilities the job demands. Following the preparation of new job descriptions, the President or a designee should establish annual goals and objectives and a procedure for review and evaluation. This process should parallel the performance evaluation process discussed above for coaches. The annual goals and objectives should cover the range of

values the Athletic Departments are expected to serve, including academic progress of students, personal development and well-being of student-athletes, and institutional integrity, as well as the competitive success of the athletic teams.

B. Reporting Relationship of Athletic Directors

In deciding on the proper reporting relationships for the Athletic Directors, the President must consider both organization -- what structure makes sense -- and personnel -- who is the right person for the job. The Task Force did not believe it could or should evaluate the personnel issues and balance these against the organizational issues. We therefore do not have a final recommendation on this point. Rather, we have tried to isolate the main factors the President should consider in making this decision.

On the question of structure, most, but not all, of the Task Force members believe it makes the most organizational sense for the Athletic Directors to report to the President. As the chief executive officer, the President can best ensure that intercollegiate athletics is operated as an integral part of the University. A direct reporting line also recognizes the reality that the visibility of and community interest in intercollegiate athletics demands the President's involvement whatever the formal organizational structure. Finally, in the current situation the President is in the best position to undertake changes both within the University and at the Big Ten and NCAA.

Some Task Force members also recognize organizational advantages in a reporting relationship to a Vice President. The current reporting line to the Vice President for Student Affairs, for example, emphasizes the co-curricular nature of intercollegiate athletics and allows for easy coordination with related units such as Housing, Financial Aid, Recreational Sports and, if changed, the Academic Counseling Office. Similarly, a reporting line to the Vice President for Academic Affairs and Provost, the University's chief academic officer, would reaffirm the academic role of intercollegiate athletics. The Task Force also notes that intercollegiate athletics has successfully reported to other Vice Presidents at this University and elsewhere. This experience suggests that the people and circumstances are more important factors to consider than the formal structure.

The individual to whom the Athletic Directors report (whether the President or a Vice President) should have

the following qualifications: 1) the full faith and confidence of both the University and the external community, 2) sufficient time required to ensure effective oversight of intercollegiate athletics, and 3) interest in and knowledge about the workings of intercollegiate athletics.

Whatever the structure, we believe it is important that the President issue the Directive discussed in Part II.B., above, that he be directly accessible to the Athletic Directors as the need requires, and that he otherwise provide general leadership for intercollegiate athletics as an important and integral part of the University.

C. Academic Counseling Office

The Academic Counseling Office is headed by an Assistant Director of Intercollegiate Athletics who reports officially to three persons: the Vice President for Student Affairs and the two Athletic Directors. The academic counselors are located in the Bierman Building which facilitates immediate interaction with staff and students. In addition to providing academic counseling to students, the office is responsible for providing advice and information on NCAA and Big Ten rules compliance.

We recommend that the Academic Counseling Office report outside of the Athletic Departments, preferably to the same individual to whom the Athletic Directors report. Because the forces between academic performance and athletic success may come into conflict, it is useful to have the balancing force of the Academic Counseling Office formally report outside the Athletic Departments. This change would underscore the principle that the counselors' main goal should be the academic progress of students, rather than technical eligibility, and it would signify the University's broader academic commitment to student-athletes.

The Task Force is concerned that this change, if accepted, not undermine the responsibility of the Athletic Directors and coaches for the academic progress of students or the close day-to-day cooperation between the Academic Counseling Office and the Athletic Departments. With proper coordination, however, we do not believe that changing the reporting lines should either damage this necessary working relationship or undermine appropriate responsibility.

Performance of the Academic Counseling Office should be judged in part on the academic performance of student-athletes. In so doing, it must be recognized that this

aspect of performance is also determined by the support received from the coaching staff and Athletic Departments.

Finally, we recommend that consideration be given to giving individuals in the Counseling Office appropriate adjunct appointments in other units, or developing other mechanisms, such as joint research projects, to underscore and reinforce their educational roles and responsibilities.

D. NCAA, Big Ten, WCHA, and University Rule Compliance Monitoring

We identified three functions relating to rule compliance. First, the Athletic Departments must have the expertise to interpret and apply the rules on a day-to-day basis. The Athletic Directors (jointly or separately) should designate an individual or establish a new position to be responsible for rule compliance and data management. The person holding this position would be expected to develop the necessary expertise and be a resource person for the coaches.

Second, internal investigations of possible violations and reporting on these violations to the NCAA and the Big Ten are the responsibility of the ACIA. We believe it is appropriate to leave these functions with the faculty outside the Athletic Departments, but we note that at present there is confusion as to who is in charge. Is it the faculty representative or the ACIA chair? Are they responsible for investigating all violations, or just major infractions and eligibility issues? Who decides if an infraction is major? The present system must be clarified so that all concerned know their responsibilities. We recommend that the ACIA review this area and develop a new procedure which clearly delineates responsibility.

Third, we believe there should be periodic external audits of the University's rule compliance. The ACIA should retain a consultant to review University records, interview personnel, identify problems and recommend corrective action.

Because of the above split in functions -- expertise, investigation, reporting and auditing -- there is a serious danger that responsibility for rule compliance will be dissipated. To clarify responsibility, we recommend that the University place the ultimate responsibility for rule compliance with the Athletic Directors. Because rule violations impinge directly on the integrity of the University, action in this area is a high priority.

E. ACIA and Faculty Representatives

By Big Ten regulation and University policy, the faculty establishes academic policy for intercollegiate athletics. This is done through the Assembly Committee on Intercollegiate Athletics. The Task Force does not recommend a change in this practice. We do, however, make several recommendations to strengthen the role of the ACIA and clarify related governance issues.

1. Review and Clarification of Role -- The Twin Cities Campus Constitution describes the role and powers of the ACIA in broad terms. In practice, however, ACIA's authority and its relationships with the administration, including the Athletic Directors, are vague. Can the ACIA order the Directors to take certain action? What if the Directors do not respond? What is ACIA's role in performance evaluation? What if the President, Vice President or the Athletic Directors disagree with ACIA policy? We believe the ACIA, in consultation with other faculty governance bodies and the President, should review and clarify their charge.

2. Current Committee Structure -- The committee is large and diverse. It may not always be able to react quickly to questions within its province. Also, the role of the faculty in the committee may be diluted by changes in composition. We recommend that the ACIA, in consultation with other faculty governance committees, review its structure and propose appropriate changes. In that regard, we recommend that ACIA consider establishing a smaller faculty executive committee better able to deal with immediate needs.

3. Data Collection -- The administration of intercollegiate athletics at the University suffers greatly from an absence of reliable data on the academic progress of student-athletes. The Academic Counseling Office has good current data, but there is a need for historical data to study performance over time. For example, the Task Force was unable to obtain data on many issues critical to our study. We began to collect some of the relevant information (Exhibit G contains some data on recent graduation rates prepared for the Task Force), but we strongly urge the ACIA to develop a system for regular and on-going collection of data necessary to carry out its functions relating to academic policy. The ACIA should ask the Academic Counseling Office to collect and maintain this data and to give regular reports to

the ACIA on subjects such as graduation rates, grade point averages and progress towards a degree.

4. Faculty Representatives -- Some individuals expressed confusion as to the role of the faculty representatives. Do they have any responsibilities for reviewing the academic progress of individual students? Are they responsible for rule monitoring? Do they speak for the ACIA or the President? We realize these are not new issues, but we believe the ACIA and faculty governance committees should clarify them.

5. Role in Evaluation of Athletic Directors, Coaches and Academic Counselors -- To emphasize the importance of the academic progress of student-athletes, and to help integrate intercollegiate athletics into the academic life of the University, we recommend that ACIA establish a faculty committee to meet annually on an individual basis with all of the coaches and academic counselors to review the academic progress of each of their student-athletes. The committee would report their findings to the Athletic Directors for use in the annual performance review of coaches and to the administrator to whom the academic counselors report for use in the performance review of the counselors. We understand this system is used in the Women's Intercollegiate Athletic Department at the University of Texas with positive results.

An ACIA committee should also meet annually with the Athletic Directors and the administrator to whom the Athletic Directors report to provide information for use in the annual performance review of the Athletic Directors.

F. Separation of Men's and Women's Departments

The Task Force did not study the wisdom of operating separate departments for Men's and Women's Intercollegiate Athletics. We note that past reports have recommended continued separation. We believe this issue should be reviewed in the years ahead from the point of view both of equity and organizational clarity. In the meantime the Departments should strive to coordinate activities as much as possible.

IX. Relations With Off-Campus Interest Groups

A. Boosters

Booster groups provide useful support to the University's intercollegiate athletic programs. They

help establish important connections between the University and the community. We have two recommendations designed to ensure that the University gives proper guidance and direction to these friends of the University.

1. Annual Training in NCAA Rules -- Booster activities can cause the University to violate NCAA rules even when the University has no knowledge of the activities. It is therefore essential that the University provide training to the boosters every year on the do's and don'ts of rule compliance. The Athletic Directors should be responsible for establishing and implementing a program to ensure that this is done. We recommend that the officers of the groups and, where possible, all the members as well, sign a statement each year that they have been given this instruction and understand the rules.

2. Regular Communication and Monitoring -- To ensure on an on-going basis that booster groups are operated consistently with University policies and applicable rules, coaches should attend meetings as often as possible and the groups' finances should be regularly audited. We understand that annual audits are now required by NCAA rules. The Athletic Departments should review their procedures to ensure that all expenditures are carefully controlled and are appropriate.

B. Press Relations

The University cannot control press coverage of inter-collegiate athletics. It can, however, review its own Sports Information Departments to ensure that they give out the proper messages about athletics at the University.

1. Educational Mission of the University -- University press representatives should be sensitive to the educational mission of the University and the role of athletics in serving that mission. They should consider encouraging more stories about the many academic successes of student-athletes. They should promote information about special academic honors. They might consider creating an all-University academic team to supplement the current system of honoring students who achieve significant academic success.

2. Diverse Communities -- The University Sports Information Departments should be sensitive to the diverse communities the University represents and to which it communicates. It should be sensitive, in

particular, to proper coverage for women and minorities.

3. Staff and Student Training -- Coaches and student-athletes should be given appropriate training on communications with the media. This should include attention to privacy laws which prohibit without permission the release of certain information about students.

EXHIBIT A

UNIVERSITY OF MINNESOTA Office of the President
202 Morrill Hall
100 Church Street S.E.
Minneapolis, Minnesota 55455

February 14, 1986

TO: Stephen S. Dunham, Chair; Vice President and General Counsel,
University of Minnesota
Michael Baizerman, Professor, Center for Youth Development and
Research, University of Minnesota
Bradley Carlson, Student, University of Minnesota
Julieann Carson, Associate Dean, College of Liberal Arts,
University of Minnesota
John P. Clark, Professor of Sociology, University of Minnesota
Harry Davis, Assistant Vice President, Human Resources,
Minneapolis Star and Tribune
Elayne M. Donahue, Assistant Athletic Director, Athletic Academic
Counseling, University of Minnesota
Carl Eller, Executive Director, Triumph Life Systems, Inc.;
NFL Consultant on Alcohol and Drug Abuse
John Gutekunst, Head Football Coach, Men's Intercollegiate
Athletics, University of Minnesota
Jo-Ida Hansen, Professor and Director, Center for Interest
Measurement Research, Faculty Representative, University of
Minnesota
Ellen K. Hanson, Women's Basketball Head Coach, Women's
Intercollegiate Athletics, University of Minnesota
Richard B. Heydinger, Senior Assistant to the President,
University of Minnesota
Reverend Earl Miller, Pilgrim Baptist Church
B. L. Mirkin, Professor, Department of Pharmacology, University
of Minnesota
Al Nunn, Product Sales Manager, Pillsbury Company
Ember D. Reichgott, Minnesota State Senator, District 46
William Spoor, Chairman-Emeritus, Pillsbury Company
Robert A. Stein, Dean, Law School, University of Minnesota
Deon Stuthman, Professor, Agronomy and Plant Genetics; Chair,
University of Minnesota Senate Consultative Committee
William Thomas, Associate Vice President, Finance; Director of
Personnel, University of Minnesota
Jean West, President, Carleton J. West Publications
Michael Wright, Chairman of the Board and Chief Executive Officer,
Super Valu Stores, Inc.

Dear Ladies and Gentlemen:

As a result of the serious incident in Madison and the Big Ten report on male athlete graduation rates, over the past few weeks a great deal of attention has been focused on the University of Minnesota's men's basketball program and on its intercollegiate athletics

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programs. The incident and the report raise a number of questions and concerns, of which the most important appear to me to be the following:

1. the growing concern about sexual violence in our society;
2. the role and organization of intercollegiate athletics in a major public research university;
3. the operation of the men's basketball program at the University of Minnesota.

I have spent a good deal of time reflecting on the most appropriate response for the University to make to each of these issues. The public awareness generated by this sad situation provides an opportune moment to bring about constructive change. On the issue of sexual violence, it is clear that the University cannot completely solve what is society's problem, but it has an obligation to combat it forcefully and effectively within its own community. Indeed, we have an obligation to set a standard for society in our own actions. We must respond to the victims of such occurrences, and we must use our resources to aid in the prevention of sexual violence. To effect this response, we are in the process of taking a number of actions that will consolidate, reorganize and augment existing resources at the University so that we can improve the physical environment of the campus, better respond to the victims of sexual violence, and institute an effective program of prevention.

It is with respect to the other two issues dealing with intercollegiate athletics that I write to you. Specifically, I am inviting you to participate in a task force to develop an agenda for change and improvements, as appropriate, in our intercollegiate athletics programs. To ensure that the task force understands its mandate, it is important to be clear about the perspective with which I approach this effort.

ROLE OF INTERCOLLEGIATE ATHLETICS

Major public universities in the United States respond in a variety of ways to the needs and desires of the people. However, if they are to be great universities, their activities must be consistent with their roles as institutions devoted primarily to education and scholarship.

Intercollegiate athletics, particularly in the spectator sports, provides the public with entertainment inherent in highly skillful and exciting competition. It is reasonable and appropriate for universities to sponsor intercollegiate athletic events if, but only if, the more central goals of the University are met by these activities. Two important opportunities exist for universities to serve their central mission through intercollegiate athletics. The first is the promotion of the personal and physical development of student-athletes, and the second is the education of student-athletes who might not otherwise have an opportunity to obtain such an education. However, it must be

noted that personal and physical development can take place even where the competition is not at the level usually associated with nationally ranked teams. Moreover, the atmosphere and pressure created by the demand to provide entertainment to those no more than peripherally interested in the central missions of the University may interfere with both the personal development and education of student-athletes.

In light of these considerations, it seems appropriate for the University of Minnesota to maintain competitive intercollegiate athletic programs as long as it can ensure that these programs are consistent with and supportive of the personal development and education of each student-athlete. This clearly implies that the University must have sufficient control over the programs to be able to modify them to better meet the needs of student-athletes. It also implies that the primary standard by which a program should be judged is its contribution to the personal development of the athletes. Clearly, competitiveness and team success, while not unimportant, must be of lower priority.

Finally, because athletic events and athletes represent the University in a most visible way, the events themselves and the athletes' patterns of behavior must reflect and perpetuate the values of the institution. Certainly, these include a respect for human dignity and a high standard of integrity.

ISSUES TO BE ADDRESSED

Clearly, the recent events suggest that at least some of Minnesota's intercollegiate athletics programs do not properly reflect the relative priorities discussed above. It is important for us to remedy that situation but, of course, the shortcomings are not unique to Minnesota and the problems cannot be solved entirely by this University.

Please review available data, reports, and relevant writings and conduct hearings as you deem appropriate to develop recommendations on actions we can take to bring intercollegiate athletics into conformity with the model and role outlined in the previous section. Some of your recommendations may propose changes in our men's basketball program; some may deal more generally with intercollegiate athletics at Minnesota; and some may focus on recommendations for the Big Ten or NCAA. It would be useful if you would indicate which actions you believe can be taken unilaterally by Minnesota and which would require the cooperative response of the Big Ten, the WCHA, or an even larger group. While these distinctions may be dictated by practicality, I do not believe we should overlook ways in which Minnesota or the Big Ten can take a leadership role in change.

Among the specific issues that I would like you to address are the following:

1. Recruiting practices. Do we effectively assess prospective students in terms of academic potential and interest, potential for personal development, stability, and integrity as well as athletic ability? Are there better approaches to recruiting? Should we set higher academic standards for our recruits?

2. The athlete as student. How can we improve our success in having student-athletes earn a degree? Is freshman participation in intercollegiate athletics consistent with good academic performance? What changes should we consider? Do we provide sufficient opportunity and encourage the integration of the student-athlete into the academic community? Do we provide sufficient academic support and personal support for student-athletes? Do we provide the proper range of curricular programs for them and advise them properly in choosing programs and colleges? What positive or negative role do athletic dormitories play, and what changes might we make in our policies and practices?
3. The personal development of athletes. How can we ensure that student-athletes develop the ability to cope with the special pressures of highly visible athletic competition? How should we help them to deal with stress? Are drugs, alcohol, and gambling particularly serious problems in the context of intercollegiate athletics and, if so, what special steps should be taken to help athletes deal with them?
4. Selection and evaluation of coaches. Do our practices in selecting and evaluating coaches help us to achieve our stated goals in intercollegiate athletics? How should we deal with the problem of evaluating coaches on win-loss records? Should we set goals for coaches in terms of graduation rates? Should coaches be given extended or continuing appointments? Are we sufficiently clear in our expectations of coaches?
5. Intercollegiate athletics finances. Are there practical changes in the financing of intercollegiate athletics that would help us to control our athletic programs and have them conform to our model of appropriate programs? Can or should the level of expenditures for intercollegiate athletics be reduced to ease the dependence on high income? Can or should scholarship aid be put on a different basis? Are the constraints on numbers of sports programs that must be maintained limiting our financial stability?
6. Organization of intercollegiate athletics. Is the present organizational structure and mode of operation within our athletic departments optimal for achieving our goals?
7. Relationships with off-campus interest groups. Are there ways in which our relationships with the media, boosters, and season ticket holders could be altered to aid us in achieving our programmatic goals?

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This list is not intended to limit your consideration of issues nor should you assume that each question posed must be answered. My hope is that the list will serve as a general guide. While each question must be viewed in a philosophical context, we look to you to deal with operational issues in setting an agenda for change.

Vice President Stephen S. Dunham has agreed to chair the task force and Mr. Gary Engstrand will provide staff support. Members of Mr. Dunham's staff will contact you to arrange the first meeting; we also will gather and distribute to you appropriate background material.

I hope that you will be able to present a report by May 15, 1986. Since the Council of Ten (the presidents of the Big Ten institutions) will be meeting on June 2, 1986, I would like to discuss with them those suggestions that would require conference action.

We expect to initiate a search for a permanent basketball coach at the end of the basketball season. If you would like to meet with me sometime in early March to discuss that search and to advise me on particular issues to keep in mind as we conduct it, I would be happy to arrange it.

I am deeply appreciative of your willingness to participate in the work of the task force.

Sincerely yours,

Kenneth H. Keller
President

KHK:kb

c: University Vice Presidents
Ms. Barbara J. Muesing, Secretary of the Board of Regents
The Board of Regents

EXHIBIT B

MISSION AND VALUE STATEMENT ON INTERCOLLEGIATE ATHLETICS AT THE UNIVERSITY OF MINNESOTA, TWIN CITIES CAMPUS

To ensure that its intercollegiate athletic program is operated in conformance with the University's overall mission, the University issues this Mission and Value Statement on Intercollegiate Athletics. Intercollegiate athletics for men and women is an integral part of the University of Minnesota. Athletic programs serve the well-being of student participants and benefit the broader University community. The intercollegiate athletic program at the Twin Cities campus can and will be operated to serve the following purposes:

1. Intercollegiate athletics provides an opportunity for educational and personal growth and development for participating men and women students. The foremost criterion of success for the University of Minnesota's athletic program is the well-being of its student participants.

2. A successful athletic program creates an environment in which students can succeed in their academic work as well as in their athletic competition. An intercollegiate athletic program best serves the mission of the University and the well-being of the students when it encourages and helps participants to develop a sound academic plan leading towards graduation.

3. Intercollegiate athletics, like other extra-curricular activities sponsored by the University, offers participants opportunities to enjoy themselves and to experience and develop personal skills and values such as dedication, perseverance, responsibility, team effort and cooperation, discipline, self-confidence, leadership, and other attributes of human development and citizenship. By providing participants with the opportunities to develop these values, athletic programs can and should serve the broad educational and developmental purposes of a University education.

4. Intercollegiate athletics affords some academically eligible individuals who might otherwise not have the opportunity to obtain a college education with the financial support and encouragement to do so.

5. An effective athletic program, when integrated with a sound educational program, helps develop career opportunities, both in and outside athletics, which are personally fulfilling.

6. The athletic program at the Twin Cities campus offers the skilled athlete the opportunity to compete at the highest com-

petitive level in intercollegiate athletics. Competition at this level serves the University's overall commitment to excellence, provides participants the opportunities to develop their physical skills to the highest level of development, and benefits the University as identified in paragraphs 7-9 of this Statement.

7. Intercollegiate athletics enhances the University experience of all students, participants and non-participants alike, by developing school spirit and creating a sense of community. Athletics thus serves the University's mission of enhancing the quality of the student experience.

8. Intercollegiate athletics provides spectator entertainment to the University community and the people of the State. In this way, athletics contributes to the outreach mission of the University.

9. Intercollegiate athletics fosters a positive identification with and goodwill for the State and its University among University graduates, citizens of the State, and individuals across the country. This goodwill and public support and identification help the University serve its varied missions in all of its activities.

10. At times the financial benefits which come to the University from athletic programs may conflict with the University's commitment to the well-being of the individual student participant, adherence to academic standards, and with the very integrity of the University itself. If short-term conflicts arise between these values, the University is always better served by placing the well-being of students, proper academic standards and institutional integrity above other more visible but temporary measures of success.

11. The University strives for excellence in its intercollegiate athletics program as it does in its academic programs. Excellence in intercollegiate athletics, however, means more than just competitive success, and includes academic and personal accomplishments of student-athletes, quality of personnel and effectiveness of administration.

OPERATING PRINCIPLES FOR INTERCOLLEGIATE ATHLETICS
AT THE UNIVERSITY OF MINNESOTA, TWIN CITIES CAMPUS

The University adopts the following operating principles to govern the operation of its intercollegiate athletic programs.

1. Commitment to Student Participants

Since the overriding purpose of the University's intercollegiate athletic program is to serve the well-being of students, the University will provide to student participants academic counseling, encouragement and opportunities to develop a sound academic program and attain a degree, personal guidance and counseling to help participants develop as responsible and healthy individuals, realistic career planning, conditions during practice and competition which minimize the risk of injuries, and the best facilities, training, coaching and administration feasible.

2. Academic Standards

Students who participate in intercollegiate competition must meet all appropriate academic standards for admission to the University and for continued progress within an academic program. A student's academic work takes precedence over athletic activity. The University will not allow participation in intercollegiate athletics to interfere unreasonably with a student's academic program or progress towards a degree. A student may not participate in intercollegiate athletics unless he or she is continuously making reasonable progress towards obtaining a degree.

3. Personal Conduct -

Student participants in intercollegiate athletics carry a special responsibility as representatives of the University. For the privilege of participating in intercollegiate athletics and, in many cases, receiving an athletic grant-in-aid, the University expects its student athletes to adhere to exemplary standards of personal behavior.

4. Institutional Integrity and Responsibility

The University will operate its intercollegiate athletic program in conformance with its own institutional rules as well as the rules of the NCAA, the Big Ten Conference, the WCHA, and other governing bodies.

5. Equal Opportunity

The University is committed to providing equal opportunities for all students, including women and minorities, to participate in its intercollegiate athletic programs.

6. Level of Competition

The Men's and Women's Intercollegiate Athletic teams on the Twin Cities campus will continue to participate at the NCAA Division I level as members of the Big Ten and WCHA conferences.

7. Recruiting and Athletic Grants-in-Aid

The University is committed to honest and responsible recruiting of student athletes who can benefit from a University of Minnesota education, are a tribute to the University as members of its academic and athletic programs, and can contribute to the success of the teams. Consistent with budgeting limitations and program priorities, athletic grants-in-aid may be offered to attract such students to the University.

8. University Control

Intercollegiate athletic programs are an integral part of the University and are the responsibility of the University. All aspects of the programs will thus be administered by central administration, the athletic directors and the coaches with direct oversight and involvement by the faculty representatives and the Assembly Committee on Intercollegiate Athletics. Support and involvement by alumni, booster groups and others are necessary and welcome and help serve the outreach mission of intercollegiate athletics, but all activities by such groups and individuals affecting intercollegiate athletics must be undertaken in conformance with applicable regulations and under the strict control of appropriate University personnel.

EXHIBIT C

Michael Baizerman
Center for Youth
Development & Research
University of Minnesota

RECOMMENDATION: A COMPACT BETWEEN THE UNIVERSITY OF MINNESOTA
AND THE STUDENT-ATHLETE

1. Purpose:

To specify the obligations which the University and the student-athlete hold toward one another.

2. Use:

In effect, this is a "truth in advertising" covenant. It is intended for use during University orientation and, at the discretion of coaches, during recruitment or when the tender is signed. It can be used to evaluate the success of the Athletic Department and University in meeting its obligations to the student-athlete.

THE COMPACT

This Compact is organized as three closely related topics: scholastic performance, personal development, and social development. [Draft #2 of this Compact, April, 1986, is a detailed example; this Draft (#3) is an outline.]

A. Scholastic Performance

The University expects competent academic performance from each student-athlete. To ensure this, the University has explicit entrance requirements, and explicit requirements for continuation, for athletic eligibility, for transfer between colleges, and for graduation. To facilitate and support your academic performance, the University provides a staff of academic counselors and organized study sessions, among other services.

The specific items of your scholastic performance compact are:

1. Entrance requirements.
2. Continuation requirements.
3. Orientation to role of student-athlete.
4. Academic advising and counseling.

5. Career exploration.
6. Leaving intercollegiate athletics

B. Personal Development

The University has an interest in the personal development of each student-athlete, and it has a variety of programs and services to support this. Your growth as an individual includes your physical, emotional, spiritual and ethical development and you continued well-being.

The specific items of personal development are:

1. Sports participation as opportunity for personal development.
2. Personal reflection on the athletic experience.
3. Personal integration of roles of student and athlete at this University.
4. Care and counseling for injuries during competition or training.
5. Personal values about education, sports and athletic participation.
6. You are expected to develop responsible attitudes and ways of dealing with personal and social pressures concerning chemicals, sexuality, and interpersonal relations.

C. Social Development

The University is interested also in the social development of student-athletes, i.e., their interpersonal knowledge, attitudes and skills. Included are beliefs about people based primarily on one characteristic or attribute such as gender, race, ethnicity, income, geography, or the like. As a pluralistic community, the University seeks to foster understanding between and among individuals and groups from a wide variety of backgrounds and with a wide array of interests and concerns.

The specific items of social development are:

1. Developing attitudes and skills for life in a pluralistic university, community and society.
2. Personal, social integration into a pluralistic university.

3. Learning about and participating in pluralistic community.
4. Codes of ethical behavior for student-athletes.
5. Opportunity for public service to enhance personal and social development.

This concludes the formal Compact. Space is available to add items after orientation and discussion with student and his/her parent(s).

- 1.
- 2.
- 3.

Etc.

Signed:

Student

University of Minnesota
Representative

Date

EXHIBIT D

Mike Baizerman
U of M/CYDR

RECOMMENDATION: DESIGN AND IMPLEMENT AN ONGOING ORIENTATION TO THE UNIVERSITY, THE TWIN CITIES AND MINNESOTA

1. Purpose:

To design and implement an ongoing orientation to the U of M, the Twin Cities and Minnesota so as to facilitate the students' integration into these communities.

2. Discussion:

Students coming to the U of M will become part of a large university and a larger community. Student-athletes represent each of these directly in their athletic performance and less directly in their everyday life in the metropolitan area. Many are unprepared for this responsibility.

Beyond representation is the feeling of belonging to the University and the community. This sense of belonging in the University is basic to the students' education. Academic success, personal development, and a quality athletic performance are related to the student "being at home" in the University.

3. Plan:

An ongoing orientation for ____ hour(s) per ____ for ____ months to orient the student to: (a) his/her roles as student and athlete; (b) the University; and (c) the Twin Cities and Minnesota. As enumerated in the Athletic Compact, this orientation would include the clarification of standards of performance for students and for athletes, as well as instruction about role expectations, role conflicts, available resources and the like which orient and support the academic and athletic missions of the University.

Orientations to the Twin Cities and the state would include: history, geography and social organization of the area, e.g., the ethnic, religious and social diversity of our citizens, our political climate, major commercial products, and the like.

4. Organization:

This orientation should be organized by the Office of the Vice President for Student Affairs in conjunction with the Athletic Directors, with final responsibility vested in the former.

EXHIBIT E

RECOMMENDATION: FORMAL RELATIONSHIPS BETWEEN AND AMONG THE BLACK COMMUNITY, THE BLACK STUDENT AND THE UNIVERSITY OF MINNESOTA.

1. Purpose:

To create a formal structure to enable and encourage ongoing contact between and among the Twin Cities Black Community, the Black Student, and the University.

2. Problem:

The Black student at the University may have few links with his/her racial and cultural group in the Twin Cities. This may contribute to a profound sense of loss by those youth who grew up in large Black communities where food, clothing and everyday life was Black-oriented, whether or not it was oriented to other groups. This sense of loss can lead to a lonely campus life, and to a diminished sense of belonging. (In turn, a feeling of alienation can lead to problematic behavior.)

Ties to the local Black community can support the youth's academic and athletic performances, and his/her personal, social and spiritual growth. These ties could contribute to a sense of belonging and to the responsibilities which follow relationships.

Adolescents and youth are at the developmental stage during which they seek a new resolution to the issues of parental concern and responsibilities. To do this well, they need practice with adults. Away from home, this practice is harder to get. Links into the Black community could provide this opportunity.

Simple loneliness for the familiar, the comfortable, is a common feeling when away from home, family, and friends. Without some links to the local Black community, these youth will have a more difficult time than other University of Minnesota students in finding a place to "feel at home."

3. Recommendation:

That a formal structure be created to enable and encourage the Black student athlete and other Black students to learn about the local Black community, its people, groups, locations, services, etc.

Second, ongoing formal contact between the Athletic Departments and the local Black community should be initiated and allow for regular discussion about the needs, wants and concerns of both groups.

Third, the Black community should participate in sensitizing the Athletic Departments' staff to the experiences of the Black athlete as this could form the basis of a new cross-cultural understanding between coach and athlete and athlete and athlete.

Black professional groups, the Black Ministerial Alliance, the Black Alumni Association, and other groups and select individuals should constitute the community group.

4. Action:

The Vice President for Student Affairs should implement these recommendations. Select Task Force members could be asked to facilitate the creation of this program.

EXHIBIT F

STATEMENT ON PRIORITIES

In setting goals and objectives for individual coaches, what is the proper balance between winning and other goals such as academic achievement and personal development? The answer to this question necessarily depends on the individual circumstances and will vary year by year, sport by sport, and coach by coach. Particular goals and objectives, including relative weights between different goals and objectives, can only be established by the athletic directors in consultation with individual coaches. This process should be undertaken annually and should include both short and long term goals. As with other University planning, the annual goals and objectives for individual athletic programs should also be reviewed and approved by central administration. These goals and objectives must be consistent with the University's Mission Statement and Operating Principles for Intercollegiate Athletics. In establishing individual goals and objectives, the following general guidelines should be followed:

1. As a general proposition, graduation rates for student-athletes should at least equal those for full-time students at the University. Graduation rates within a five year period should be used as a benchmark although special circumstances may justify looking at a longer term. The goal of a winning team shall not detract from or lower this goal of academic success.
2. The University and its coaches should provide all possible opportunities for student-athletes to develop healthy and productive personal lives and to achieve an acceptable level of academic performance. The goal of a winning team should never be allowed to create conditions which are dangerous or unhealthy for student-athletes or which otherwise seriously interfere with the personal development or academic performance of the student-athlete.
3. Win/loss records and quality of team and individual performance are in part evidence of a coaches' ability to motivate and teach and in that respect are appropriate factors for the University to consider in evaluating a coaches' performance. Competitive records also reflect, however, several factors over which a coach has limited control, including financial support (such as number of athletic grants-in-aid and recruiting budget), facilities, admissions standards, and others. The Athletic Director must balance these factors in developing realistic performance goals for coaches.

EXHIBIT G

FRESHMAN FEMALES ON AID, 1976-1980

1. 16: Used 4 years of eligibility in 4 years. Of those 16:
10 graduated: 2 in 4 years
7 in 5 years
1 in 5+ years
1 is still enrolled
5 did not graduate (from Minnesota)
16
2. 1: Used 4 years of eligibility in 5 years.
She graduated in 6 years.
3. 56: Used less than 4 years of eligibility. Of those 56:
24 graduated: 6 in 4 years
14 in 5 years
4 in 5+ years
4 are still enrolled
28 did not graduate (from Minnesota)
56
4. 73: is the total number of freshman females on aid,
1976-1980

FRESHMAN FEMALES ON AID, 1976-1980

	<u># In Sport</u>	<u># Grads</u>	<u># Still Enrolled</u>	<u># Non-Grads</u>	<u># Grads in 5 years</u>
Basketball	11	6	2	3	5
Field Hockey	5	0	0	5	0
Golf	3	0	1	2	0
Gymnastics	8	5	1	2	5
Softball	12	7	0	5	6
Swimming	9	4	0	5	2
Tennis	5	4	0	1	4
Track	9	4	0	5	3
Volleyball	11	5	1	5	4
Totals	73	35	5	33	29
%		48%	7%	45%	40%

FRESHMAN MALES ON AID, 1976-1980

1. 78: Used 4 years of eligibility in 4 years. Of those 78:

39 graduated: 15 in 4 years
13 in 5 years
11 in 5+ years
9 are still enrolled
30 did not graduate (from Minnesota)
78

2. 27: Used 4 years of eligibility in 5 years. Of those 27:

19 graduated: 2 in 4 years
14 in 5 years
3 in 5+ years
1 is still enrolled
7 did not graduate (from Minnesota)
27

3. 160: Used less than 4 years of eligibility. Of those 160:

50 graduated: 18 in 4 years
24 in 5 years
8 in 5+ years
7 are still enrolled
103 did not graduate (from Minnesota)
160

4. 265 is the total number of freshman males on aid, 1976-1980 (excluding 3 missing cases).

FRESHMAN MALES ON AID, 1976-1980

	<u># In Sport</u>	<u># Grads</u>	<u># Still Enrolled</u>	<u># Non-Grads</u>	<u># Grads in 5 years</u>
Baseball	19	8	2	9	8
Basketball	16	3	0	13	2
Football	115	42	3	70	36
Golf	4	3	0	1	3
Gymnastics	8	3	2	3	1
Hockey	34	10	3	21	6
Swimming	18	8	3	7	4
Tennis	6	6	0	0	5
Track	21	12	2	7	11
Wrestling	24	13	2	9	10
Totals	265	108	17	140	86
%		41%	6%	53%	32%