A G E N D A

National Collegiate Athletic Association
Division I Presidential Advisory Group

Conference call
Dial-In number: 1-888-450-5996
Reservation number: 475658

August 9, 2010
3 p.m. EDT

1. Opening remarks.

2. Report of the April 28, 2010, Division I Presidential Advisory Group meeting. [Supplement No. 1]

3. Report of the April 29, 2010, meeting of the NCAA Executive Committee. [Supplement No. 2] [No action anticipated – for information only.]

4. Report from Interim NCAA President Jim Isch.

5. Review of the agenda for the August 12, 2010, Board of Directors meeting. [Supplement No. 3]

   a. Legislative Issues.

      (1) Football Academic Working Group. [Supplement No. 4]

      (2) Men's Basketball Academic Enhancement Group. [Supplement No. 5]

      (3) Division I membership requirements.

      (4) Concussion Management. [Supplement No. 6]

   b. Report from the Committee on Academic Performance. [Informational Item] [Supplement No. 7]

   c. Report from the Knight Commission. [Supplement No. 8]

   d. Status report from the Revenue Distribution Task Force. [Informational Item]

e. Status report from the Values-Based Decision Making Working Group. [Informational Item]

6. Governmental relations report [Supplement No. 9]

7. Other business.

8. Future meeting dates and times.

   a. October 27, 2010, Indianapolis, Indiana.

   b. January 10, 2011, conference call at 3 p.m. EST.

   c. April 27, 2011, Indianapolis, Indiana.

   d. August 8, 2011, conference call at 3 p.m. EST.

   e. October 26, 2011, Indianapolis, Indiana

   f. January 9, 2012, conference call at 3 p.m. EST.

10. Adjournment.

REPORT OF THE APRIL 28, 2010, MEETING OF THE DIVISION I PRESIDENTIAL ADVISORY GROUP

ACTION ITEMS.

Division I Membership Standards. The Presidential Advisory Group (PAG) reviewed the Leadership Council's final report of recommendations regarding Division I membership standards, which included the following requirements related to Football Championship Subdivision (FCS) football:

1. That an institution seeking to move from FCS to the Football Bowl Subdivision (FBS) must have a bona fide invitation for membership from a FBS conference.

2. That a super-majority vote (two thirds) be required to revise the current FCS scholarship limit or to modify current FCS membership standards (i.e., scheduling requirements, sports sponsorship requirements).

Recommendation: That the Division I Board of Directors sponsor necessary legislative proposals for implementation of the recommended membership standards beginning in August 2011.

INFORMATIONAL ITEMS.

1. **Introduction of the NCAA President-Elect.** Mark Emmert, NCAA president-elect was introduced to the group. The president-elect addressed the group, noting his appreciation for being selected as the next president of the Association, as well as his anticipation of future challenges.

2. **NCAA Media Contract.** The group received a report from Greg Shaheen, NCAA senior vice president for basketball and business strategies, regarding the general terms of the NCAA's new Turner/CBS media contract. The group discussed possible expansion of the championship field and expressed its support to move to 68 teams. The group offered comments for the Division I Men's Basketball Committee to consider when it discusses possible format for a 68-team championship this spring and summer.

3. **Update on Internal Task Forces**. Jim Isch, interim NCAA president, reviewed key short term task forces that have been formed to evaluate topics of importance to Division I and the national office. It is anticipated that appropriate recommendations from these groups will be reported to the Board of Directors and referred to appropriate groups within the governance structure for consideration.

4. **Update on Legislative Issues.** The group was informed that the Division I Legislative Council reconsidered Proposal Nos. 2009-22 and 2009-51-B, which were subject to override requests from the membership. The Council amended the effective date of Section E (related to delayed enrollment and organized competition) of Proposal No. 2009-22 to August 1, 2011, for sports other than tennis, and August 1, 2012, for tennis. In reviewing Proposal No. 2009-51-B, the Council amended the proposal to apply only to men's and women's basketball. If these

changes are acceptable to the membership, no override votes will be necessary of these matters during the 2011 NCAA Convention.

5. **Report from the Committee on Academic Performance.** The group received an update from Committee on Academic Performance chair Walter Harrison. He noted that during its recent meeting, the committee previewed the latest Academic Performance Rate (APR) data, supported a request to continue the Division I Supplemental Support Fund for fiscal year 2011 and continued its comprehensive review of the Academic Performance Program (APP).

6. **Final Report from the Football Academic Working Group.** Dennis Poppe, NCAA vice president for football and baseball, presented the final report of the Football Academic Working Group. Certain concerns by CAP were reviewed and it was noted further consideration of potential unintended consequences is being encouraged by CAP before legislation is sponsored by the Board of Directors.

7. **Recommendations for Diversity in the New Governance Structure.** The group reviewed the recommendations for diversity in the governance structure that were endorsed by the Board of Directors in January and several commissioners expressed concern that adding positional requirements to the gender and ethnicity requirements will make it extremely difficult for conferences to fill their nomination slates with volunteers who have an appropriate level of knowledge and expertise. PAG noted its support conceptually for the recommendations, but suggested that the Board consider implementing the recommendations in stages, and possibly refer the issue to the Leadership Council to develop alternative recommendations.

8. **Update on the NCAA Outreach Program for First-Time Chancellors and Presidents.** The group received an update on the outreach program and was informed of the positive responses from first-time presidents and chancellors with regard to the role of sitting presidents in the program. The presidents were encouraged to notify staff if they have an interest in participating in the program and a letter will be transmitted to PAG members and commissioners in the near future to solicit participation in the program.

9. **Future Meeting Dates and Times.**

   (1) August 9, 2010, 3 p.m. (Eastern time), conference call.
   (2) October 27, 2010, The Westin Indianapolis, Indianapolis, Indiana.
   (3) January 10, 2011, 3 p.m. (Eastern time), conference call.

Subcommittee chair: Ann Millner, Weber State University
Staff Liaisons: S. David Berst, Division I governance
Jacqueline Campbell, Division I governance

MINUTES OF THE NATIONAL COLLEGIATE ATHLETIC ASSOCIATION EXECUTIVE COMMITTEE

NCAA National Office
Indianapolis, Indiana

April 29, 2010

Participants:

Charles Bantz, Indiana Univ.-Purdue Univ. at Indianapolis
James Barker, Clemson University
Drew Bogner, Molloy College
Kathleen Brasfield, Angelo State University
Robert Bruininks, University of Minnesota
Mark Emmert, NCAA president-elect
Damon Evans, University of Georgia
Judy Genshaft, University of South Florida
James Harris, Widener University
Robert Kustra, Boise State University
Ann Millner, Weber State University
Kevin Mullen, Siena College
Lynn Oberbillig, Smith College
Harvey Perlman, University of Nebraska, Lincoln
Beverley Pitts, University of Indianapolis
Shirley Raines, University of Memphis
Edward Ray, Oregon State University, chair
Jim Isch, NCAA
Delise O'Meally, NCAA, recording secretary

James Bultman, Hope College; William Harvey, Hampton University; and John Peters, Northern Illinois University, were not able to participate.

Also in attendance were: Gary Brown, director of NCAA News; Elsa Cole, vice president of legal affairs/general counsel; Joni Comstock, senior vice president of championships/senior woman administrator; Dennis Cryder, senior vice president of branding and communications; Tom Jernstedt, executive vice president; David Klossner, director of health and safety; Kevin Lennon, vice president of academic and membership affairs; Keith Martin, interim vice president of administration/chief financial officer; Wallace Renfro, vice president and senior advisor to the NCAA president; Greg Shaheen, senior vice president of basketball and business strategies; Charlotte Westerhaus, vice president of diversity and inclusion; Bob Williams, managing director of public and media relations; David Berst, Daniel Dutcher and Mike Racy, NCAA governance vice presidents; and Jackie Campbell, Leah Kareti and Terri Steeb, NCAA governance directors.

[Note: These minutes contain only actions taken (formal votes or stated "sense of the meeting") in accordance with NCAA policy regarding minutes of all Association entities. While certain items on the Committee's agenda were acted on at various times throughout the meeting, all final actions within a given topic are combined in these minutes for convenience of reference.]

The meeting was called to order at 1:20 p.m. by the chair, President Ray. All members were present as noted above.

1. Welcome and announcements. Ray welcomed Drew Bogner, president of Molloy College and incoming president of the Division II Presidents Council. He also thanked James Barker, Shirley Raines and Damon Evans, who were attending their last Executive Committee meeting.

2. Approval of January 16, 2010, meeting minutes.

   It was VOTED

   "To approve the Executive Committee minutes of the January 16, 2010, meeting as distributed."

3. NCAA Executive Committee Finance Committee report.

   a. Second quarter FY 2009-10 budget-to-actual. The Finance Committee reviewed the second quarter budget-to-actual statement and is satisfied that the Association is on target with its revenues and expenses. The Association has limited financial activity in the second quarter with the majority of revenues and expenditures occurring in the second half of the year related to championship activity and revenue distributions. Revenues received are 32 percent of the budget and are in line with the prior year. The Association's expenses are 16 percent of the total budget for the first quarter and are in line with the prior year.

   b. FY 2010-11 and FY 2011-12 Executive Committee Finance Committee recommendations. The Finance Committee met in March and reviewed the budget allocations for the next two years. In January, the committee reaffirmed an allocation of $1.0 million for Division I new initiatives and $1.0 million for the NCAA president's and Executive Committee new initiatives over the next two years.

(1) President's recommended criteria and FY 2010-11 budget allocations. In fiscal year 2010-11, there will be approximately a six percent increase in revenue with an eight percent increase in Division I revenue distributions, with an allocation increase to Divisions II and III of almost six percent. This aligns with the projected revenue increases. Most of the recommended increases are to maintain current championships, programs and services with less than two percent increase, and 0.36 percent allocated to new initiatives.

(2) FY 2010-11 and FY 2011-12 Division I and Executive Committee and presidential new initiatives.

(a) FY 2010-11 Distribution to Membership. An increase is recommended for the distribution to the Division I membership of $33.8 million. This was a component of the long-term distribution plan approved by the Division I Board of Directors and Executive Committee several years ago. Once final negotiations are complete on the media contract, 2011-12 revenue distribution amounts will be determined.

(b) NCAA Football Championship (FCS) series bracket expansion. An allocation of $250,000 is recommended to expand the FCS bracket beginning with the 2010 football championship. This expansion was approved by the Division I Board of Directors during the last budget cycle.

(c) Expanded softball bat testing and other championships initiatives. An allocation of $83,000 is recommended to expand the number of bats tested across all divisions, as well as to enhance the testing process. An allocation of $90,000 is planned for host expenses at specific championship events.

(d) Men's basketball recruiting. A recommended investment of $410,000 is recommended to assist with monitoring, investigation, education, outreach and compliance.

(e) Presidential Reserve. An allocation of $1 million is recommended to permit budget flexibility to implement new initiatives, as appropriate.

(3) FY 2010-11 and FY 2011-12 Divisions II and III budget recommendations. The Finance Committee did not have any exceptions to the respective initiatives within Divisions II and III.

(4) FY 2010-11 maintenance budget recommendations. The Finance Committee recommended the following fiscal year 2010-11 budget initiatives to maintain current program levels:

(a) Modest increases to maintain the current championships, programs and services;

(b) Additional dollars for contractual commitments and travel-related services;

(c) Adjustments related to the president's salary and a 2.25 percent adjustment to be allocated between market equity and performance adjustments for the staff; and

(d) Five hundred thousand dollars to maintain insurance and risk management programs, and a small incremental increase in officiating fees.

It was VOTED

"To approve the budget recommendations as proposed by the Finance Committee."

c. Building financing bond resolution. The Finance Committee recommended the approval of the bond resolution for the $20 million financing for the new building. Construction is scheduled to begin May 4, and total construction costs are approximately $35 million, and the remaining funding has been earmarked by previous Executive Committee actions. Construction bids came in at 15 percent below estimates, and the staff is continuing to work through some value engineering savings. The financing structure is a 10-year fixed rate structure with an anticipated interest rate of approximately three percent. The annual debt service will be approximately $2.3 million that will be funded from the NCAA Eligibility Center resources and annual committee cost savings.

It was VOTED [For 14, abstain 1.]

"To approve the bond resolution that would provide the authority for the borrowing."

d. Enterprise risk assessment executive summary. In preparation for the incoming NCAA president, the Finance Committee requested a refresh of the Enterprise Risk Assessment that was completed in 2004. Although there has been some change since 2004, the four fundamental risks have stayed the same:

(1) Reputational risks;

(2) Lack of revenue diversification;

(3) Adverse legal rulings/interpretation; and

(4) Regulatory intervention.

Two additional risks have been added to the assessment, and they are:

- Security and privacy of transactions, and data that the NCAA collects on behalf of its members; and

- Physical security around major events particularly around the NCAA Final Four.

This information will be included in the briefing document materials that have been prepared for the incoming President.

4. Executive Committee Accreditation Agency Working Group report.

The Committee received a report from the Accreditation Agency Working Group. The working group was established to review a request from an institution for a waiver of the constitutional membership requirements that mandate accreditation by one of the six regional accrediting agencies. Specifically, the institution wanted to substitute accreditation by a national accrediting agency. The working group recommended that the Committee deny the request for a waiver. Additionally, the group recommended that the issue be forwarded to each division for consideration of a modification to the NCAA Constitution by common provision to remove the requirement for accreditation by one of the six regional accrediting agencies and replace that language with a more general requirement of institutional accreditation by an accrediting agency that has been recognized by the U.S. Department of Education in compliance with Title IV of the Higher Education Act of 1965. The working group noted that NCAA legislative history indicates that at one time accreditation by a national accrediting agency was permitted; however, that language was changed after that agency ceased accrediting universities.

It was VOTED

"To approve the recommendations of the Accreditation Agency Working Group to deny the waiver request and forward the issue of a constitutional amendment to each of the divisional presidential bodies."

5. Litigation update. The Committee received a report from the NCAA general counsel regarding litigation and settlement actions. Also, the Committee reviewed an NCAA policy that would guide disclosure of records to be distributed publicly.

It was VOTED

"To adopt the following guiding principle regarding disclosure of NCAA records:

"It is the policy of the NCAA to disclose information as a matter of course to its member schools and conferences, or as requested by them and to others to the extent it supports the NCAA mission, except where disclosure would violate the law or prejudice the interests or well-being of the Association."

The Committee also approved a process for implementation of the policy by NCAA staff.

6. NCAA drug-testing results for 2008-09. The Committee received a report from the NCAA Committee on Competitive Safeguards and Medical Aspects of Sports (CSMAS). The report included final results of the 2008-09 NCAA drug testing in championship events for all divisions, as well as year-round testing in Divisions I and II. The Committee noted an increase in positive tests for marijuana and a slight uptick in positive tests for anabolic steroids. CSMAS requested permission to publish the 2008-09 drug testing results and also requested permission to release contemporaneous aggregate drug-testing results data as a drug-education prevention tool, whereby the data could be used to underscore to the membership the risks faced by student-athletes.

It was VOTED

"To approve the publication of the 2008-09 drug testing results and to permit the release of contemporaneous aggregate drug testing results data in a manner that avoids the Association of any individual or institutional identity."

7. Concussion Policy.

The Committee also received a CSMAS report on recent discussions surrounding concussion management and a recommendation that the Executive Committee adopt a policy requiring institutions across all three divisions to have a concussion management plan on file that mandates removal of a student-athlete who exhibits signs, symptoms or behaviors consistent with a concussion from practice or competition.

It was VOTED

"To adopt the concussion management policy as follows:

"Institutions shall have a concussion management plan on file such that a student-athlete who exhibits signs, symptoms or behaviors consistent with a concussion shall be removed from practice or competition and evaluated by an athletics healthcare provider with experience in the evaluation and management of concussions. Student-athletes diagnosed with a concussion shall not return to activity for the remainder of that day. Medical clearance shall be determined by the team physician or their designee according to the concussion management plan.

"In addition, student-athletes must sign a statement in which they accept the responsibility for reporting their injuries and illnesses to the institutional medical staff, including signs and symptoms of concussions. During the review and signing process, student-athletes should be presented with educational material on concussions."

The policy is to be effective by the start of the 2010-11 academic year. The Committee also asked that consequences for not following the policy be deliberated and that recommended sanctions for noncompliance be presented to the committee by its August meeting. The Executive Committee also recommended each division consider this policy for legislative action.

8. NCAA Division I Board of Directors and Divisions II and III Presidents Councils reports.

a. Division I Board of Directors. The Committee received an update on the actions of the Division I Board of Directors that included the following:

(1) Division I Men's Basketball Championship Expansion. Unanimously approved expansion of the Division I Men's Basketball Championship to 68 teams.

(2) Football Academic Working Group. Received a report from the Football Academic Working Group and expressed strong support for the concepts recommended. The Board will review the recommendations in legislative format in August, with a plan to enter proposals into the 2010-11 legislative cycle.

(3) Executive Committee appointments. Approved the following appointments to the Executive Committee: Jim Cofer, University of Louisiana at Monroe, and David Schmidly, University of New Mexico.

(4) Board of Director appointments. Approved the following appointments to the Board of Directors: Lee Todd, University of Kentucky; Steadman Upham, University of Tulsa; and Nathan Hatch, Wake Forest University.

(5) Division I membership standards. Reviewed and approved the final recommendations from the Division I Leadership Council regarding division's membership standards. The Board plans to review the recommendations in legislative form in August prior to inserting them into the 2010-11 legislative cycle.

b. Division II Presidents Council. The Committee received an update on the actions of the Division II Presidents Council that included the following:

(1) Life in the Balance Phase II. As an ongoing commitment to providing student-athletes with a college experience that balances academics, athletics and social pursuits, Division II chancellors and presidents are engaging in Phase II of the "Life in the Balance" initiative that ensures alignment of athletics competition policies with the division's attribute-based strategic positioning platform. The Presidents Council reviewed the legislative concepts put forth by the Management Council on Phase II of the "Life in the Balance" initiative. The concepts deal with (a) annual or discretionary exemptions, (b) the nonchampionship segment, and (c) the 20/8 hour rule; skill instruction outside the playing season; and start dates for winter sports. The concepts will be further reviewed by the Division II Championships and Legislation Committees at their joint meeting in June. The Presidents Council will determine which concepts to sponsor for the 2011 NCAA Convention at its meetings this summer.

(2) 2010 Division II Chancellors and Presidents Summit. Received an update on the 2010 Chancellors and Presidents Summit, which will be conducted July 19. To date, approximately 140 presidents and chancellors have registered for the meeting, which will focus on Division II Life in the Balance

Phase II; Division II as a membership destination; academics and life skills; and athletics department enhancement tools.

(3) Diversity programming and Association-wide diversity initiatives. Met with NCAA staff members involved with diversity and inclusion. The discussion focused primarily on background information and the current diversity data and statistics for Division II. This is a discussion that the Presidents Council will continue to have throughout this year; the topic also has been placed on the agenda for the 2010 Division II Chancellors and Presidents Summit in June.

(4) Development of chancellors and presidents athletics oversight summary. The division is developing a chancellors and presidents athletics oversight summary, the intent of which is to enhance and support presidential commitment, oversight and involvement in the intercollegiate athletics program. The tool will assist Division II chancellors and presidents in evaluating their position in conjunction with the strategic position and philosophy of Division II intercollegiate athletics. The Presidents Council reviewed and endorsed the document. The document will be shared at the Division II Chancellors and Presidents Summit in June.

(5) Presidents Council vice chair. Elected Pat O'Brien, West Texas A&M University, as the new vice chair of the Council. Dr. O'Brien will assume his duties September 1, when Dr. Pitts' term ends.

c. Division III Presidents Council. The Committee received an update on the actions of the Division III Presidents Council. These included:

(1) 2010-12 budget. Approved the division's proposed 2010-12 budget, noting that some minimal adjustments may be necessary in 2011-12 due to recent changes in the division's revenue projection. The division's reserve may be used to cover all approved 2011-12 commitments.

(2) Presidential leadership. Endorsed a series of concepts designed to better engage presidents in the strategic oversight and leadership of the division, consistent with the 2008 white papers. The following concepts will be reviewed in draft form during the August meeting for membership consideration at the 2011 Convention in San Antonio:

(a) Eliminate the need for the Presidents Council to serve as the sponsor for all of the governance-sponsored proposals for Convention vote. This would allow the Management Council to develop and sponsor operational and administrative legislation and will provide

a clear delineation of operational and strategic responsibilities within the governance structure.

(b) Establish a subcommittee of the Presidents and Management Councils to determine which concepts warrant review by the Presidents Council and formalize the guidelines for such determinations. The subcommittee will establish objective review guidelines that focus on clear, fundamental tenets of the Division III Philosophy Statement and set the proper framework for identifying issues that warrant the Presidents Council's attention.

(c) Expand the membership of the Management Council by adding the category of individuals to whom athletics reports. The addition of two individuals (non-Presidents who directly oversee an athletics director) could broaden the perspective of the Council by including a voice that, while responsible for managing athletics on most campuses, has not historically been directly included in governance discussions. The "direct report" model exists at approximately 805 of Division III member schools.

(d) Establish an expectation for conferences to demonstrate presidential leadership. Despite the current legislative requirement for conference presidential oversight, it appears that presidents may not actively lead some Division III conferences. The division will benefit from more clearly establishing the expectation of strategic leadership at the conference level, and will establish a clear goal in the division's strategic plan, as well as offer incentives to support active presidential leadership.

(3) Collegiate sports wagering. Received a presentation on the results of the 2008 study on collegiate sports wagering, as well as the educational resources offered by the NCAA agents, gambling and amateurism staff. As a result of this presentation, the Council referred to the division's Strategic Planning and Finance Committee the formal inclusion of sports wagering resources in the student-athlete well-being section of the conference grant program. The Council also suggested that Division III consider offering a sports wagering presentation for the 2011 NCAA Convention and consider other ways to enhance the division's use of existing educational resources.

(4) Accreditation requirements for membership. Expressed caution on the concept of changing the accreditation bylaws as they currently stand, noting that the regional accrediting bodies may be less subject to political pressures than the U.S. Department of Education and the current standards seem to be appropriately rigorous for institutions of higher education.

9. NCAA Executive Committee Subcommittee on Gender and Diversity Issues. The Committee received a report from the Executive Committee Subcommittee on Gender and Diversity Initiatives. The subcommittee requested that the Executive Committee review and approve an Association-wide vision statement/framework for NCAA diversity and gender programs and initiatives.

It was VOTED

"To approve the diversity, inclusion and gender framework as follows:

"As a core value, the NCAA believes in and is committed to diversity, inclusion and gender equity among its student-athletes, coaches and administrators. We seek to establish and maintain an inclusive culture that fosters equitable participation for student-athletes and career opportunities for coaches and administrators from diverse backgrounds. Diversity and inclusion improve the learning environment for all student-athletes and enhance excellence within the Association.

"The NCAA will provide or enable programming and education, which sustains foundations of a diverse and inclusive culture across dimensions of diversity including, but not limited to age, race, sex, class, creed, educational background, disability, gender expression, geographical location, income, marital status, parental status, sexual orientation and work experiences. Programming and education also will strive to support equitable laws and practices, increase opportunities for individuals from historically underrepresented groups to participate in intercollegiate athletics at all levels, and enhance hiring practices for all athletics personnel to facilitate more inclusive leadership in intercollegiate athletics."

10. Association-wide committee frequency requests. The Association's bylaws require the Executive Committee to authorize exceptions for Association-wide committees to meet more than two meetings per year. Two of the nine Association-wide committees have requested waivers: (1) the Minority Opportunities and Interests Committee (MOIC) and (2) the Postgraduate Scholarship Committee.

It was VOTED

"To approve meeting exception waivers for the MOIC and the Postgraduate Scholarship Committee. Further the Committee delegated this authority to the NCAA president in the future."

11. Future meetings. The Committee reviewed its future meetings schedule.

12. Adjournment. Ray adjourned the meeting at 3:05 p.m.

# # # # #

A G E N D A

National Collegiate Athletic Association
Division I Board of Directors

The Westin Indianapolis
Indianapolis, Indiana

August 12, 2010
8 a.m. – 3 p.m.

1. Opening remarks.

2. Minutes of the April 29, 2010, Board of Directors meeting. [Supplement No. 1] [**Anticipated Action Item.]**

3. Report of the Division I Presidential Advisory Group August 9, 2010, teleconference. [Supplement No. 2 – An addendum will be distributed at the meeting.] [No action anticipated.]

4. Report from interim NCAA President. [No action anticipated.]

5. Litigation update. [Supplement No. 3 will be distributed at the meeting.] [No action anticipated.]

6. Update on work of the Revenue Distribution Task Force. [No action anticipated.]

7. Status report of the Values-Based Decision Making Task Force. [Possible action item.]

8. Report from the Knight Commission. [Supplement No. 4] [Possible action item.]

9. Legislative Issues.

   a. Recommendations to sponsor legislation in the 2010-11 legislative cycle.

      (1) Football Academic Working Group. [Supplement No. 5] [**Anticipated Action Item.]**

      (2) Men's Basketball Academic Enhancement Group. [Supplement No. 6] **[Anticipated Action Item.]**

(3) Division I membership requirements. [Supplement No. 7 will be distributed at the meeting. Refer to Attachment to Supplement No. 1 for the full report.] [**Anticipated Action Item.]**

(4) Concussion Management. [Supplement No. 8]

b. Update on Legislative Council's consideration of Board of Director's April Resolution. [Supplement No. 9] [Possible action item.]

10. Report from the Committee on Academic Performance. [Supplement No. 10] [No action anticipated.]

11. Report from Jim Haney, executive director, NABC. [Supplement No. 11] [Possible action item.]

12. Report of the April 29, 2010, meeting of the NCAA Executive Committee. [Supplement No. 12] [No action anticipated – for information only.]

13. Governmental relations report. [Supplement No. 13] [No action anticipated – for information only.]

14. Other business.

15. Future meeting dates.

a. October 28, 2010, National Office, Indianapolis, Indiana.
b. January 15, 2011, NCAA Convention, San Antonio, Texas.
c. April 28, 2011, National Office, Indianapolis, Indiana.
d. August 11, 2011, National Office, Indianapolis, Indiana.
e. October 27, 2011, National Office, Indianapolis, Indiana.
f. January 14, 2012, NCAA Convention, Indianapolis, Indiana

16. Adjournment.

Executive Summary of Recommended NCAA Division I Board of Directors Actions Regarding the NCAA Division I Football Academic Working Group's Final Report

Background.

In April 2010 the NCAA Division I Football Academic Working Group presented its final report to the NCAA Division I Board of Directors and received general support for the concepts. Since that time, members of the Football Academic Working Group, the NCAA Division I Academic Cabinet and the NCAA Division I Committee on Academic Performance have met jointly to discuss the report and to add clarity to some of the recommendations.

Legislative Action Items.

The Football Academic Working Group, the Committee on Academic Performance and the Academic Cabinet recommend that the Board sponsor a legislative proposal for the 2010-11 cycle as follows:

- **Fall Term Academic Requirement for Future Competition.** Football student-athletes who do not successfully complete nine semester credit hours or eight quarter hours and earn an NCAA Division I Academic Progress Rate (APR) eligibility point following either the fall semester or quarter, would be ineligible for participation in the first four games the following football season. However, if the student-athlete has successfully completed 27 semester credit hours or 40 quarter hours prior to the beginning of the following fall term, he would be ineligible for only the first two games of that season. Additionally, first year students would be allowed to use credit hours earned at the certifying institution during the summer before initial full-time enrollment and credit hours earned during the summer after the academic year to satisfy the 27/40 credit hours requirement, but not the nine hour requirement. *The effective date for this change would be August 1, 2011, and would impact certification of eligibility for fall 2012 and beyond.*

Nonlegislative Action Items.

The Football Academic Working Group, the Committee on Academic Performance and the Academic Cabinet recommend that the Board refer to the appropriate governance structure entity the issue of student-athlete time demands. The groups recommend continued study of student-athlete time demands and review of those activities countable during a 20-hour week and what sport-related activities occur outside the 20-hour timeframe. This review should include consideration of out-of-season activities as well. This may be best accomplished through the Board charging the appropriate governance structure entity or entities with this review and the development of recommendations for future consideration.

Informational Items.

1. **Two-Year College Transfer Requirements.** The groups support the efforts of the Academic Cabinet in its effort to develop enhanced academic requirements and/or an academic year in residence for two-year college transfers.

   These standards will more accurately reflect the academic preparation most likely to lead to completion of a four-year degree. It is anticipated the Board will review initial findings and recommendations from the cabinet on this topic during its October meeting.

2. **The Football Academic Working Group, the Committee on Academic Performance and the Academic Cabinet recommend the Board take no action at this time on the following:**

   a. **Exhausted Eligibility Departures.** Elimination of a waiver of the contemporaneous penalty for Football Bowl Subdivision student-athletes that are "0/2" after exhausting eligibility should not be acted on at this time. The group noted that the Committee on Academic Performance is currently reviewing the NCAA Division I Academic Performance Program penalty structure and this will allow the Board time to review this recommendation in broader context.

   b. **Head Coaches' APR Portfolio.** In addition to attributing APRs of football student-athletes to the head coach, the rates also could be attributed to the institution's chief executive officer and director of athletics. The groups support continued review of this item over time so as to provide additional time for evaluation and implementation of the coaches' rate.

Basketball Academic Enhancement Group's Recommendation-- Summer Retention Plan For Men's Basketball

<u>ACTION ITEM</u>: It is requested the Board of Directors vote to sponsor the attached draft legislative proposal (as described as well in the bolded text of subparagraphs a.-f. below) for consideration by the Division I membership in the 2010-11 legislative cycle. The additional unbolded excerpts from the Basketball Academic Enhancement Group's (BAEG) August 2009 final report are included below in order to provide context to the BEAG recommendation.

The BAEG Study.

In April 2007, the NCAA Division I Board of Directors approved the formation of an NCAA Division I Men's Basketball Academic Enhancement Group, a working group composed of presidents and chancellors, head coaches, commissioners, directors of athletics and faculty athletics representatives, which was established to develop a set of strategies to enhance academic performance and graduation rates in NCAA Division I men's basketball. Graduation rates in the sport of men's basketball are among the lowest in Division I. Overall, data reviewed reflects that men's basketball student-athletes are less prepared academically than student-athletes who participate in other sports. It was essential, therefore, that NCAA constituent groups work together to evaluate the causes and develop meaningful strategies to improve academic performance. The success of a similar group in baseball and discussions involving head basketball coaches and representatives of several governance committees and NCAA staff at the 2007 Men's Final Four supported the Board's appointment of the Division I Men's Basketball Academic Enhancement Group as a meaningful step toward identifying solutions.

The group submitted its final report to the Board of Directors in August 2009. The following information concerning a summer retention model was referred by the Board to the Division I membership for further discussion with the understanding that appropriate legislative proposals would be sponsored in the 2010-11 legislative cycle. The following excerpts from the report, therefore, are resubmitted for review at the August 2010 Board meeting.

- **<u>Require a Formal Summer Retention-Focused Program to Support Academic, Athletic and Learning Skills Development</u>.**

  Background and Rationale. The group supported a summer academic preparation and college acclimatization model for designated men's basketball student-athletes that includes summer school attendance and learning- and athletics-skill development that involves the coaching staff. Data reviewed by the group clearly demonstrates that student-athletes who enroll in summer school, particularly early in their academic careers, tend to experience enhanced academic success during their collegiate enrollment. This finding holds for both academically at-risk and high achieving student-athletes.

Contributing to this recommendation was a survey of Division I men's basketball student-athletes attending summer school, which revealed that time spent voluntarily on athletically related activities while enrolled in summer school has been approximately 12-14 hours per week.

In proposing this model, the group is not only recognizing the importance of the accrued academic benefits of summer school attendance (e.g., faster progress toward a degree), but is also focusing on the fact that retention problems drive the low APR in men's basketball. One need look no farther than to the fact that approximately 40 percent of entering freshmen in the sport have left their initial institutions by the end of the second year to understand the significance of the retention issue. One of the core messages seen in the academic literature on retention of students is that development of an institutional connection is a critically important factor in retaining students. Summer bridge programs have been shown to be particularly effective in this regard.

Coaches report that prospective and enrolled student-athletes at all levels in Division I basketball are inundated by third parties who have unregulated direct contact and who push the young men to either commit early to a professional career or to seek a new institution to pursue perceived opportunities to better display athletic talents. Pressure is also applied to enrolled student-athletes to participate in summer training for a professional career in locations that have no connection to the institution or to academic development. Given the critical importance of the coach/player relationship, it is fair to consider that enhancing that relationship will also enhance the connection that a student-athlete feels toward the institution. It is also clear that student-athletes in this sport desire opportunities in the summer to enhance their athletics skills. The group, in proposing a model that provides opportunities for both academic and athletic improvement, is trying to achieve greater retention of student-athletes by providing the type of skills enhancement that is desired by the athletes and coupling that opportunity with academic requirements, learning skills training and an enhanced relationship with the coaching staff. For this plan to succeed, coaches, faculty and administrators will have to work together at the local level.

The recommended model proposes a structure that is designed to encourage greater academic commitment, while also providing an opportunity for coaches and student-athletes to interact and build the coach/player relationship. While many faculty members and administrators have been quick to criticize the perceived motives of coaches, the group believes coaches are key to offset the non-academic influences that now pervade the lives of student-athletes in this sport. It is anticipated that engaging in limited athletically related activities in a structured environment under the supervision of the coaching staff will not significantly impact competitive equity and should prove beneficial in establishing a stronger coach/player relationship. For this model to succeed, coaches will be expected to modify recruiting patterns during summer school and to effectively use this new opportunity to influence their student-athletes. Descriptions of summer athletic

development opportunities and summer school academic requirements are included below to assist in understanding the practical application of this model.

a. Summer School Bridge for Designated Men's Basketball Student-Athletes.

NCAA financial aid rules now permit institutions to provide athletics aid during the summer prior to initial full-time enrollment under conditions prescribed by NCAA Bylaw 15.2.8.1.4. Further, NCAA Bylaw 15.2.8 and its subsections, outline legislation related to summer financial aid for enrolled student-athletes.

The recommended model would require that each institution formally assess the academic preparedness of all incoming men's basketball student-athletes (including transfers) who have signed financial aid agreements for the ensuing regular academic year, using institutionally-defined criteria to identify those who need an academic head start to put the individual on a track to predict graduation within five years of initial enrollment. The data shows that student-athletes who undergo these early institutional assessments and receive the necessary additional academic support or attend additional summer school sessions are more likely to graduate within a five-year time frame. **These identified student-athletes shall be required to attend summer school in a summer bridge session prior to their initial year of regular enrollment at the certifying institution. Such incoming student-athletes shall be provided financial aid and must be enrolled in a minimum of six hours (and pass three for eligibility to compete in the first term) of acceptable degree credit in addition to receiving institutional learning skills education.**

[Note: Consistent with the provisions of Bylaw 14.4.3.4.4, required hours may include remedial courses, provided the courses are prerequisites for specific courses acceptable toward any degree program. Learning skills education includes assessments, focused training in areas of deficiency, seminars and other initiatives that help student-athletes "learn how to learn".]

For subsequent summers, men's basketball student-athletes shall be reevaluated using institutionally-defined criteria to determine those who should attend summer school to achieve graduation in a five-year period. Continuing student-athletes who are not on track to graduate in five years shall be strongly encouraged to attend summer school and shall be provided financial aid if they choose to do so. Enrolling in a minimum of six hours shall be required to receive financial aid and passing six hours of acceptable degree credits shall be required for eligibility in the fall term.

The group encouraged [but did not require] that institutions use a management system "The NCAA Facilitating Learning and Achieving Graduation Program" to identify those incoming men's basketball student-athletes who should be required to attend summer school and those continuing men's basketball student-athletes who should be strongly recommended to attend summer school. This is an example of a model that provides for a dynamic assessment of student-athletes (through the identification of factors and characteristics) who are at-risk of not graduating from the institution in five years.

The group also recommended that institutions document academic assessments in the event of future consideration of penalties or waiver requests involving the Committee on Academic Performance.

b. Exceptions for Summer School.

An exception should be available to institutions that do not offer summer courses to the general student body. However, such institutions would not be able to take advantage of the summer athletic development component described later. **Further, institutions that offer summer courses, but that do not offer any athletically related financial aid (e.g., award only need-based aid) would have two options.**

The first option would be to use the previously noted exception applicable to institutions that do not offer summer courses to the general student body. Institutions electing to use this option would not be required to award summer financial aid, but its men's basketball student-athletes would be prohibited from participation in summer athletics development.

A second option would be available for those institutions that wish to participate in the summer athletics development. Those institutions would be subject to the summer-aid requirement for those recruited student-athletes who are required, using institutionally-defined criteria, to attend summer school. The summer athletics development provisions of this model would be applicable to those student-athletes enrolled in the requisite minimum number of hours of acceptable degree credit and who are receiving nonathletically related financial assistance or covering their own cost of summer school.

c. Learning Skills Assessments and Education.

Institutions would be required to provide incoming men's basketball student-athletes learning skills assessments and education. The purpose of this educational program is to address several key learning objectives that would help a student "learn

how to learn". The program could start with an educational assessment that would identify a student-athlete's strengths, weaknesses, attitudes, and beliefs associated with learning. This assessment could also capture information regarding personal, medical, financial or family concerns that can compromise a student-athlete's ability to perform well academically and athletically. Institutions could work with their campus community to identify the best assessment tool to capture this information. Upon the completion of an educational assessment, institutions could establish educational activities that address motivation, attention, concentration, memory, procrastination, anxiety, stress, time management, note taking and test taking skills and learning strategies. These activities can be structured in the form of a course, seminar, individual sessions, or small group activities, and could be organized in a manner to assist coaches and academic support personnel in developing individual academic support plans that will assist the student-athletes in their transition to college and focus on career planning and "life after basketball" skills. Such education would be encouraged in future years as deemed necessary.

d. Summer Athletic Development-Retention Model.

Under current legislation, coaches and student-athletes are limited in the amount of time spent on athletics activities and the nature of those activities during the regular academic year and institutional vacation periods, including the summer. While student-athletes continue to participate in unorganized basketball activities in the summer (data indicates 12-14 hours), they may not do so with a coach present.

The recommended model permits summer athletics development based on the view that this provides an opportunity for student-athletes and coaches to work together to improve aspects of the student-athletes' individual athletics skill in a more personal structure while also building a more intimate coach/player relationship and on emotional attachment to the institution. The focus on athletics development addresses concerns from the men's basketball community that increased access to student-athletes during the summer would be beneficial, but also continues to prevent full-team practice on a year-round basis.

The proposed model would permit institutions to designate an eight-week period during which incoming or continuing men's basketball student-athletes enrolled in and attending summer school would be allowed to participate in a maximum of eight hours per week in strength and conditioning activities, including two hours of that time in skill instruction conducted and supervised by the coaching staff. This length of time is consistent with current legislation governing athletics activities outside the playing season during the academic year. Based on current legislation, it appears eight hours per week is a reasonable balance between the academic and athletic needs of student-athletes in the summer while not imposing an

undue burden on time. Similarly, while cognizant of time demands issues that also exist during the summer, this proposed model recognizes that the structured athletics training will simply replace a portion of the 12-14 hours student-athletics already spend on their own in the gym.

For comparison purposes, the identification of an eight-week period presents a consistent length of time as provided for in the football summer conditioning period. The remaining time outside the eight-week period should be designated as student-athlete discretionary time as outlined in existing legislation in which a student-athlete can only participate in athletics activities at his discretion.

[Note: Summer athletic development would be available to any entering or continuing men's basketball student-athlete who is enrolled in a minimum six hours of summer school, regardless of whether the student-athlete is required to attend such sessions.]

e. First-Term Eligibility Requirements.

The group determined that for those attending summer school and engaging in athletics development activities, a minimum number of summer school credits should be required for eligibility in the first academic term in the fall to ensure that incoming and continuing men's basketball student-athletes are making a meaningful academic commitment. **A credit-hour requirement would be established such that incoming men's basketball student-athletes who are required to attend summer school must satisfactorily complete a minimum of three hours of academic credit during the summer as a prerequisite for eligibility in the first fall term. In subsequent summers, such men's basketball student-athletes who enroll in the summer term would be required to satisfactorily complete a minimum of six hours of academic credit as a prerequisite for eligibility in the ensuing fall term.** As noted, this requirement also applies to incoming and continuing men's basketball student-athletes who are not required to attend summer school, but who elect to do so in order to avail himself of the athletics development benefits. A student-athlete who is not eligible for competition in the fall, based on unsuccessful completion of appropriate academic credit during the summer, would be permitted to regain eligibility at the conclusion of the fall term, provided he meets all other applicable progress-toward-degree regulations.

[Note: A nonqualifier must complete an academic year of residence before being eligible for competition; however, he would be eligible for summer financial aid and athletics summer development during the summer prior to initial full-time collegiate enrollment to aid in establishing a proper academic foundation and a tie to the institution.]

f. Status as a Student-Athlete.

Upon summer enrollment, incoming recruited men's basketball student-athletes, who have signed financial aid agreements for the ensuing regular academic year, would be considered "student-athletes" under all NCAA legislation. Currently, under NCAA Bylaw 13.02.11.1, these individuals are not subject to contact regulations in Bylaw 13 and are considered student-athletes only for purposes of Bylaw 16. They are considered prospective student-athletes for the remainder of Bylaw 13 and all other bylaws.

Members of the Basketball Academic Enhancement Group.

Chair:
Dan Guerrero, director of athletics, University of California, Los Angeles

Other Members:
Cy Alexander, assistant men's basketball coach, Texas A&M University-Corpus Christi
Kevin Anderson, director of athletics, U.S. Military Academy (Army)
Britton Banowsky, commissioner, Conference USA
Gretchen Bataille, former president, University of North Texas
Percy Bates, faculty athletics representative, University of Michigan
Jim Boeheim, head men's basketball coach, Syracuse University
Pete Boone, director of athletics, University of Mississippi
Robert Bruininks, president, University of Minnesota, Twin-Cities
Jack Evans, faculty athletics representative, University of North Carolina, Chapel Hill
Greg Geoffroy, president, Iowa State University
Cary Groth, director of athletics, University of Nevada
Water Harrison, president, University of Hartford
Alan Hauser, faculty athletics representative, Appalachian State University
Paul Hewitt, head men's basketball coach, Georgia Institute of Technology
Ron Hunter, head men's basketball coach, Indiana University-Purdue University of Indianapolis
Kerry Kenny, former SAAC representative, Big 10 Conference
Phil Martelli, head men's basketball coach, Saint Joseph's University
Reggie Minton, deputy executive director, National Association of Basketball Coaches
Mario Moccia, director of athletics, Southern Illinois University at Carbondale
Jean Lenti Ponsetto, director of athletics, DePaul University

Lee Reed, director of athletics, Cleveland State University
Bo Ryan, head men's basketball coach, University of Wisconsin, Madison
Herb Sendek, head men's basketball coach, Arizona State University
Mike Slive, commissioner, Southeastern Conference
Gene Smith, director of athletics, Ohio State University
Jon Steinbrecher, commissioner, Mid-American Conference
John Watson, director of athletics, Pepperdine University
Steve Weber, president, San Diego State University
Debbie Yow, director of athletics, University of Maryland, College Park

Proposal Number:

Title: ELIGIBILITY, FINANCIAL AID AND PLAYING AND PRACTICE SEASONS -- SUMMER ACADEMIC PREPARATION AND COLLEGE ACCLIMATIZATION -- MEN'S BASKETBALL

Intent: In men's basketball, to establish a summer academic preparation and college acclimatization model, as specified.

A. Constitution: Amend 3.2.4, as follows:

3.2.4 Conditions and Obligations of Membership.

[3.2.4.1 through 3.2.4.16 unchanged.]

3.2.4.17 Academic Assessment -- Men's Basketball.

3.2.4.17.1 Assessment of Student-Athletes Receiving Athletically Related Financial Aid. In men's basketball, an active member shall assess all incoming student-athletes (including transfer student-athletes) who have signed the institution's written offer of athletically related financial aid for the following academic year to identify those who require enrollment in summer school prior to initial full-time enrollment at the certifying institution. The assessment shall be based on criteria defined by the institution and shall include an assessment of learning skills. In following years, the institution shall re-evaluate all continuing student-athletes who will receive athletically related financial aid in the following academic year using institutionally defined criteria to identify student-athletes who should be encouraged to enroll in summer school. (See Bylaws 15.2.8.1.2.5 and 15.2.8.1.4.1.)

3.2.4.17.1 Exception -- No Summer Session. An institution that does not offer summer session classes is not required to assess incoming or continuing student-athletes.

3.2.4.17.2 Assessment of Student-Athletes -- Institution that Does Not Award Athletics Aid or Awards only Need-Based Athletics Aid. In men's basketball, an institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), shall assess all recruited incoming student-athletes (including transfer student-athletes) in order to

identify those that require enrollment in summer school prior to initial full-time enrollment at the certifying institution and in order to conduct athletics development activities pursuant to Bylaw 17.1.6.2.1.1.3. The assessment shall be based on criteria defined by the institution and shall include an assessment of learning skills. In following years, the institution shall re-evaluate all continuing recruited student-athletes using institutionally defined criteria to identify student-athletes who should be encouraged to enroll in summer school. (See Bylaws 15.2.8.1.2.5 and 15.2.8.1.4.1.)

3.2.4.17.1 Exception -- No Summer Session. An institution that does not offer summer session classes is not required to assess incoming or continuing student-athletes.

B. Bylaws: Amend 13.02.11, as follows:

13.02.11 Prospective Student-Athlete. A prospective student-athlete is a student who has started classes for the ninth grade. In addition, a student who has not started classes for the ninth grade becomes a prospective student-athlete if the institution provides such an individual (or the individual's relatives or friends) any financial assistance or other benefits that the institution does not provide to prospective students generally. An individual remains a prospective student-athlete until one of the following occurs (whichever is earlier):

[13.02.11-(a) through 13.02.11-(c) unchanged.]

[13.02.11.1 through 13.02.11.2 unchanged.]

13.02.11.3 Exception -- Men's Basketball. In men's basketball, a recruited prospective student-athlete (including a transfer prospective student-athlete) who has signed the institution's written offer of financial aid for the following academic year shall be considered a student-athlete at the point in which he attends a class for which he is registered and enrolled in the institution's summer term prior to his initial full-time enrollment at the institution.

C. Bylaws: Amend 14.4.3, as follows:

14.4.3 Eligibility for Competition.

14.4.3.1 Fulfillment of Credit-Hour Requirements. Eligibility for competition shall be determined based on satisfactory completion of at least:

[14.4.3.1-(a) through 14.4.3.1-(c) unchanged.]

[14.4.3.1.1 through 14.4.3.1.2 unchanged.]

14.4.3.1.3 Summer School Requirements -- Men's Basketball. In men's basketball, an incoming student-athlete (including a transfer student-athlete) who attends summer school prior to initial full-time enrollment at the certifying institution and engages in summer athletics development activities (see Bylaw 17.1.6.2.1.1.3) shall successfully complete a minimum of three credit hours of acceptable degree credit (other than physical education activity courses) toward any of the institution's degree programs in order to be eligible to compete in his first regular term of full-time enrollment. Remedial, tutorial and noncredit courses may be used to satisfy this requirement, provided the courses are considered by the institution to be prerequisites for specific courses acceptable for any degree program and are given the same academic weight as other courses offered by the institution. A continuing student-athlete who attends summer school and who engages in summer athletics development activities (see Bylaw 17.1.6.2.1.1.3) shall successfully complete a minimum of six credit hours in order to be eligible to compete in the first term of the following academic year.

D. Bylaws: Amend 15.2.8, as follows:

15.2.8 Summer Financial Aid. Summer financial aid may be awarded only to attend the awarding institution's summer term, summer school or summer-orientation program, provided the following conditions are met:

[15.2.8-(a) through 15.2.8-(c) unchanged.]

15.2.8.1 General Stipulations. A student-athlete who is eligible for institutional financial aid during the summer is not required to be enrolled in a minimum full-time program of studies. However, the student-athlete may not receive financial aid that exceeds the cost of attendance in that summer term. A student-athlete may receive institutional financial aid based on athletics ability (per Bylaw 15.02.4.1), outside financial aid for which athletics participation is a major criterion (per Bylaw 15.2.6.4) and educational expenses awarded (per Bylaw 15.2.6.5) up to the value of a full grant-in-aid, plus any other financial aid unrelated to athletics ability up to cost of attendance. (See Bylaws 15.01.6.1, 15.01.6.2, 16.3, 16.4 and 16.12.)

[15.2.8.1.1 unchanged.]

15.2.8.1.2 Enrolled Student-Athletes. After initial full-time enrollment during a regular academic year, a student-athlete shall not receive athletically related financial aid to attend the certifying institution's

summer term or summer school unless the student-athlete received such athletically related aid from the certifying institution during the student-athlete's previous academic year at that institution. Further, such aid may be awarded only in proportion to the amount of athletically related financial aid received by the student-athlete during the student-athlete's previous academic year at the certifying institution, except that this proportionality restriction shall not apply to a student-athlete who has exhausted his or her eligibility and is enrolled in a summer program of studies that will permit the student-athlete to complete his or her degree requirements.

[15.2.8.1.2.1 through 15.2.8.1.2.4 unchanged.]

15.2.8.1.2.5 Required Financial Aid -- Men's Basketball. Each year, the institution shall assess all continuing men's basketball student-athletes using institutionally defined criteria to identify those who should attend summer school. Student-athletes who are not on schedule to graduate in five years from initial full-time enrollment shall be strongly encouraged to attend summer school. The institution shall provide a full athletics grant-in-aid to a student-athlete who is identified through the assessment and chooses to attend, provided he is enrolled in a minimum of six credit hours.

15.2.8.1.2.5.1 Exception -- No Athletically Related Aid or Need-Based Athletically Related Aid. An institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), is not required to award athletically related financial aid to student-athletes who attend summer school.

[15.2.8.1.3 unchanged.]

15.2.8.1.4 Prior to Initial, Full-Time Enrollment at the Certifying Institution -- Athletics Aid. The following conditions apply to the awarding of athletically related financial aid to a prospective student-athlete (including a prospective student-athlete not certified by the NCAA

Eligibility Center as a qualifier) to attend an institution in the summer prior to the prospective student's initial, full-time enrollment at the certifying institution (see also Bylaw 13.02.11.1):

[15.2.8.1.4-(a) through 15.2.8.1.4-(e) unchanged.]

15.2.8.1.4.1 Required Financial Aid -- Men's Basketball. In men's basketball, a student-athlete who is required to attend summer school based on the institution's academic assessment (see Constitution 3.2.4.17) shall receive a full athletics grant-in-aid. Such a student-athlete shall enroll in a minimum of six credit hours (other than physical education activity courses) of acceptable degree credit toward any of the institution's degree programs and shall receive learning skills education. Remedial, tutorial and noncredit courses may be used to satisfy this requirement, provided the courses are considered by the institution to be prerequisites for specific courses acceptable for any degree program and are given the same academic weight as other courses offered by the institution;

15.2.8.1.4.2.1 Exception -- No Athletically Related Aid or Need-Based Athletically Related Aid. An institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), is not required to award athletically related financial aid to student-athletes who attend summer school.

E. Bylaws: Amend 17.1.6.2.1, as follows:

17.1.6.2.1 Institutional Vacation Period and Summer.

17.1.6.2.1.1 Sports Other than Championship Subdivision Football. In sports other than championship subdivision football, a student-athlete may not participate in any countable athletically related activities outside the playing season during any institutional vacation period and/or summer. Strength and

conditioning coaches who are not countable coaches and who perform such duties on a department-wide basis may design and conduct specific workout programs for student-athletes, provided such workouts are voluntary and conducted at the request of the student-athlete.

[17.1.6.2.1.1.1 through 17.1.6.2.1.1.2 unchanged.]

17.1.6.2.1.1.3 Athletics Development Activities -- Men's Basketball. In men's basketball, an institution may designate a consecutive eight-week period during the summer during which incoming and continuing student-athletes who are enrolled in a minimum of six credit hours in summer school may engage in required weight-training, conditioning and skill-related instruction. A student-athlete's participation in such activities per Bylaw 17.02.1 shall be limited to a maximum of eight hours per week with not more than two hours per week spent on skill-related workouts.

17.1.6.2.1.1.3.1 No Athletically Related Aid or Need-Based Athletically Related Aid. A student-athlete who attends an institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), may participate in athletics development activities pursuant to Bylaw 17.1.6.2.1.1.3, provided the institution awards all the institutional financial aid (e.g., need-based aid) for which the student-athlete qualifies.

[17.1.6.2.1.2 unchanged.]

Source: NCAA Division I Men's Basketball Academic Enhancement Group

Effective Date: August 1, 2011

Proposal Category: Amendment

Topical Area: Eligibility, Financial Aid and Playing and Practice Seasons

Rationale: Data indicates that student-athletes who undergo early institutional academic and learning assessments and receive the necessary additional academic support or attend additional summer school sessions are more likely to graduate within a five-year period. Further, both academically at-risk and high achieving student-athletes who enroll in summer school, particularly early in their academic careers, tend to experience enhanced academic success during their collegiate enrollment. This proposal recognizes the importance of the accrued academic benefits of summer school attendance and that retention problems drive a low Academic Progress Rate. The development of an institutional connection is a critically important factor in retaining students. Summer bridge programs have been shown to be particularly effective in this regard. Given the critical importance of the relationship between coach and student-athlete, it is fair to consider that enhancing that relationship will also enhance the connection that a student-athlete feels toward the institution. This proposal will provide opportunities for both academic and athletic improvement, which will, in turn, contribute to greater retention of student-athletes. Allowing limited athletically related activities in a structured environment will not significantly impact competitive equity, but it will prove beneficial in establishing stronger relationships and enhancing the student-athlete's bond to the institution. (For more information, please see the final report of the Division I Men's Basketball Academic Enhancement Group.)

Budget Impact: Will vary among institutions.

Impact on S-A's Time (Academic and/or Athletics): Minimal as compared to the current model.

Proposal Number: 2010-

Title: **NCAA MEMBERSHIP -- ACTIVE MEMBERSHIP -- CONDITIONS AND OBLIGATIONS OF MEMBERSHIP -- CONCUSSION MANAGEMENT PLAN**

Intent: To require, as a condition and obligation of NCAA membership, that an institution have a concussion management plan on file, as specified.

Constitution: Amend 3.2.4, as follows:

3.2.4 Conditions and Obligations of Membership.

[3.2.4.1 through 3.2.4.16 unchanged.]

3.2.4.17 Concussion Management Plan. An active member institution shall have a concussion management plan for its student-athletes. The plan shall include, but is not limited to, the following:

(a) An annual process that ensures student-athletes are educated about the signs and symptoms of concussions. Student-athletes must acknowledge that they have received information about the signs and symptoms of concussions and that they have a responsibility to report concussion related injuries and illnesses to a medical staff member;

(b) A process that ensures a student-athlete who exhibits signs, symptoms or behaviors consistent with a concussion shall be removed from athletics activities (e.g., competition, practice, conditioning sessions) and evaluated by a medical staff member (e.g., sports medicine staff, team physician) with experience in the evaluation and management of concussions;

(c) A policy that precludes a student-athlete diagnosed with a concussion from returning to athletic activity (e.g., competition, practice, conditioning sessions) for at least the remainder of that calendar day; and

(d) A policy that requires medical clearance for a student-athlete diagnosed with a concussion to return to athletics activity (e.g., competition, practice, conditioning sessions) as determined by a physician (e.g., team physician) or the physician's designee.

3.2.4.17.1 Effect of Violation. A violation of Constitution 3.2.4.17 shall be considered an institutional violation per Constitution 2.8.1; however, the violation shall not affect the student-athlete's eligibility.

Source: NCAA Division I Board of Directors (NCAA Executive Committee).

Effective Date: Immediate

Proposal Category: Amendment

Topical Area: NCAA Membership

Rationale: This proposal outlines a consistent Association-wide approach to concussion management as recommended by the Executive Committee. This proposal demonstrates the NCAA's continued commitment to the prevention, identification, evaluation and management of concussions. The development of a concussion management plan at the institutional level that includes the protocol under the direction of a physician for responding to possible concussions is in the best interest of student-athlete well-being and can lessen the chances of further harm to a student-athlete's health. Further, a concussion management plan, in addition to the institution's sports medicine policies for the care of its student-athletes will assist with the continued evaluation and care for student-athletes who suffer concussions. Determination of appropriate care and treatment of a student-athlete's injuries and illness are best handled through an institutional medical model that has physician oversight and direction. This model should focus on appropriate access to healthcare providers with the unchallengeable authority to determine management and return to play following a concussion. Lastly, requiring each institution to engage student-athletes in understanding their risks and acknowledge that they understand these risks, as well as their responsibility for reporting their injuries and illnesses, including signs and symptoms of concussions, will help to ensure that student-athletes are keenly aware of the potential harmful effects of concussions on their health.

Estimated Budget Impact: Minimal.

Impact on S-A's Time (Academic and/or Athletics): Minimal.

REPORT OF THE NCAA DIVISION I COMMITTEE ON ACADEMIC PERFORMANCE JUNE 28-30, 2010, MEETING

***KEY ITEMS*.**

1. **Examination of the NCAA Division I Academic Performance Program (APP).** The NCAA Division I Committee on Academic Performance continued its comprehensive examination of the APP to determine the program's effectiveness in reaching the membership's goals of academic reform. This review will continue through the summer and fall and will include further discussions regarding the NCAA Division I Academic Progress Rate (APR) metric, APP benchmarks, penalty structures, filters and waiver directives.

2. **Joint Meeting with the NCAA Division I Academic Cabinet.** The committee conducted a portion of its meeting with the Academic Cabinet to review the initial-eligibility and two-year college transfer student-athlete standards, in order to formulate recommendations on these key issues. The two groups also discussed outstanding issues regarding the recommendations of the NCAA Division I Football Academic Working Group.

***ACTION ITEMS*.**

1. **Legislative Items.**

   - None.

2. **Nonlegislative Items.**

   - None.

***INFORMATIONAL ITEMS*.**

1. **Examination of the APP.** The committee continued its extensive review of the APP and its examination of the principles and goals tied to the program. The committee agreed in principle to a set of goals and principles that guide the overall purpose of the APP; however, continued discussion will occur to ensure fairness to all institutions, regardless of mission, resources or any other relevant factors. In addition, the committee continued its examination of the relationship between the APR and actual graduation numbers. The committee continued to discuss possible avenues for using both the APR and graduation rates within the APP structure and options for incorporating graduation into the APR

metric. The committee raised a number of questions and issues that require further research and discussion as this examination continues throughout the summer and during the October meeting.

The committee examined the current APP penalty structure and discussed the effectiveness of APP penalties in meeting the goal of improved academic performance and progress toward graduation for student-athletes. Further, the group discussed possible changes to the penalty structure, which could include changes to the levels of and progression to penalties in addition to changes to the types of penalties levied on teams that are underperforming. The committee also continued a discussion regarding appropriate penalty benchmarks based on past changes to the APR calculation, as well as the improvement shown by teams. In addition to the review of the penalty structure and benchmarks, the committee continued its discussion on the appropriateness of each of the current filters in light of any possible adjustments to the penalty structure and benchmarks. The committee also discussed the possible inclusion of new filters to address other issues, such as graduation. These topics will be discussed again during the October meeting.

2. **Public Announcement of Penalties and Rewards and Related Public Relations Efforts.** The committee received a summary of the most recent public release of institutional APRs and APP penalties, which occurred June 9, 2010, and the Elite 88 awards for 2009-10, which was the inaugural year for these awards. As part of this discussion, the committee agreed to publish two lists for football for the public recognition awards effective with the 2009-10 APR data [i.e., one for Football Bowl Subdivision (FBS) and one for Football Championship Subdivision (FCS)]. This change will provide opportunity for each distinct subdivision's football teams to be honored for top academic performance. In addition, this action is in alignment with the NCAA Championships structure. Further, the committee requested the staff to further develop for its consideration at a future meeting a concept to recognize teams who have achieved high enough APRs to receive public recognition for a specified number of years and public recognition for coaches based on long-term team APR performance.

3. **NCAA Division I Football Academic Working Group Report.** In a joint meeting with the Academic Cabinet, the committee reviewed the Football Academic Working Group's final report with a focus on outstanding issues related to the recommendations contained within the working group's report. The two governance bodies support the concept of requiring all football student-athletes to complete nine hours and earn the APR eligibility point during the fall term in order to be eligible for all games of the subsequent season. Football student-athletes failing to meet this requirement would be ineligible for

participation in the first four contests in the following season. The groups also supported the option of reducing this penalty from the first four contests to two contests if the student-athlete earns 27 credit hours by the end of the summer session. Data demonstrate that football student-athletes who earn nine credit hours during the fall earn more APR points during their academic careers and are more likely to graduate and less likely to become an "0/2" student-athlete. Further, requiring 27 credit hours will position the student-athlete for graduation within four and a half years. This, in conjunction with other progress-toward-degree requirements, will ensure that football student-athletes are progressing toward a degree. The groups agreed that first-year student-athletes should be allowed to use credit hours earned at the certifying institution during the summer before initial full-time enrollment and credit hours earned during the summer after the regular academic year to satisfy the 27 credit-hour requirement, but not the nine credit-hour requirement.

To address institutions following quarter-based academic calendars, the committee and cabinet recommended that football student-athletes be required to earn eight quarter hours in the fall term and, for those that fail to satisfy this requirement, be required to earn 40 quarter hours prior to the subsequent fall term in order to reduce the contest penalty. Research indicated the eight quarter-hour requirement generally is equivalent to the nine semester-hour requirement. Further, the 27 semester credit-hour requirement was selected because it positions a student-athlete for graduation in four and a half years. Requiring a football student-athlete at an institution with a quarter-based academic calendar to earn 40 quarter credit hours will position that student-athlete to graduate in an approximately equivalent period of time.

The committee and cabinet did not favor the working group's recommendation to no longer exempt the aid of "0/2" student-athletes who have exhausted eligibility when calculating contemporaneous penalties for FBS teams. The committee and cabinet agreed to take no action at this time regarding the recommendation in light of the committee's continued review of the APP, including the existing penalty structure, penalty-waiver filters and exceptions and cut scores. The two groups agreed that more time must be devoted to the study of time demands on football student-athletes and supported the Academic Cabinet in its effort to develop enhanced academic requirements for two-year college transfers that more accurately reflect the academic preparation most likely to lead to completion of a four-year degree.

4. Proposed Academic and Athletics Development Model for Women's Basketball. The committee reviewed the February 23, 2010, report of the NCAA Division I Women's Basketball Issues Committee and noted the following feedback for the group. The committee observed a noted difference between the women's basketball model and the one developed for men's basketball in that the proposal for women's basketball is

intended for all women's basketball student-athletes, rather than for only those identified as "at-risk." While the committee applauds the intent behind mandatory summer school attendance for all incoming freshman and transfer student-athletes who have signed athletically related financial aid agreements for the following academic year, it noted the financial burden this may place on institutions and potential timing issues for high schools that end in late June/early July and for international student-athletes. Additionally, the committee encouraged the Women's Basketball Issues Committee to consider the other concepts (e.g., definition of a prospective student-athlete) included in the NCAA Division I Men's Basketball Academic Enhancement Group's report to determine their relevance, if any, to women's basketball.

5. **Review of Academic Eligibility Standards for Prospective Student-Athletes.** In a joint meeting with the Academic Cabinet, the two groups discussed issues related to both initial-eligibility standards and two-year college transfer standards. The NCAA research staff provided information that showed the benefits and consequences of the different initial-eligibility standard models in terms of the number of prospective student-athletes that would not have been eligible during the first academic year. In its review of the two-year college transfer standards, the group supported the continued examination of a model that would allow for remediation of academically underprepared prospective student-athletes during the first year of enrollment at the two-year college with no athletics competition permitted. The model would allow a prospective student-athlete to opt into a three-year program that would provide a delay to the start of his or her progress-toward-degree timeline until after the year of remediation. The committee was also supportive of the Academic Cabinet's desire to examine possible changes to two-year college transfer regulations, which could include an increased grade-point average requirement, more specific course requirements and a possible shift away from separate requirements for qualifiers and nonqualifiers. The group noted that the research staff will provide more detailed information related to these possible changes to the Academic Cabinet for its fall meeting.

6. **Academic Data Collection for Two-Year College Transfer Student-Athletes.** The committee approved an extension of the two-year college transfer student-athlete data collection, which is submitted each fall as part of an institution's Academic Performance Census (APC), for two additional APR data cohorts (i.e., 2010-11 and 2011-12) with a reassessment at the end of that time. The two-year extension will provide additional data on the outcomes (e.g., graduation) of two-year college transfers in prior cohorts, which may provide additional insights on the profile of a successful two-year college transfer and to assist with informing future academic policy decisions. This data collection includes the sports of baseball, football and men's and women's basketball.

7. **Review of Occasion-Three Historical Penalty Waivers.** The staff provided a summary of the decisions made by the staff and the committee for Occasion-Three Historical Penalty waivers submitted by institutions during the 2009-10 academic year. The staff made decisions on eight of the 10 waivers submitted, while the committee conducted in-person hearings for two teams. The committee reviewed and discussed the decisions made in the hearings as well as the decisions made by the staff to ensure consistency among all decisions and adherence to the committee's philosophy and directive. The committee also discussed the timing of implementation of Occasion-Three Historical Penalties when a condition placed on an approval is not met and agreed to review the application of these penalties to ensure that the timing is appropriate.

8. **Occasion-Three and -Four Penalty Waivers and Appeals of Waivers.** The committee amended its policies and procedures to reduce the submission timeline for Occasion-Three and -Four Historical Penalty waivers from 21 calendar days to 14 calendar days and reduced the appeals timeline from 21 calendar days to seven calendar days, effective fall 2010. These modifications will simplify the waiver process and make all APP penalty waiver submission and appeal processes consistent, while reducing the amount of time institutions must spend in the penalty waiver phase of the APR process. The committee also provided the staff with the authority to grant extensions of these timelines for institutions requesting additional time to submit a wavier and/or appeal. These requests will be considered on a case-by-case basis and will take into consideration the mitigation presented by the institution for the extension. The committee noted that institutions are aware of team's penalties well in advance of these submission deadlines, generally providing ample time for preparing waiver requests.

9. **Policies and Procedures for APP Data Review Outcomes on Penalties.** The committee amended its policies and procedures to require institutions involved in an APP data review to be advanced to the appropriate level of penalty, if it has been determined that the corrected data would have subjected the team to a penalty or to a different level of penalty than it was previously subject to. In the past, there have been occasions when a team's corrected data positioned the team to be subject to APP penalties when the team was not previously subject to such penalties due to inaccurate APRs. This has created situations in which teams that should have received APP penalties have not received those penalties. This modification provides fairness to the process, while not adding on past penalties that would create an unintended burden on the team. The committee also directed the NCAA Division I Committee of Academic Performance Subcommittee on Appeals to develop a directive to provide guidance to the NCAA staff for the waiver process for institutions facing these circumstances.

10. Policies and Procedures for Institutions that Submit Unusable Data. The committee amended its policies and procedures to create a multistep process to address situations in which institutions submit unusable data either during the APP data submission or the data review process. The first step in the process will involve an on-campus visit by the staff to review the documentation used to certify academic eligibility and to provide the institution with training on best practices for eligibility certification and data submission. In the year following the on-campus visit, the institution will be placed in a probationary period, which may include:

a. Recurring checks between the staff and the institution's certifying officer;

b. Required attendance for institutional representatives at NCAA Regional Rules Seminars and/or participation in APP webinars;

c. Creation of an academic certification and data improvement plan for review by the staff and/or the NCAA Division I Committee on Academic Performance Subcommittee on Data Collection and Reporting;

d. Submission of midyear academic data;

e. Continued ineligibility for postseason competition for all teams;

f. Ineligibility for public recognition of any high-performing teams and NCAA Division I Academic Performance Program Supplemental Support Fund (SSF) monies; and

g. Any additional corrective measures as determined by the Subcommittee on Data Collection and Reporting.

After the one-year probationary period, the NCAA staff will conduct a follow-up visit at the institution to determine if the identified issues have been resolved or not. If it is clear that the institution continues to have systemic issues with eligibility certification and/or data submission, the institution will continue to be subject to the conditions imposed in the probationary year. In addition, institutional representatives, including the institution's president, must participate in a meeting with the full committee in order to explain the continuance of the systemic data issues and the issues uncovered throughout the process would be provided to the NCAA Division I Administration Cabinet for its review as it relates to the institution's active Division I membership status. These amended policies will allow the staff to work cooperatively with the institution earlier in the process to reconcile the APP data while also holding the institution responsible for originally submitting unusable data. It also provides the opportunity for the committee to call on

senior-level institutional representatives to explain why improvements in APP data procedures are not being made.

11. Data Submission and Penalty Application Requirements for an Institution Transitioning its Athletics Program or Team from Division I or Discontinuing a Division I Sport. The committee amended its policies and procedures to include the APP data submission and penalty application requirements for an institution that transitions its athletics program or team from Division I or that discontinues a sport at the Division I level. Within the last year, the staff has been notified of two institutions that intend to transition its athletics program from Division I to Division III. Each situation presented unique circumstances.

Under the new process, once the NCAA staff receives written notification from the institution of its intention to transition its athletics program or team from Division I or to discontinue a sport at the Division I level, the institution/team will no longer be responsible for submitting APP data beginning with the academic year the staff receives notice. In addition, the institution/team will no longer be subject to new APP penalties, but must impose previously earned penalties that apply to the academic years the team/institution continues to compete as a Division I institution/team. The institution/team also will be excluded from any public release of APR and associated penalties, Graduation Success Rate (GSR) and head coaches' information and from the calculation and/or determination of any penalty filters. Further, the institution/team will no longer be eligible for any SSF monies and the public recognition for high academic performance. In addition, the institution/team no longer will submit APR adjustment requests, APP penalty waivers or APR Improvement Plans.

The approved policies also detail the process for instances when a team transitioning from Division I received a conditionally approved APP penalty waiver; when an institution's transition to another division or athletics organization is a multiyear process, and instances when an institution rescinds its decision to transition from Division I. The application of these policies generally shall be effective beginning the academic year the staff receives written notice of the institution's intention to transition from Division I or to discontinue a sport; however, the staff will have flexibility in determining the effective date for each provision based on the timing of receipt of notice.

12. NCAA Division I GSR Data Collection. The Subcommittee on Data Collection and Reporting received a report on the GSR data collection process for submission of data for the 2003-04 cohort, which was due June 1. It was noted that all institutions submitted the requisite data by the prescribed due date and the membership experienced positive results

with the new data collection portal, which used data imported from the APP data collection system for the reporting cohort.

13. **APP Data Reviews**. The Subcommittee on Data Collection and Reporting received an update on the progress of the 62 institutions involved in APP data reviews for the 2010-11 academic year. Twenty-seven of the institutions selected are reviewing GSR data, 31 institutions are reviewing APC and APR data and four institutions are reviewing GSR, APC and APR data. It is anticipated that all data reviews will be completed in the fall.

14. **APP Data Submission Requirements Related to Proposed Division I Membership Requirements.** The Subcommittee on Data Collection and Reporting confirmed that institutions seeking Division I membership under the proposed membership requirements will be required to submit APP data starting from the year in which the institution will be required to be in full compliance with Division I legislation, which will be year one of the four-year process. Under current committee policies, institutions or teams that are multidivisional members, provisional members or in the process of reclassifying to Division I are subject to the APP beginning with the first year in the membership process during which the institution is required to be in compliance with Division I legislation. Also, this timeline will allow the collection of sufficient data to determine if any team is subject to historical penalties, which may be a factor in electing an institution to active Division I membership. In addition, the proposed Division I membership legislation will eliminate provisional and multidivisional membership for new institutions. As such, current provisional and multidivisional institutions will continue to submit APP data under the current timeline and as required for all active Division I institutions and institutions.

15. **Joint Committee on Academic Performance and NCAA Division I Committee on Athletics Certification Subgroup.** The committee received an update on the work of the subgroup, including a timeline for the completion of its work. The subgroup currently is comprised of three Committee on Academic Performance members and three members of the Committee on Athletics Certification. At this time, the staff is developing a draft framework for the subgroup to consider based on the identified focus and goals of the subgroup. The subgroup will conduct its work on scheduled teleconferences starting in July and continue through the fall. It is anticipated that a final report will be submitted to the Committee on Athletics Certification for its consideration in February 2011 and to the Committee on Academic Performance for its consideration in April 2011.

16. June 2010 Knight Commission Report on Intercollegiate Athletics. The committee reviewed the latest report from the Knight Commission on Intercollegiate Athletics, which called for financial and academic reforms in college sports and offered three principles for reform with several related recommendations. The committee noted that several of its initiatives already underway may address recommendations contained within the report.

Committee Chair: *Walter Harrison, University of Hartford, America East Conference*
Committee Liaisons: *Diane Dickman, Academic and Membership Affairs*
Julie Cromer, Academic and Membership Affairs
Kevin Lennon, Academic and Membership Affairs
Todd Petr, Research
Bill Regan, Academic and Membership Affairs

SUPPLEMENT NO. 8
DI Presidential Advisory Group 8/10

RESTORING THE BALANCE

Dollars, Values, and the Future of College Sports

Knight Commission
On Intercollegiate Athletics

Sponsored by the John S. and James L. Knight Foundation

This report sets forth reforms that are achievable and that, if implemented, will create a foundation upon which future reforms can build. Our blueprint for restoring educational values and priorities begins with strengthening accountability for intercollegiate athletics in three ways:

1. Requiring greater transparency and the reporting of better measures to compare athletics spending to academic spending
2. Rewarding practices that make academic values a priority
3. Treating college athletes as students first and foremost—not as professionals

For additional content and video, see the multimedia version of this report at
restoringbalance.knightcommission.org

Knight Commission
On Intercollegiate Athletics

LETTER OF TRANSMITTAL

Alberto Ibargüen
President and Chief Executive Officer
John S. and James L. Knight Foundation
200 South Biscayne Blvd., Suite 3300
Miami, FL 33131

Dear Mr. Ibargüen:

Almost 20 years ago, the Knight Commission on Intercollegiate Athletics released a landmark report about major college athletics. It criticized low athlete-graduation rates, questionable academic standards, and the increasing tendency of athletics programs to operate independently of university oversight. The trustees of the Knight Foundation feared that these persistent problems, found in all too many major college sports programs, threatened the very integrity of higher education. The report created a detailed roadmap for reforming college sports and was quickly embraced by higher education leaders.

Since then, presidents and other leaders of Division I institutions have done much to improve governance policies and to raise academic expectations. The result has been better classroom outcomes for athletes and greater accountability for their coaches, teams, and institutions. Yet while we are proud that the Commission's 1991 report and its subsequent work have had a positive impact, we are acutely aware of how much remains undone.

Most urgent of the remaining goals set out in the Commission's 1991 report is financial reform. The costs of competing in big-time intercollegiate sports have soared. Rates of spending growth are breathtaking. This financial arms race threatens the continued viability of athletics programs and the integrity of our universities. It cannot be maintained.

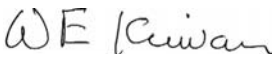
Despite our deep concern about this problem, we believe firmly that—at their best—intercollegiate sports bring enormous benefits to their universities and communities. Indeed, we take as our starting point the mission articulated by James L. Knight, Chairman of the Knight Foundation in 1989: "We recognize that intercollegiate athletics have a legitimate and proper role to play in college and university life. Our interest is not to abolish that role but to preserve it by putting it into perspective."

This report sets forth reforms that are achievable and that, if implemented, will create a foundation upon which future reforms can build. Our blueprint for restoring educational values and priorities begins with strengthening accountability for intercollegiate athletics in three ways:

1. Requiring greater transparency, including better measures to compare athletics spending to academic spending
2. Rewarding practices that make academic values a priority
3. Treating college athletes as students first and foremost—not as professionals

We express our deep gratitude for the continuing support Knight Foundation has provided to this effort. We hope that our recommendations, like those of previous Commissions, will significantly advance much-needed policy changes in college athletics.

Sincerely,



William E. Kirwan
Co-Chairman
Chancellor
University System of Maryland

R. Gerald Turner
Co-Chairman
President
Southern Methodist University

LETTER OF TRANSMITTAL

Val Ackerman
Adjunct Professor, Columbia University
Founding President, Women's National Basketball Association

William W. Asbury
Vice President Emeritus for Student Affairs, Pennsylvania State University

Nicholas A. Buoniconti
Board of Trustees, University of Miami

Carol A. Cartwright
President, Bowling Green State University

John J. DeGioia
President, Georgetown University

Elson S. Floyd
President, Washington State University

Sarah Lowe
Graduate Student, Department of International Development, St. Antony's College, University of Oxford

Jerry I. Porras
Lane Professor of Organizational Behavior and Change Emeritus, Stanford University

Clifton R. Wharton Jr.
President Emeritus, Michigan State University
Former Chairman and CEO, TIAA-CREF

Charles E. Young
President Emeritus, University of Florida and Chancellor Emeritus, University of California, Los Angeles

Michael F. Adams
President, University of Georgia

Henry S. Bienen
President Emeritus, Northwestern University

Hodding Carter III
University Professor of Leadership and Public Policy, University of North Carolina, Chapel Hill

Anita L. DeFrantz
President, LA84 Foundation

Leonard J. Elmore
Chief Executive Officer, iHoops

Janet Hill
Vice President, Alexander & Associates Inc. and Trustee, Duke University

Andrea Fischer Newman
Senior Vice President - Government Affairs, Delta Air Lines, and Board of Regents, University of Michigan

Sonja Steptoe
Former Journalist, *Time, Sports Illustrated, The Wall Street Journal*

Judy Woodruff
Senior Correspondent, *The PBS NewsHour* and Trustee Emerita, Duke University

Chris Zorich
Manager of Student Welfare and Development, The University of Notre Dame

INTRODUCTION

At the nation's most prominent universities, intercollegiate athletics have always played a dual role in campus life. On the one hand, they are managed for the benefit of student-athletes. On the other, they inspire the interest and passions of thousands, if not millions, of fans. For most teams at most institutions, these roles can be reconciled. But in high-profile sports, tensions often surface between the core mission of universities and commercial values.

These tensions have grown significantly over the past two decades. The pursuit of television contracts and slots in football bowl games, together with the quest to win championship tournaments in basketball, have had a destabilizing influence on athletics programs. Among other worrisome developments, the intensely competitive environment at the top levels of college sports has prompted four rounds of realignment among athletic conferences since 1994; a bidding war for prominent coaches; and accelerating expenses across the board.

The growing emphasis on winning games and increasing television market share feeds the spending escalation because of the unfounded yet persistent belief that devoting more dollars to sports programs leads to greater athletic success and thus to greater revenues.

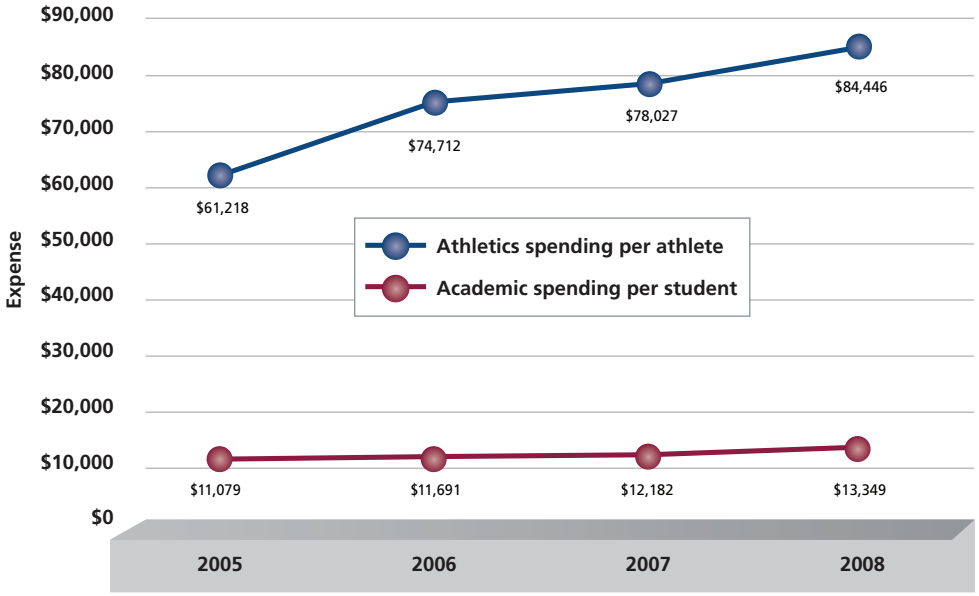
In fact, only a tiny number of college athletics programs actually reap the financial rewards that come from selling high-priced tickets and winning championships. According to a *USA Today* analysis, just seven athletics programs generated enough revenue to finish in the black in each of the past five years. This reality is often obscured by headlines about money in college sports, such as the recent 14-year, $10.8 billion television rights deal for the NCAA men's basketball tournament, and yet another round of conference realignments and expansions designed to increase television market share.

The growing emphasis on winning games and increasing television market share feeds the spending escalation.

Figure 1:

Athletics spending rises while academic spending is flat

Medians for academic spending per student compared to athletics spending per athlete, Football Bowl Subdivision institutions, 2005-2008



This figure compares growth in median athletics spending per athlete to median academic spending per student at 97 of the 103 public institutions in the FBS. The growth over time for athletics spending was 37.9 percent compared to 20.5 percent for academic spending. All figures are in current dollars. Academic spending reflects the full cost of education measure, which includes spending for instruction, student services, and shared overhead costs for academic, instructional, and operations support averaged per full-time equivalent student. Athletics spending includes all athletics operating expenses averaged on a per athlete basis. More detailed data grouped on a conference basis are available in the online report at restoringbalance.knightcommission.org.

Source: See endnotes.

Nevertheless, the pursuit of those elusive goals by many programs creates a cost spiral that causes athletics spending to rise at rates often exceeding those on academic spending. At many universities, institutional spending on high-profile sports is growing at double or triple the pace of spending on academics. This is due to much more than multimillion dollar salaries for football and basketball coaches. Less-publicized trends also play a significant role, including a steep increase in the number of expensive non-coaching personnel devoted to individual sports.

In some instances, there are legitimate reasons for athletics spending to outpace education-related spending on a per-student basis. Health insurance for student-athletes is a unique and large expense, for example. But expenses like this cannot account for the lopsided spending patterns seen at some universities. Median athletics spending per athlete at institutions in each major athletics conference ranges from 4 to nearly 11 times more than the median spending on education-related activities per student (see Figure 2).

Median athletics spending per athlete at institutions in each major athletics conference ranges from 4 to nearly 11 times more than the median spending on education-related activities per student.

Figure 2:

Academic and athletics spending by conference

Medians for academic and athletics spending on a per capita basis, Football Bowl Subdivision conferences, 2008

FBS Conference	Academic Spending per FTE Student 2008	Athletics Spending per Athlete 2008	Athletics Spending per Athlete Outpacing Academic Spending per Student by 4 to 11 times
Southeastern (SEC)	$13,410	$144,592	10.8
Big 12	$13,741	$124,054	9.0
Big Ten	$17,025	$115,538	6.8
Atlantic Coast (ACC)	$15,911	$105,805	6.6
FBS Median	**$13,349**	**$84,446**	**6.3**
Pacific-10	$15,149	$94,545	6.2
Conference USA	$11,222	$64,508	5.7
Mountain West	$13,404	$69,000	5.1
Western Athletic (WAC)	$12,251	$62,634	5.1
Big East	$17,504	$84,887	4.8
Sun Belt	$9,691	$41,895	4.3
Mid-American (MAC)	$12,032	$48,139	4.0

This figure shows academic and athletics spending on a per capita basis using median expenses in 2008. Academic and athletics spending data reflect the measures described in Figure 1.

Source: See endnotes.

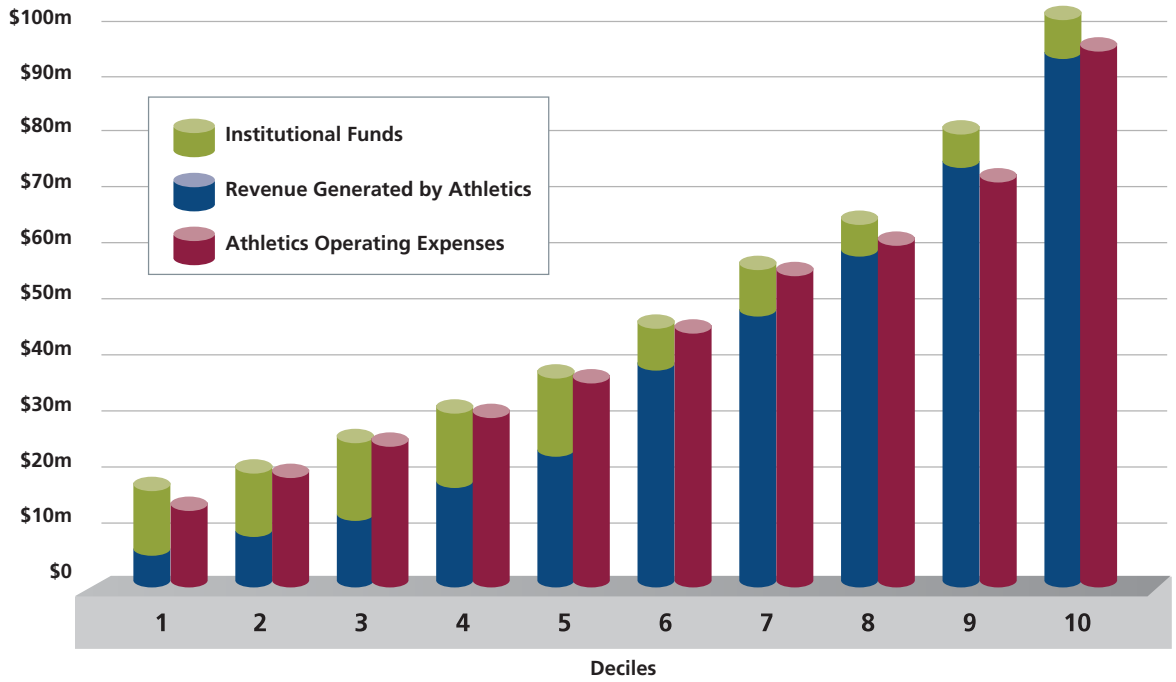
At most institutions, these expenditures require a redistribution of institutional resources. Because sports revenues so often fall short of meeting the needs of athletics programs, almost all programs must rely on allocations from general university funds, fees imposed on the entire student body, and state appropriations to meet funding gaps (see Figure 3). This is a significant concern at a time when economic woes have devastated state budgets and institutional endowments alike. Conflicts over funding between academics and athletics are growing.

Indeed, reliance on institutional resources to underwrite athletics programs is reaching the point at which some institutions must choose between funding sections of freshman English and funding the football team. And student-athletes in non-revenue sports risk seeing their teams lose funding or be cut entirely. These threats extend well beyond universities with high-budget athletics programs: it is clear that the spending race that too often characterizes major football and basketball programs is creating unacceptable financial pressures for everyone.

Figure 3:

Institutional funds needed to balance budgets

Average expenses compared to average revenue generated by athletics and institutional funding, Football Bowl Subdivision institutions, 2008



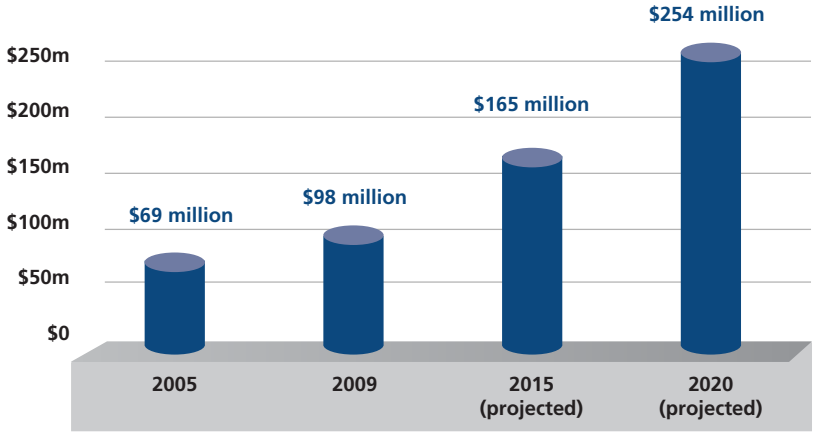
In this figure, generated revenue consists of funds the athletics program earned from external sources, such as ticket sales and broadcast revenues. Institutional funds consist of student fees, transfers from general fund sources, state appropriations, and other sources internal to the institution. This figure shows that most institutions require institutional funding to balance their athletics operating budget. These **2008** data represent the average operating expenses of all FBS institutions, including private institutions. Deciles are ranked according to **2007** athletics operating expenses. According to 2008 expenses, the institutions in Decile 1 had average athletics operating expenses of $14.7 million, and institutions in Decile 10 had average athletics operating expenses of $96.7 million. The table displaying the exact dollar amounts represented in this figure can be found in the online report at restoringbalance.knightcommission.org.

Source: NCAA

Figure 4:

Top athletics budgets exceed $250 million in 2020

Budget projections for the top ten public institutions spending the most on athletics, 2015 and 2020



Average Budgets for Top Ten Spenders on Athletics

This figure shows future projections for the average athletics operating budget for the ten public institutions spending the most on athletics in 2009. The growth rate projections are based on the "smoothed" annual rates of change for total operating expenses during the following periods: 2005-2009, 2006-2009 and 2007-2009.

Source: *USA Today* NCAA athletics database using data reported by each institution on NCAA financial reports.

It is clear that the spending race that too often characterizes major football and basketball programs is creating unacceptable financial pressures for everyone.

In brief, if the business model of intercollegiate athletics persists in its current form, the considerable financial pressures and ever-increasing spending in today's college sports system could lead to permanent and untenable competition between academics and athletics. More broadly, this model could lead to a loss of credibility not just for intercollegiate sports but for higher education itself.

The current financial downturn should be a wake-up call for all programs. It has significantly refocused academic priorities and even forced some institutions to ratchet back spending on sports—primarily by paring teams in lower-profile sports, thus curtailing opportunities for student-athletes. However, even with this new reality, top programs are expected to have athletics budgets exceeding $250 million by 2020, based on data from the past five years. Even for the largest and best-positioned universities, a $250 million athletics budget serving an average of 600 student-athletes is untenable (see Figure 4).

In the Commission's view, addressing misplaced spending priorities requires answering some searching questions: Are financial incentives at the national, conference, and institutional levels rewarding behaviors that are aligned with the core values of higher education, institutions' educational missions, and amateur athletic competition? Or are they creating a "winner take all" market in which there are very few winners? More often we see the latter.

Changing course will not be easy. But we know that some institutions have been able to achieve a healthy balance between academic and athletics spending. We believe that the reforms laid out in this report can help all college athletics programs do the same.

Academic reform hit a tipping point when graduation rates were first shared publicly. We believe the same will be true for financial reform when there is far greater openness about spending on college sports.

Presidents of universities with major football programs clearly recognize the need for change. In a 2009 Knight Commission survey, a large majority said that they believe today's revenue and spending trends are not sustainable for athletics programs as a whole. Nearly half expressed concern about the proportion of institutional resources being used to support athletics programs, and a similar proportion said they feared that economic pressures might force them to discontinue a sport.

Presidents also understand the urgency of acting together. To be sure, some institutions have been able to achieve financial stability, taking advantage of significant revenue opportunities while exercising prudent management. But it is clear that the vast majority of Division I institutions will not be able to do so without a shared structure that provides athletics programs and universities with the information, expectations, and incentives needed to achieve a better balance in their spending priorities.

The Commission believes that the first step among the many actions needed to redress the imbalance in athletics spending is to make financial data in intercollegiate sports, both for public and private institutions, readily available to the general public and to trustees, state legislators, students, parents, and the media. Academic reform hit a tipping point when graduation rates for student-athletes were first shared publicly. We believe the same will be true for financial reform when there is far greater openness about spending on college sports—in absolute dollars, in growth levels, and in comparison to academic budgets.

We applaud the NCAA's good work over the past five years in improving the accuracy of financial data and organizing that information into a database accessible to all presidents. These valuable efforts provide a solid foundation on which to build. But much more needs to be done.

We believe that more data, better data, and more transparent data will mean greater accountability for college sports, both on campus and in the public eye.

After all, at a time when all of U.S. higher education is under unprecedented pressure to be more transparent to the public and more accountable for the results it achieves, intercollegiate athletics cannot expect to be immune to the same standards. Moreover, as with other parts of higher education, heightened scrutiny of college sports should not be viewed as a threat but as an opportunity. With the spotlight already on intercollegiate athletics, more effective disclosure of finances—and of financial priorities—will enhance the long-term prospects of college athletics by ensuring that they remain part of, not apart from, the central mission of colleges and universities.

Our recent survey of college presidents shows that they are united in their desire for greater transparency in athletics spending. Given the diversity and complexity of the challenges they face, however, they are understandably wary of one-size-fits-all solutions. Backers of constructive change face a considerable practical challenge—marking a path to financial reform in a system characterized by great diversity in resources, funding models, institutional practices, and state laws. These concerns are legitimate, but we believe they can be overcome.

In the recommendations that follow, the Commission outlines how the influence of big money in high-profile college athletics can and must be reduced. We aim not only to foster much-needed discussion but, above all, to stimulate reform.

With the spotlight already on intercollegiate athletics, more effective disclosure of finances—and of financial priorities—will enhance the long-term prospects of college athletics by ensuring that they remain part of, not apart from, the central mission of colleges and universities.

PRINCIPLES AND RECOMMENDATIONS

Knight Commission Principles

Before detailing our specific proposals, we begin with two broad principles that have guided our discussions and informed our final recommendations:

- **Academics first.** Each institution must make decisions regarding athletics budgets with a view to how they will affect its academic mission and values. Spending on educational activities should not be compromised to boost sports funding.

- **Responsible spending.** Fiscal discipline in athletics programs must be a top priority for the NCAA, for individual conferences, and for colleges and universities themselves. At every level of oversight of college sports, financial policies should aim to strengthen each institution's broader educational mission; to preserve and promote college athletes' educational and athletic opportunities; and to strengthen the capacity of colleges and universities to offer extensive and equitable participation opportunities for men and women.

Knight Commission Recommendations

Our blueprint for restoring educational values and priorities calls for strengthening accountability for intercollegiate athletics in three ways:

I **Requiring greater transparency, including better measures to compare athletics spending to academic spending**

II **Rewarding practices that make academic values a priority**

III **Treating college athletes as students first and foremost —not as professionals**

I REQUIRING GREATER TRANSPARENCY, INCLUDING BETTER MEASURES TO COMPARE ATHLETICS SPENDING TO ACADEMIC SPENDING

Real long-term progress in athletics financing across all NCAA Division I institutions requires the availability of clear, comparable, and complete financial data, together with strategies to improve accountability.

A. Transparency

All Division I institutions should publish accurate and comparable information about revenues and expenses in athletics every year.

1. **Make NCAA financial reports public.** These standardized reports on athletics spending and revenues are already used by the NCAA to provide presidents and chancellors with a set of metrics in the form of "dashboard indicators" to assess their athletics programs' financial health and their revenue and expense patterns relative to peer institutions. However, these institutional data are rarely seen by the general public.

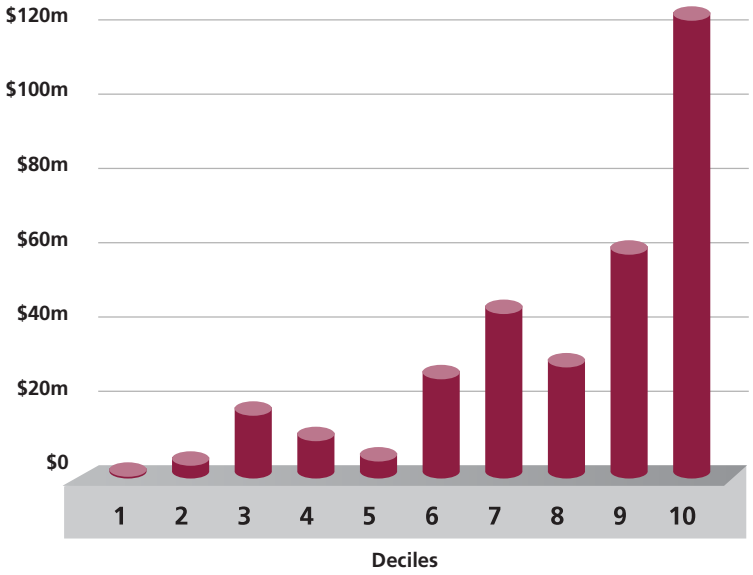
   Colleges are also required to file separate financial and participation reports annually with the U.S. Department of Education in compliance with the Equity in Athletics Disclosure Act of 1994 (http://ope.ed.gov/athletics). But the financial data in these reports lack comparability because the law requires colleges to report information in overly broad categories, permitting wide variation from institution to institution.

   We recognize that data in the NCAA's standardized reports are not perfect. For example, they do not account for varying budget treatment of tuition waivers for scholarship athletes, which can make it difficult to compare spending between institutions. However, these audited reports represent the most accurate athletics financial reports available and, as such, the data should be publicly reported. The NCAA should work with outside auditors to improve the accuracy and campus-to-campus comparability of the NCAA financial reports and the summary indicators they produce. Updates and modifications to the reports and indicators should be made regularly as needed.

Figure 5:

Athletics debt for big-time programs

Medians for overall athletics debt grouped by operating expense budget, Football Bowl Subdivision institutions, 2008



This figure updates the athletics debt data revealed in the Knight Commission's *College Sports 101* report that ranked every FBS institution according to 2007 operating expense budgets and grouped them in the appropriate spending decile. According to 2008 operating expenses, the institutions in Decile 1 had median athletics operating expenses of $14 million and institutions in Decile 10 had median athletics operating expenses of $95 million. Using those deciles, this figure shows the medians for overall athletics debt reported for 2008 by all FBS institutions, including private universities.

Source: NCAA

Because of the large role facilities expansion and debt play in athletics spending, we believe that these new public financial reports should compare capital debt in athletics to overall institutional capital debt.

2. **Publish additional information about long-term debt and capital spending.** Because of the large role facilities expansion and debt play in athletics spending, we believe that these new public financial reports should compare capital debt in athletics to overall institutional capital debt. They should also compare annual athletics debt service to overall operating expenses in athletics. Such comparisons would usefully illustrate the level of risk to the long-term financial security of the university if there is a downturn in the athletics revenues that cover debt service payments.

3. **Report annually on growth rates in academic and athletics spending.** Each institution should publish comparisons of the growth rate in athletics spending and in education-related spending, both calculated using improved assessment measures. (More information about these measures as well as data showing how conferences stack up against each other on these measures can be found in the Commission's online report: restoringbalance.knightcommission.org.)

B. Strengthened oversight

Along with implementation of the transparency agenda outlined above, institutions that fail to give precedence to core academics values over athletic goals must face more substantial consequences. We recommend the following:

1. **Reform the NCAA Division I certification process.** In 2004, the NCAA dropped financial integrity as a principle in certification. We strongly recommend its reinstatement. Specifically, the certification process should require colleges to evaluate their athletics programs along the lines recommended in this report.

2. **Strengthen accreditation.** Regional accreditation should include an assessment of institutional and overall spending on intercollegiate athletics, including studies of how institutions oversee and regulate athletics expenditures.

3. **Reinforce board responsibilities.** College and university trustees also play a key role in ensuring the integrity of athletics programs. The Commission reiterates its endorsement of a 2007 report by the Association of Governing Boards. Among the guidelines for oversight boards to follow, the report called for close attention to the appropriate level of revenues and spending on athletics; to transparency and accountability; and to whether academic values are properly reflected in spending decisions.

After all, at a time when all of U.S. higher education is under unprecedented pressure to be more transparent to the public and more accountable for the results it achieves, intercollegiate athletics cannot expect to be immune to the same standards.

II REWARDING PRACTICES THAT MAKE ACADEMIC VALUES A PRIORITY

A. Strengthening eligibility standards for participation in championships

We repeat the Commission's 2001 recommendation that a team should be on track to graduate at least 50 percent of its players to be eligible for postseason championships. While we support the NCAA's effort to improve its academic accountability measures, the Commission believes that current standards remain too low and that it takes far too long—typically several years—for postseason bans based on poor academic results to be enforced. The Commission now recommends that eligibility for championships be determined at the start of each new academic year and conditioned upon teams achieving an Academic Progress Rate (APR) that predicts at least a 50 percent graduation rate under the NCAA's graduation measure. (The APR was adopted by the NCAA in 2004 to track academic success and retention semester to semester. An APR of 925 predicts a graduation rate of approximately 50 percent.)

Such a standard would have a significant impact on revenue distribution because successful men's basketball tournament teams can earn financial rewards even when their academic records are dismal. For example, teams that failed to meet the Commission's recommended standard for tournament eligibility, as described above, during one or more of the past five tournaments (2006 to 2010) will earn their conferences at least $54 million next year under current revenue distribution policies. If the Commission's recommendation is adopted, these tournament slots, and the financial rewards that accompany them, will be reserved for teams that meet legitimate academic standards.

B. Distributing revenues according to educational values and priorities

Beyond the need to make tournament eligibility contingent on reaching core academic benchmarks, the Commission believes that the detailed formulas by which shared revenues are distributed must also be more closely aligned with academic values. In addition to the shared revenues that all NCAA Division I member institutions receive, primarily through the NCAA's media contract for the postseason basketball tournament, the 120 institutions in the Football Bowl Subdivision (FBS) also receive distributions from their conferences' postseason football bowl media contracts. These include the lucrative Bowl Championship Series (BCS) contract, whose financial proceeds flow primarily to six major conferences.

We recommend that these financial rewards no longer be based so heavily on winning, but instead on maintaining the right balance between athletics and academics.

To preserve the integrity of the revenue distribution system, the NCAA and athletic conferences should change their allocation formulas as follows:

1. **Change revenue distribution formulas to prioritize educational values over winning.**

   a. **Reduce the funding provided for winning and link new funding to academic success.** The current NCAA revenue distribution formula rewards men's basketball teams on the basis of both appearances and wins in the NCAA men's basketball postseason tournaments. The allocation vehicle for these revenues, known as the Men's Basketball Fund, distributed $167 million in 2010.

   The Commission recommends that the allocation to this fund be substantially reduced. Specifically, the current percentage of shared revenues provided in the Fund for tournament success should be cut at least by half (from 40 percent to 20 percent) and savings should be reallocated to the new Academic-Athletics Balance Fund described below. This revision would ensure that at least 80 percent of the shared revenues will be allocated based on educational values rather than on wins.

   b. **Reallocate some postseason football revenues on the basis of academic values.** Currently, revenues for FBS postseason football activities and media contracts are controlled by the participating conferences, not the NCAA. Consistent with the principles in this report, we believe a portion of the revenues from these activities and contracts should be allocated to restoring an appropriate balance between investments in athletics and academics. Thus, as a starting point, we recommend that at least 20 percent of the overall funds available for annual conference distributions from the BCS be allocated equitably to each FBS conference and designated as the Academic-Athletics Balance Fund. The conferences then would take this allocation and distribute the funds to its members according to the criteria specified for the Academic-Athletics Balance Fund discussed below.

2. **Academic-Athletics Balance Fund.** The Commission recommends that the NCAA and individual FBS conferences establish a new stream of revenue allocation through the actions described in 1(a) and (b) above. All Division I institutions would be eligible for this revenue if they met the following two conditions:

   a. **All teams must maintain an average APR that predicts at least a 50 percent graduation rate** as measured by the NCAA's own graduation rate metric; and

   b. **Each institution must demonstrate an appropriate balance** between institutional investments in athletics and education. The Commission recommends that the NCAA Board of Directors develop criteria to monitor this balance, drawing upon the metrics recommended in this report. For example, one requirement might be that the growth rate in the athletics budget measured on a per-athlete basis over a five-year period must not exceed the growth rate in educational spending on a per-student basis over the same period.

Note: The NCAA's Academic-Athletics Balance Fund would be distributed to all Division I members. The allocation to conferences from BCS funding would be distributed only to FBS members (or directly from BCS administration if they are not affiliated with a conference).

If the Commission's recommendation is adopted, these tournament slots, and the financial rewards that accompany them, will be reserved for teams that meet legitimate academic standards.

III TREATING COLLEGE ATHLETES AS STUDENTS FIRST AND FOREMOST—NOT AS PROFESSIONALS

The following recommendations are focused on treating college athletes as students first and foremost through budgeting, policies, expectations, and in the staffing devoted to their athletic development. While these recommendations aim to restore academic values, there are significant cost considerations in each of these areas as well.

Some high-profile college programs, particularly in football and basketball, have evolved into elaborate operations that rival professional sports teams in the numbers of coaching and support personnel as well as compensation for those staff. Expectations and time demands on college athletes have risen alongside these investments in their athletic development. Additionally, as financial pressures mount to cover these increasing costs, institutions face increasing tensions over the commercial interest in using college athletes for commercial gain. Our objective is to ensure that pursuit of revenues does not infringe upon athletes' rights and their academic obligations. We also wish to identify areas where significant action is needed to curb escalating costs resulting from spending on infrastructure and on staffing levels that approach those of professional sports teams.

A. Ensuring that athletes are students first by limiting intrusions on academic responsibilities and limiting commercial activities

1. **Structure all postseason competitions to benefit and protect student-athletes.** The NCAA principle governing postseason competition must be followed to ensure that the benefits from competing are provided to all participants, that "unjustified intrusion on the time student-athletes devote to their academic programs" is prevented, and that student-athletes are protected "from exploitation by professional and commercial enterprises."

   Given the NCAA's stated principle, we note our disappointment that the current football postseason structure has been extended so that games now occur well into the second term, especially in institutions that operate on the quarter system, and thus create conflicts with academic obligations.

   We recommend that all post-season competition for football end by a set date very early in January, before the beginning of winter term or quarter classes.

2. **Reduce length of seasons and number of events.** Ever-lengthening sports seasons have a corrosive effect on student-athletes' ability to focus on academics and also drive up costs substantially. Yet the pressure to extend the competitive season continues unabated. We believe the length of seasons must be curtailed, both by reducing the number of regular season games or competitions and by eliminating or reducing nontraditional seasons, such as fall baseball. We note that the majority of presidents supported these concepts in the 2009 Knight Commission presidential survey, as did the Division I-A Athletic Directors Association.

3. **Prevent use of athletes' identities to promote commercial entities or products.** As amateurs, college athletes cannot benefit financially from the commercial use of their names or images. NCAA rules should not allow commercial sponsors or other third parties to use symbols of the athletes' identities for financial gain or to promote commercial entities.

Our objective is to ensure that pursuit of revenues does not infringe upon athletes' rights and their academic obligations.

B. Curbing the trends toward professionalization of athletics staffing devoted to athletic development. As noted earlier in this report, growth in athletics spending is outpacing growth in academic spending at many universities. Key contributors to the growth imbalance have been rising coaches' compensation and growth in the number of non-coaching support personnel positions, particularly in football and basketball.

1. **Enforce current coaching limitations**. Over the past decade, some positions have been added in ways that circumvent regulations intended to limit the number of coaches at each university. We recommend that the NCAA strongly enforce regulations forbidding non-coaching personnel from performing coaching duties.

2. **Establish new rules on the number of non-coaching personnel.** The NCAA should limit the number of staff members assigned to a particular sport whose duties do not involve either academic support or health and safety, such as "directors of sport operations" and video personnel. The majority of presidents in the 2009 Knight Commission presidential survey supported creating policies to address this problem.

3. **Coaches' compensation.** In the 2009 Knight Commission presidential survey of college presidents, campus leaders called escalating coaches' salaries the single largest contributing factor to the unsustainable growth of athletics expenditures.

Because of federal antitrust laws, including rulings directly involving the NCAA and member institutions, the NCAA cannot create caps on coaches' salaries, and colleges cannot act together to restrain those salaries. The Commission examined whether compensation for football and basketball coaches should be addressed by seeking a change in the federal antitrust laws.

The NCAA should limit the number of staff members assigned to a particular sport whose duties do not involve either academic support or health and safety.

We concluded that securing such an exemption from the antitrust laws for any reason is a complicated, time-consuming, and expensive endeavor that is by no means assured of success. The Commission thus recommends that an exemption not be sought, at least at this time, and instead that the higher education community focus on developing and implementing the transparency and accountability systems and the financial incentives and structures that we are recommending. Reform of collegiate athletics financing can and must be more immediate and comprehensive than any reform provided through a limited and specific exemption secured through the legislative process.

However, the Commission does reiterate two simple principles from its prior reports that will provide for more effective accountability with regard to compensation of all athletics department staff members.

a. **Colleges and universities should consider coaches' compensation** in the context of the academic institutions that employ them. Their compensation should reflect the values of the amateur athletics programs that they oversee, not the values of professional sports teams whose major objectives are winning championships and earning profits.

b. **Institutions should not permit athletics staff members** (including, but not limited to, coaches) to have separate contracts with companies that reward staff members financially for requiring team members to wear or use specific equipment, apparel, or shoes that display the company logo or brand. Associating a corporate brand with university trademarks, on uniforms, through apparel that college athletes are required to wear, should be done through contracts between the university and the company and not through contracts with individual staff members (including coaches).

C. Examining scholarship offerings to assess whether costs can be reduced without eliminating equitable participation opportunities for men and women

The last comprehensive examination of the appropriate number of scholarships that should be permitted in each sport was conducted by the NCAA nearly 30 years ago. The sports landscape has changed drastically since then. Additionally, more complete injury data exist to provide a more complete consideration of the actual number of players needed in relation to the playing opportunities available. The Commission encourages the NCAA Board of Directors to review these expenditures soon. As a starting point, the Commission reiterates its 2001 recommendation to reduce the total number of football scholarships at Football Bowl Subdivision schools. We believe a conservative reduction would be eight to 10 fewer scholarships from the current 85. Even with this reduction, football would still have a much higher ratio of scholarships to playing opportunities when compared with other sports. Such a reduction may require a change in the maximum number of scholarships for football programs that compete in the Football Championship Subdivision or in Division II.

CONCLUSION

It is time for colleges and universities to resist the never-ending pressure to increase spending on intercollegiate athletics. Even as this report goes to press, high-profile athletic conferences are expanding their memberships in an effort to boost television market share and revenues they hope will follow. Such changes will likely make it harder than ever for the vast majority of colleges to keep up with continued escalation in spending on coaches' salaries, facilities, and other trappings of athletic prestige.

The predictable result: increased subsidy of athletics programs at the cost of academic programs, higher mandatory athletics fees for all students at many institutions, and a reduction in sports offerings—including dropping of teams that are not generating revenues. Such outcomes are indefensible for an enterprise that exists for the benefit of student participants and should serve to strengthen the academic mission of the university.

We recognize the value of intercollegiate athletics, including "big-time" college sports, to student-athletes and to their universities. But to maintain the health of the system we have built over the past 150 years, we believe that a renewed commitment to sustained financial reform is necessary. The reforms outlined in this report provide a foundation upon which to build. We look forward to helping individual institutions, their conferences, and the NCAA make this commitment. Never before have the stakes been so high.

To maintain the health of the system we have built over the past 150 years, we believe that a renewed commitment to sustained financial reform is necessary.

ENDNOTES

1. Data Source for Figures 1 and 2: Figures 1 and 2 were produced by analysts with The Delta Project on Postsecondary Education Costs, Productivity, and Accountability using data from the following sources: *USA Today* NCAA athletics finance database using each institution's NCAA financial report for athletics revenues and expenses; NCES Integrated Postsecondary Education Data System (IPEDS) for full cost of education spending per full-time equivalent student; Office of Postsecondary Education Equity in Athletics database for athlete participation counts only; participation data provided by two institutions independently because their data were not included or were reported incorrectly in the EADA database. Note: The data in these figures do not include data for 17 private universities that are members of the Football Bowl Subdivision. Also excluded are data for the three military academies and the three state universities in Pennsylvania that are not subject to Freedom of Information Act requests for financial data.

2. All figures reflect current dollars.

3. The Knight Commission consulted with antitrust counsel from the law firm of Skadden, Arps, Slate, Meagher & Flom regarding the recommendations set forth in this report. Counsel advised that these recommendations, which are designed to promote amateurism and to preserve a balance between expenditures on athletics programs and the core educational goals of all universities, are consistent with antitrust principles.

4. Individuals are encouraged to cite this report and its multimedia content at restoringbalance.knightcommission.org. In doing so, please include the following attribution: *Knight Commission on Intercollegiate Athletics. (2010, June). Restoring the balance: Dollars, values, and the future of college sports. Miami, FL: John S. and James L. Knight Foundation.*

ACKNOWLEDGMENTS

The Knight Commission acknowledges the many individuals and organizations whose contributions of time, talent, and experience made this report possible.

Since the Commission reconvened in fall 2003, numerous experts, leaders in higher education and college sports as well as college athletes have informed the Commission's work. A complete list of these individuals can be found in the online report restoringbalance.knightcommission.org.

The Commission is grateful to 95 presidents who contributed their time and opinions to the presidential survey conducted in fall 2009. Their thoughtful responses and concerns contributed significantly to the framework of this report.

The Commission owes deep gratitude to its founding co-chairmen, William Friday and Theodore Hesburgh, whose leadership and integrity continue to inspire all who are committed to our nation's goals of achieving excellence in higher education. The Commission is also grateful to the leaders who have guided the group's efforts over the past five years – the late Thomas K. Hearn Jr., Clifton Wharton Jr., and the current co-chairmen, William E. "Brit" Kirwan and R. Gerald Turner.

Knight Commission Executive Director Amy Perko and Communications and Research Associate Scott Hirko were assisted by consultants Jeffrey Orleans and David Welch Suggs Jr. in providing primary support to the Commission as it worked to develop this report. This team also contributed to the drafting and editing of the print and multimedia reports. Dennis Kramer II provided research assistance and Ted Leland provided advice during the project. Ben Wildavsky was the primary author of the report, and was aided by Rodney Ferguson of Lipman Hearne. The report was designed by Widmeyer Communications. Katie Reardon and Stacey Finkel also with Widmeyer Communications coordinated the communications efforts.

The Knight Commission would like to thank the NCAA research staff, particularly Nicole Brachen and Todd Petr, for providing revenue and expense data gathered from institutional reports and grouped by decile. The Commission also thanks *USA Today* staff for providing athletics revenue and expense data collected from financial reports.

Colleen Lenihan and Jane Wellman of The Delta Project for Postsecondary Education Costs, Productivity, and Accountability conducted data integration and analysis for the academic and athletics spending data for each Football Bowl Subdivision (FBS) institution and for each FBS conference. Andrew Zimbalist, the Robert A. Wood Professor of Economics at Smith College, produced projections for 2015 and 2020 spending, and provided advice and analysis on various data examined during this study.

The Commission thanks the John S. and James L. Knight Foundation staff that has provided assistance and support for Commission activities over the years. The Commission expresses special thanks to Knight Foundation President and CEO Alberto Ibargüen, an ex-officio member of the Commission, and to Paula Ellis, Vice President for Strategic Initiatives, for their leadership.

Fiscal discipline in athletics programs must be a top priority for the NCAA, for individual conferences, and for colleges and universities themselves. At every level of oversight of college sports, financial policies should aim to strengthen each institution's broader educational mission; to preserve and promote college athletes' educational and athletic opportunities; and to strengthen the capacity of colleges and universities to offer extensive and equitable participation opportunities for men and women.

For additional content and video, see the multimedia version of this report at
restoringbalance.knightcommission.org

Knight Commission
On Intercollegiate Athletics

John S. and James L. Knight Foundation
200 South Biscayne Blvd., Suite 3300
Miami, FL 33131-2349

www.knightcommission.org

restoringbalance.knightcommission.org

Knight Commission
On Intercollegiate Athletics

Sponsored by the John S. and James L. Knight Foundation
www.knightcommission.org

CONTACT FOR MEDIA:
Katie Reardon, Widmeyer Communications
Katie.Reardon@widmeyer.com 330.559.4754

KNIGHT COMMISSION CALLS FOR COLLEGE SPORTS REFORM, RECOMMENDS PUBLIC TRANSPARENCY OF FINANCES AND NEW FINANCIAL INCENTIVES

"Restoring the Balance: Dollars, Values, and the Future of College Sports" Reveals Huge Disparities between Spending on Athletics and Academics

WASHINGTON-(June 17, 2010) -- Following an 18- month study of college sports finances, the Knight Commission on Intercollegiate Athletics released today a report that calls for financial reforms in college sports. It includes three principles for reining in spending.

Restoring the Balance: Dollars, Values, and the Future of College Sports also finds that expenditures in big-time college sports grew 38 percent – nearly twice as much as spending on academics – from 2005 to 2008. The ten public institutions that spend the most on college sports are on pace to exceed $250 million annually in athletics expenses, on average, in 2020.

The report is particularly timely given the shifts in athletic conference affiliation that have dominated the news over the past weeks, which have been based at least in part on the desire to increase revenues to cover accelerating spending. This gives new urgency to the finding of a survey sponsored by the Knight Commission last year, in which a majority of university presidents agreed that current spending trends cannot be sustained and that leaders must work together to address escalating costs.

"There is every reason to believe that the current direction of big-time college sports is leading us to even greater imbalances in the fiscal priority for athletics over academics," said Knight Commission Co-Chairman William E. "Brit" Kirwan, chancellor, University System of Maryland. "In last year's survey, presidents asked for measures that could keep athletics spending in check and that would apply to all schools. These recommendations achieve those objectives. We now need presidents and their boards to support them."

The Knight Commission's blueprint for financial reform offers these three principles for reform:

1. Requiring that financial reports be public and transparent;
2. Rewarding institutions that make academic values a priority; and,
3. Treating athletes as students first and foremost—not as professionals.

- more -

The Commission recommends that the financial reports filed by each institution with the NCAA should be made public, and include an additional measure comparing spending in athletics and academics.

“Academic reform in intercollegiate athletics began in earnest when graduation rates were first shared publicly,” Kirwan said. “We believe the same will be true for financial reform when there is far greater transparency on athletic expenditures.

“These big-time sports budgets are beginning to have a significant impact on college students, and financial data ought to be transparent and readily available to students, parents, trustees and taxpayers who have a stake in the spending.”

A second recommendation involves rewarding practices that prioritize academic values. The Commission believes teams should not be able to compete for a championship if they have failed to reach core academic benchmarks. The Commission recommends that teams only be allowed to compete in postseason championships if they achieve an Academic Progress Rate (APR) that predicts at least a 50 percent graduation rate of athletes under the NCAA’s graduation measure.

“The Commission first advocated for a 50 percent graduation rate benchmark for postseason eligibility in 2001, and the NCAA has adopted policies that have moved toward that goal,” said Knight Commission Co-Chairman R. Gerald Turner, president, Southern Methodist University. “Now, it is time to finish the job. The Commission believes tournament slots, and the financial rewards that accompany them, should be reserved for teams that meet legitimate academic standards.”

U.S. Secretary of Education Arne Duncan released an official statement in support of the Knight Commission’s recommendation: “With this report, the Knight Commission has shown once again its steadfast commitment to protecting educational priorities and strengthening accountability in intercollegiate sports. I join the Knight Commission in calling for stronger eligibility standards for postseason play. Whatever the exact benchmark—I’ve proposed a 40 percent graduation rate cutoff that would increase to 50 percent—the NCAA needs to strengthen its use of the Academic Progress Rate (APR) index to protect the interests of student athletes and the integrity of their parent institutions in a more rigorous and timely fashion.”

The Commission also recommends that revenue distribution be more closely tied to the academic values. The report calls for the NCAA to create a new revenue distribution fund called the Academic-Athletics Balance Fund. All Division I institutions would be eligible if their teams have APR scores that predict at least a 50 percent graduation rate, and if they appropriately balance investments in athletics and education. The Commission recommends that this new fund be created by reallocating revenue currently awarded for success in the men’s basketball tournament.

Since Football Bowl Subdivision (FBS) institutions spend the most on athletics, a similar fund should be created for FBS members only, by redistributing Bowl Championship Series revenue. The Commission recommends that an equitable portion of bowl championship

revenue be provided to each FBS conference to administer using the same eligibility criteria.

“The growing emphasis on winning games and pursuing TV contracts feeds the spending escalation,” said Knight Commission member Carol Cartwright, president, Bowling Green State University. “To preserve the integrity of college sports, we can no longer base rewards so heavily on winning but instead on maintaining the right balance between athletics and academics. We urge our presidential colleagues on the NCAA Board of Directors to adopt this plan.”

A series of recommendations centered on treating athletes as students first and foremost also have financial implications, including:

- Limiting the length of the football postseason so it does not extend into the start of the second academic term,
- Reducing the length of seasons and number of events, and
- Preventing the use of athletes’ identities to promote commercial entities or products.

Former professional basketball player and Knight Commission member Len Elmore said, “Our objective is to ensure that pursuit of revenues to support intercollegiate athletics does not infringe upon athletes’ rights and their academic priorities.”

The Commission also recommends a number of cost-saving measures, including: examining scholarship offerings, such as a decrease of eight to 10 football scholarships in the Football Bowl Subdivision and limiting the number of non-coaching personnel.

Restoring the Balance is the third major report released by the Knight Commission in its 20-year history. To read the statements of support from higher education leaders and to learn more about the specific recommendations, access video clips, visit restoringbalance.knightcommission.org.

About the Knight Commission on Intercollegiate Athletics
The Knight Commission on Intercollegiate Athletics was formed by the John S. and James L. Knight Foundation in October 1989 in response to more than a decade of highly visible scandals in college sports. The goal of the Commission was to promote a reform agenda that emphasized academic values in a climate in which commercialization of college sports often overshadowed the underlying goals of higher education. More information about the Commission’s history including prior reports can be found at www.KnightCommission.org.

About the John S. and James L. Knight Foundation
The John S. and James L. Knight Foundation advances journalism in the digital age and invests in the vitality of communities where the Knight brothers owned newspapers. Knight Foundation focuses on projects that promote informed and engaged communities and lead to transformational change. For more, visit www.knightfoundation.org.

###

Knight Commission
On Intercollegiate Athletics

Restoring the Balance: Dollars, Values, and the Future of College Sports

Editorials:

Regional Newspapers

1. The Salt Lake Tribune- Eye on the ball
2. The Gainesville Sun- Editorial: The core mission
3. Orlando Sentinel- Put academics first: Colleges must curb athletic spending and focus on academics
4. Tricity Herald – College athletic programs ought to share the wealth
5. Observer-Reporter.com (serving Pennsylvania counties)- Troubling reports on higher learning
6. The Detroit News- Editorial: Universities should heed commission's ideas for spending on athletics
7. Roanoke Times- Editorial: Prove the profitability of college sports

University Campus Newspapers

8. The Oracle Editorial Board, U. South Florida- Editorial: Suggestions good for NCAA
9. The Maneater of Mizzou University- Editorial: Should academics or athletics be the true face of Missouri

Selected editorials in bold are included below:

The Salt Lake Tribune- Eye on the ball
Orlando Sentinel- Put academics first: Colleges must curb athletic spending and focus on academics
The Oracle Editorial Board, U. South Florida- Editorial: Suggestions good for NCAA

The Salt Lake Tribune

Eye on the ball

Updated Jun 23, 2010 05:54PM

Amid all the well-justified excitement surrounding the University of Utah's invitation to join the Pac-10 athletic conference, there has been just a hint of danger. A new report highlights the threat: Academics sometimes suffers from big spending on ultra-competitive athletic programs.

We urge U. administrators to look closely at the Knight Commission on Intercollegiate Athletics report (www.knightcommission.org) and guard against the imbalance in priorities that some highly competitive athletic programs are causing elsewhere.

Association with some of the most prestigious universities in the country will undoubtedly bring unprecedented benefits to the U.: exposure that will open doors to academic and science networks that are closed to lesser-known schools, formal collaborations and informal partnerships with larger and better-funded universities, and more students who want to attend the U.

But building an athletic program that can compete with other members of the Pac-12 — the University of California at Los Angeles, University of Southern California and the others — will cost money. It's true the U.'s share of television revenue as a Pac-12 school will skyrocket, but so will the cost of athletics, to the point it could begin to starve academic programs. The Knight report quoted a USA Today analysis: "... just seven athletics programs generated enough revenue to finish in the black in each of the past five years."

The most startling statistics in the report are these:

"Median athletics spending at public institutions in major conferences rose nearly 38 percent from 2005 to 2008, while academic spending grew only 20 percent. The 10 public institutions spending the most on college sports are on pace to spend more than $250 million annually, on average, in 2020. Median athletics spending per athlete ranges from 4 to nearly 11 times more than the academic spending per student in the big conferences

Already, there are discrepancies at the U. The salary paid to Kyle Whittingham, the U. football coach, more than triples the salary of U. President Michael Young.

The commission offered these reasonable suggestions: open financial reports to the public, including comparisons between athletics spending and academic spending; penalize schools where at least half the athletes don't graduate; require revenue from athletics be shared with academics and "minor sports," and treat athletes as students first.

As it moves into the big league, the U. must remember to keep its eye on the ball. Academics comes first.

Orlando Sentinel

Put academics first

June 22, 2010

Colleges must curb athletic spending and focus on academics.
Homeowners aren't alone in this sluggish economy when it comes to finding themselves financially upside down.

Between 2005 and 2008, schools in the NCAA's Football Bowl Subdivision, formerly known as Division I-A, increased spending on sports by an average of 38 percent, compared with a 20 percent jump in spending on academics.

Schools opened their wallets for sports — spending an average of $84,000 per athlete. Yet, they managed a comparatively measly $13,000 on other students.

That imbalance is evidence of a broken system, one that a new report from the Knight Commission on Intercollegiate Athletics insists must be repaired with bold financial reforms to check escalating athletic spending.

The findings are new, but not unexpected. Last year, most of the 95 presidents surveyed at schools with big-time football programs declared the current revenue and spending model for athletic programs unsustainable.

That "destabilizing influence" is the crux of "Restoring the Balance: Dollars, Values, and the Future of College Sports." The new report maps out a sensible, three-pronged blueprint that champions academics and better accountability for college athletics.

As the commission sees it, Division I schools should show the public the money — releasing more information about athletic revenues and expenses. That includes publishing reports that compare spending on academics and athletics.

Good. Greater fiscal transparency could spur reform by subjecting college athletics to the same scrutiny other departments face.

Another proposal would create an academic litmus test for participating in championships. The commission suggests reserving that privilege for teams on track to graduate at least half its players.

That's reasonable. Only teams meeting that modest benchmark should be rewarded with post-season play — and the accompanying revenue. Even still, 23 of the 65 schools that played in the men's 2009 NCAA basketball tournament wouldn't have met that standard.To remind schools that academics come first, the commission suggests the NCAA use money from

basketball and football post-season play to create a fund that distributes money to schools that excel in the classroom.

Lastly, the commission wants to focus on the "collegiate" in collegiate sports. It proposes shortening sports seasons and scheduling post-season games at times that don't interfere with athletes' academic obligations. And it proposes ending the practice of licensing players' likenesses to promote commercial products, particularly since amateur collegians are barred from getting a cut of the profits.

The report contains other fiscally smart proposals, such as reducing the number of noncoaching personnel and cutting scholarships at Football Bowl Subdivision schools.

These are necessary steps. Even among the 120 schools in the Football Bowl Subdivision — which rake millions from bowl games, TV deals and ticket sales — the NCAA reports nearly 80 percent of the major programs were bleeding an average of $9.9million in red ink in the 2007-08 school year, commission co-chairs noted in a December Washington Post op-ed column.

Consider that in the context of today's economy, where schools are reducing staff and programs and raising tuition and student fees — while pumping more dollars in sports.

The commission can't legislate these changes. However, by embracing the commission's reforms, the NCAA and the individual schools would take a step toward putting the accent on "student" in "student-athlete."

The **Oracle U. South Florida**

Editorial: Suggestions good for NCAA

Posted on 23 June 2010.

By The Oracle Editorial Board

Athletics hold a special place in the collegiate world. Heated competitions in football, basketball and other sports are often the causes behind exciting school rivalries.

Understandably, it's a fun way for alumni, students, fans and athletes to display their school pride.

A school's pride, however, should not be determined solely on the results of athletic competition, as universities are first and foremost academic institutions. Pride should be determined by a university's academic success as well.

After completing an 18-month study on finances in college sports, a report released last week by the Knights Commission — a group made up of university presidents and other leading minds aimed at emphasizing academic values in a commercialized athletic environment — recommended much-needed changes to NCAA operations that would greatly enhance the role of academics in sports.

The study found that from 2005 to 2008, spending on athletics at Division I-A schools rose 38 percent to $84,446 per athlete, while academic spending per student rose only 21 percent to $13,349.

"The NCAA and all of our institutions frequently speak about the importance of academics as an integral part of intercollegiate athletic programs," William E. Kirwan, co-chair of the commission and chancellor of the University System of Maryland, said to the Chronicle of Higher Education.

"When you really look at what's being proposed here, we're just saying, 'Let's live by that principle.' If we're going to generate more revenue, let's make certain that a significant fraction of that revenue is dedicated to rewarding high academic performance," he said.

The committee recommended the creation of an "Academic-Athletics Balance Fund," which would change how the Bowl Championship Series and NCAA distribute millions in basketball and football revenue each year.

A school would be eligible for the fund if it has a predicted graduation rate of at least 50 percent among athletes.

The report also called for universities to be more transparent about their spending on athletics.

Finally, proposed changes include limiting the football postseason so it doesn't interfere with spring semester and preventing the use of athletes' identities to promote commercial entities and products.

This year, USF's NCAA Academic Progress Rating (APR) — which measures a school's academic rating among athletes — in football is a 956 out of a possible 1,000, and men's basketball scored a 977.

The NCAA already penalizes schools that score below a 900.

Last year, USF football had the lowest APR among all BCS conference schools at 917, while the basketball team was third-to-last at 878 — a title that has been successfully shaken.

While USF has been able to improve academics among athletes, the Knight Commission propositions, if adopted by the NCAA, could help other schools reach the same goal.

NCAA Government Relations Report
(July 2010)

1. Government Relations Overview.

As Congress enters into the summer months before its annual August recess, it faces an agenda full of vital policy matters including the aftermath of the explosion on the Deepwater Horizon oil rig off the Louisiana coast and the resulting oil spill. The environmental, health and economic impact has resulted in multiple congressional committees and subcommittees investigating the oil spill. House Speaker Nancy Pelosi has asked that Congress finish a legislative response to the Gulf oil spill before lawmakers depart Washington for the August recess. In addition to the Gulf oil spill, policymakers are dealing with issues related to the ongoing wars in Afghanistan and Iraq and the nation's economy. Among those priorities are the completion of financial regulatory overhaul legislation, consideration of legislation that will provide small-business tax breaks and loan incentives, and an important defense supplemental spending measure.

Members of Congress also continue to prepare for the upcoming mid-term elections. This fall, voters will determine the outcome of 36 Senate races and 435 races in the House of Representatives, which have already been impacted by the announced retirements of numerous members of Congress and several early surprises in primary elections. Despite its heavy workload, Congress has continued to show considerable interest in a variety of matters pertaining to amateur and professional athletics. The academic performance of student-athletes, concussions, conference realignment and the structure of the BCS all continue to garner the attention of policymakers. With significant developments occurring with the structure and contractual agreements within amateur and professional athletics, it is expected that Congress will continue to express an interest in athletics related matters.

2. Federal Issues.

a. Concussion Management.

On May 24, 2010, the House Judiciary Committee conducted a field forum in New York, NY titled "Key Issues Related to the Identification and Prevention of Head Injuries in Football." The examination was the fourth installment in a series of congressional inquiries on this matter. The forum was conducted by House Judiciary Members, Representative Linda Sanchez (D-CA) and Representative Anthony Weiner (D-NY). A significant amount of the discussion focused on the NFL and the new leadership of its committee on head injuries. Dr. Richard Ellenbogen and Dr.

Hunt Batjer, who recently began their roles as co-chairman of the NFL committee on head injuries, were questioned about the new direction of the committee; the leagues' dealings with retired players now suffering from traumatic head injuries, and data drawn from recent testing on various types of helmets.

While not the focus of the hearing, head injuries in college athletics were also discussed. Charlotte Bingham, managing director, Equal Opportunity Office, and associate vice chancellor of Administration, Texas Tech University, and Tammy Plevretes, whose son, Preston, suffered severe injuries from multiple concussions while playing football for La Salle University served as witnesses. Both individuals spoke directly to the dangers associated with mild traumatic brain injuries among amateur athletes.

To date, each of the forums and hearings before the House Judiciary Committee have focused mostly on mild traumatic brain injuries suffered by football players on the professional and collegiate levels. However, on May 20, 2010, the House Committee on Education and Labor shifted the focus and held a hearing titled "The Impact of Concussions on High School Athletes." The committee, which is chaired by Representative. George Miller (D-CA) examined how concussions, experienced by high school athletes, are having an impact on their academics and their overall quality of life. For the first time during this examination by Congress, concerns regarding head injuries suffered by female athletes were specifically discussed. A Government Accountability Office report on concussion and return-to-play guidelines for high school athletes was also examined.

These congressional events have provided an opportunity to discuss ongoing concerns with mild traumatic brain injuries suffered by athletes at all levels of competition. In addition to their prior efforts, many sports governing bodies have made significant strides to properly identify, treat and prevent these dangerous injuries. It is likely that Congress will continue to evaluate this issue.

b. Internet Gambling.

On May 19, 2010, the House Committee on Ways and Means held a hearing on tax proposals related to legislation to legalize Internet Gambling. Witnesses included Representative Barney Frank (D-MA), Representative Jim McDermott (D-WA) and Representative Bob Goodlatte (R-VA). Each of these members has been integrally

involved in the debate on whether to continue to prohibit Internet gambling or legalize and license online wagering operations. Representative Frank and Representative McDermott have introduced several measures during the 111th Congress that would allow for the latter.

While the conversation to date has focused on the issue of whether Internet gambling should be legal or illegal, this hearing took a closer look at the tax implications of proposals to legalize the activity. Specifically, there was an examination of the civil and criminal compliance issues and tools necessary to collect revenue if Internet gambling became legal. The two measures that served as a foundation for the discussion during the hearing, H.R. 2267, the Internet Gambling Regulation, Consumer Protection, and Enforcement Act, and H.R. 4976, the Internet Gambling Regulation and Tax Enforcement Act of 2010, have yet to receive any additional consideration.

c. Federal Agencies / Organizations.

(1) President's Council on Fitness, Sport and Nutrition. The NCAA government relations staff has met with Shellie Pfohl, the new Executive Director of the Council and looks forward to working with her on opportunities that may arise for our student-athletes, member institutions and the NCAA. First Lady Michelle Obama held an event on June 23, 2010, to launch the council and introduce the 2010 council co-chairs and members. New Orleans Saints Quarterback Drew Brees and three-time Olympic Gymnast Dominique Dawes were appointed co-chairs, and will lead an esteemed group that includes several former NCAA student-athletes. Their focus is to work through the Secretary of Health and Human Services to advise and assist in the development of accessible, affordable and sustainable physical activity, fitness, sports and nutrition programs for all Americans.

(2) U. S. Department of Homeland Security. The NCAA government relations staff continues to maintain and develop our relationships with key senior staff of the department. This allows the NCAA to receive guidance and appropriate support throughout our championship events. Homeland Security staff have been extremely responsive to the NCAA and have offered to continue to meet with appropriate staff when needed.

(3) U.S. Department of Education. The NCAA government relations staff continues to maintain and develop our relationships with key senior staff of the department. This has allowed for a more open dialogue and an opportunity to share information on NCAA policies and programs. We look forward to future opportunities to work closely with the department on issues important to the NCAA and its members.

3. State Issues.

a. Scholarship Disclosure.

On February 18, 2010, California Assembly member Tom Torlakson introduced AB 2079, the Student-Athletes Right to Know Act. Under the proposal all schools would be required to provide a disclosure letter outlining the terms and conditions of an athletic scholarship, once contact is made for the purposes of recruiting a prospective student-athlete that resides in California. This bill would also require that a written scholarship offer be made within one week of making a verbal offer. With the support of the National College Players Association, AB 2079 passed the assembly by a vote of 58-17 on June 2, 2010. On June 30, 2010, the Senate Committee on Education passed the measure by a vote of 5-2. AB 2079 will next be considered by the Senate Appropriations Committee.

To date, several California institutions have submitted letters opposing the measure. While generally supporting the bill's goal of ensuring that prospective student-athletes are making informed decisions; opposing institutions have expressed concern about the burdensome costs associated with distributing this disclosure letter to all recruits. More importantly, these schools have argued that this information is already readily available for prospective student-athletes. Finally, in order for Division I institutions to remain in compliance with the bill and NCAA bylaws, they would be subjected to significant limitations on when they could provide verbal offers. The limitation exists because a written offer would have to follow within one week and under NCAA rules a written offer cannot be extended until August 1 before a prospective student-athletes' senior year.

b. Uniform Athlete Agent Act.

The Uniform Athlete Agent Act (UAAA) is a state model act designed to protect student-athletes and membership institutions from the unscrupulous conduct of some athlete agents. The act establishes uniform athlete agent registration procedures and places limitations on the type of conduct that an athlete agent may engage in when dealing with a student-athlete. In addition, the act imposes criminal, civil and/or administrative penalties against unscrupulous agents.

To date, the UAAA has been passed in 38 states, Washington D.C. and the U.S. Virgin Islands. While the majority of state legislatures have adjourned for the year, there are two states with active UAAA legislation where recent movement has occurred. On April 21, 2010, SB 2542 was passed by the Illinois legislature. The measure was sent to Governor Pat Quinn on May 20, 2010. According to the Illinois Constitution, the Governor has 60 days to either sign or veto the bill. However, if he fails to act, the bill will automatically become law. In California, SB 1098 was passed by the California State Senate by a vote of 23-12. Upon moving to the assembly, the measure was passed by the Committee on Arts, Entertainment, Sports, Tourism, and Internet Media by a vote of 7-1 on June 22, 2010. On June 29, 2010, the Assembly Committee on the Judiciary passed SB 1098 by a vote of 8-2. The measure will next be considered by the Assembly Appropriations Committee.

The NCAA Office of Government Relations will continue to work with the National Conference of Commissioners on Uniform State Laws to seek passage of the UAAA in California and Illinois this year. We will also begin a coordinated effort to identify priority states for introduction and passage of the UAAA during the 2011 legislative cycle.

c. Higher Education Associations.

NCAA government relations staff continues to build strong relationships with various higher education associations. The American Council on Education (ACE), the Association of American Universities (AAU), the Association of Public and Land-grant Universities (APLU), and the National Association of Colleges and University Business Officers (NACUBO) among others, continue to provide guidance and support on issues of common interest. The NCAA government relations staff looks forward to continuing these mutually beneficial relationships to better formulate and further the NCAA's legislative goals.

A G E N D A

National Collegiate Athletic Association
Division I Presidential Advisory Group

Conference call
Dial-In number: 1-888-450-5996
Reservation number: 475658

August 9, 2010
3 p.m. EDT

1. Opening remarks.

2. Report of the April 28, 2010, Division I Presidential Advisory Group meeting. [Supplement No. 1]

3. Report of the April 29, 2010, meeting of the NCAA Executive Committee. [Supplement No. 2] [No action anticipated – for information only.]

4. Report from Interim NCAA President Jim Isch.

5. Review of the agenda for the August 12, 2010, Board of Directors meeting. [Supplement No. 3]

   a. Legislative Issues.

      (1) Football Academic Working Group. [Supplement No. 4]

      (2) Men's Basketball Academic Enhancement Group. [Supplement No. 5]

      (3) Division I membership requirements.

      (4) Concussion Management. [Supplement No. 6]

   b. Report from the Committee on Academic Performance. [Informational Item] [Supplement No. 7]

   c. Report from the Knight Commission. [Supplement No. 8]

   d. Status report from the Revenue Distribution Task Force. [Informational Item]

e. Status report from the Values-Based Decision Making Working Group. [Informational Item]

6. Governmental relations report [Supplement No. 9]

7. Other business.

8. Future meeting dates and times.

   a. October 27, 2010, Indianapolis, Indiana.

   b. January 10, 2011, conference call at 3 p.m. EST.

   c. April 27, 2011, Indianapolis, Indiana.

   d. August 8, 2011, conference call at 3 p.m. EST.

   e. October 26, 2011, Indianapolis, Indiana

   f. January 9, 2012, conference call at 3 p.m. EST.

10. Adjournment.

REPORT OF THE APRIL 28, 2010, MEETING OF THE DIVISION I PRESIDENTIAL ADVISORY GROUP

ACTION ITEMS.

Division I Membership Standards. The Presidential Advisory Group (PAG) reviewed the Leadership Council's final report of recommendations regarding Division I membership standards, which included the following requirements related to Football Championship Subdivision (FCS) football:

1. That an institution seeking to move from FCS to the Football Bowl Subdivision (FBS) must have a bona fide invitation for membership from a FBS conference.

2. That a super-majority vote (two thirds) be required to revise the current FCS scholarship limit or to modify current FCS membership standards (i.e., scheduling requirements, sports sponsorship requirements).

Recommendation: That the Division I Board of Directors sponsor necessary legislative proposals for implementation of the recommended membership standards beginning in August 2011.

INFORMATIONAL ITEMS.

1. **Introduction of the NCAA President-Elect.** Mark Emmert, NCAA president-elect was introduced to the group. The president-elect addressed the group, noting his appreciation for being selected as the next president of the Association, as well as his anticipation of future challenges.

2. **NCAA Media Contract.** The group received a report from Greg Shaheen, NCAA senior vice president for basketball and business strategies, regarding the general terms of the NCAA's new Turner/CBS media contract. The group discussed possible expansion of the championship field and expressed its support to move to 68 teams. The group offered comments for the Division I Men's Basketball Committee to consider when it discusses possible format for a 68-team championship this spring and summer.

3. **Update on Internal Task Forces**. Jim Isch, interim NCAA president, reviewed key short term task forces that have been formed to evaluate topics of importance to Division I and the national office. It is anticipated that appropriate recommendations from these groups will be reported to the Board of Directors and referred to appropriate groups within the governance structure for consideration.

4. **Update on Legislative Issues.** The group was informed that the Division I Legislative Council reconsidered Proposal Nos. 2009-22 and 2009-51-B, which were subject to override requests from the membership. The Council amended the effective date of Section E (related to delayed enrollment and organized competition) of Proposal No. 2009-22 to August 1, 2011, for sports other than tennis, and August 1, 2012, for tennis. In reviewing Proposal No. 2009-51-B, the Council amended the proposal to apply only to men's and women's basketball. If these

changes are acceptable to the membership, no override votes will be necessary of these matters during the 2011 NCAA Convention.

5. **Report from the Committee on Academic Performance.** The group received an update from Committee on Academic Performance chair Walter Harrison. He noted that during its recent meeting, the committee previewed the latest Academic Performance Rate (APR) data, supported a request to continue the Division I Supplemental Support Fund for fiscal year 2011 and continued its comprehensive review of the Academic Performance Program (APP).

6. **Final Report from the Football Academic Working Group.** Dennis Poppe, NCAA vice president for football and baseball, presented the final report of the Football Academic Working Group. Certain concerns by CAP were reviewed and it was noted further consideration of potential unintended consequences is being encouraged by CAP before legislation is sponsored by the Board of Directors.

7. **Recommendations for Diversity in the New Governance Structure.** The group reviewed the recommendations for diversity in the governance structure that were endorsed by the Board of Directors in January and several commissioners expressed concern that adding positional requirements to the gender and ethnicity requirements will make it extremely difficult for conferences to fill their nomination slates with volunteers who have an appropriate level of knowledge and expertise. PAG noted its support conceptually for the recommendations, but suggested that the Board consider implementing the recommendations in stages, and possibly refer the issue to the Leadership Council to develop alternative recommendations.

8. **Update on the NCAA Outreach Program for First-Time Chancellors and Presidents.** The group received an update on the outreach program and was informed of the positive responses from first-time presidents and chancellors with regard to the role of sitting presidents in the program. The presidents were encouraged to notify staff if they have an interest in participating in the program and a letter will be transmitted to PAG members and commissioners in the near future to solicit participation in the program.

9. **Future Meeting Dates and Times.**

   (1) August 9, 2010, 3 p.m. (Eastern time), conference call.
   (2) October 27, 2010, The Westin Indianapolis, Indianapolis, Indiana.
   (3) January 10, 2011, 3 p.m. (Eastern time), conference call.

Subcommittee chair: Ann Millner, Weber State University
Staff Liaisons: S. David Berst, Division I governance
Jacqueline Campbell, Division I governance

MINUTES OF THE NATIONAL COLLEGIATE ATHLETIC ASSOCIATION EXECUTIVE COMMITTEE

NCAA National Office
Indianapolis, Indiana

April 29, 2010

Participants:

Charles Bantz, Indiana Univ.-Purdue Univ. at Indianapolis
James Barker, Clemson University
Drew Bogner, Molloy College
Kathleen Brasfield, Angelo State University
Robert Bruininks, University of Minnesota
Mark Emmert, NCAA president-elect
Damon Evans, University of Georgia
Judy Genshaft, University of South Florida
James Harris, Widener University
Robert Kustra, Boise State University
Ann Millner, Weber State University
Kevin Mullen, Siena College
Lynn Oberbillig, Smith College
Harvey Perlman, University of Nebraska, Lincoln
Beverley Pitts, University of Indianapolis
Shirley Raines, University of Memphis
Edward Ray, Oregon State University, chair
Jim Isch, NCAA
Delise O'Meally, NCAA, recording secretary

James Bultman, Hope College; William Harvey, Hampton University; and John Peters, Northern Illinois University, were not able to participate.

Also in attendance were: Gary Brown, director of NCAA News; Elsa Cole, vice president of legal affairs/general counsel; Joni Comstock, senior vice president of championships/senior woman administrator; Dennis Cryder, senior vice president of branding and communications; Tom Jernstedt, executive vice president; David Klossner, director of health and safety; Kevin Lennon, vice president of academic and membership affairs; Keith Martin, interim vice president of administration/chief financial officer; Wallace Renfro, vice president and senior advisor to the NCAA president; Greg Shaheen, senior vice president of basketball and business strategies; Charlotte Westerhaus, vice president of diversity and inclusion; Bob Williams, managing director of public and media relations; David Berst, Daniel Dutcher and Mike Racy, NCAA governance vice presidents; and Jackie Campbell, Leah Kareti and Terri Steeb, NCAA governance directors.

[Note: These minutes contain only actions taken (formal votes or stated "sense of the meeting") in accordance with NCAA policy regarding minutes of all Association entities. While certain items on the Committee's agenda were acted on at various times throughout the meeting, all final actions within a given topic are combined in these minutes for convenience of reference.]

The meeting was called to order at 1:20 p.m. by the chair, President Ray. All members were present as noted above.

1. Welcome and announcements. Ray welcomed Drew Bogner, president of Molloy College and incoming president of the Division II Presidents Council. He also thanked James Barker, Shirley Raines and Damon Evans, who were attending their last Executive Committee meeting.

2. Approval of January 16, 2010, meeting minutes.

   It was VOTED

   "To approve the Executive Committee minutes of the January 16, 2010, meeting as distributed."

3. NCAA Executive Committee Finance Committee report.

   a. Second quarter FY 2009-10 budget-to-actual. The Finance Committee reviewed the second quarter budget-to-actual statement and is satisfied that the Association is on target with its revenues and expenses. The Association has limited financial activity in the second quarter with the majority of revenues and expenditures occurring in the second half of the year related to championship activity and revenue distributions. Revenues received are 32 percent of the budget and are in line with the prior year. The Association's expenses are 16 percent of the total budget for the first quarter and are in line with the prior year.

   b. FY 2010-11 and FY 2011-12 Executive Committee Finance Committee recommendations. The Finance Committee met in March and reviewed the budget allocations for the next two years. In January, the committee reaffirmed an allocation of $1.0 million for Division I new initiatives and $1.0 million for the NCAA president's and Executive Committee new initiatives over the next two years.

(1) President's recommended criteria and FY 2010-11 budget allocations. In fiscal year 2010-11, there will be approximately a six percent increase in revenue with an eight percent increase in Division I revenue distributions, with an allocation increase to Divisions II and III of almost six percent. This aligns with the projected revenue increases. Most of the recommended increases are to maintain current championships, programs and services with less than two percent increase, and 0.36 percent allocated to new initiatives.

(2) FY 2010-11 and FY 2011-12 Division I and Executive Committee and presidential new initiatives.

(a) FY 2010-11 Distribution to Membership. An increase is recommended for the distribution to the Division I membership of $33.8 million. This was a component of the long-term distribution plan approved by the Division I Board of Directors and Executive Committee several years ago. Once final negotiations are complete on the media contract, 2011-12 revenue distribution amounts will be determined.

(b) NCAA Football Championship (FCS) series bracket expansion. An allocation of $250,000 is recommended to expand the FCS bracket beginning with the 2010 football championship. This expansion was approved by the Division I Board of Directors during the last budget cycle.

(c) Expanded softball bat testing and other championships initiatives. An allocation of $83,000 is recommended to expand the number of bats tested across all divisions, as well as to enhance the testing process. An allocation of $90,000 is planned for host expenses at specific championship events.

(d) Men's basketball recruiting. A recommended investment of $410,000 is recommended to assist with monitoring, investigation, education, outreach and compliance.

(e) Presidential Reserve. An allocation of $1 million is recommended to permit budget flexibility to implement new initiatives, as appropriate.

(3) FY 2010-11 and FY 2011-12 Divisions II and III budget recommendations. The Finance Committee did not have any exceptions to the respective initiatives within Divisions II and III.

(4) FY 2010-11 maintenance budget recommendations. The Finance Committee recommended the following fiscal year 2010-11 budget initiatives to maintain current program levels:

(a) Modest increases to maintain the current championships, programs and services;

(b) Additional dollars for contractual commitments and travel-related services;

(c) Adjustments related to the president's salary and a 2.25 percent adjustment to be allocated between market equity and performance adjustments for the staff; and

(d) Five hundred thousand dollars to maintain insurance and risk management programs, and a small incremental increase in officiating fees.

It was VOTED

"To approve the budget recommendations as proposed by the Finance Committee."

c. Building financing bond resolution. The Finance Committee recommended the approval of the bond resolution for the $20 million financing for the new building. Construction is scheduled to begin May 4, and total construction costs are approximately $35 million, and the remaining funding has been earmarked by previous Executive Committee actions. Construction bids came in at 15 percent below estimates, and the staff is continuing to work through some value engineering savings. The financing structure is a 10-year fixed rate structure with an anticipated interest rate of approximately three percent. The annual debt service will be approximately $2.3 million that will be funded from the NCAA Eligibility Center resources and annual committee cost savings.

It was VOTED [For 14, abstain 1.]

"To approve the bond resolution that would provide the authority for the borrowing."

d. Enterprise risk assessment executive summary. In preparation for the incoming NCAA president, the Finance Committee requested a refresh of the Enterprise Risk Assessment that was completed in 2004. Although there has been some change since 2004, the four fundamental risks have stayed the same:

(1) Reputational risks;

(2) Lack of revenue diversification;

(3) Adverse legal rulings/interpretation; and

(4) Regulatory intervention.

Two additional risks have been added to the assessment, and they are:

- Security and privacy of transactions, and data that the NCAA collects on behalf of its members; and

- Physical security around major events particularly around the NCAA Final Four.

This information will be included in the briefing document materials that have been prepared for the incoming President.

4. Executive Committee Accreditation Agency Working Group report.

The Committee received a report from the Accreditation Agency Working Group. The working group was established to review a request from an institution for a waiver of the constitutional membership requirements that mandate accreditation by one of the six regional accrediting agencies. Specifically, the institution wanted to substitute accreditation by a national accrediting agency. The working group recommended that the Committee deny the request for a waiver. Additionally, the group recommended that the issue be forwarded to each division for consideration of a modification to the NCAA Constitution by common provision to remove the requirement for accreditation by one of the six regional accrediting agencies and replace that language with a more general requirement of institutional accreditation by an accrediting agency that has been recognized by the U.S. Department of Education in compliance with Title IV of the Higher Education Act of 1965. The working group noted that NCAA legislative history indicates that at one time accreditation by a national accrediting agency was permitted; however, that language was changed after that agency ceased accrediting universities.

It was VOTED

"To approve the recommendations of the Accreditation Agency Working Group to deny the waiver request and forward the issue of a constitutional amendment to each of the divisional presidential bodies."

5. Litigation update. The Committee received a report from the NCAA general counsel regarding litigation and settlement actions. Also, the Committee reviewed an NCAA policy that would guide disclosure of records to be distributed publicly.

It was VOTED

"To adopt the following guiding principle regarding disclosure of NCAA records:

"It is the policy of the NCAA to disclose information as a matter of course to its member schools and conferences, or as requested by them and to others to the extent it supports the NCAA mission, except where disclosure would violate the law or prejudice the interests or well-being of the Association."

The Committee also approved a process for implementation of the policy by NCAA staff.

6. NCAA drug-testing results for 2008-09. The Committee received a report from the NCAA Committee on Competitive Safeguards and Medical Aspects of Sports (CSMAS). The report included final results of the 2008-09 NCAA drug testing in championship events for all divisions, as well as year-round testing in Divisions I and II. The Committee noted an increase in positive tests for marijuana and a slight uptick in positive tests for anabolic steroids. CSMAS requested permission to publish the 2008-09 drug testing results and also requested permission to release contemporaneous aggregate drug-testing results data as a drug-education prevention tool, whereby the data could be used to underscore to the membership the risks faced by student-athletes.

It was VOTED

"To approve the publication of the 2008-09 drug testing results and to permit the release of contemporaneous aggregate drug testing results data in a manner that avoids the Association of any individual or institutional identity."

7. Concussion Policy.

The Committee also received a CSMAS report on recent discussions surrounding concussion management and a recommendation that the Executive Committee adopt a policy requiring institutions across all three divisions to have a concussion management plan on file that mandates removal of a student-athlete who exhibits signs, symptoms or behaviors consistent with a concussion from practice or competition.

It was VOTED

"To adopt the concussion management policy as follows:

"Institutions shall have a concussion management plan on file such that a student-athlete who exhibits signs, symptoms or behaviors consistent with a concussion shall be removed from practice or competition and evaluated by an athletics healthcare provider with experience in the evaluation and management of concussions. Student-athletes diagnosed with a concussion shall not return to activity for the remainder of that day. Medical clearance shall be determined by the team physician or their designee according to the concussion management plan.

"In addition, student-athletes must sign a statement in which they accept the responsibility for reporting their injuries and illnesses to the institutional medical staff, including signs and symptoms of concussions. During the review and signing process, student-athletes should be presented with educational material on concussions."

The policy is to be effective by the start of the 2010-11 academic year. The Committee also asked that consequences for not following the policy be deliberated and that recommended sanctions for noncompliance be presented to the committee by its August meeting. The Executive Committee also recommended each division consider this policy for legislative action.

8. NCAA Division I Board of Directors and Divisions II and III Presidents Councils reports.

a. Division I Board of Directors. The Committee received an update on the actions of the Division I Board of Directors that included the following:

(1) Division I Men's Basketball Championship Expansion. Unanimously approved expansion of the Division I Men's Basketball Championship to 68 teams.

(2) Football Academic Working Group. Received a report from the Football Academic Working Group and expressed strong support for the concepts recommended. The Board will review the recommendations in legislative format in August, with a plan to enter proposals into the 2010-11 legislative cycle.

(3) Executive Committee appointments. Approved the following appointments to the Executive Committee: Jim Cofer, University of Louisiana at Monroe, and David Schmidly, University of New Mexico.

(4) Board of Director appointments. Approved the following appointments to the Board of Directors: Lee Todd, University of Kentucky; Steadman Upham, University of Tulsa; and Nathan Hatch, Wake Forest University.

(5) Division I membership standards. Reviewed and approved the final recommendations from the Division I Leadership Council regarding division's membership standards. The Board plans to review the recommendations in legislative form in August prior to inserting them into the 2010-11 legislative cycle.

b. Division II Presidents Council. The Committee received an update on the actions of the Division II Presidents Council that included the following:

(1) Life in the Balance Phase II. As an ongoing commitment to providing student-athletes with a college experience that balances academics, athletics and social pursuits, Division II chancellors and presidents are engaging in Phase II of the "Life in the Balance" initiative that ensures alignment of athletics competition policies with the division's attribute-based strategic positioning platform. The Presidents Council reviewed the legislative concepts put forth by the Management Council on Phase II of the "Life in the Balance" initiative. The concepts deal with (a) annual or discretionary exemptions, (b) the nonchampionship segment, and (c) the 20/8 hour rule; skill instruction outside the playing season; and start dates for winter sports. The concepts will be further reviewed by the Division II Championships and Legislation Committees at their joint meeting in June. The Presidents Council will determine which concepts to sponsor for the 2011 NCAA Convention at its meetings this summer.

(2) 2010 Division II Chancellors and Presidents Summit. Received an update on the 2010 Chancellors and Presidents Summit, which will be conducted July 19. To date, approximately 140 presidents and chancellors have registered for the meeting, which will focus on Division II Life in the Balance

Phase II; Division II as a membership destination; academics and life skills; and athletics department enhancement tools.

(3) Diversity programming and Association-wide diversity initiatives. Met with NCAA staff members involved with diversity and inclusion. The discussion focused primarily on background information and the current diversity data and statistics for Division II. This is a discussion that the Presidents Council will continue to have throughout this year; the topic also has been placed on the agenda for the 2010 Division II Chancellors and Presidents Summit in June.

(4) Development of chancellors and presidents athletics oversight summary. The division is developing a chancellors and presidents athletics oversight summary, the intent of which is to enhance and support presidential commitment, oversight and involvement in the intercollegiate athletics program. The tool will assist Division II chancellors and presidents in evaluating their position in conjunction with the strategic position and philosophy of Division II intercollegiate athletics. The Presidents Council reviewed and endorsed the document. The document will be shared at the Division II Chancellors and Presidents Summit in June.

(5) Presidents Council vice chair. Elected Pat O'Brien, West Texas A&M University, as the new vice chair of the Council. Dr. O'Brien will assume his duties September 1, when Dr. Pitts' term ends.

c. Division III Presidents Council. The Committee received an update on the actions of the Division III Presidents Council. These included:

(1) 2010-12 budget. Approved the division's proposed 2010-12 budget, noting that some minimal adjustments may be necessary in 2011-12 due to recent changes in the division's revenue projection. The division's reserve may be used to cover all approved 2011-12 commitments.

(2) Presidential leadership. Endorsed a series of concepts designed to better engage presidents in the strategic oversight and leadership of the division, consistent with the 2008 white papers. The following concepts will be reviewed in draft form during the August meeting for membership consideration at the 2011 Convention in San Antonio:

(a) Eliminate the need for the Presidents Council to serve as the sponsor for all of the governance-sponsored proposals for Convention vote. This would allow the Management Council to develop and sponsor operational and administrative legislation and will provide

a clear delineation of operational and strategic responsibilities within the governance structure.

(b) Establish a subcommittee of the Presidents and Management Councils to determine which concepts warrant review by the Presidents Council and formalize the guidelines for such determinations. The subcommittee will establish objective review guidelines that focus on clear, fundamental tenets of the Division III Philosophy Statement and set the proper framework for identifying issues that warrant the Presidents Council's attention.

(c) Expand the membership of the Management Council by adding the category of individuals to whom athletics reports. The addition of two individuals (non-Presidents who directly oversee an athletics director) could broaden the perspective of the Council by including a voice that, while responsible for managing athletics on most campuses, has not historically been directly included in governance discussions. The "direct report" model exists at approximately 805 of Division III member schools.

(d) Establish an expectation for conferences to demonstrate presidential leadership. Despite the current legislative requirement for conference presidential oversight, it appears that presidents may not actively lead some Division III conferences. The division will benefit from more clearly establishing the expectation of strategic leadership at the conference level, and will establish a clear goal in the division's strategic plan, as well as offer incentives to support active presidential leadership.

(3) Collegiate sports wagering. Received a presentation on the results of the 2008 study on collegiate sports wagering, as well as the educational resources offered by the NCAA agents, gambling and amateurism staff. As a result of this presentation, the Council referred to the division's Strategic Planning and Finance Committee the formal inclusion of sports wagering resources in the student-athlete well-being section of the conference grant program. The Council also suggested that Division III consider offering a sports wagering presentation for the 2011 NCAA Convention and consider other ways to enhance the division's use of existing educational resources.

(4) Accreditation requirements for membership. Expressed caution on the concept of changing the accreditation bylaws as they currently stand, noting that the regional accrediting bodies may be less subject to political pressures than the U.S. Department of Education and the current standards seem to be appropriately rigorous for institutions of higher education.

9. NCAA Executive Committee Subcommittee on Gender and Diversity Issues. The Committee received a report from the Executive Committee Subcommittee on Gender and Diversity Initiatives. The subcommittee requested that the Executive Committee review and approve an Association-wide vision statement/framework for NCAA diversity and gender programs and initiatives.

It was VOTED

"To approve the diversity, inclusion and gender framework as follows:

"As a core value, the NCAA believes in and is committed to diversity, inclusion and gender equity among its student-athletes, coaches and administrators. We seek to establish and maintain an inclusive culture that fosters equitable participation for student-athletes and career opportunities for coaches and administrators from diverse backgrounds. Diversity and inclusion improve the learning environment for all student-athletes and enhance excellence within the Association.

"The NCAA will provide or enable programming and education, which sustains foundations of a diverse and inclusive culture across dimensions of diversity including, but not limited to age, race, sex, class, creed, educational background, disability, gender expression, geographical location, income, marital status, parental status, sexual orientation and work experiences. Programming and education also will strive to support equitable laws and practices, increase opportunities for individuals from historically underrepresented groups to participate in intercollegiate athletics at all levels, and enhance hiring practices for all athletics personnel to facilitate more inclusive leadership in intercollegiate athletics."

10. Association-wide committee frequency requests. The Association's bylaws require the Executive Committee to authorize exceptions for Association-wide committees to meet more than two meetings per year. Two of the nine Association-wide committees have requested waivers: (1) the Minority Opportunities and Interests Committee (MOIC) and (2) the Postgraduate Scholarship Committee.

It was VOTED

"To approve meeting exception waivers for the MOIC and the Postgraduate Scholarship Committee. Further the Committee delegated this authority to the NCAA president in the future."

11. Future meetings. The Committee reviewed its future meetings schedule.

12. Adjournment. Ray adjourned the meeting at 3:05 p.m.

# # # # #

A G E N D A

National Collegiate Athletic Association
Division I Board of Directors

The Westin Indianapolis
Indianapolis, Indiana

August 12, 2010
8 a.m. – 3 p.m.

1. Opening remarks.

2. Minutes of the April 29, 2010, Board of Directors meeting. [Supplement No. 1] [**Anticipated Action Item.]**

3. Report of the Division I Presidential Advisory Group August 9, 2010, teleconference. [Supplement No. 2 – An addendum will be distributed at the meeting.] [No action anticipated.]

4. Report from interim NCAA President. [No action anticipated.]

5. Litigation update. [Supplement No. 3 will be distributed at the meeting.] [No action anticipated.]

6. Update on work of the Revenue Distribution Task Force. [No action anticipated.]

7. Status report of the Values-Based Decision Making Task Force. [Possible action item.]

8. Report from the Knight Commission. [Supplement No. 4] [Possible action item.]

9. Legislative Issues.

   a. Recommendations to sponsor legislation in the 2010-11 legislative cycle.

      (1) Football Academic Working Group. [Supplement No. 5] [**Anticipated Action Item.]**

      (2) Men's Basketball Academic Enhancement Group. [Supplement No. 6] **[Anticipated Action Item.]**

(3) Division I membership requirements. [Supplement No. 7 will be distributed at the meeting. Refer to Attachment to Supplement No. 1 for the full report.] [**Anticipated Action Item.]**

(4) Concussion Management. [Supplement No. 8]

b. Update on Legislative Council's consideration of Board of Director's April Resolution. [Supplement No. 9] [Possible action item.]

10. Report from the Committee on Academic Performance. [Supplement No. 10] [No action anticipated.]

11. Report from Jim Haney, executive director, NABC. [Supplement No. 11] [Possible action item.]

12. Report of the April 29, 2010, meeting of the NCAA Executive Committee. [Supplement No. 12] [No action anticipated – for information only.]

13. Governmental relations report. [Supplement No. 13] [No action anticipated – for information only.]

14. Other business.

15. Future meeting dates.

a. October 28, 2010, National Office, Indianapolis, Indiana.
b. January 15, 2011, NCAA Convention, San Antonio, Texas.
c. April 28, 2011, National Office, Indianapolis, Indiana.
d. August 11, 2011, National Office, Indianapolis, Indiana.
e. October 27, 2011, National Office, Indianapolis, Indiana.
f. January 14, 2012, NCAA Convention, Indianapolis, Indiana

16. Adjournment.

Executive Summary of Recommended NCAA Division I Board of Directors Actions Regarding the NCAA Division I Football Academic Working Group's Final Report

Background.

In April 2010 the NCAA Division I Football Academic Working Group presented its final report to the NCAA Division I Board of Directors and received general support for the concepts. Since that time, members of the Football Academic Working Group, the NCAA Division I Academic Cabinet and the NCAA Division I Committee on Academic Performance have met jointly to discuss the report and to add clarity to some of the recommendations.

Legislative Action Items.

The Football Academic Working Group, the Committee on Academic Performance and the Academic Cabinet recommend that the Board sponsor a legislative proposal for the 2010-11 cycle as follows:

- **Fall Term Academic Requirement for Future Competition.** Football student-athletes who do not successfully complete nine semester credit hours or eight quarter hours and earn an NCAA Division I Academic Progress Rate (APR) eligibility point following either the fall semester or quarter, would be ineligible for participation in the first four games the following football season. However, if the student-athlete has successfully completed 27 semester credit hours or 40 quarter hours prior to the beginning of the following fall term, he would be ineligible for only the first two games of that season. Additionally, first year students would be allowed to use credit hours earned at the certifying institution during the summer before initial full-time enrollment and credit hours earned during the summer after the academic year to satisfy the 27/40 credit hours requirement, but not the nine hour requirement. *The effective date for this change would be August 1, 2011, and would impact certification of eligibility for fall 2012 and beyond.*

Nonlegislative Action Items.

The Football Academic Working Group, the Committee on Academic Performance and the Academic Cabinet recommend that the Board refer to the appropriate governance structure entity the issue of student-athlete time demands. The groups recommend continued study of student-athlete time demands and review of those activities countable during a 20-hour week and what sport-related activities occur outside the 20-hour timeframe. This review should include consideration of out-of-season activities as well. This may be best accomplished through the Board charging the appropriate governance structure entity or entities with this review and the development of recommendations for future consideration.

Informational Items.

1. **Two-Year College Transfer Requirements.** The groups support the efforts of the Academic Cabinet in its effort to develop enhanced academic requirements and/or an academic year in residence for two-year college transfers.

   These standards will more accurately reflect the academic preparation most likely to lead to completion of a four-year degree. It is anticipated the Board will review initial findings and recommendations from the cabinet on this topic during its October meeting.

2. **The Football Academic Working Group, the Committee on Academic Performance and the Academic Cabinet recommend the Board take no action at this time on the following:**

   a. **Exhausted Eligibility Departures.** Elimination of a waiver of the contemporaneous penalty for Football Bowl Subdivision student-athletes that are "0/2" after exhausting eligibility should not be acted on at this time. The group noted that the Committee on Academic Performance is currently reviewing the NCAA Division I Academic Performance Program penalty structure and this will allow the Board time to review this recommendation in broader context.

   b. **Head Coaches' APR Portfolio.** In addition to attributing APRs of football student-athletes to the head coach, the rates also could be attributed to the institution's chief executive officer and director of athletics. The groups support continued review of this item over time so as to provide additional time for evaluation and implementation of the coaches' rate.

Basketball Academic Enhancement Group's Recommendation-- Summer Retention Plan For Men's Basketball

<u>ACTION ITEM</u>: It is requested the Board of Directors vote to sponsor the attached draft legislative proposal (as described as well in the bolded text of subparagraphs a.-f. below) for consideration by the Division I membership in the 2010-11 legislative cycle. The additional unbolded excerpts from the Basketball Academic Enhancement Group's (BAEG) August 2009 final report are included below in order to provide context to the BEAG recommendation.

The BAEG Study.

In April 2007, the NCAA Division I Board of Directors approved the formation of an NCAA Division I Men's Basketball Academic Enhancement Group, a working group composed of presidents and chancellors, head coaches, commissioners, directors of athletics and faculty athletics representatives, which was established to develop a set of strategies to enhance academic performance and graduation rates in NCAA Division I men's basketball. Graduation rates in the sport of men's basketball are among the lowest in Division I. Overall, data reviewed reflects that men's basketball student-athletes are less prepared academically than student-athletes who participate in other sports. It was essential, therefore, that NCAA constituent groups work together to evaluate the causes and develop meaningful strategies to improve academic performance. The success of a similar group in baseball and discussions involving head basketball coaches and representatives of several governance committees and NCAA staff at the 2007 Men's Final Four supported the Board's appointment of the Division I Men's Basketball Academic Enhancement Group as a meaningful step toward identifying solutions.

The group submitted its final report to the Board of Directors in August 2009. The following information concerning a summer retention model was referred by the Board to the Division I membership for further discussion with the understanding that appropriate legislative proposals would be sponsored in the 2010-11 legislative cycle. The following excerpts from the report, therefore, are resubmitted for review at the August 2010 Board meeting.

- **<u>Require a Formal Summer Retention-Focused Program to Support Academic, Athletic and Learning Skills Development</u>.**

  Background and Rationale. The group supported a summer academic preparation and college acclimatization model for designated men's basketball student-athletes that includes summer school attendance and learning- and athletics-skill development that involves the coaching staff. Data reviewed by the group clearly demonstrates that student-athletes who enroll in summer school, particularly early in their academic careers, tend to experience enhanced academic success during their collegiate enrollment. This finding holds for both academically at-risk and high achieving student-athletes.

Contributing to this recommendation was a survey of Division I men's basketball student-athletes attending summer school, which revealed that time spent voluntarily on athletically related activities while enrolled in summer school has been approximately 12-14 hours per week.

In proposing this model, the group is not only recognizing the importance of the accrued academic benefits of summer school attendance (e.g., faster progress toward a degree), but is also focusing on the fact that retention problems drive the low APR in men's basketball. One need look no farther than to the fact that approximately 40 percent of entering freshmen in the sport have left their initial institutions by the end of the second year to understand the significance of the retention issue. One of the core messages seen in the academic literature on retention of students is that development of an institutional connection is a critically important factor in retaining students. Summer bridge programs have been shown to be particularly effective in this regard.

Coaches report that prospective and enrolled student-athletes at all levels in Division I basketball are inundated by third parties who have unregulated direct contact and who push the young men to either commit early to a professional career or to seek a new institution to pursue perceived opportunities to better display athletic talents. Pressure is also applied to enrolled student-athletes to participate in summer training for a professional career in locations that have no connection to the institution or to academic development. Given the critical importance of the coach/player relationship, it is fair to consider that enhancing that relationship will also enhance the connection that a student-athlete feels toward the institution. It is also clear that student-athletes in this sport desire opportunities in the summer to enhance their athletics skills. The group, in proposing a model that provides opportunities for both academic and athletic improvement, is trying to achieve greater retention of student-athletes by providing the type of skills enhancement that is desired by the athletes and coupling that opportunity with academic requirements, learning skills training and an enhanced relationship with the coaching staff. For this plan to succeed, coaches, faculty and administrators will have to work together at the local level.

The recommended model proposes a structure that is designed to encourage greater academic commitment, while also providing an opportunity for coaches and student-athletes to interact and build the coach/player relationship. While many faculty members and administrators have been quick to criticize the perceived motives of coaches, the group believes coaches are key to offset the non-academic influences that now pervade the lives of student-athletes in this sport. It is anticipated that engaging in limited athletically related activities in a structured environment under the supervision of the coaching staff will not significantly impact competitive equity and should prove beneficial in establishing a stronger coach/player relationship. For this model to succeed, coaches will be expected to modify recruiting patterns during summer school and to effectively use this new opportunity to influence their student-athletes. Descriptions of summer athletic

development opportunities and summer school academic requirements are included below to assist in understanding the practical application of this model.

a. Summer School Bridge for Designated Men's Basketball Student-Athletes.

NCAA financial aid rules now permit institutions to provide athletics aid during the summer prior to initial full-time enrollment under conditions prescribed by NCAA Bylaw 15.2.8.1.4. Further, NCAA Bylaw 15.2.8 and its subsections, outline legislation related to summer financial aid for enrolled student-athletes.

The recommended model would require that each institution formally assess the academic preparedness of all incoming men's basketball student-athletes (including transfers) who have signed financial aid agreements for the ensuing regular academic year, using institutionally-defined criteria to identify those who need an academic head start to put the individual on a track to predict graduation within five years of initial enrollment. The data shows that student-athletes who undergo these early institutional assessments and receive the necessary additional academic support or attend additional summer school sessions are more likely to graduate within a five-year time frame. **These identified student-athletes shall be required to attend summer school in a summer bridge session prior to their initial year of regular enrollment at the certifying institution. Such incoming student-athletes shall be provided financial aid and must be enrolled in a minimum of six hours (and pass three for eligibility to compete in the first term) of acceptable degree credit in addition to receiving institutional learning skills education.**

[Note: Consistent with the provisions of Bylaw 14.4.3.4.4, required hours may include remedial courses, provided the courses are prerequisites for specific courses acceptable toward any degree program. Learning skills education includes assessments, focused training in areas of deficiency, seminars and other initiatives that help student-athletes "learn how to learn".]

For subsequent summers, men's basketball student-athletes shall be reevaluated using institutionally-defined criteria to determine those who should attend summer school to achieve graduation in a five-year period. Continuing student-athletes who are not on track to graduate in five years shall be strongly encouraged to attend summer school and shall be provided financial aid if they choose to do so. Enrolling in a minimum of six hours shall be required to receive financial aid and passing six hours of acceptable degree credits shall be required for eligibility in the fall term.

The group encouraged [but did not require] that institutions use a management system "The NCAA Facilitating Learning and Achieving Graduation Program" to identify those incoming men's basketball student-athletes who should be required to attend summer school and those continuing men's basketball student-athletes who should be strongly recommended to attend summer school. This is an example of a model that provides for a dynamic assessment of student-athletes (through the identification of factors and characteristics) who are at-risk of not graduating from the institution in five years.

The group also recommended that institutions document academic assessments in the event of future consideration of penalties or waiver requests involving the Committee on Academic Performance.

b. Exceptions for Summer School.

An exception should be available to institutions that do not offer summer courses to the general student body. However, such institutions would not be able to take advantage of the summer athletic development component described later. **Further, institutions that offer summer courses, but that do not offer any athletically related financial aid (e.g., award only need-based aid) would have two options.**

The first option would be to use the previously noted exception applicable to institutions that do not offer summer courses to the general student body. Institutions electing to use this option would not be required to award summer financial aid, but its men's basketball student-athletes would be prohibited from participation in summer athletics development.

A second option would be available for those institutions that wish to participate in the summer athletics development. Those institutions would be subject to the summer-aid requirement for those recruited student-athletes who are required, using institutionally-defined criteria, to attend summer school. The summer athletics development provisions of this model would be applicable to those student-athletes enrolled in the requisite minimum number of hours of acceptable degree credit and who are receiving nonathletically related financial assistance or covering their own cost of summer school.

c. Learning Skills Assessments and Education.

Institutions would be required to provide incoming men's basketball student-athletes learning skills assessments and education. The purpose of this educational program is to address several key learning objectives that would help a student "learn

how to learn". The program could start with an educational assessment that would identify a student-athlete's strengths, weaknesses, attitudes, and beliefs associated with learning. This assessment could also capture information regarding personal, medical, financial or family concerns that can compromise a student-athlete's ability to perform well academically and athletically. Institutions could work with their campus community to identify the best assessment tool to capture this information. Upon the completion of an educational assessment, institutions could establish educational activities that address motivation, attention, concentration, memory, procrastination, anxiety, stress, time management, note taking and test taking skills and learning strategies. These activities can be structured in the form of a course, seminar, individual sessions, or small group activities, and could be organized in a manner to assist coaches and academic support personnel in developing individual academic support plans that will assist the student-athletes in their transition to college and focus on career planning and "life after basketball" skills. Such education would be encouraged in future years as deemed necessary.

d. Summer Athletic Development-Retention Model.

Under current legislation, coaches and student-athletes are limited in the amount of time spent on athletics activities and the nature of those activities during the regular academic year and institutional vacation periods, including the summer. While student-athletes continue to participate in unorganized basketball activities in the summer (data indicates 12-14 hours), they may not do so with a coach present.

The recommended model permits summer athletics development based on the view that this provides an opportunity for student-athletes and coaches to work together to improve aspects of the student-athletes' individual athletics skill in a more personal structure while also building a more intimate coach/player relationship and on emotional attachment to the institution. The focus on athletics development addresses concerns from the men's basketball community that increased access to student-athletes during the summer would be beneficial, but also continues to prevent full-team practice on a year-round basis.

The proposed model would permit institutions to designate an eight-week period during which incoming or continuing men's basketball student-athletes enrolled in and attending summer school would be allowed to participate in a maximum of eight hours per week in strength and conditioning activities, including two hours of that time in skill instruction conducted and supervised by the coaching staff. This length of time is consistent with current legislation governing athletics activities outside the playing season during the academic year. Based on current legislation, it appears eight hours per week is a reasonable balance between the academic and athletic needs of student-athletes in the summer while not imposing an

undue burden on time. Similarly, while cognizant of time demands issues that also exist during the summer, this proposed model recognizes that the structured athletics training will simply replace a portion of the 12-14 hours student-athletics already spend on their own in the gym.

For comparison purposes, the identification of an eight-week period presents a consistent length of time as provided for in the football summer conditioning period. The remaining time outside the eight-week period should be designated as student-athlete discretionary time as outlined in existing legislation in which a student-athlete can only participate in athletics activities at his discretion.

[Note: Summer athletic development would be available to any entering or continuing men's basketball student-athlete who is enrolled in a minimum six hours of summer school, regardless of whether the student-athlete is required to attend such sessions.]

e. First-Term Eligibility Requirements.

The group determined that for those attending summer school and engaging in athletics development activities, a minimum number of summer school credits should be required for eligibility in the first academic term in the fall to ensure that incoming and continuing men's basketball student-athletes are making a meaningful academic commitment. **A credit-hour requirement would be established such that incoming men's basketball student-athletes who are required to attend summer school must satisfactorily complete a minimum of three hours of academic credit during the summer as a prerequisite for eligibility in the first fall term. In subsequent summers, such men's basketball student-athletes who enroll in the summer term would be required to satisfactorily complete a minimum of six hours of academic credit as a prerequisite for eligibility in the ensuing fall term.** As noted, this requirement also applies to incoming and continuing men's basketball student-athletes who are not required to attend summer school, but who elect to do so in order to avail himself of the athletics development benefits. A student-athlete who is not eligible for competition in the fall, based on unsuccessful completion of appropriate academic credit during the summer, would be permitted to regain eligibility at the conclusion of the fall term, provided he meets all other applicable progress-toward-degree regulations.

[Note: A nonqualifier must complete an academic year of residence before being eligible for competition; however, he would be eligible for summer financial aid and athletics summer development during the summer prior to initial full-time collegiate enrollment to aid in establishing a proper academic foundation and a tie to the institution.]

f. Status as a Student-Athlete.

Upon summer enrollment, incoming recruited men's basketball student-athletes, who have signed financial aid agreements for the ensuing regular academic year, would be considered "student-athletes" under all NCAA legislation. Currently, under NCAA Bylaw 13.02.11.1, these individuals are not subject to contact regulations in Bylaw 13 and are considered student-athletes only for purposes of Bylaw 16. They are considered prospective student-athletes for the remainder of Bylaw 13 and all other bylaws.

Members of the Basketball Academic Enhancement Group.

Chair:
Dan Guerrero, director of athletics, University of California, Los Angeles

Other Members:
Cy Alexander, assistant men's basketball coach, Texas A&M University-Corpus Christi
Kevin Anderson, director of athletics, U.S. Military Academy (Army)
Britton Banowsky, commissioner, Conference USA
Gretchen Bataille, former president, University of North Texas
Percy Bates, faculty athletics representative, University of Michigan
Jim Boeheim, head men's basketball coach, Syracuse University
Pete Boone, director of athletics, University of Mississippi
Robert Bruininks, president, University of Minnesota, Twin-Cities
Jack Evans, faculty athletics representative, University of North Carolina, Chapel Hill
Greg Geoffroy, president, Iowa State University
Cary Groth, director of athletics, University of Nevada
Water Harrison, president, University of Hartford
Alan Hauser, faculty athletics representative, Appalachian State University
Paul Hewitt, head men's basketball coach, Georgia Institute of Technology
Ron Hunter, head men's basketball coach, Indiana University-Purdue University of Indianapolis
Kerry Kenny, former SAAC representative, Big 10 Conference
Phil Martelli, head men's basketball coach, Saint Joseph's University
Reggie Minton, deputy executive director, National Association of Basketball Coaches
Mario Moccia, director of athletics, Southern Illinois University at Carbondale
Jean Lenti Ponsetto, director of athletics, DePaul University

Lee Reed, director of athletics, Cleveland State University
Bo Ryan, head men's basketball coach, University of Wisconsin, Madison
Herb Sendek, head men's basketball coach, Arizona State University
Mike Slive, commissioner, Southeastern Conference
Gene Smith, director of athletics, Ohio State University
Jon Steinbrecher, commissioner, Mid-American Conference
John Watson, director of athletics, Pepperdine University
Steve Weber, president, San Diego State University
Debbie Yow, director of athletics, University of Maryland, College Park

Proposal Number:

Title: ELIGIBILITY, FINANCIAL AID AND PLAYING AND PRACTICE SEASONS -- SUMMER ACADEMIC PREPARATION AND COLLEGE ACCLIMATIZATION -- MEN'S BASKETBALL

Intent: In men's basketball, to establish a summer academic preparation and college acclimatization model, as specified.

A. Constitution: Amend 3.2.4, as follows:

3.2.4 Conditions and Obligations of Membership.

[3.2.4.1 through 3.2.4.16 unchanged.]

3.2.4.17 Academic Assessment -- Men's Basketball.

3.2.4.17.1 Assessment of Student-Athletes Receiving Athletically Related Financial Aid. In men's basketball, an active member shall assess all incoming student-athletes (including transfer student-athletes) who have signed the institution's written offer of athletically related financial aid for the following academic year to identify those who require enrollment in summer school prior to initial full-time enrollment at the certifying institution. The assessment shall be based on criteria defined by the institution and shall include an assessment of learning skills. In following years, the institution shall re-evaluate all continuing student-athletes who will receive athletically related financial aid in the following academic year using institutionally defined criteria to identify student-athletes who should be encouraged to enroll in summer school. (See Bylaws 15.2.8.1.2.5 and 15.2.8.1.4.1.)

3.2.4.17.1 Exception -- No Summer Session. An institution that does not offer summer session classes is not required to assess incoming or continuing student-athletes.

3.2.4.17.2 Assessment of Student-Athletes -- Institution that Does Not Award Athletics Aid or Awards only Need-Based Athletics Aid. In men's basketball, an institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), shall assess all recruited incoming student-athletes (including transfer student-athletes) in order to

identify those that require enrollment in summer school prior to initial full-time enrollment at the certifying institution and in order to conduct athletics development activities pursuant to Bylaw 17.1.6.2.1.1.3. The assessment shall be based on criteria defined by the institution and shall include an assessment of learning skills. In following years, the institution shall re-evaluate all continuing recruited student-athletes using institutionally defined criteria to identify student-athletes who should be encouraged to enroll in summer school. (See Bylaws 15.2.8.1.2.5 and 15.2.8.1.4.1.)

3.2.4.17.1 Exception -- No Summer Session. An institution that does not offer summer session classes is not required to assess incoming or continuing student-athletes.

B. Bylaws: Amend 13.02.11, as follows:

13.02.11 Prospective Student-Athlete. A prospective student-athlete is a student who has started classes for the ninth grade. In addition, a student who has not started classes for the ninth grade becomes a prospective student-athlete if the institution provides such an individual (or the individual's relatives or friends) any financial assistance or other benefits that the institution does not provide to prospective students generally. An individual remains a prospective student-athlete until one of the following occurs (whichever is earlier):

[13.02.11-(a) through 13.02.11-(c) unchanged.]

[13.02.11.1 through 13.02.11.2 unchanged.]

13.02.11.3 Exception -- Men's Basketball. In men's basketball, a recruited prospective student-athlete (including a transfer prospective student-athlete) who has signed the institution's written offer of financial aid for the following academic year shall be considered a student-athlete at the point in which he attends a class for which he is registered and enrolled in the institution's summer term prior to his initial full-time enrollment at the institution.

C. Bylaws: Amend 14.4.3, as follows:

14.4.3 Eligibility for Competition.

14.4.3.1 Fulfillment of Credit-Hour Requirements. Eligibility for competition shall be determined based on satisfactory completion of at least:

[14.4.3.1-(a) through 14.4.3.1-(c) unchanged.]

[14.4.3.1.1 through 14.4.3.1.2 unchanged.]

14.4.3.1.3 Summer School Requirements -- Men's Basketball. In men's basketball, an incoming student-athlete (including a transfer student-athlete) who attends summer school prior to initial full-time enrollment at the certifying institution and engages in summer athletics development activities (see Bylaw 17.1.6.2.1.1.3) shall successfully complete a minimum of three credit hours of acceptable degree credit (other than physical education activity courses) toward any of the institution's degree programs in order to be eligible to compete in his first regular term of full-time enrollment. Remedial, tutorial and noncredit courses may be used to satisfy this requirement, provided the courses are considered by the institution to be prerequisites for specific courses acceptable for any degree program and are given the same academic weight as other courses offered by the institution. A continuing student-athlete who attends summer school and who engages in summer athletics development activities (see Bylaw 17.1.6.2.1.1.3) shall successfully complete a minimum of six credit hours in order to be eligible to compete in the first term of the following academic year.

D. Bylaws: Amend 15.2.8, as follows:

15.2.8 Summer Financial Aid. Summer financial aid may be awarded only to attend the awarding institution's summer term, summer school or summer-orientation program, provided the following conditions are met:

[15.2.8-(a) through 15.2.8-(c) unchanged.]

15.2.8.1 General Stipulations. A student-athlete who is eligible for institutional financial aid during the summer is not required to be enrolled in a minimum full-time program of studies. However, the student-athlete may not receive financial aid that exceeds the cost of attendance in that summer term. A student-athlete may receive institutional financial aid based on athletics ability (per Bylaw 15.02.4.1), outside financial aid for which athletics participation is a major criterion (per Bylaw 15.2.6.4) and educational expenses awarded (per Bylaw 15.2.6.5) up to the value of a full grant-in-aid, plus any other financial aid unrelated to athletics ability up to cost of attendance. (See Bylaws 15.01.6.1, 15.01.6.2, 16.3, 16.4 and 16.12.)

[15.2.8.1.1 unchanged.]

15.2.8.1.2 Enrolled Student-Athletes. After initial full-time enrollment during a regular academic year, a student-athlete shall not receive athletically related financial aid to attend the certifying institution's

summer term or summer school unless the student-athlete received such athletically related aid from the certifying institution during the student-athlete's previous academic year at that institution. Further, such aid may be awarded only in proportion to the amount of athletically related financial aid received by the student-athlete during the student-athlete's previous academic year at the certifying institution, except that this proportionality restriction shall not apply to a student-athlete who has exhausted his or her eligibility and is enrolled in a summer program of studies that will permit the student-athlete to complete his or her degree requirements.

[15.2.8.1.2.1 through 15.2.8.1.2.4 unchanged.]

15.2.8.1.2.5 Required Financial Aid -- Men's Basketball. Each year, the institution shall assess all continuing men's basketball student-athletes using institutionally defined criteria to identify those who should attend summer school. Student-athletes who are not on schedule to graduate in five years from initial full-time enrollment shall be strongly encouraged to attend summer school. The institution shall provide a full athletics grant-in-aid to a student-athlete who is identified through the assessment and chooses to attend, provided he is enrolled in a minimum of six credit hours.

15.2.8.1.2.5.1 Exception -- No Athletically Related Aid or Need-Based Athletically Related Aid. An institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), is not required to award athletically related financial aid to student-athletes who attend summer school.

[15.2.8.1.3 unchanged.]

15.2.8.1.4 Prior to Initial, Full-Time Enrollment at the Certifying Institution -- Athletics Aid. The following conditions apply to the awarding of athletically related financial aid to a prospective student-athlete (including a prospective student-athlete not certified by the NCAA

Eligibility Center as a qualifier) to attend an institution in the summer prior to the prospective student's initial, full-time enrollment at the certifying institution (see also Bylaw 13.02.11.1):

[15.2.8.1.4-(a) through 15.2.8.1.4-(e) unchanged.]

15.2.8.1.4.1 Required Financial Aid -- Men's Basketball. In men's basketball, a student-athlete who is required to attend summer school based on the institution's academic assessment (see Constitution 3.2.4.17) shall receive a full athletics grant-in-aid. Such a student-athlete shall enroll in a minimum of six credit hours (other than physical education activity courses) of acceptable degree credit toward any of the institution's degree programs and shall receive learning skills education. Remedial, tutorial and noncredit courses may be used to satisfy this requirement, provided the courses are considered by the institution to be prerequisites for specific courses acceptable for any degree program and are given the same academic weight as other courses offered by the institution;

15.2.8.1.4.2.1 Exception -- No Athletically Related Aid or Need-Based Athletically Related Aid. An institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), is not required to award athletically related financial aid to student-athletes who attend summer school.

E. Bylaws: Amend 17.1.6.2.1, as follows:

17.1.6.2.1 Institutional Vacation Period and Summer.

17.1.6.2.1.1 Sports Other than Championship Subdivision Football. In sports other than championship subdivision football, a student-athlete may not participate in any countable athletically related activities outside the playing season during any institutional vacation period and/or summer. Strength and

conditioning coaches who are not countable coaches and who perform such duties on a department-wide basis may design and conduct specific workout programs for student-athletes, provided such workouts are voluntary and conducted at the request of the student-athlete.

[17.1.6.2.1.1.1 through 17.1.6.2.1.1.2 unchanged.]

17.1.6.2.1.1.3 Athletics Development Activities -- Men's Basketball. In men's basketball, an institution may designate a consecutive eight-week period during the summer during which incoming and continuing student-athletes who are enrolled in a minimum of six credit hours in summer school may engage in required weight-training, conditioning and skill-related instruction. A student-athlete's participation in such activities per Bylaw 17.02.1 shall be limited to a maximum of eight hours per week with not more than two hours per week spent on skill-related workouts.

17.1.6.2.1.1.3.1 No Athletically Related Aid or Need-Based Athletically Related Aid. A student-athlete who attends an institution that does not award athletically related financial aid or an institution that awards athletically related financial aid based solely on demonstrated financial need, as determined for all students by the institution's financial aid office using methodologies that conform to federal, state and written institutional guidelines (including institutional financial aid that is considered athletically related financial aid based on the intervention of athletics department staff), may participate in athletics development activities pursuant to Bylaw 17.1.6.2.1.1.3, provided the institution awards all the institutional financial aid (e.g., need-based aid) for which the student-athlete qualifies.

[17.1.6.2.1.2 unchanged.]

Source: NCAA Division I Men's Basketball Academic Enhancement Group

Effective Date: August 1, 2011

Proposal Category: Amendment

Topical Area: Eligibility, Financial Aid and Playing and Practice Seasons

Rationale: Data indicates that student-athletes who undergo early institutional academic and learning assessments and receive the necessary additional academic support or attend additional summer school sessions are more likely to graduate within a five-year period. Further, both academically at-risk and high achieving student-athletes who enroll in summer school, particularly early in their academic careers, tend to experience enhanced academic success during their collegiate enrollment. This proposal recognizes the importance of the accrued academic benefits of summer school attendance and that retention problems drive a low Academic Progress Rate. The development of an institutional connection is a critically important factor in retaining students. Summer bridge programs have been shown to be particularly effective in this regard. Given the critical importance of the relationship between coach and student-athlete, it is fair to consider that enhancing that relationship will also enhance the connection that a student-athlete feels toward the institution. This proposal will provide opportunities for both academic and athletic improvement, which will, in turn, contribute to greater retention of student-athletes. Allowing limited athletically related activities in a structured environment will not significantly impact competitive equity, but it will prove beneficial in establishing stronger relationships and enhancing the student-athlete's bond to the institution. (For more information, please see the final report of the Division I Men's Basketball Academic Enhancement Group.)

Budget Impact: Will vary among institutions.

Impact on S-A's Time (Academic and/or Athletics): Minimal as compared to the current model.

Proposal Number: 2010-

Title: **NCAA MEMBERSHIP -- ACTIVE MEMBERSHIP -- CONDITIONS AND OBLIGATIONS OF MEMBERSHIP -- CONCUSSION MANAGEMENT PLAN**

Intent: To require, as a condition and obligation of NCAA membership, that an institution have a concussion management plan on file, as specified.

Constitution: Amend 3.2.4, as follows:

3.2.4 Conditions and Obligations of Membership.

[3.2.4.1 through 3.2.4.16 unchanged.]

3.2.4.17 Concussion Management Plan. An active member institution shall have a concussion management plan for its student-athletes. The plan shall include, but is not limited to, the following:

(a) An annual process that ensures student-athletes are educated about the signs and symptoms of concussions. Student-athletes must acknowledge that they have received information about the signs and symptoms of concussions and that they have a responsibility to report concussion related injuries and illnesses to a medical staff member;

(b) A process that ensures a student-athlete who exhibits signs, symptoms or behaviors consistent with a concussion shall be removed from athletics activities (e.g., competition, practice, conditioning sessions) and evaluated by a medical staff member (e.g., sports medicine staff, team physician) with experience in the evaluation and management of concussions;

(c) A policy that precludes a student-athlete diagnosed with a concussion from returning to athletic activity (e.g., competition, practice, conditioning sessions) for at least the remainder of that calendar day; and

(d) A policy that requires medical clearance for a student-athlete diagnosed with a concussion to return to athletics activity (e.g., competition, practice, conditioning sessions) as determined by a physician (e.g., team physician) or the physician's designee.

3.2.4.17.1 Effect of Violation. A violation of Constitution 3.2.4.17 shall be considered an institutional violation per Constitution 2.8.1; however, the violation shall not affect the student-athlete's eligibility.

Source: NCAA Division I Board of Directors (NCAA Executive Committee).

Effective Date: Immediate

Proposal Category: Amendment

Topical Area: NCAA Membership

Rationale: This proposal outlines a consistent Association-wide approach to concussion management as recommended by the Executive Committee. This proposal demonstrates the NCAA's continued commitment to the prevention, identification, evaluation and management of concussions. The development of a concussion management plan at the institutional level that includes the protocol under the direction of a physician for responding to possible concussions is in the best interest of student-athlete well-being and can lessen the chances of further harm to a student-athlete's health. Further, a concussion management plan, in addition to the institution's sports medicine policies for the care of its student-athletes will assist with the continued evaluation and care for student-athletes who suffer concussions. Determination of appropriate care and treatment of a student-athlete's injuries and illness are best handled through an institutional medical model that has physician oversight and direction. This model should focus on appropriate access to healthcare providers with the unchallengeable authority to determine management and return to play following a concussion. Lastly, requiring each institution to engage student-athletes in understanding their risks and acknowledge that they understand these risks, as well as their responsibility for reporting their injuries and illnesses, including signs and symptoms of concussions, will help to ensure that student-athletes are keenly aware of the potential harmful effects of concussions on their health.

Estimated Budget Impact: Minimal.

Impact on S-A's Time (Academic and/or Athletics): Minimal.

REPORT OF THE NCAA DIVISION I COMMITTEE ON ACADEMIC PERFORMANCE JUNE 28-30, 2010, MEETING

***KEY ITEMS*.**

1. **Examination of the NCAA Division I Academic Performance Program (APP).** The NCAA Division I Committee on Academic Performance continued its comprehensive examination of the APP to determine the program's effectiveness in reaching the membership's goals of academic reform. This review will continue through the summer and fall and will include further discussions regarding the NCAA Division I Academic Progress Rate (APR) metric, APP benchmarks, penalty structures, filters and waiver directives.

2. **Joint Meeting with the NCAA Division I Academic Cabinet.** The committee conducted a portion of its meeting with the Academic Cabinet to review the initial-eligibility and two-year college transfer student-athlete standards, in order to formulate recommendations on these key issues. The two groups also discussed outstanding issues regarding the recommendations of the NCAA Division I Football Academic Working Group.

***ACTION ITEMS*.**

1. **Legislative Items.**

   - None.

2. **Nonlegislative Items.**

   - None.

***INFORMATIONAL ITEMS*.**

1. **Examination of the APP.** The committee continued its extensive review of the APP and its examination of the principles and goals tied to the program. The committee agreed in principle to a set of goals and principles that guide the overall purpose of the APP; however, continued discussion will occur to ensure fairness to all institutions, regardless of mission, resources or any other relevant factors. In addition, the committee continued its examination of the relationship between the APR and actual graduation numbers. The committee continued to discuss possible avenues for using both the APR and graduation rates within the APP structure and options for incorporating graduation into the APR

metric. The committee raised a number of questions and issues that require further research and discussion as this examination continues throughout the summer and during the October meeting.

The committee examined the current APP penalty structure and discussed the effectiveness of APP penalties in meeting the goal of improved academic performance and progress toward graduation for student-athletes. Further, the group discussed possible changes to the penalty structure, which could include changes to the levels of and progression to penalties in addition to changes to the types of penalties levied on teams that are underperforming. The committee also continued a discussion regarding appropriate penalty benchmarks based on past changes to the APR calculation, as well as the improvement shown by teams. In addition to the review of the penalty structure and benchmarks, the committee continued its discussion on the appropriateness of each of the current filters in light of any possible adjustments to the penalty structure and benchmarks. The committee also discussed the possible inclusion of new filters to address other issues, such as graduation. These topics will be discussed again during the October meeting.

2. **Public Announcement of Penalties and Rewards and Related Public Relations Efforts.** The committee received a summary of the most recent public release of institutional APRs and APP penalties, which occurred June 9, 2010, and the Elite 88 awards for 2009-10, which was the inaugural year for these awards. As part of this discussion, the committee agreed to publish two lists for football for the public recognition awards effective with the 2009-10 APR data [i.e., one for Football Bowl Subdivision (FBS) and one for Football Championship Subdivision (FCS)]. This change will provide opportunity for each distinct subdivision's football teams to be honored for top academic performance. In addition, this action is in alignment with the NCAA Championships structure. Further, the committee requested the staff to further develop for its consideration at a future meeting a concept to recognize teams who have achieved high enough APRs to receive public recognition for a specified number of years and public recognition for coaches based on long-term team APR performance.

3. **NCAA Division I Football Academic Working Group Report.** In a joint meeting with the Academic Cabinet, the committee reviewed the Football Academic Working Group's final report with a focus on outstanding issues related to the recommendations contained within the working group's report. The two governance bodies support the concept of requiring all football student-athletes to complete nine hours and earn the APR eligibility point during the fall term in order to be eligible for all games of the subsequent season. Football student-athletes failing to meet this requirement would be ineligible for

participation in the first four contests in the following season. The groups also supported the option of reducing this penalty from the first four contests to two contests if the student-athlete earns 27 credit hours by the end of the summer session. Data demonstrate that football student-athletes who earn nine credit hours during the fall earn more APR points during their academic careers and are more likely to graduate and less likely to become an "0/2" student-athlete. Further, requiring 27 credit hours will position the student-athlete for graduation within four and a half years. This, in conjunction with other progress-toward-degree requirements, will ensure that football student-athletes are progressing toward a degree. The groups agreed that first-year student-athletes should be allowed to use credit hours earned at the certifying institution during the summer before initial full-time enrollment and credit hours earned during the summer after the regular academic year to satisfy the 27 credit-hour requirement, but not the nine credit-hour requirement.

To address institutions following quarter-based academic calendars, the committee and cabinet recommended that football student-athletes be required to earn eight quarter hours in the fall term and, for those that fail to satisfy this requirement, be required to earn 40 quarter hours prior to the subsequent fall term in order to reduce the contest penalty. Research indicated the eight quarter-hour requirement generally is equivalent to the nine semester-hour requirement. Further, the 27 semester credit-hour requirement was selected because it positions a student-athlete for graduation in four and a half years. Requiring a football student-athlete at an institution with a quarter-based academic calendar to earn 40 quarter credit hours will position that student-athlete to graduate in an approximately equivalent period of time.

The committee and cabinet did not favor the working group's recommendation to no longer exempt the aid of "0/2" student-athletes who have exhausted eligibility when calculating contemporaneous penalties for FBS teams. The committee and cabinet agreed to take no action at this time regarding the recommendation in light of the committee's continued review of the APP, including the existing penalty structure, penalty-waiver filters and exceptions and cut scores. The two groups agreed that more time must be devoted to the study of time demands on football student-athletes and supported the Academic Cabinet in its effort to develop enhanced academic requirements for two-year college transfers that more accurately reflect the academic preparation most likely to lead to completion of a four-year degree.

4. Proposed Academic and Athletics Development Model for Women's Basketball. The committee reviewed the February 23, 2010, report of the NCAA Division I Women's Basketball Issues Committee and noted the following feedback for the group. The committee observed a noted difference between the women's basketball model and the one developed for men's basketball in that the proposal for women's basketball is

intended for all women's basketball student-athletes, rather than for only those identified as "at-risk." While the committee applauds the intent behind mandatory summer school attendance for all incoming freshman and transfer student-athletes who have signed athletically related financial aid agreements for the following academic year, it noted the financial burden this may place on institutions and potential timing issues for high schools that end in late June/early July and for international student-athletes. Additionally, the committee encouraged the Women's Basketball Issues Committee to consider the other concepts (e.g., definition of a prospective student-athlete) included in the NCAA Division I Men's Basketball Academic Enhancement Group's report to determine their relevance, if any, to women's basketball.

5. **Review of Academic Eligibility Standards for Prospective Student-Athletes.** In a joint meeting with the Academic Cabinet, the two groups discussed issues related to both initial-eligibility standards and two-year college transfer standards. The NCAA research staff provided information that showed the benefits and consequences of the different initial-eligibility standard models in terms of the number of prospective student-athletes that would not have been eligible during the first academic year. In its review of the two-year college transfer standards, the group supported the continued examination of a model that would allow for remediation of academically underprepared prospective student-athletes during the first year of enrollment at the two-year college with no athletics competition permitted. The model would allow a prospective student-athlete to opt into a three-year program that would provide a delay to the start of his or her progress-toward-degree timeline until after the year of remediation. The committee was also supportive of the Academic Cabinet's desire to examine possible changes to two-year college transfer regulations, which could include an increased grade-point average requirement, more specific course requirements and a possible shift away from separate requirements for qualifiers and nonqualifiers. The group noted that the research staff will provide more detailed information related to these possible changes to the Academic Cabinet for its fall meeting.

6. **Academic Data Collection for Two-Year College Transfer Student-Athletes.** The committee approved an extension of the two-year college transfer student-athlete data collection, which is submitted each fall as part of an institution's Academic Performance Census (APC), for two additional APR data cohorts (i.e., 2010-11 and 2011-12) with a reassessment at the end of that time. The two-year extension will provide additional data on the outcomes (e.g., graduation) of two-year college transfers in prior cohorts, which may provide additional insights on the profile of a successful two-year college transfer and to assist with informing future academic policy decisions. This data collection includes the sports of baseball, football and men's and women's basketball.

7. **Review of Occasion-Three Historical Penalty Waivers.** The staff provided a summary of the decisions made by the staff and the committee for Occasion-Three Historical Penalty waivers submitted by institutions during the 2009-10 academic year. The staff made decisions on eight of the 10 waivers submitted, while the committee conducted in-person hearings for two teams. The committee reviewed and discussed the decisions made in the hearings as well as the decisions made by the staff to ensure consistency among all decisions and adherence to the committee's philosophy and directive. The committee also discussed the timing of implementation of Occasion-Three Historical Penalties when a condition placed on an approval is not met and agreed to review the application of these penalties to ensure that the timing is appropriate.

8. **Occasion-Three and -Four Penalty Waivers and Appeals of Waivers.** The committee amended its policies and procedures to reduce the submission timeline for Occasion-Three and -Four Historical Penalty waivers from 21 calendar days to 14 calendar days and reduced the appeals timeline from 21 calendar days to seven calendar days, effective fall 2010. These modifications will simplify the waiver process and make all APP penalty waiver submission and appeal processes consistent, while reducing the amount of time institutions must spend in the penalty waiver phase of the APR process. The committee also provided the staff with the authority to grant extensions of these timelines for institutions requesting additional time to submit a wavier and/or appeal. These requests will be considered on a case-by-case basis and will take into consideration the mitigation presented by the institution for the extension. The committee noted that institutions are aware of team's penalties well in advance of these submission deadlines, generally providing ample time for preparing waiver requests.

9. **Policies and Procedures for APP Data Review Outcomes on Penalties.** The committee amended its policies and procedures to require institutions involved in an APP data review to be advanced to the appropriate level of penalty, if it has been determined that the corrected data would have subjected the team to a penalty or to a different level of penalty than it was previously subject to. In the past, there have been occasions when a team's corrected data positioned the team to be subject to APP penalties when the team was not previously subject to such penalties due to inaccurate APRs. This has created situations in which teams that should have received APP penalties have not received those penalties. This modification provides fairness to the process, while not adding on past penalties that would create an unintended burden on the team. The committee also directed the NCAA Division I Committee of Academic Performance Subcommittee on Appeals to develop a directive to provide guidance to the NCAA staff for the waiver process for institutions facing these circumstances.

10. Policies and Procedures for Institutions that Submit Unusable Data. The committee amended its policies and procedures to create a multistep process to address situations in which institutions submit unusable data either during the APP data submission or the data review process. The first step in the process will involve an on-campus visit by the staff to review the documentation used to certify academic eligibility and to provide the institution with training on best practices for eligibility certification and data submission. In the year following the on-campus visit, the institution will be placed in a probationary period, which may include:

a. Recurring checks between the staff and the institution's certifying officer;

b. Required attendance for institutional representatives at NCAA Regional Rules Seminars and/or participation in APP webinars;

c. Creation of an academic certification and data improvement plan for review by the staff and/or the NCAA Division I Committee on Academic Performance Subcommittee on Data Collection and Reporting;

d. Submission of midyear academic data;

e. Continued ineligibility for postseason competition for all teams;

f. Ineligibility for public recognition of any high-performing teams and NCAA Division I Academic Performance Program Supplemental Support Fund (SSF) monies; and

g. Any additional corrective measures as determined by the Subcommittee on Data Collection and Reporting.

After the one-year probationary period, the NCAA staff will conduct a follow-up visit at the institution to determine if the identified issues have been resolved or not. If it is clear that the institution continues to have systemic issues with eligibility certification and/or data submission, the institution will continue to be subject to the conditions imposed in the probationary year. In addition, institutional representatives, including the institution's president, must participate in a meeting with the full committee in order to explain the continuance of the systemic data issues and the issues uncovered throughout the process would be provided to the NCAA Division I Administration Cabinet for its review as it relates to the institution's active Division I membership status. These amended policies will allow the staff to work cooperatively with the institution earlier in the process to reconcile the APP data while also holding the institution responsible for originally submitting unusable data. It also provides the opportunity for the committee to call on

senior-level institutional representatives to explain why improvements in APP data procedures are not being made.

11. Data Submission and Penalty Application Requirements for an Institution Transitioning its Athletics Program or Team from Division I or Discontinuing a Division I Sport. The committee amended its policies and procedures to include the APP data submission and penalty application requirements for an institution that transitions its athletics program or team from Division I or that discontinues a sport at the Division I level. Within the last year, the staff has been notified of two institutions that intend to transition its athletics program from Division I to Division III. Each situation presented unique circumstances.

Under the new process, once the NCAA staff receives written notification from the institution of its intention to transition its athletics program or team from Division I or to discontinue a sport at the Division I level, the institution/team will no longer be responsible for submitting APP data beginning with the academic year the staff receives notice. In addition, the institution/team will no longer be subject to new APP penalties, but must impose previously earned penalties that apply to the academic years the team/institution continues to compete as a Division I institution/team. The institution/team also will be excluded from any public release of APR and associated penalties, Graduation Success Rate (GSR) and head coaches' information and from the calculation and/or determination of any penalty filters. Further, the institution/team will no longer be eligible for any SSF monies and the public recognition for high academic performance. In addition, the institution/team no longer will submit APR adjustment requests, APP penalty waivers or APR Improvement Plans.

The approved policies also detail the process for instances when a team transitioning from Division I received a conditionally approved APP penalty waiver; when an institution's transition to another division or athletics organization is a multiyear process, and instances when an institution rescinds its decision to transition from Division I. The application of these policies generally shall be effective beginning the academic year the staff receives written notice of the institution's intention to transition from Division I or to discontinue a sport; however, the staff will have flexibility in determining the effective date for each provision based on the timing of receipt of notice.

12. NCAA Division I GSR Data Collection. The Subcommittee on Data Collection and Reporting received a report on the GSR data collection process for submission of data for the 2003-04 cohort, which was due June 1. It was noted that all institutions submitted the requisite data by the prescribed due date and the membership experienced positive results

with the new data collection portal, which used data imported from the APP data collection system for the reporting cohort.

13. **APP Data Reviews**. The Subcommittee on Data Collection and Reporting received an update on the progress of the 62 institutions involved in APP data reviews for the 2010-11 academic year. Twenty-seven of the institutions selected are reviewing GSR data, 31 institutions are reviewing APC and APR data and four institutions are reviewing GSR, APC and APR data. It is anticipated that all data reviews will be completed in the fall.

14. **APP Data Submission Requirements Related to Proposed Division I Membership Requirements.** The Subcommittee on Data Collection and Reporting confirmed that institutions seeking Division I membership under the proposed membership requirements will be required to submit APP data starting from the year in which the institution will be required to be in full compliance with Division I legislation, which will be year one of the four-year process. Under current committee policies, institutions or teams that are multidivisional members, provisional members or in the process of reclassifying to Division I are subject to the APP beginning with the first year in the membership process during which the institution is required to be in compliance with Division I legislation. Also, this timeline will allow the collection of sufficient data to determine if any team is subject to historical penalties, which may be a factor in electing an institution to active Division I membership. In addition, the proposed Division I membership legislation will eliminate provisional and multidivisional membership for new institutions. As such, current provisional and multidivisional institutions will continue to submit APP data under the current timeline and as required for all active Division I institutions and institutions.

15. **Joint Committee on Academic Performance and NCAA Division I Committee on Athletics Certification Subgroup.** The committee received an update on the work of the subgroup, including a timeline for the completion of its work. The subgroup currently is comprised of three Committee on Academic Performance members and three members of the Committee on Athletics Certification. At this time, the staff is developing a draft framework for the subgroup to consider based on the identified focus and goals of the subgroup. The subgroup will conduct its work on scheduled teleconferences starting in July and continue through the fall. It is anticipated that a final report will be submitted to the Committee on Athletics Certification for its consideration in February 2011 and to the Committee on Academic Performance for its consideration in April 2011.

16. June 2010 Knight Commission Report on Intercollegiate Athletics. The committee reviewed the latest report from the Knight Commission on Intercollegiate Athletics, which called for financial and academic reforms in college sports and offered three principles for reform with several related recommendations. The committee noted that several of its initiatives already underway may address recommendations contained within the report.

Committee Chair: *Walter Harrison, University of Hartford, America East Conference*
Committee Liaisons: *Diane Dickman, Academic and Membership Affairs*
Julie Cromer, Academic and Membership Affairs
Kevin Lennon, Academic and Membership Affairs
Todd Petr, Research
Bill Regan, Academic and Membership Affairs

SUPPLEMENT NO. 8
DI Presidential Advisory Group 8/10

RESTORING THE BALANCE

Dollars, Values, and the Future of College Sports

Knight Commission
On Intercollegiate Athletics

Sponsored by the John S. and James L. Knight Foundation

This report sets forth reforms that are achievable and that, if implemented, will create a foundation upon which future reforms can build. Our blueprint for restoring educational values and priorities begins with strengthening accountability for intercollegiate athletics in three ways:

1. Requiring greater transparency and the reporting of better measures to compare athletics spending to academic spending
2. Rewarding practices that make academic values a priority
3. Treating college athletes as students first and foremost—not as professionals

For additional content and video, see the multimedia version of this report at
restoringbalance.knightcommission.org

Knight Commission
On Intercollegiate Athletics

LETTER OF TRANSMITTAL

Alberto Ibargüen
President and Chief Executive Officer
John S. and James L. Knight Foundation
200 South Biscayne Blvd., Suite 3300
Miami, FL 33131

Dear Mr. Ibargüen:

Almost 20 years ago, the Knight Commission on Intercollegiate Athletics released a landmark report about major college athletics. It criticized low athlete-graduation rates, questionable academic standards, and the increasing tendency of athletics programs to operate independently of university oversight. The trustees of the Knight Foundation feared that these persistent problems, found in all too many major college sports programs, threatened the very integrity of higher education. The report created a detailed roadmap for reforming college sports and was quickly embraced by higher education leaders.

Since then, presidents and other leaders of Division I institutions have done much to improve governance policies and to raise academic expectations. The result has been better classroom outcomes for athletes and greater accountability for their coaches, teams, and institutions. Yet while we are proud that the Commission's 1991 report and its subsequent work have had a positive impact, we are acutely aware of how much remains undone.

Most urgent of the remaining goals set out in the Commission's 1991 report is financial reform. The costs of competing in big-time intercollegiate sports have soared. Rates of spending growth are breathtaking. This financial arms race threatens the continued viability of athletics programs and the integrity of our universities. It cannot be maintained.

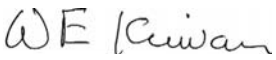
Despite our deep concern about this problem, we believe firmly that—at their best—intercollegiate sports bring enormous benefits to their universities and communities. Indeed, we take as our starting point the mission articulated by James L. Knight, Chairman of the Knight Foundation in 1989: "We recognize that intercollegiate athletics have a legitimate and proper role to play in college and university life. Our interest is not to abolish that role but to preserve it by putting it into perspective."

This report sets forth reforms that are achievable and that, if implemented, will create a foundation upon which future reforms can build. Our blueprint for restoring educational values and priorities begins with strengthening accountability for intercollegiate athletics in three ways:

1. Requiring greater transparency, including better measures to compare athletics spending to academic spending
2. Rewarding practices that make academic values a priority
3. Treating college athletes as students first and foremost—not as professionals

We express our deep gratitude for the continuing support Knight Foundation has provided to this effort. We hope that our recommendations, like those of previous Commissions, will significantly advance much-needed policy changes in college athletics.

Sincerely,



William E. Kirwan
Co-Chairman
Chancellor
University System of Maryland

R. Gerald Turner
Co-Chairman
President
Southern Methodist University

LETTER OF TRANSMITTAL

Val Ackerman
Adjunct Professor, Columbia University
Founding President, Women's National Basketball Association

William W. Asbury
Vice President Emeritus for Student Affairs, Pennsylvania State University

Nicholas A. Buoniconti
Board of Trustees, University of Miami

Carol A. Cartwright
President, Bowling Green State University

John J. DeGioia
President, Georgetown University

Elson S. Floyd
President, Washington State University

Sarah Lowe
Graduate Student, Department of International Development, St. Antony's College, University of Oxford

Jerry I. Porras
Lane Professor of Organizational Behavior and Change Emeritus, Stanford University

Clifton R. Wharton Jr.
President Emeritus, Michigan State University
Former Chairman and CEO, TIAA-CREF

Charles E. Young
President Emeritus, University of Florida and Chancellor Emeritus, University of California, Los Angeles

Michael F. Adams
President, University of Georgia

Henry S. Bienen
President Emeritus, Northwestern University

Hodding Carter III
University Professor of Leadership and Public Policy, University of North Carolina, Chapel Hill

Anita L. DeFrantz
President, LA84 Foundation

Leonard J. Elmore
Chief Executive Officer, iHoops

Janet Hill
Vice President, Alexander & Associates Inc. and Trustee, Duke University

Andrea Fischer Newman
Senior Vice President - Government Affairs, Delta Air Lines, and Board of Regents, University of Michigan

Sonja Steptoe
Former Journalist, *Time, Sports Illustrated, The Wall Street Journal*

Judy Woodruff
Senior Correspondent, *The PBS NewsHour* and Trustee Emerita, Duke University

Chris Zorich
Manager of Student Welfare and Development, The University of Notre Dame

INTRODUCTION

At the nation's most prominent universities, intercollegiate athletics have always played a dual role in campus life. On the one hand, they are managed for the benefit of student-athletes. On the other, they inspire the interest and passions of thousands, if not millions, of fans. For most teams at most institutions, these roles can be reconciled. But in high-profile sports, tensions often surface between the core mission of universities and commercial values.

These tensions have grown significantly over the past two decades. The pursuit of television contracts and slots in football bowl games, together with the quest to win championship tournaments in basketball, have had a destabilizing influence on athletics programs. Among other worrisome developments, the intensely competitive environment at the top levels of college sports has prompted four rounds of realignment among athletic conferences since 1994; a bidding war for prominent coaches; and accelerating expenses across the board.

The growing emphasis on winning games and increasing television market share feeds the spending escalation because of the unfounded yet persistent belief that devoting more dollars to sports programs leads to greater athletic success and thus to greater revenues.

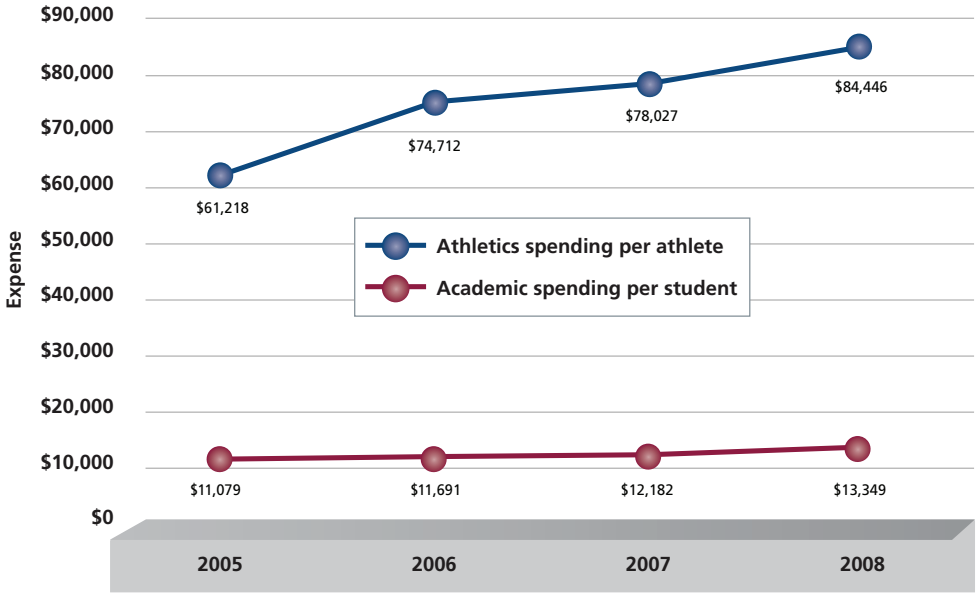
In fact, only a tiny number of college athletics programs actually reap the financial rewards that come from selling high-priced tickets and winning championships. According to a *USA Today* analysis, just seven athletics programs generated enough revenue to finish in the black in each of the past five years. This reality is often obscured by headlines about money in college sports, such as the recent 14-year, $10.8 billion television rights deal for the NCAA men's basketball tournament, and yet another round of conference realignments and expansions designed to increase television market share.

The growing emphasis on winning games and increasing television market share feeds the spending escalation.

Figure 1:

Athletics spending rises while academic spending is flat

Medians for academic spending per student compared to athletics spending per athlete, Football Bowl Subdivision institutions, 2005-2008



This figure compares growth in median athletics spending per athlete to median academic spending per student at 97 of the 103 public institutions in the FBS. The growth over time for athletics spending was 37.9 percent compared to 20.5 percent for academic spending. All figures are in current dollars. Academic spending reflects the full cost of education measure, which includes spending for instruction, student services, and shared overhead costs for academic, instructional, and operations support averaged per full-time equivalent student. Athletics spending includes all athletics operating expenses averaged on a per athlete basis. More detailed data grouped on a conference basis are available in the online report at restoringbalance.knightcommission.org.

Source: See endnotes.

Nevertheless, the pursuit of those elusive goals by many programs creates a cost spiral that causes athletics spending to rise at rates often exceeding those on academic spending. At many universities, institutional spending on high-profile sports is growing at double or triple the pace of spending on academics. This is due to much more than multimillion dollar salaries for football and basketball coaches. Less-publicized trends also play a significant role, including a steep increase in the number of expensive non-coaching personnel devoted to individual sports.

In some instances, there are legitimate reasons for athletics spending to outpace education-related spending on a per-student basis. Health insurance for student-athletes is a unique and large expense, for example. But expenses like this cannot account for the lopsided spending patterns seen at some universities. Median athletics spending per athlete at institutions in each major athletics conference ranges from 4 to nearly 11 times more than the median spending on education-related activities per student (see Figure 2).

Median athletics spending per athlete at institutions in each major athletics conference ranges from 4 to nearly 11 times more than the median spending on education-related activities per student.

Figure 2:

Academic and athletics spending by conference

Medians for academic and athletics spending on a per capita basis, Football Bowl Subdivision conferences, 2008

FBS Conference	Academic Spending per FTE Student 2008	Athletics Spending per Athlete 2008	Athletics Spending per Athlete Outpacing Academic Spending per Student by 4 to 11 times
Southeastern (SEC)	$13,410	$144,592	10.8
Big 12	$13,741	$124,054	9.0
Big Ten	$17,025	$115,538	6.8
Atlantic Coast (ACC)	$15,911	$105,805	6.6
FBS Median	**$13,349**	**$84,446**	**6.3**
Pacific-10	$15,149	$94,545	6.2
Conference USA	$11,222	$64,508	5.7
Mountain West	$13,404	$69,000	5.1
Western Athletic (WAC)	$12,251	$62,634	5.1
Big East	$17,504	$84,887	4.8
Sun Belt	$9,691	$41,895	4.3
Mid-American (MAC)	$12,032	$48,139	4.0

This figure shows academic and athletics spending on a per capita basis using median expenses in 2008. Academic and athletics spending data reflect the measures described in Figure 1.

Source: See endnotes.

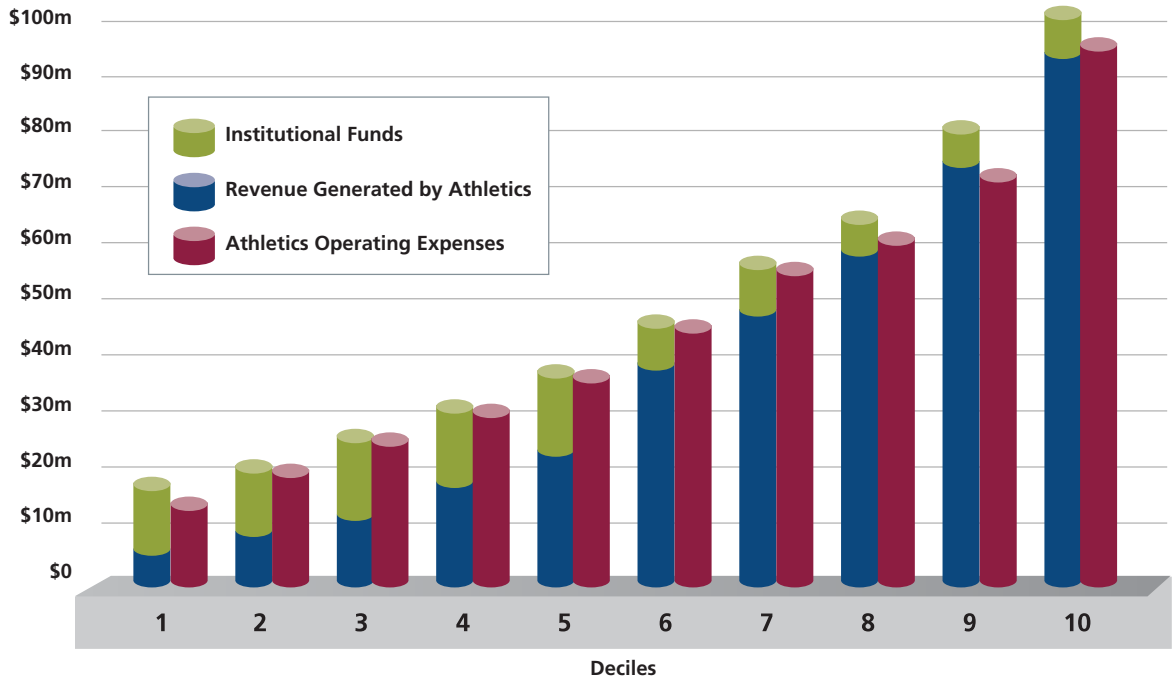
At most institutions, these expenditures require a redistribution of institutional resources. Because sports revenues so often fall short of meeting the needs of athletics programs, almost all programs must rely on allocations from general university funds, fees imposed on the entire student body, and state appropriations to meet funding gaps (see Figure 3). This is a significant concern at a time when economic woes have devastated state budgets and institutional endowments alike. Conflicts over funding between academics and athletics are growing.

Indeed, reliance on institutional resources to underwrite athletics programs is reaching the point at which some institutions must choose between funding sections of freshman English and funding the football team. And student-athletes in non-revenue sports risk seeing their teams lose funding or be cut entirely. These threats extend well beyond universities with high-budget athletics programs: it is clear that the spending race that too often characterizes major football and basketball programs is creating unacceptable financial pressures for everyone.

Figure 3:

Institutional funds needed to balance budgets

Average expenses compared to average revenue generated by athletics and institutional funding, Football Bowl Subdivision institutions, 2008



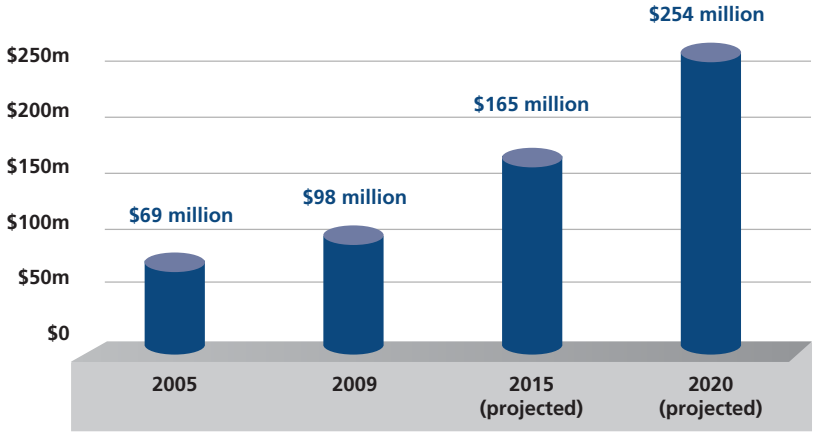
In this figure, generated revenue consists of funds the athletics program earned from external sources, such as ticket sales and broadcast revenues. Institutional funds consist of student fees, transfers from general fund sources, state appropriations, and other sources internal to the institution. This figure shows that most institutions require institutional funding to balance their athletics operating budget. These **2008** data represent the average operating expenses of all FBS institutions, including private institutions. Deciles are ranked according to **2007** athletics operating expenses. According to 2008 expenses, the institutions in Decile 1 had average athletics operating expenses of $14.7 million, and institutions in Decile 10 had average athletics operating expenses of $96.7 million. The table displaying the exact dollar amounts represented in this figure can be found in the online report at restoringbalance.knightcommission.org.

Source: NCAA

Figure 4:

Top athletics budgets exceed $250 million in 2020

Budget projections for the top ten public institutions spending the most on athletics, 2015 and 2020



Average Budgets for Top Ten Spenders on Athletics

This figure shows future projections for the average athletics operating budget for the ten public institutions spending the most on athletics in 2009. The growth rate projections are based on the "smoothed" annual rates of change for total operating expenses during the following periods: 2005-2009, 2006-2009 and 2007-2009.

Source: *USA Today* NCAA athletics database using data reported by each institution on NCAA financial reports.

It is clear that the spending race that too often characterizes major football and basketball programs is creating unacceptable financial pressures for everyone.

In brief, if the business model of intercollegiate athletics persists in its current form, the considerable financial pressures and ever-increasing spending in today's college sports system could lead to permanent and untenable competition between academics and athletics. More broadly, this model could lead to a loss of credibility not just for intercollegiate sports but for higher education itself.

The current financial downturn should be a wake-up call for all programs. It has significantly refocused academic priorities and even forced some institutions to ratchet back spending on sports—primarily by paring teams in lower-profile sports, thus curtailing opportunities for student-athletes. However, even with this new reality, top programs are expected to have athletics budgets exceeding $250 million by 2020, based on data from the past five years. Even for the largest and best-positioned universities, a $250 million athletics budget serving an average of 600 student-athletes is untenable (see Figure 4).

In the Commission's view, addressing misplaced spending priorities requires answering some searching questions: Are financial incentives at the national, conference, and institutional levels rewarding behaviors that are aligned with the core values of higher education, institutions' educational missions, and amateur athletic competition? Or are they creating a "winner take all" market in which there are very few winners? More often we see the latter.

Changing course will not be easy. But we know that some institutions have been able to achieve a healthy balance between academic and athletics spending. We believe that the reforms laid out in this report can help all college athletics programs do the same.

Academic reform hit a tipping point when graduation rates were first shared publicly. We believe the same will be true for financial reform when there is far greater openness about spending on college sports.

Presidents of universities with major football programs clearly recognize the need for change. In a 2009 Knight Commission survey, a large majority said that they believe today's revenue and spending trends are not sustainable for athletics programs as a whole. Nearly half expressed concern about the proportion of institutional resources being used to support athletics programs, and a similar proportion said they feared that economic pressures might force them to discontinue a sport.

Presidents also understand the urgency of acting together. To be sure, some institutions have been able to achieve financial stability, taking advantage of significant revenue opportunities while exercising prudent management. But it is clear that the vast majority of Division I institutions will not be able to do so without a shared structure that provides athletics programs and universities with the information, expectations, and incentives needed to achieve a better balance in their spending priorities.

The Commission believes that the first step among the many actions needed to redress the imbalance in athletics spending is to make financial data in intercollegiate sports, both for public and private institutions, readily available to the general public and to trustees, state legislators, students, parents, and the media. Academic reform hit a tipping point when graduation rates for student-athletes were first shared publicly. We believe the same will be true for financial reform when there is far greater openness about spending on college sports—in absolute dollars, in growth levels, and in comparison to academic budgets.

We applaud the NCAA's good work over the past five years in improving the accuracy of financial data and organizing that information into a database accessible to all presidents. These valuable efforts provide a solid foundation on which to build. But much more needs to be done.

We believe that more data, better data, and more transparent data will mean greater accountability for college sports, both on campus and in the public eye.

After all, at a time when all of U.S. higher education is under unprecedented pressure to be more transparent to the public and more accountable for the results it achieves, intercollegiate athletics cannot expect to be immune to the same standards. Moreover, as with other parts of higher education, heightened scrutiny of college sports should not be viewed as a threat but as an opportunity. With the spotlight already on intercollegiate athletics, more effective disclosure of finances—and of financial priorities—will enhance the long-term prospects of college athletics by ensuring that they remain part of, not apart from, the central mission of colleges and universities.

Our recent survey of college presidents shows that they are united in their desire for greater transparency in athletics spending. Given the diversity and complexity of the challenges they face, however, they are understandably wary of one-size-fits-all solutions. Backers of constructive change face a considerable practical challenge—marking a path to financial reform in a system characterized by great diversity in resources, funding models, institutional practices, and state laws. These concerns are legitimate, but we believe they can be overcome.

In the recommendations that follow, the Commission outlines how the influence of big money in high-profile college athletics can and must be reduced. We aim not only to foster much-needed discussion but, above all, to stimulate reform.

With the spotlight already on intercollegiate athletics, more effective disclosure of finances—and of financial priorities—will enhance the long-term prospects of college athletics by ensuring that they remain part of, not apart from, the central mission of colleges and universities.

PRINCIPLES AND RECOMMENDATIONS

Knight Commission Principles

Before detailing our specific proposals, we begin with two broad principles that have guided our discussions and informed our final recommendations:

- **Academics first.** Each institution must make decisions regarding athletics budgets with a view to how they will affect its academic mission and values. Spending on educational activities should not be compromised to boost sports funding.

- **Responsible spending.** Fiscal discipline in athletics programs must be a top priority for the NCAA, for individual conferences, and for colleges and universities themselves. At every level of oversight of college sports, financial policies should aim to strengthen each institution's broader educational mission; to preserve and promote college athletes' educational and athletic opportunities; and to strengthen the capacity of colleges and universities to offer extensive and equitable participation opportunities for men and women.

Knight Commission Recommendations

Our blueprint for restoring educational values and priorities calls for strengthening accountability for intercollegiate athletics in three ways:

I **Requiring greater transparency, including better measures to compare athletics spending to academic spending**

II **Rewarding practices that make academic values a priority**

III **Treating college athletes as students first and foremost —not as professionals**

I REQUIRING GREATER TRANSPARENCY, INCLUDING BETTER MEASURES TO COMPARE ATHLETICS SPENDING TO ACADEMIC SPENDING

Real long-term progress in athletics financing across all NCAA Division I institutions requires the availability of clear, comparable, and complete financial data, together with strategies to improve accountability.

A. Transparency

All Division I institutions should publish accurate and comparable information about revenues and expenses in athletics every year.

1. **Make NCAA financial reports public.** These standardized reports on athletics spending and revenues are already used by the NCAA to provide presidents and chancellors with a set of metrics in the form of "dashboard indicators" to assess their athletics programs' financial health and their revenue and expense patterns relative to peer institutions. However, these institutional data are rarely seen by the general public.

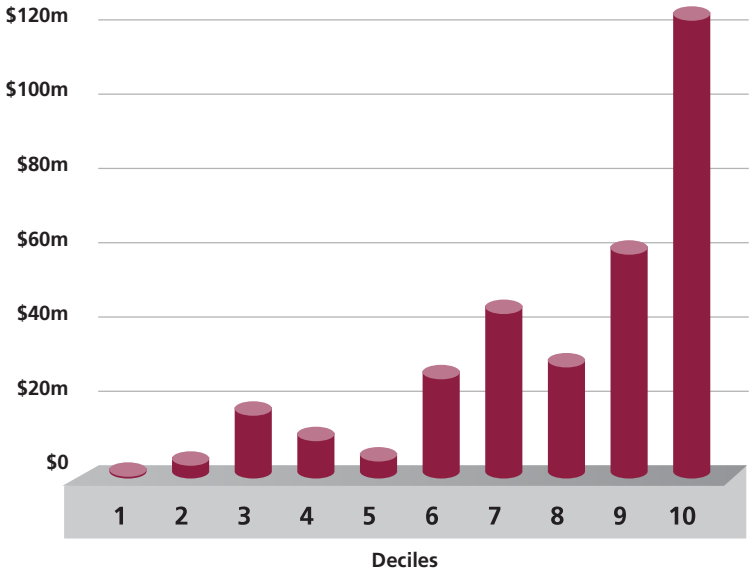
   Colleges are also required to file separate financial and participation reports annually with the U.S. Department of Education in compliance with the Equity in Athletics Disclosure Act of 1994 (http://ope.ed.gov/athletics). But the financial data in these reports lack comparability because the law requires colleges to report information in overly broad categories, permitting wide variation from institution to institution.

   We recognize that data in the NCAA's standardized reports are not perfect. For example, they do not account for varying budget treatment of tuition waivers for scholarship athletes, which can make it difficult to compare spending between institutions. However, these audited reports represent the most accurate athletics financial reports available and, as such, the data should be publicly reported. The NCAA should work with outside auditors to improve the accuracy and campus-to-campus comparability of the NCAA financial reports and the summary indicators they produce. Updates and modifications to the reports and indicators should be made regularly as needed.

Figure 5:

Athletics debt for big-time programs

Medians for overall athletics debt grouped by operating expense budget, Football Bowl Subdivision institutions, 2008



This figure updates the athletics debt data revealed in the Knight Commission's *College Sports 101* report that ranked every FBS institution according to 2007 operating expense budgets and grouped them in the appropriate spending decile. According to 2008 operating expenses, the institutions in Decile 1 had median athletics operating expenses of $14 million and institutions in Decile 10 had median athletics operating expenses of $95 million. Using those deciles, this figure shows the medians for overall athletics debt reported for 2008 by all FBS institutions, including private universities.

Source: NCAA

Because of the large role facilities expansion and debt play in athletics spending, we believe that these new public financial reports should compare capital debt in athletics to overall institutional capital debt.

2. **Publish additional information about long-term debt and capital spending.** Because of the large role facilities expansion and debt play in athletics spending, we believe that these new public financial reports should compare capital debt in athletics to overall institutional capital debt. They should also compare annual athletics debt service to overall operating expenses in athletics. Such comparisons would usefully illustrate the level of risk to the long-term financial security of the university if there is a downturn in the athletics revenues that cover debt service payments.

3. **Report annually on growth rates in academic and athletics spending.** Each institution should publish comparisons of the growth rate in athletics spending and in education-related spending, both calculated using improved assessment measures. (More information about these measures as well as data showing how conferences stack up against each other on these measures can be found in the Commission's online report: restoringbalance.knightcommission.org.)

B. Strengthened oversight

Along with implementation of the transparency agenda outlined above, institutions that fail to give precedence to core academics values over athletic goals must face more substantial consequences. We recommend the following:

1. **Reform the NCAA Division I certification process.** In 2004, the NCAA dropped financial integrity as a principle in certification. We strongly recommend its reinstatement. Specifically, the certification process should require colleges to evaluate their athletics programs along the lines recommended in this report.

2. **Strengthen accreditation.** Regional accreditation should include an assessment of institutional and overall spending on intercollegiate athletics, including studies of how institutions oversee and regulate athletics expenditures.

3. **Reinforce board responsibilities.** College and university trustees also play a key role in ensuring the integrity of athletics programs. The Commission reiterates its endorsement of a 2007 report by the Association of Governing Boards. Among the guidelines for oversight boards to follow, the report called for close attention to the appropriate level of revenues and spending on athletics; to transparency and accountability; and to whether academic values are properly reflected in spending decisions.

After all, at a time when all of U.S. higher education is under unprecedented pressure to be more transparent to the public and more accountable for the results it achieves, intercollegiate athletics cannot expect to be immune to the same standards.

II REWARDING PRACTICES THAT MAKE ACADEMIC VALUES A PRIORITY

A. Strengthening eligibility standards for participation in championships

We repeat the Commission's 2001 recommendation that a team should be on track to graduate at least 50 percent of its players to be eligible for postseason championships. While we support the NCAA's effort to improve its academic accountability measures, the Commission believes that current standards remain too low and that it takes far too long—typically several years—for postseason bans based on poor academic results to be enforced. The Commission now recommends that eligibility for championships be determined at the start of each new academic year and conditioned upon teams achieving an Academic Progress Rate (APR) that predicts at least a 50 percent graduation rate under the NCAA's graduation measure. (The APR was adopted by the NCAA in 2004 to track academic success and retention semester to semester. An APR of 925 predicts a graduation rate of approximately 50 percent.)

Such a standard would have a significant impact on revenue distribution because successful men's basketball tournament teams can earn financial rewards even when their academic records are dismal. For example, teams that failed to meet the Commission's recommended standard for tournament eligibility, as described above, during one or more of the past five tournaments (2006 to 2010) will earn their conferences at least $54 million next year under current revenue distribution policies. If the Commission's recommendation is adopted, these tournament slots, and the financial rewards that accompany them, will be reserved for teams that meet legitimate academic standards.

B. Distributing revenues according to educational values and priorities

Beyond the need to make tournament eligibility contingent on reaching core academic benchmarks, the Commission believes that the detailed formulas by which shared revenues are distributed must also be more closely aligned with academic values. In addition to the shared revenues that all NCAA Division I member institutions receive, primarily through the NCAA's media contract for the postseason basketball tournament, the 120 institutions in the Football Bowl Subdivision (FBS) also receive distributions from their conferences' postseason football bowl media contracts. These include the lucrative Bowl Championship Series (BCS) contract, whose financial proceeds flow primarily to six major conferences.

We recommend that these financial rewards no longer be based so heavily on winning, but instead on maintaining the right balance between athletics and academics.

To preserve the integrity of the revenue distribution system, the NCAA and athletic conferences should change their allocation formulas as follows:

1. **Change revenue distribution formulas to prioritize educational values over winning.**

   a. **Reduce the funding provided for winning and link new funding to academic success.** The current NCAA revenue distribution formula rewards men's basketball teams on the basis of both appearances and wins in the NCAA men's basketball postseason tournaments. The allocation vehicle for these revenues, known as the Men's Basketball Fund, distributed $167 million in 2010.

   The Commission recommends that the allocation to this fund be substantially reduced. Specifically, the current percentage of shared revenues provided in the Fund for tournament success should be cut at least by half (from 40 percent to 20 percent) and savings should be reallocated to the new Academic-Athletics Balance Fund described below. This revision would ensure that at least 80 percent of the shared revenues will be allocated based on educational values rather than on wins.

   b. **Reallocate some postseason football revenues on the basis of academic values.** Currently, revenues for FBS postseason football activities and media contracts are controlled by the participating conferences, not the NCAA. Consistent with the principles in this report, we believe a portion of the revenues from these activities and contracts should be allocated to restoring an appropriate balance between investments in athletics and academics. Thus, as a starting point, we recommend that at least 20 percent of the overall funds available for annual conference distributions from the BCS be allocated equitably to each FBS conference and designated as the Academic-Athletics Balance Fund. The conferences then would take this allocation and distribute the funds to its members according to the criteria specified for the Academic-Athletics Balance Fund discussed below.

2. **Academic-Athletics Balance Fund.** The Commission recommends that the NCAA and individual FBS conferences establish a new stream of revenue allocation through the actions described in 1(a) and (b) above. All Division I institutions would be eligible for this revenue if they met the following two conditions:

   a. **All teams must maintain an average APR that predicts at least a 50 percent graduation rate** as measured by the NCAA's own graduation rate metric; and

   b. **Each institution must demonstrate an appropriate balance** between institutional investments in athletics and education. The Commission recommends that the NCAA Board of Directors develop criteria to monitor this balance, drawing upon the metrics recommended in this report. For example, one requirement might be that the growth rate in the athletics budget measured on a per-athlete basis over a five-year period must not exceed the growth rate in educational spending on a per-student basis over the same period.

Note: The NCAA's Academic-Athletics Balance Fund would be distributed to all Division I members. The allocation to conferences from BCS funding would be distributed only to FBS members (or directly from BCS administration if they are not affiliated with a conference).

If the Commission's recommendation is adopted, these tournament slots, and the financial rewards that accompany them, will be reserved for teams that meet legitimate academic standards.

III TREATING COLLEGE ATHLETES AS STUDENTS FIRST AND FOREMOST—NOT AS PROFESSIONALS

The following recommendations are focused on treating college athletes as students first and foremost through budgeting, policies, expectations, and in the staffing devoted to their athletic development. While these recommendations aim to restore academic values, there are significant cost considerations in each of these areas as well.

Some high-profile college programs, particularly in football and basketball, have evolved into elaborate operations that rival professional sports teams in the numbers of coaching and support personnel as well as compensation for those staff. Expectations and time demands on college athletes have risen alongside these investments in their athletic development. Additionally, as financial pressures mount to cover these increasing costs, institutions face increasing tensions over the commercial interest in using college athletes for commercial gain. Our objective is to ensure that pursuit of revenues does not infringe upon athletes' rights and their academic obligations. We also wish to identify areas where significant action is needed to curb escalating costs resulting from spending on infrastructure and on staffing levels that approach those of professional sports teams.

A. Ensuring that athletes are students first by limiting intrusions on academic responsibilities and limiting commercial activities

1. **Structure all postseason competitions to benefit and protect student-athletes.** The NCAA principle governing postseason competition must be followed to ensure that the benefits from competing are provided to all participants, that "unjustified intrusion on the time student-athletes devote to their academic programs" is prevented, and that student-athletes are protected "from exploitation by professional and commercial enterprises."

   Given the NCAA's stated principle, we note our disappointment that the current football postseason structure has been extended so that games now occur well into the second term, especially in institutions that operate on the quarter system, and thus create conflicts with academic obligations.

   We recommend that all post-season competition for football end by a set date very early in January, before the beginning of winter term or quarter classes.

2. **Reduce length of seasons and number of events.** Ever-lengthening sports seasons have a corrosive effect on student-athletes' ability to focus on academics and also drive up costs substantially. Yet the pressure to extend the competitive season continues unabated. We believe the length of seasons must be curtailed, both by reducing the number of regular season games or competitions and by eliminating or reducing nontraditional seasons, such as fall baseball. We note that the majority of presidents supported these concepts in the 2009 Knight Commission presidential survey, as did the Division I-A Athletic Directors Association.

3. **Prevent use of athletes' identities to promote commercial entities or products.** As amateurs, college athletes cannot benefit financially from the commercial use of their names or images. NCAA rules should not allow commercial sponsors or other third parties to use symbols of the athletes' identities for financial gain or to promote commercial entities.

Our objective is to ensure that pursuit of revenues does not infringe upon athletes' rights and their academic obligations.

B. Curbing the trends toward professionalization of athletics staffing devoted to athletic development. As noted earlier in this report, growth in athletics spending is outpacing growth in academic spending at many universities. Key contributors to the growth imbalance have been rising coaches' compensation and growth in the number of non-coaching support personnel positions, particularly in football and basketball.

1. **Enforce current coaching limitations**. Over the past decade, some positions have been added in ways that circumvent regulations intended to limit the number of coaches at each university. We recommend that the NCAA strongly enforce regulations forbidding non-coaching personnel from performing coaching duties.

2. **Establish new rules on the number of non-coaching personnel.** The NCAA should limit the number of staff members assigned to a particular sport whose duties do not involve either academic support or health and safety, such as "directors of sport operations" and video personnel. The majority of presidents in the 2009 Knight Commission presidential survey supported creating policies to address this problem.

3. **Coaches' compensation.** In the 2009 Knight Commission presidential survey of college presidents, campus leaders called escalating coaches' salaries the single largest contributing factor to the unsustainable growth of athletics expenditures.

Because of federal antitrust laws, including rulings directly involving the NCAA and member institutions, the NCAA cannot create caps on coaches' salaries, and colleges cannot act together to restrain those salaries. The Commission examined whether compensation for football and basketball coaches should be addressed by seeking a change in the federal antitrust laws.

The NCAA should limit the number of staff members assigned to a particular sport whose duties do not involve either academic support or health and safety.

We concluded that securing such an exemption from the antitrust laws for any reason is a complicated, time-consuming, and expensive endeavor that is by no means assured of success. The Commission thus recommends that an exemption not be sought, at least at this time, and instead that the higher education community focus on developing and implementing the transparency and accountability systems and the financial incentives and structures that we are recommending. Reform of collegiate athletics financing can and must be more immediate and comprehensive than any reform provided through a limited and specific exemption secured through the legislative process.

However, the Commission does reiterate two simple principles from its prior reports that will provide for more effective accountability with regard to compensation of all athletics department staff members.

a. **Colleges and universities should consider coaches' compensation** in the context of the academic institutions that employ them. Their compensation should reflect the values of the amateur athletics programs that they oversee, not the values of professional sports teams whose major objectives are winning championships and earning profits.

b. **Institutions should not permit athletics staff members** (including, but not limited to, coaches) to have separate contracts with companies that reward staff members financially for requiring team members to wear or use specific equipment, apparel, or shoes that display the company logo or brand. Associating a corporate brand with university trademarks, on uniforms, through apparel that college athletes are required to wear, should be done through contracts between the university and the company and not through contracts with individual staff members (including coaches).

C. Examining scholarship offerings to assess whether costs can be reduced without eliminating equitable participation opportunities for men and women

The last comprehensive examination of the appropriate number of scholarships that should be permitted in each sport was conducted by the NCAA nearly 30 years ago. The sports landscape has changed drastically since then. Additionally, more complete injury data exist to provide a more complete consideration of the actual number of players needed in relation to the playing opportunities available. The Commission encourages the NCAA Board of Directors to review these expenditures soon. As a starting point, the Commission reiterates its 2001 recommendation to reduce the total number of football scholarships at Football Bowl Subdivision schools. We believe a conservative reduction would be eight to 10 fewer scholarships from the current 85. Even with this reduction, football would still have a much higher ratio of scholarships to playing opportunities when compared with other sports. Such a reduction may require a change in the maximum number of scholarships for football programs that compete in the Football Championship Subdivision or in Division II.

CONCLUSION

It is time for colleges and universities to resist the never-ending pressure to increase spending on intercollegiate athletics. Even as this report goes to press, high-profile athletic conferences are expanding their memberships in an effort to boost television market share and revenues they hope will follow. Such changes will likely make it harder than ever for the vast majority of colleges to keep up with continued escalation in spending on coaches' salaries, facilities, and other trappings of athletic prestige.

The predictable result: increased subsidy of athletics programs at the cost of academic programs, higher mandatory athletics fees for all students at many institutions, and a reduction in sports offerings—including dropping of teams that are not generating revenues. Such outcomes are indefensible for an enterprise that exists for the benefit of student participants and should serve to strengthen the academic mission of the university.

We recognize the value of intercollegiate athletics, including "big-time" college sports, to student-athletes and to their universities. But to maintain the health of the system we have built over the past 150 years, we believe that a renewed commitment to sustained financial reform is necessary. The reforms outlined in this report provide a foundation upon which to build. We look forward to helping individual institutions, their conferences, and the NCAA make this commitment. Never before have the stakes been so high.

To maintain the health of the system we have built over the past 150 years, we believe that a renewed commitment to sustained financial reform is necessary.

ENDNOTES

1. Data Source for Figures 1 and 2: Figures 1 and 2 were produced by analysts with The Delta Project on Postsecondary Education Costs, Productivity, and Accountability using data from the following sources: *USA Today* NCAA athletics finance database using each institution's NCAA financial report for athletics revenues and expenses; NCES Integrated Postsecondary Education Data System (IPEDS) for full cost of education spending per full-time equivalent student; Office of Postsecondary Education Equity in Athletics database for athlete participation counts only; participation data provided by two institutions independently because their data were not included or were reported incorrectly in the EADA database. Note: The data in these figures do not include data for 17 private universities that are members of the Football Bowl Subdivision. Also excluded are data for the three military academies and the three state universities in Pennsylvania that are not subject to Freedom of Information Act requests for financial data.

2. All figures reflect current dollars.

3. The Knight Commission consulted with antitrust counsel from the law firm of Skadden, Arps, Slate, Meagher & Flom regarding the recommendations set forth in this report. Counsel advised that these recommendations, which are designed to promote amateurism and to preserve a balance between expenditures on athletics programs and the core educational goals of all universities, are consistent with antitrust principles.

4. Individuals are encouraged to cite this report and its multimedia content at restoringbalance.knightcommission.org. In doing so, please include the following attribution: *Knight Commission on Intercollegiate Athletics. (2010, June). Restoring the balance: Dollars, values, and the future of college sports. Miami, FL: John S. and James L. Knight Foundation.*

ACKNOWLEDGMENTS

The Knight Commission acknowledges the many individuals and organizations whose contributions of time, talent, and experience made this report possible.

Since the Commission reconvened in fall 2003, numerous experts, leaders in higher education and college sports as well as college athletes have informed the Commission's work. A complete list of these individuals can be found in the online report restoringbalance.knightcommission.org.

The Commission is grateful to 95 presidents who contributed their time and opinions to the presidential survey conducted in fall 2009. Their thoughtful responses and concerns contributed significantly to the framework of this report.

The Commission owes deep gratitude to its founding co-chairmen, William Friday and Theodore Hesburgh, whose leadership and integrity continue to inspire all who are committed to our nation's goals of achieving excellence in higher education. The Commission is also grateful to the leaders who have guided the group's efforts over the past five years – the late Thomas K. Hearn Jr., Clifton Wharton Jr., and the current co-chairmen, William E. "Brit" Kirwan and R. Gerald Turner.

Knight Commission Executive Director Amy Perko and Communications and Research Associate Scott Hirko were assisted by consultants Jeffrey Orleans and David Welch Suggs Jr. in providing primary support to the Commission as it worked to develop this report. This team also contributed to the drafting and editing of the print and multimedia reports. Dennis Kramer II provided research assistance and Ted Leland provided advice during the project. Ben Wildavsky was the primary author of the report, and was aided by Rodney Ferguson of Lipman Hearne. The report was designed by Widmeyer Communications. Katie Reardon and Stacey Finkel also with Widmeyer Communications coordinated the communications efforts.

The Knight Commission would like to thank the NCAA research staff, particularly Nicole Brachen and Todd Petr, for providing revenue and expense data gathered from institutional reports and grouped by decile. The Commission also thanks *USA Today* staff for providing athletics revenue and expense data collected from financial reports.

Colleen Lenihan and Jane Wellman of The Delta Project for Postsecondary Education Costs, Productivity, and Accountability conducted data integration and analysis for the academic and athletics spending data for each Football Bowl Subdivision (FBS) institution and for each FBS conference. Andrew Zimbalist, the Robert A. Wood Professor of Economics at Smith College, produced projections for 2015 and 2020 spending, and provided advice and analysis on various data examined during this study.

The Commission thanks the John S. and James L. Knight Foundation staff that has provided assistance and support for Commission activities over the years. The Commission expresses special thanks to Knight Foundation President and CEO Alberto Ibargüen, an ex-officio member of the Commission, and to Paula Ellis, Vice President for Strategic Initiatives, for their leadership.

Fiscal discipline in athletics programs must be a top priority for the NCAA, for individual conferences, and for colleges and universities themselves. At every level of oversight of college sports, financial policies should aim to strengthen each institution's broader educational mission; to preserve and promote college athletes' educational and athletic opportunities; and to strengthen the capacity of colleges and universities to offer extensive and equitable participation opportunities for men and women.

For additional content and video, see the multimedia version of this report at
restoringbalance.knightcommission.org

Knight Commission
On Intercollegiate Athletics

John S. and James L. Knight Foundation
200 South Biscayne Blvd., Suite 3300
Miami, FL 33131-2349

www.knightcommission.org

restoringbalance.knightcommission.org

Knight Commission
On Intercollegiate Athletics

Sponsored by the John S. and James L. Knight Foundation
www.knightcommission.org

CONTACT FOR MEDIA:
Katie Reardon, Widmeyer Communications
Katie.Reardon@widmeyer.com 330.559.4754

KNIGHT COMMISSION CALLS FOR COLLEGE SPORTS REFORM, RECOMMENDS PUBLIC TRANSPARENCY OF FINANCES AND NEW FINANCIAL INCENTIVES

"Restoring the Balance: Dollars, Values, and the Future of College Sports" Reveals Huge Disparities between Spending on Athletics and Academics

WASHINGTON-(June 17, 2010) -- Following an 18- month study of college sports finances, the Knight Commission on Intercollegiate Athletics released today a report that calls for financial reforms in college sports. It includes three principles for reining in spending.

Restoring the Balance: Dollars, Values, and the Future of College Sports also finds that expenditures in big-time college sports grew 38 percent – nearly twice as much as spending on academics – from 2005 to 2008. The ten public institutions that spend the most on college sports are on pace to exceed $250 million annually in athletics expenses, on average, in 2020.

The report is particularly timely given the shifts in athletic conference affiliation that have dominated the news over the past weeks, which have been based at least in part on the desire to increase revenues to cover accelerating spending. This gives new urgency to the finding of a survey sponsored by the Knight Commission last year, in which a majority of university presidents agreed that current spending trends cannot be sustained and that leaders must work together to address escalating costs.

"There is every reason to believe that the current direction of big-time college sports is leading us to even greater imbalances in the fiscal priority for athletics over academics," said Knight Commission Co-Chairman William E. "Brit" Kirwan, chancellor, University System of Maryland. "In last year's survey, presidents asked for measures that could keep athletics spending in check and that would apply to all schools. These recommendations achieve those objectives. We now need presidents and their boards to support them."

The Knight Commission's blueprint for financial reform offers these three principles for reform:

1. Requiring that financial reports be public and transparent;
2. Rewarding institutions that make academic values a priority; and,
3. Treating athletes as students first and foremost—not as professionals.

- more -

The Commission recommends that the financial reports filed by each institution with the NCAA should be made public, and include an additional measure comparing spending in athletics and academics.

“Academic reform in intercollegiate athletics began in earnest when graduation rates were first shared publicly,” Kirwan said. “We believe the same will be true for financial reform when there is far greater transparency on athletic expenditures.

“These big-time sports budgets are beginning to have a significant impact on college students, and financial data ought to be transparent and readily available to students, parents, trustees and taxpayers who have a stake in the spending.”

A second recommendation involves rewarding practices that prioritize academic values. The Commission believes teams should not be able to compete for a championship if they have failed to reach core academic benchmarks. The Commission recommends that teams only be allowed to compete in postseason championships if they achieve an Academic Progress Rate (APR) that predicts at least a 50 percent graduation rate of athletes under the NCAA’s graduation measure.

“The Commission first advocated for a 50 percent graduation rate benchmark for postseason eligibility in 2001, and the NCAA has adopted policies that have moved toward that goal,” said Knight Commission Co-Chairman R. Gerald Turner, president, Southern Methodist University. “Now, it is time to finish the job. The Commission believes tournament slots, and the financial rewards that accompany them, should be reserved for teams that meet legitimate academic standards.”

U.S. Secretary of Education Arne Duncan released an official statement in support of the Knight Commission’s recommendation: “With this report, the Knight Commission has shown once again its steadfast commitment to protecting educational priorities and strengthening accountability in intercollegiate sports. I join the Knight Commission in calling for stronger eligibility standards for postseason play. Whatever the exact benchmark—I’ve proposed a 40 percent graduation rate cutoff that would increase to 50 percent—the NCAA needs to strengthen its use of the Academic Progress Rate (APR) index to protect the interests of student athletes and the integrity of their parent institutions in a more rigorous and timely fashion.”

The Commission also recommends that revenue distribution be more closely tied to the academic values. The report calls for the NCAA to create a new revenue distribution fund called the Academic-Athletics Balance Fund. All Division I institutions would be eligible if their teams have APR scores that predict at least a 50 percent graduation rate, and if they appropriately balance investments in athletics and education. The Commission recommends that this new fund be created by reallocating revenue currently awarded for success in the men’s basketball tournament.

Since Football Bowl Subdivision (FBS) institutions spend the most on athletics, a similar fund should be created for FBS members only, by redistributing Bowl Championship Series revenue. The Commission recommends that an equitable portion of bowl championship

revenue be provided to each FBS conference to administer using the same eligibility criteria.

“The growing emphasis on winning games and pursuing TV contracts feeds the spending escalation,” said Knight Commission member Carol Cartwright, president, Bowling Green State University. “To preserve the integrity of college sports, we can no longer base rewards so heavily on winning but instead on maintaining the right balance between athletics and academics. We urge our presidential colleagues on the NCAA Board of Directors to adopt this plan.”

A series of recommendations centered on treating athletes as students first and foremost also have financial implications, including:

- Limiting the length of the football postseason so it does not extend into the start of the second academic term,
- Reducing the length of seasons and number of events, and
- Preventing the use of athletes’ identities to promote commercial entities or products.

Former professional basketball player and Knight Commission member Len Elmore said, “Our objective is to ensure that pursuit of revenues to support intercollegiate athletics does not infringe upon athletes’ rights and their academic priorities.”

The Commission also recommends a number of cost-saving measures, including: examining scholarship offerings, such as a decrease of eight to 10 football scholarships in the Football Bowl Subdivision and limiting the number of non-coaching personnel.

Restoring the Balance is the third major report released by the Knight Commission in its 20-year history. To read the statements of support from higher education leaders and to learn more about the specific recommendations, access video clips, visit restoringbalance.knightcommission.org.

About the Knight Commission on Intercollegiate Athletics
The Knight Commission on Intercollegiate Athletics was formed by the John S. and James L. Knight Foundation in October 1989 in response to more than a decade of highly visible scandals in college sports. The goal of the Commission was to promote a reform agenda that emphasized academic values in a climate in which commercialization of college sports often overshadowed the underlying goals of higher education. More information about the Commission’s history including prior reports can be found at www.KnightCommission.org.

About the John S. and James L. Knight Foundation
The John S. and James L. Knight Foundation advances journalism in the digital age and invests in the vitality of communities where the Knight brothers owned newspapers. Knight Foundation focuses on projects that promote informed and engaged communities and lead to transformational change. For more, visit www.knightfoundation.org.

###

Knight Commission
On Intercollegiate Athletics

Restoring the Balance: Dollars, Values, and the Future of College Sports

Editorials:

Regional Newspapers

1. The Salt Lake Tribune- Eye on the ball
2. The Gainesville Sun- Editorial: The core mission
3. Orlando Sentinel- Put academics first: Colleges must curb athletic spending and focus on academics
4. Tricity Herald – College athletic programs ought to share the wealth
5. Observer-Reporter.com (serving Pennsylvania counties)- Troubling reports on higher learning
6. The Detroit News- Editorial: Universities should heed commission's ideas for spending on athletics
7. Roanoke Times- Editorial: Prove the profitability of college sports

University Campus Newspapers

8. The Oracle Editorial Board, U. South Florida- Editorial: Suggestions good for NCAA
9. The Maneater of Mizzou University- Editorial: Should academics or athletics be the true face of Missouri

Selected editorials in bold are included below:

The Salt Lake Tribune- Eye on the ball
Orlando Sentinel- Put academics first: Colleges must curb athletic spending and focus on academics
The Oracle Editorial Board, U. South Florida- Editorial: Suggestions good for NCAA

The Salt Lake Tribune

Eye on the ball

Updated Jun 23, 2010 05:54PM

Amid all the well-justified excitement surrounding the University of Utah's invitation to join the Pac-10 athletic conference, there has been just a hint of danger. A new report highlights the threat: Academics sometimes suffers from big spending on ultra-competitive athletic programs.

We urge U. administrators to look closely at the Knight Commission on Intercollegiate Athletics report (www.knightcommission.org) and guard against the imbalance in priorities that some highly competitive athletic programs are causing elsewhere.

Association with some of the most prestigious universities in the country will undoubtedly bring unprecedented benefits to the U.: exposure that will open doors to academic and science networks that are closed to lesser-known schools, formal collaborations and informal partnerships with larger and better-funded universities, and more students who want to attend the U.

But building an athletic program that can compete with other members of the Pac-12 — the University of California at Los Angeles, University of Southern California and the others — will cost money. It's true the U.'s share of television revenue as a Pac-12 school will skyrocket, but so will the cost of athletics, to the point it could begin to starve academic programs. The Knight report quoted a USA Today analysis: "... just seven athletics programs generated enough revenue to finish in the black in each of the past five years."

The most startling statistics in the report are these:

"Median athletics spending at public institutions in major conferences rose nearly 38 percent from 2005 to 2008, while academic spending grew only 20 percent. The 10 public institutions spending the most on college sports are on pace to spend more than $250 million annually, on average, in 2020. Median athletics spending per athlete ranges from 4 to nearly 11 times more than the academic spending per student in the big conferences

Already, there are discrepancies at the U. The salary paid to Kyle Whittingham, the U. football coach, more than triples the salary of U. President Michael Young.

The commission offered these reasonable suggestions: open financial reports to the public, including comparisons between athletics spending and academic spending; penalize schools where at least half the athletes don't graduate; require revenue from athletics be shared with academics and "minor sports," and treat athletes as students first.

As it moves into the big league, the U. must remember to keep its eye on the ball. Academics comes first.

Orlando Sentinel

Put academics first

June 22, 2010

Colleges must curb athletic spending and focus on academics.
Homeowners aren't alone in this sluggish economy when it comes to finding themselves financially upside down.

Between 2005 and 2008, schools in the NCAA's Football Bowl Subdivision, formerly known as Division I-A, increased spending on sports by an average of 38 percent, compared with a 20 percent jump in spending on academics.

Schools opened their wallets for sports — spending an average of $84,000 per athlete. Yet, they managed a comparatively measly $13,000 on other students.

That imbalance is evidence of a broken system, one that a new report from the Knight Commission on Intercollegiate Athletics insists must be repaired with bold financial reforms to check escalating athletic spending.

The findings are new, but not unexpected. Last year, most of the 95 presidents surveyed at schools with big-time football programs declared the current revenue and spending model for athletic programs unsustainable.

That "destabilizing influence" is the crux of "Restoring the Balance: Dollars, Values, and the Future of College Sports." The new report maps out a sensible, three-pronged blueprint that champions academics and better accountability for college athletics.

As the commission sees it, Division I schools should show the public the money — releasing more information about athletic revenues and expenses. That includes publishing reports that compare spending on academics and athletics.

Good. Greater fiscal transparency could spur reform by subjecting college athletics to the same scrutiny other departments face.

Another proposal would create an academic litmus test for participating in championships. The commission suggests reserving that privilege for teams on track to graduate at least half its players.

That's reasonable. Only teams meeting that modest benchmark should be rewarded with post-season play — and the accompanying revenue. Even still, 23 of the 65 schools that played in the men's 2009 NCAA basketball tournament wouldn't have met that standard.To remind schools that academics come first, the commission suggests the NCAA use money from

basketball and football post-season play to create a fund that distributes money to schools that excel in the classroom.

Lastly, the commission wants to focus on the "collegiate" in collegiate sports. It proposes shortening sports seasons and scheduling post-season games at times that don't interfere with athletes' academic obligations. And it proposes ending the practice of licensing players' likenesses to promote commercial products, particularly since amateur collegians are barred from getting a cut of the profits.

The report contains other fiscally smart proposals, such as reducing the number of noncoaching personnel and cutting scholarships at Football Bowl Subdivision schools.

These are necessary steps. Even among the 120 schools in the Football Bowl Subdivision — which rake millions from bowl games, TV deals and ticket sales — the NCAA reports nearly 80 percent of the major programs were bleeding an average of $9.9million in red ink in the 2007-08 school year, commission co-chairs noted in a December Washington Post op-ed column.

Consider that in the context of today's economy, where schools are reducing staff and programs and raising tuition and student fees — while pumping more dollars in sports.

The commission can't legislate these changes. However, by embracing the commission's reforms, the NCAA and the individual schools would take a step toward putting the accent on "student" in "student-athlete."

The **Oracle U. South Florida**

Editorial: Suggestions good for NCAA

Posted on 23 June 2010.

By The Oracle Editorial Board

Athletics hold a special place in the collegiate world. Heated competitions in football, basketball and other sports are often the causes behind exciting school rivalries.

Understandably, it's a fun way for alumni, students, fans and athletes to display their school pride.

A school's pride, however, should not be determined solely on the results of athletic competition, as universities are first and foremost academic institutions. Pride should be determined by a university's academic success as well.

After completing an 18-month study on finances in college sports, a report released last week by the Knights Commission — a group made up of university presidents and other leading minds aimed at emphasizing academic values in a commercialized athletic environment — recommended much-needed changes to NCAA operations that would greatly enhance the role of academics in sports.

The study found that from 2005 to 2008, spending on athletics at Division I-A schools rose 38 percent to $84,446 per athlete, while academic spending per student rose only 21 percent to $13,349.

"The NCAA and all of our institutions frequently speak about the importance of academics as an integral part of intercollegiate athletic programs," William E. Kirwan, co-chair of the commission and chancellor of the University System of Maryland, said to the Chronicle of Higher Education.

"When you really look at what's being proposed here, we're just saying, 'Let's live by that principle.' If we're going to generate more revenue, let's make certain that a significant fraction of that revenue is dedicated to rewarding high academic performance," he said.

The committee recommended the creation of an "Academic-Athletics Balance Fund," which would change how the Bowl Championship Series and NCAA distribute millions in basketball and football revenue each year.

A school would be eligible for the fund if it has a predicted graduation rate of at least 50 percent among athletes.

The report also called for universities to be more transparent about their spending on athletics.

Finally, proposed changes include limiting the football postseason so it doesn't interfere with spring semester and preventing the use of athletes' identities to promote commercial entities and products.

This year, USF's NCAA Academic Progress Rating (APR) — which measures a school's academic rating among athletes — in football is a 956 out of a possible 1,000, and men's basketball scored a 977.

The NCAA already penalizes schools that score below a 900.

Last year, USF football had the lowest APR among all BCS conference schools at 917, while the basketball team was third-to-last at 878 — a title that has been successfully shaken.

While USF has been able to improve academics among athletes, the Knight Commission propositions, if adopted by the NCAA, could help other schools reach the same goal.

NCAA Government Relations Report
(July 2010)

1. Government Relations Overview.

As Congress enters into the summer months before its annual August recess, it faces an agenda full of vital policy matters including the aftermath of the explosion on the Deepwater Horizon oil rig off the Louisiana coast and the resulting oil spill. The environmental, health and economic impact has resulted in multiple congressional committees and subcommittees investigating the oil spill. House Speaker Nancy Pelosi has asked that Congress finish a legislative response to the Gulf oil spill before lawmakers depart Washington for the August recess. In addition to the Gulf oil spill, policymakers are dealing with issues related to the ongoing wars in Afghanistan and Iraq and the nation's economy. Among those priorities are the completion of financial regulatory overhaul legislation, consideration of legislation that will provide small-business tax breaks and loan incentives, and an important defense supplemental spending measure.

Members of Congress also continue to prepare for the upcoming mid-term elections. This fall, voters will determine the outcome of 36 Senate races and 435 races in the House of Representatives, which have already been impacted by the announced retirements of numerous members of Congress and several early surprises in primary elections. Despite its heavy workload, Congress has continued to show considerable interest in a variety of matters pertaining to amateur and professional athletics. The academic performance of student-athletes, concussions, conference realignment and the structure of the BCS all continue to garner the attention of policymakers. With significant developments occurring with the structure and contractual agreements within amateur and professional athletics, it is expected that Congress will continue to express an interest in athletics related matters.

2. Federal Issues.

a. Concussion Management.

On May 24, 2010, the House Judiciary Committee conducted a field forum in New York, NY titled "Key Issues Related to the Identification and Prevention of Head Injuries in Football." The examination was the fourth installment in a series of congressional inquiries on this matter. The forum was conducted by House Judiciary Members, Representative Linda Sanchez (D-CA) and Representative Anthony Weiner (D-NY). A significant amount of the discussion focused on the NFL and the new leadership of its committee on head injuries. Dr. Richard Ellenbogen and Dr.

Hunt Batjer, who recently began their roles as co-chairman of the NFL committee on head injuries, were questioned about the new direction of the committee; the leagues' dealings with retired players now suffering from traumatic head injuries, and data drawn from recent testing on various types of helmets.

While not the focus of the hearing, head injuries in college athletics were also discussed. Charlotte Bingham, managing director, Equal Opportunity Office, and associate vice chancellor of Administration, Texas Tech University, and Tammy Plevretes, whose son, Preston, suffered severe injuries from multiple concussions while playing football for La Salle University served as witnesses. Both individuals spoke directly to the dangers associated with mild traumatic brain injuries among amateur athletes.

To date, each of the forums and hearings before the House Judiciary Committee have focused mostly on mild traumatic brain injuries suffered by football players on the professional and collegiate levels. However, on May 20, 2010, the House Committee on Education and Labor shifted the focus and held a hearing titled "The Impact of Concussions on High School Athletes." The committee, which is chaired by Representative. George Miller (D-CA) examined how concussions, experienced by high school athletes, are having an impact on their academics and their overall quality of life. For the first time during this examination by Congress, concerns regarding head injuries suffered by female athletes were specifically discussed. A Government Accountability Office report on concussion and return-to-play guidelines for high school athletes was also examined.

These congressional events have provided an opportunity to discuss ongoing concerns with mild traumatic brain injuries suffered by athletes at all levels of competition. In addition to their prior efforts, many sports governing bodies have made significant strides to properly identify, treat and prevent these dangerous injuries. It is likely that Congress will continue to evaluate this issue.

b. Internet Gambling.

On May 19, 2010, the House Committee on Ways and Means held a hearing on tax proposals related to legislation to legalize Internet Gambling. Witnesses included Representative Barney Frank (D-MA), Representative Jim McDermott (D-WA) and Representative Bob Goodlatte (R-VA). Each of these members has been integrally

involved in the debate on whether to continue to prohibit Internet gambling or legalize and license online wagering operations. Representative Frank and Representative McDermott have introduced several measures during the 111th Congress that would allow for the latter.

While the conversation to date has focused on the issue of whether Internet gambling should be legal or illegal, this hearing took a closer look at the tax implications of proposals to legalize the activity. Specifically, there was an examination of the civil and criminal compliance issues and tools necessary to collect revenue if Internet gambling became legal. The two measures that served as a foundation for the discussion during the hearing, H.R. 2267, the Internet Gambling Regulation, Consumer Protection, and Enforcement Act, and H.R. 4976, the Internet Gambling Regulation and Tax Enforcement Act of 2010, have yet to receive any additional consideration.

c. Federal Agencies / Organizations.

(1) President's Council on Fitness, Sport and Nutrition. The NCAA government relations staff has met with Shellie Pfohl, the new Executive Director of the Council and looks forward to working with her on opportunities that may arise for our student-athletes, member institutions and the NCAA. First Lady Michelle Obama held an event on June 23, 2010, to launch the council and introduce the 2010 council co-chairs and members. New Orleans Saints Quarterback Drew Brees and three-time Olympic Gymnast Dominique Dawes were appointed co-chairs, and will lead an esteemed group that includes several former NCAA student-athletes. Their focus is to work through the Secretary of Health and Human Services to advise and assist in the development of accessible, affordable and sustainable physical activity, fitness, sports and nutrition programs for all Americans.

(2) U. S. Department of Homeland Security. The NCAA government relations staff continues to maintain and develop our relationships with key senior staff of the department. This allows the NCAA to receive guidance and appropriate support throughout our championship events. Homeland Security staff have been extremely responsive to the NCAA and have offered to continue to meet with appropriate staff when needed.

(3) U.S. Department of Education. The NCAA government relations staff continues to maintain and develop our relationships with key senior staff of the department. This has allowed for a more open dialogue and an opportunity to share information on NCAA policies and programs. We look forward to future opportunities to work closely with the department on issues important to the NCAA and its members.

3. State Issues.

a. Scholarship Disclosure.

On February 18, 2010, California Assembly member Tom Torlakson introduced AB 2079, the Student-Athletes Right to Know Act. Under the proposal all schools would be required to provide a disclosure letter outlining the terms and conditions of an athletic scholarship, once contact is made for the purposes of recruiting a prospective student-athlete that resides in California. This bill would also require that a written scholarship offer be made within one week of making a verbal offer. With the support of the National College Players Association, AB 2079 passed the assembly by a vote of 58-17 on June 2, 2010. On June 30, 2010, the Senate Committee on Education passed the measure by a vote of 5-2. AB 2079 will next be considered by the Senate Appropriations Committee.

To date, several California institutions have submitted letters opposing the measure. While generally supporting the bill's goal of ensuring that prospective student-athletes are making informed decisions; opposing institutions have expressed concern about the burdensome costs associated with distributing this disclosure letter to all recruits. More importantly, these schools have argued that this information is already readily available for prospective student-athletes. Finally, in order for Division I institutions to remain in compliance with the bill and NCAA bylaws, they would be subjected to significant limitations on when they could provide verbal offers. The limitation exists because a written offer would have to follow within one week and under NCAA rules a written offer cannot be extended until August 1 before a prospective student-athletes' senior year.

b. Uniform Athlete Agent Act.

The Uniform Athlete Agent Act (UAAA) is a state model act designed to protect student-athletes and membership institutions from the unscrupulous conduct of some athlete agents. The act establishes uniform athlete agent registration procedures and places limitations on the type of conduct that an athlete agent may engage in when dealing with a student-athlete. In addition, the act imposes criminal, civil and/or administrative penalties against unscrupulous agents.

To date, the UAAA has been passed in 38 states, Washington D.C. and the U.S. Virgin Islands. While the majority of state legislatures have adjourned for the year, there are two states with active UAAA legislation where recent movement has occurred. On April 21, 2010, SB 2542 was passed by the Illinois legislature. The measure was sent to Governor Pat Quinn on May 20, 2010. According to the Illinois Constitution, the Governor has 60 days to either sign or veto the bill. However, if he fails to act, the bill will automatically become law. In California, SB 1098 was passed by the California State Senate by a vote of 23-12. Upon moving to the assembly, the measure was passed by the Committee on Arts, Entertainment, Sports, Tourism, and Internet Media by a vote of 7-1 on June 22, 2010. On June 29, 2010, the Assembly Committee on the Judiciary passed SB 1098 by a vote of 8-2. The measure will next be considered by the Assembly Appropriations Committee.

The NCAA Office of Government Relations will continue to work with the National Conference of Commissioners on Uniform State Laws to seek passage of the UAAA in California and Illinois this year. We will also begin a coordinated effort to identify priority states for introduction and passage of the UAAA during the 2011 legislative cycle.

c. Higher Education Associations.

NCAA government relations staff continues to build strong relationships with various higher education associations. The American Council on Education (ACE), the Association of American Universities (AAU), the Association of Public and Land-grant Universities (APLU), and the National Association of Colleges and University Business Officers (NACUBO) among others, continue to provide guidance and support on issues of common interest. The NCAA government relations staff looks forward to continuing these mutually beneficial relationships to better formulate and further the NCAA's legislative goals.