

REPORT

by

THE PRESIDENT'S ad hoc COMMITTEE ON ATHLETICS

to

Dr. James V. Miller
President
Pacific University

15 February 1978

INTRODUCTION

The Whitman Problem

The decision of Whitman College in March 1977 to drop football forced the Pacific Northwest Intercollegiate Athletic Conference (PNIAC) to take certain actions. Among those actions was the decision by the conference at its 1977 spring meeting to direct the remaining seven member institutions to conduct a self-study of their own intercollegiate athletic programs. This self-study is intended to enable each of the seven remaining PNIAC members to reach a decision concerning Whitman and her standing in the PNIAC. In response to the instruction of the PNIAC, the President of Pacific University, Dr. James V. Miller, charged the president's ad hoc committee on athletics (PRAHCO-ATH) with the task of making a complete study of intercollegiate athletics at Pacific University.

The Committee

At its 31 May 1977 meeting, the CGC appointed PRAHCO-ATH. The committee was composed of the following:

Dr. Marshall Lee, chairman
Assistant Professor of History
Faculty Athletic Representative

Dr. H. Joe Story
Associate Professor of Economics

Dr. Frank Buckiewicz, secretary
Associate Professor of Physical Education
Athletic Director Representative

Ms. Kris Chatari, senior

Dr. Miles Shishido
Professor of Religion Physical Education
former Faculty Athletic Representative

Mrs. Cindy Dix, junior

Mr. David Wolf, junior

Dr. Miles Shishido
Professor of Religion
former Faculty Athletic Representative

Mr. Robert Slauson, senior

In mid-October 1977 the CGC augmented the membership of the committee by adding Dr. Michael Steele, Secretary, Assistant Professor of English, Assistant Faculty Representative.

The scope of the committee's endeavors and the charge to the committee came from the President in a memorandum dated 9 September 1977. (Appendix A)

Proceedings

The committee met in rump session during the summer. Once the student members of the committee had arrived on campus, the committee met weekly from September to February, for a total of twenty sessions. Upon completion of administrative details, the committee unanimously adopted the following resolution:

'The President's ad hoc Committee on Athletics affirms as its point of departure that Physical Education is a fundamental part of the educational process at Pacific University. Furthermore, Physical Education is defined to include men's and women's intercollegiate sports, intramural sports and the physical education curriculum of the university."

Admissions

It seems clear that intercollegiate athletics plays a significant role in attracting students to the University. Figures taken from the ACE questionnaire reveal that over 55% of the entering freshmen feel they have above average athletic ability (as compared to 40% nationally). In addition, fully one-third of the entering freshmen (men and women) indicate that they intend to participate in the athletic program at Pacific. Finally, a significant number of entering freshmen (no hard figures available) indicate that they first heard about Pacific via contact with the coaching staff.

Placement

It would appear that for those graduates seeking job placement in primary or secondary education (particularly secondary) and whose field is physical education, participation in one or more intercollegiate sports is a significant factor. The ability to coach, which may be related to intercollegiate participation, has become an increasingly important part of current elementary and secondary job descriptions.

Financial Aid

Financial aid at Pacific is awarded on the basis of need, as determined by the Financial Aid Form. Once need has been established, the makeup of the aid package (grant-in-aid, work-study, loan) is determined by a number of factors, which are represented by the student. The student is assigned a priority number, which can be as high as "1" or as low as "4." On the basis of the priority number, the makeup of the financial aid package will vary, from a high degree of grant-in-aid to 1's, to a lower degree of grant-in-aid, to 4's. Criteria for assigning numbers are: 75% for high school or college GPA; 10% for counsellor or faculty recommendations; 15% for extracurricular activities, such as music, drama, forensics, athletics, community involvement, etc.

The committee asked for and received financial aid figures for 1976-77. (Appendix B). During 1976-77, Arts and Science/Music students as a group received \$1,600,000 in financial aid. That was an average of \$2222 for each of the 720 students, 518* students actually received financial aid.

(* Only 418 of these students received financial aid through Pacific. The others received financial aid from other sources.)

The average financial aid package for financial aid recipients was \$3089.

Those men who participated in intercollegiate athletics and who received financial aid numbered 160. The average financial aid package for these participants was \$3008.

Those women who participated in intercollegiate athletics and who received financial aid numbered 30. The average financial aid package for these participants was \$2527.

From these data it seems reasonable to conclude that the intercollegiate athlete receives an aid package which is smaller than the University average.

Retention

Figures for the classes which entered in 1971-1972, 1972-1973 and 1973-1974 clearly indicate that participants in intercollegiate athletics retain and graduate in number far greater than non-athletes. (Appendix C)

A closer examination of the data reveals that athletes in the major sports do not graduate in four years at the same rate as their colleagues in the minor sports. Although this is a national pattern, this seems to be contradictory to Pacific's four-year career-focus emphasis. The committee felt that in addition to athletics, factors influencing the graduation of athletes include the 7-7-3 calendar, particularly the unattractiveness of the winter 3-week term, unconstructive advising, pre-optometry requirements, to name a few.

Budget

The committee assembled budgetary figures for men's and women's intercollegiate athletics for 1975-1976 and 1976-1977. (Appendix D for total budget, Appendix I for individual sport budgets, 1977-1978). An attempt was made to allocate both direct and indirect costs to each sport.

Certain facts emerge from the budgetary figures. First, the total allocation to men's athletics between FY 75-6 and 76-7 fell by 2.8%. Nevertheless, the total costs of all but two sports, track/cross country and wrestling, rose by anywhere from 10.8% (football) to 40% (basketball). This was accomplished by several means: elimination altogether of soccer; reduction in insurance premiums, travel costs (vans) and towel costs. Women's athletics, by contrast, experienced a growth in the total allocation of funds between FY 75-6 and 76-7 by 19.6%. Every sport by one (track) showed total costs higher than the previous year, at rates of between 26% (tennis) and 88% (volleyball). One sport - field hockey - was dropped altogether. All of this was done within a total intercollegiate athletics allocation which rose between FY 75-6 and 76-7 by only 0.345%.

Equally important, however, are the figures pertaining to per capita costs. These figures are calculated on total direct and indirect costs. (Appendix J for participants). In 1975-1976, a total of 215 male participants shared a total of \$165,285, for a men's intercollegiate athletics cost of \$769 per capita. By sport, costs varied from a high of \$1152 for football, to a low of \$85 for bowling. In 1976-1977, 252 male participants shared a total of \$160,904, for a men's intercollegiate athletics cost of \$639 per capita. By sport, cost varied from a high \$1085 for basketball, to a low of \$145 for bowling.

In 1975-1976, a total of 90 female participants shared a total of \$33,120, for a women's intercollegiate athletics cost of \$368 per capita. By sport, costs varied from a high of \$1786 for track, to a low of \$132 for softball. In 1976-1977, a total of 103 female participants shared a total of \$38,186, for a women's intercollegiate athletics cost of \$371 per capita. By sport, costs varied from a high of \$1349 for gymnastics, to a low of \$172 for track.

Clearly, on a per capita basis women's athletics are a "better buy." There are, however, certain explanations for the difference in costs. First, travel accounts for a much larger cost to the men than to the women. Second, insurance for the men is substantially more expensive than for the women. Third, the most expensive sports are men's sports; football requires the greatest investment in equipment, followed by basketball and baseball, whose equipment and officiating budgets are also significant.

CENTRAL QUESTIONS

There are a number of central questions, which the committee discussed at considerable length. These are questions concerning the present nature of intercollegiate athletics at Pacific. In attempting to answer each of these central questions, the committee chose to either suggest possible alternative solutions, or, where it seemed appropriate, to make a recommendation.

1. The Role of Athletics at Pacific University

The committee felt that if it was to judge the success or failure of the present athletic program, what the purpose of athletics at Pacific should be clear. The committee isolated six crucial functions which must be played by athletics:

- a. Athletics are an integral and interrelated part of the educational program of the University.
- b. Athletics must offer an equal opportunity and access, for all students to participate at their chosen level of competition.
- c. Athletics offer one particularly constructive means of achieving personal growth and development.

- d. Athletics provide the University community with social activities and provide the University with occasions for meaningful celebrations, such as Homecoming.
- e. Athletics must be an highly valued part of recruitment and public relations.
- f. Athletics, at base, must be fun and recreational.

The committee discovered that its perception of the role of athletics and the perceptions of the public were not one and the same. (See below: Questionnaires). It is entirely likely that the high idealism of the committee is unrealistic, given the present nature of competitive athletics. The committee members, however, are unanimous in their conviction that, as an integral and interrelated part of the University's educational program, very real efforts must be made to insure that athletics at Pacific be in harmony with the committee's formulation of the role of athletics.

2. Budget Analysis

After a careful review of the men's and women's intercollegiate athletic budgets, certain comments must be made. The most obvious feature of the budgets is the discrepancy between men's and women's athletics. The year 1976-1977 was a much better year for women's athletics than the previous year. Still, in 1976-1977, 103 women participants accounted for 19.18% of the total intercollegiate athletics costs, while slightly more than twice as many male participants, 252, accounted for 80.82% of the total costs.

The committee discussed the various interpretations of Title IX in light of the figures cited above. There was considerable concern that the women's athletic program was not "equal" to that of the men. While Title IX may not mandate absolute equality, it does indicate that men's and women's programs should offer equal opportunity and equal access. Further, while Title IX may not mandate dollar for dollar equality, there is considerable room for interpretation as to the implications of the law.

Clearly, in those sports in which material costs are directly comparable, such as men's and women's basketball, tennis and baseball/softball, the disproportionate cost of men's athletics must be examined. Men's basketball costs \$1085 per capita, as opposed to \$324 for women. Similarly, men's baseball costs \$446 per capita, while women's softball costs \$173 per capita. Men's tennis costs \$344 per capita, while women's tennis costs \$233 per capita. One reason for this is the travel schedule for men's athletics. The men travel much farther than do the women, who seldom travel out of the immediate vicinity. But if athletics are to be a broadening and educational activity, it would seem that in a comparison, men's athletics, by virtue of their greater travel opportunity, are more broadening and more educational than are the women's.

Thus, while Title IX may not demand dollar for dollar equality, and while it may indicate equal access and opportunity, Pacific's programs may not offer equal opportunity for travel and experience between men's and women's athletics. In short, qualitative equality, not quantitative, may be lacking.

The possible solutions to this problem are several. One obvious solution would be to add to the women's budget by taking from the men's. This would have the effect of increasing women's expenditures, but it would require cutting the men's total costs. Another solution would be to add to the women's costs, while also adding to the men's. The emphasis here would be to add to the women's at a more substantial rate, until qualitative parity had been reached. The third alternative would be to add to the women's allocations, while holding the line on men's.

The committee favors adding to both men's and women's allocations at the same time, so that women's athletics are not improved at the expense of men's. But the committee is aware that there is a finite limit to the dollars available. The committee does, however, favor a serious commitment to women's athletics, in particular in light of the need to attract and hold more women to what is generally considered to be a male-dominated campus. This latter consideration has implications for retention which were brought out in detail in the Stockhouse Report of August 1977.

Finally, it must be noted that the costs in men's athletics have risen not in the individual sport budgets, which have generally seen cuts during the recent years, but in the direct and indirect costs. It is in the grey area of indirect costs that the most substantial increases have taken place. It should be noted that the formula for the allocation of indirect costs used in the budget report was a 50% formula, as opposed to the standard 140% formula used in the computation of University educational program costs. The increase in indirect costs is a University-wide phenomenon, which is not a problem exclusive to the athletic program.

3. Questionnaires

In an attempt to sample public sentiment with respect to athletics at Pacific, the committee developed an instrument (Appendix E) which was sent to students, faculty and staff and alumni. One-hundred students, fifty faculty and staff and one-hundred alumni were selected at random. These people received the instrument. Of the students, 62, or 62%, responded. Of the faculty and staff, 36, or 72%, responded. Of the alumni, 52, or 52%, responded.

The completed questionnaires were tabulated and means were calculated by Messrs James Iles and Jonathan Schlueter, students. (Appendices F, G, H).

The opinions of all three groups tend toward moderate approval or disapproval of the present athletic program. The alumni were strongest in their approval, with means which ran toward the lower end of "moderately agree" on all questions. Faculty and staff had opinions which were slightly lower than the alumni, falling between "moderately agree" and "moderately disagree." The strongest condemnation of the present athletic program came from the students, whose means generally fell within the "moderately disagree" category.

It is evident that the closer the association with the athletic program, the more critical the judgement rendered by each group. In each case, however, there was a regression to the mean, so that the overall sentiment of each group approaches ambivalence. Despite this overall ambivalence, however, there was overwhelming agreement among all the respondents that some change in the present situation is necessary. Among alumni and faculty and staff, attitudes concerning change took several forms: either put enough money and effort into the major sports to produce winning teams or get out; reallocate funds to emphasize lesser sports and add new sports.

The committee paid closest attention to the comments of the students, who were viewed as the most immediate and important beneficiaries of the athletic program. Among both men and women, student opinions took one of three basic forms. If the student was an intercollegiate athletic participant (25 students), suggestions for change included calls for more money, more coaches, more "support," and an occasional call for new coaches or a new athletic director. If the student was not an intercollegiate participant, but was an intramural participant, (15 students) the suggestions for changes became slightly more extreme: more intramural activities, more money for minor sports, drop football, new staff. If the student had no direct participatory role in either intercollegiate or intramural athletics (21 students) his comments became more extreme yet. In this group, five of the seven women called for a change in the staff, while the men's comments called for more intramurals, new coaching staff, new athletic director and dropping football.

The committee found it very difficult to interpret the results of the questionnaires in absolute terms. The committee took note of the fact that as a group the students seemed least satisfied with the present state of athletics at Pacific. Among the students, moreover, the most intense dissatisfaction was present among those least involved with the program. Here the unfamiliarity with athletics clearly contributed to some low opinions. Nevertheless, it would appear clear that by and large the athletic program is operating within its own separate world. This has led to confusion, misunderstanding and suspicion. While the athletic program has periodic bursts of high visibility, paradoxically, the entire program remains

largely removed from the educational and social environment of the rest of the campus. On a campus the size of Pacific, such exclusivity seems unconstructive and benefits neither the University community as a whole, nor the athletic program itself.

It would appear that a reintroduction of athletics into the educational program of every student would be appropriate. This would entail the determination of what meaningful role athletics has in the educational development of each student. It would, further, contribute to the kind of "support" that present athletic participants call for.

4. Public Opinion

At open hearings of the committee, which were held on 13 February 1978, comments were solicited from students, faculty and staff. Fifty-six people came to the hearings, including eleven faculty and staff, ten female students, thirty-five male students; of the forty-five students, twenty-five were varsity athletes (male and female), leaving twenty non-athletes in attendance.

The attitudes expressed by those who attended the open hearings mirrored the attitudes of student sample which answered the questionnaire. Basically, two positions were taken: either do it right or drop the program, versus do the best job for the most people with the funds available. These two perspectives highlight the dilemma confronting any organization which must choose between broad participation on the one hand or excellence with exclusivity on the other hand.

On a number of points, students seemed to be in general agreement. Female students felt that, with the exception of those coaches on the full-time staff of the University, the coaches of women's sports were unqualified. Particular resentment was expressed against student coaches. Secondly, there are not enough female coaches at Pacific. Thirdly, the women felt that women's intramurals are in fact non-existent and that women participants do not have equal access to gym facilities.

Many male students shared the concern that intramurals are not fun, but place too great an emphasis on winning. They are, moreover, dominated by varsity athletes, who are playing intramurals when they are not out for their varsity sport. This produces an atmosphere in which the less gifted athletes feel inhibited or discriminated against. In short, intramurals are perceived as cut-throat.

The vague perception prevailed on the part of a number of students that communication among coaches should be improved.

A number of students voiced the concern that the printed philosophy of the University with respect to sports was not practiced in actuality. That since the character of competitive sports demands victories, rules are bent to produce winners. This was seen to contribute to athletes taking "easy" courses to maintain their eligibility. Other students defended the win ethic, since "it is American to want to win." Further, a number of students condoned taking easy courses. This is seen not only as an acceptable way to maintain one's eligibility, but also a necessary way to balance one's academic schedule, for example in offsetting a "heavy" course such as human anatomy.

Students agree that more student input should go into the formulation of job descriptions in physical education, as well as into hiring new coaches, and the formulation of long-range plans for the improvement of the athletic program. They further feel that a periodic review of the athletic program, a review which involved faculty and students, would be beneficial to the athletic program.

It is a shared belief among students that the 7-7-3 calendar conflicts with the scheduling of athletic events. Moreover, it is difficult to get dependable work-study assistance at athletic events during breaks and vacations.

Concern was voiced over the future of Pacific's soccer program.

Finally, the participants of secondary sports indicated that they do not feel that they get equal access to training facilities; the major sports tend to dominate. In this vein, numerous students complained that the overall athletic facilities of the University were cracked up to be much more complete than in fact they are. Tennis courts, track, weigh room, and more, all were promised to prospective athletes but not delivered.

5. Change

Both in the deliberations of the committee, as well as in the results of the questionnaires, the need for change has been clearly indicated. But the committee feels that change must be approached very carefully. There is a temptation to see money as the solution to all our problems. Without a doubt, increased allocations to the athletics program would produce improvements which are sorely needed. These improvements would include more and better equipment, more coaches, more and better travel arrangements, and so on. Recognizing the financial limitations under which the University operates, however, the committee can do no more than recommend an increase in spending in principle.

It was not within the scope of the committee's labors to suggest specific changes to be made in the athletic program. The reallocation of existing funds, the addition or subtraction of sports or parts of programs, all of these were outside the realm of the committee.

One consideration, however, which must weigh heavily in any decision to drop any existing sport or program, must be the overall effect of that decision on enrollment and recruitment. The short-term effects of dropping an entire sport or radically pruning a program may be so detrimental that they outweigh long-term gains. Great care must be taken when such matters are considered. The committee felt strongly that certain modifications at the conference level would give Pacific the latitude necessary to carry out whatever changes in our program are deemed necessary, without radically dislocating the present program.

With respect to possible additions to the athletic program, a very high percentage of those responding to the questionnaire who favor change also favor an expansion of the intramural program and/or the addition of more recreational sports to the Pacific program. The committee feels very strongly that in improving the intramural program, adding both intramural and recreational sports to Pacific's program, the goal of drawing athletics and the University community closer together would be advanced.

Again, within the nature of change, the committee believes that the athletic program deserves as much "support" as possible. "Support" is not to be construed as merely a "buzz-word" for money. Besides additional budgetary allocations, those in athletics feel that their labors go unnoticed and unrewarded. While the concept of support was never clearly developed, it merits additional consideration, for while athletics may receive a good deal of attention, support and attention may be two different things altogether. The athletic department and the athletes themselves should be consulted as to what kind of support - short of dollars - they feel necessary or desirable.

PRESIDENT'S FOUR QUESTIONS

1. Flexible Participation
Pacific should support the concept of flexible participation, but with very strong guidelines. The conference will have to settle the following: how many sports must each school play and how many can a school drop?; should any sports be required of all conference members?; the problem of scheduling; the matter of lead-time, for entry into a new sport, or lead-out time, for dropping a sport.

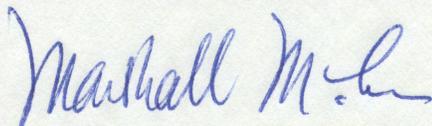
The committee was very strong in its emphasis on the need to develop guidelines for flexible participation. It was felt that there is great advantage to be gained by such a scheme, but there are great dangers attendant as well.

2. New Conference Members
Pacific should welcome new conference members who come from the ranks of the independent colleges. But the PNIAC must be very careful in considering state-supported schools for membership in the PNIAC. With independent college costs currently running \$2000 higher than state-supported institutions' costs, the committee feels that it would not be in the interest of Pacific, our sister schools or the PNIAC to allow state-supported schools to join the PNIAC without some formula for compensation. Without compensation, the independent schools could not hope to compete successfully for the prospective athlete. Such compensation, in whatever form, would in all likelihood be illegal.
3. The Unanimity Rule
Pacific should support the reform of the conference agreement to permit the conference to conduct its business on the basis of majority rule. It is up to the conference to decide as to what constitutes "majority."
4. Minimum Academic Standards
The committee affirms their satisfaction of Pacific with the present academic standards for athletic eligibility in the PNIAC.

The Committee calls on the President to make this report public. Further, the committee recommends to the President that he call for

The Committee calls on the President to make this report public. Further, the committee recommends to the President that he call for comparative studies from the other conference members.

Respectfully submitted



Marshall M. Lee
Chairman