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GOVERNANCE OF WOMEN'S INTERCOLLEGIATE ATHLETICS:  
AN HISTORICAL PERSPECTIVE

by

Virginia Hunt

A Dissertation Submitted to  
the Faculty of the Graduate School at  
The University of North Carolina at Greensboro  
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Approved by

  
Dissertation Advisor

APPROVAL PAGE

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HUNT, VIRGINIA. Governance of Women's Intercollegiate Athletics: An Historical Perspective. (1976) Directed by: Dr. Celeste Ulrich. Pp. 319.

It was the purpose of this study to trace the conditions and circumstances which led to the formation of the Association for Intercollegiate Athletics for Women and to study the inception of that organization. The development of semi-governance bodies was investigated to determine how such development influenced the establishment of the AIAW. Critical issues which influenced the AIAW and its precedent organizations were explored. Viable patterns for the future were suggested in reference to the historical perspective.

Data were gathered through personal interviews with selected knowledgeable persons. Structured interview questions were taped. The archives of the National Association for Girls and Women in Sport were thoroughly examined and pertinent information was photocopied.

The first opportunity that college women had to participate in a national collegiate tournament for women was in the First Women's National Collegiate Golf Tournament, held at The Ohio State University in 1941. In 1956, difficulties were encountered in identifying future sites for the tournament. A Tripartite Committee composed of representatives of the NAPECW, the NSGWS and the AFCW met to make recommendations for the future. The Tripartite Committee recommended that the tournament be continued and that a council be formed with representatives from the three organizations to examine extramural competition for college women. The council eventually became the National Joint Committee on Extramural Sports for College Women. The NJCESCW existed from 1957 to 1965. During this time the NJCESCW developed policies and procedures for

extramural events for college women, established Tripartite Sport Committees which recommended specific policies for extramural events in a sport, sanctioned collegiate extramural events which involved competition on a statewide or larger geographical basis, and continued the Women's National Collegiate Golf Tournament. The NJCESCW recommended that the DGWS assume its functions effective June 1956.

The DGWS established the Commission on Intercollegiate Athletics for Women in 1966. The Commission encouraged the growth of intercollegiate competition for women at the local, state and regional levels, as well as sponsoring the DGWS National Intercollegiate Championships. The CIAW sanctioned intercollegiate events in which five or more schools participated and it encouraged the development of regional structure within the NAPECW districts. The CIAW promoted and governed women's intercollegiate athletics from 1966 to 1972.

In recognition of the need for institutional membership in the governing body for women's intercollegiate athletics and the desire for elected representation to the governing body, the CIAW became the Association for Intercollegiate Athletics for Women in 1972. The AIAW has grown from an initial membership of 280 in 1971-72 to 757 in 1975-76.

The following critical issues that influenced the AIAW and its precedent organizations were examined: eligibility regulations, the growth of national championships, the effect of Title IX of the Education Amendments Act of 1972, the actions of men's governing bodies, and philosophical attitudes toward competition.

The eligibility regulations of the CIAW prevented women who were recipients of athletic scholarships from participating in CIAW sanctioned events. AIAW continued the stand against athletic scholarships and recruitment. The policy was changed in 1973, and the AIAW developed regulations for awarding athletic scholarships and the recruitment of student athletes.

National intercollegiate sport championships have grown from one sport to nine sports under the leadership of the CIAW and the AIAW. Championships have also expanded to include separate tournaments for small colleges and for junior/community colleges.

Title IX of the Education Amendments Act of 1972 was partially responsible for the change in the stand on recruitment and athletic scholarships. Title IX created greater visibility for the AIAW by causing the AIAW leadership to become involved in the political process of the implementation of the Title IX Regulations.

The three men's governing bodies, the NCAA, the NAIA and the NJCAA, have influenced the CIAW/AIAW. The NCAA has been a constant threat to the CIAW/AIAW. The NCAA announcement of the formation of a study committee on women's athletics in 1967 caused the CIAW to make a premature announcement of the schedule of DGWS National Championships. The NCAA's attempt to have athletics removed from Title IX has resulted in greater visibility for the AIAW and commitment on the part of women to govern women's intercollegiate athletics. The NAIA has shown continuous support for the CIAW/AIAW as the appropriate organization to govern women's intercollegiate athletics. The NJCAA

expressed interest in developing women's programs .

The NAGWS philosophy of competition, exemplified by the belief that competition should benefit the participant and that competition should be available to all students, had a major impact on women's intercollegiate governing bodies. DGWS championships and regional tournaments were open-entry events. Students were involved in policy and decision making under the NJCESCW and the AIAW.

Three alternatives were identified for the future of the AIAW. The AIAW can continue as a single sex organization provided that some type of compromise with the male counterpart organizations can be reached on rules and regulations that will prevent discrimination based on sex. The AIAW can combine in some manner with each of the existing men's governing bodies. Women must have an equal voice and vote within the resulting structure. The AIAW can lead the way to a new governing structure for all students which would place the major focus of the organization on the student athlete. Selected criteria for a model for educational intercollegiate athletics were suggested which focused on the student. A skeletal governance structure was sketched out which would ensure equal representation for women, men and students in governing intercollegiate athletics.

## ACKNOWLEDGEMENTS

The writer wishes to express her gratitude to those who helped to make this study possible. Appreciation is extended to Dr. Celeste Ulrich, Chairperson of the Dissertation Advisory Committee. Dr. Ulrich's initial encouragement stimulated the pursuit of the study of the development of a governance body for women's intercollegiate athletics.

Dr. Rachel Bryant provided insight into the initiation of governing structures that could not have been found in written records. Invaluable assistance in securing materials pertaining to the AIAW was given by Rebecca Weinstein, AAHPER Archivist, and Alma Beals and Ileene Brown, NAGWS/AIAW staff members.

Finally, special appreciation must be expressed to Kay Hutchcraft, Karen Johnson and Norma Boetel for constant encouragement and support throughout the research and writing of this history.

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## CHAPTER I

### INTRODUCTION

Intercollegiate athletics have been accepted by the public as an important part of the system of higher education. At the present time, many problems are plaguing intercollegiate athletic programs: the financial obligations of athletic programs are being questioned; the way in which student athletes are treated is being examined; the part played by athletics in sex role socialization is being investigated; the provision for equal opportunity for women is being legislated by Title IX of the Education Amendments Act of 1972; there is animosity between the women and the men over athletics which has sponsored accusations by both women's and men's governing structures.

It is apparent that those concerned with programs of intercollegiate athletics have the opportunity at the present to evaluate the role of athletics as a part of the educational setting. Because of the passage of Title IX, the application of the equal protection clause of the Fourteenth Amendment to interscholastic athletics for females and the thrust of the feminist movement, intercollegiate athletic programs should be examined for what they provide for women.

It is absolutely essential to know the role women have taken in intercollegiate athletics in the past. Educators need to be aware that women have indeed participated in intercollegiate athletics, that women have been successful in establishing a governance structure for intercollegiate athletics, and that

women have participated in national intercollegiate championships over an extended period. Women should look with great pride on their involvement in intercollegiate athletics.

At this crucial time, when alternatives are available for the future of intercollegiate athletics, it is imperative that the successful attempt by women to establish a different model for intercollegiate athletics be made known. By becoming knowledgeable about women's and men's past experiences in athletics and their separate governance structures, it might be possible to suggest different patterns for the future.

The purpose of this study was to examine the development of governance structures for women's intercollegiate athletics. This study needed to be undertaken while people who had been intimately associated with the governance structures for women's intercollegiate athletics were still available to interview and their recollection of events still clear.

#### STATEMENT OF THE PROBLEM

The purpose of this study was to trace the conditions and circumstances which led to the formation of the Association for Intercollegiate Athletics for Women and to study the inception of that organization. The development of semi-governance bodies for sport was investigated to determine how such development influenced the establishment of the AIAW. Critical issues that influenced the AIAW and its precedent organizations were explored, including the pattern of growth of national championships for female athletes. Viable patterns for the

future emerged in reference to the historical perspective.

#### Sub-problem 1

What were the contributing factors necessitating the development of a governance body for women's intercollegiate athletics?

- a. What organizations preceded the AIAW?
- b. What factors necessitated a change in organizational patterns?
- c. What professional groups and people initiated the development of a national governance body?
- d. What was the role of national sport championships for women as an initiating factor?

#### Sub-problem 2

What critical issues have influenced the AIAW and its precedent organizations?

- a. What has the attitude been toward athletic scholarships and how has this attitude been incorporated into rules and regulations affecting participants?
- b. How have eligibility and recruitment problems affected the development and organization of sport governance for women?
- c. What has been the role of national sport championships in structuring the governance body of women's intercollegiate athletics?
  - 1) Have the sports in which national sport championships are sponsored grown in number and stature?

- 2) What are the results of the sport championships?
- d. What effect has Title IX of the 1972 Education Amendments Act had on the AIAW?
- e. What effect have the actions of governing bodies of men's intercollegiate athletics had on the governance of women's intercollegiate athletics?
- f. What philosophical attitudes toward competition have affected the governing bodies of women's intercollegiate athletics?

### Sub-problem 3

What are the possible alternatives for the future governance of women's intercollegiate athletics?

- a. How will the problems of sexism be resolved?
- b. What effect may litigation have on the structure of governance?

### IDENTIFICATION OF ORGANIZATIONS

The following organizations were identified as important to the study:

- AAHPER      American Alliance for Health, Physical Education and Recreation (established 1973). Formerly known as the American Association for Health, Physical Education and Recreation and the American Physical Education Association (APEA) (established 1885).
- NAGWS      National Association for Girls and Women in Sport (an Association within AAHPER). Formerly known as the Division for Girls and Women's Sports (DGWS), the National Section on Girls and Women's Sport (NSGWS), and the National Section on Women's Athletics (NSWA).

NAPECW	National Association for Physical Education of College Women. Formerly known as the National Association for Directors of Physical Education for College Women and the National Association for Directors of Physical Education for Women in Colleges and Universities.
ARFCW	Athletic and Recreation Federation of College Women. Formerly known as the Athletic Federation of College Women (AFCW).
NAIA	National Association for Intercollegiate Athletics.
NCAA	National Collegiate Athletic Association.
NJCAA	National Junior College Athletic Association.
Tripartite Committee	The Tripartite Committee on Golf formed by representatives from NSGWS, NAPECW and AFCW to study and observe the national intercollegiate golf tournament for women and make recommendations for future golf tournaments.
NJCESCW	National Joint Committee on Extramural Sports for College Women. Formerly the Council on Extramural Sports Competition established in 1956.
CIAW	Commission on Intercollegiate Athletics for Women.
AIAW	Association for Intercollegiate Athletics for Women.

Although titles of these organizations were changed over the years, the titles utilized during the period under discussion were employed throughout the study.

#### ASSUMPTIONS UNDERLYING STUDY

This study assumed that the people involved in the various developmental stages of the AIAW have valid impressions of the events which occurred. Although some individual bias may have been evident because of personal involvement, this was countered through multiple impressions of the same event.

It was also assumed that it is possible to identify the people involved in the organizations precedent to the formation of the AIAW and that they were available and willing to provide the needed information. Records kept by these organizations were assumed to be accurate.

#### LIMITATIONS OF THE STUDY

This study was limited to the study of intercollegiate organizations affecting the participation of women in athletics. It does not include descriptions of the internal functioning organization of the NAGWS, NAPECW or the ARFCW, except when these organizations aided in the promotion or development of the AIAW.

The time period covered by this study was from the initiation of the First Women's National Collegiate Golf Tournament in 1941 to January, 1976, when the NCAA considered its proposal for the governance of women's athletics.

The organizations which have standards and policies regarding women's intercollegiate athletics, such as the United States Field Hockey Association, the Amateur Athletic Union and the United States Women's Lacrosse Association, were studied in so far as they influenced actual control over national women's programs for intercollegiate athletics.

## SIGNIFICANCE OF THE STUDY

No studies have been done concerning the development of the national governing body for women's intercollegiate athletics. Organizations attentive to women's sports have seldom been identified except by participants in a particular sport and many people are not cognizant of the history of the one organization which governs women's sports at the collegiate level. Therefore, it is necessary and important to fill the historical void with the study proposed.

It seems an appropriate time to compile the events leading to the establishment of a controlling group for women's intercollegiate athletics. The AIAW has been thrust suddenly into a highly visible role in the world of athletics and in the universe of higher education. In addition, it is imperative that this investigation be undertaken while those persons who occupied responsible positions during the development stages of the AIAW are available and before recollections are dimmed and records lost or misplaced.

With the NCAA announcement of its interest in the governance of intercollegiate athletics for women, it seems vital to have an accurate document which establishes the history of women's intercollegiate sports. Fallacious historical references frequently are made concerning actions taken by leadership groups.

It will be helpful for the future to have a record of how the AIAW reacted to certain problems and issues. By examining the critical issues for alternatives that were available in the past, it may be possible to make suggestions for future action by the AIAW.



This study will add to the body of knowledge concerning women in sport by identifying the persons involved in developing a governing body, by affording insight into the various organizations that existed during the developmental stages, and by indicating the trials and tribulations faced by people and groups in the process of establishing governance for women's intercollegiate athletics. It will also gather in one composite reference information concerning the development of the AIAW.

## REVIEW OF RELATED LITERATURE

A number of studies have been done on the historical development of organizations governing athletics and/or the development of athletics. These studies have used either a chronological approach or a topical approach. The studies cited illustrate how others have organized, collected and presented their data.

### Studies Using a Chronological Approach

Cox (37) did an historical study of the New York State Public School Athletic Association (NYSPSAA). His sources were the minutes of the meetings of the NYSPSAA, official correspondence and reports, published material, the Constitution and By-laws, and the financial statements. In addition, all past and present available officers were interviewed or contacted through correspondence. Cox then organized his material on a chronological basis for five decades commencing in 1922. Within each decade information was arranged topically, and

within each topic a chronological pattern was used. The topics were organization and leadership; financial development; and actions and services which included championships, standards and ethics, publications, associations with other professional organizations, membership and miscellaneous activities.

Hodgdon (43) investigated the development of interscholastic and intercollegiate athletics for girls and women. She established four time periods based on the occurrence of specific events in the development of girls' and women's athletics. She selected 1917-1924, as the first period, due to the formation of the Athletic Conference of American College Women and the National Committee on Women's Athletics of the American Physical Education Association in 1917. The initiation of the second period was determined by the 1925 disapproval of intercollegiate and interscholastic athletics by the National Association of Secondary School Principals' Committee on Athletics, the Women's Division of the National Amateur Athletic Federation and the National Committee on Women's Sports of the American Physical Education Association. This period extended to 1946. In 1947 there was a re-emergence and new growth toward limited athletic programs. Hodgdon continued the third period through the first two National Institutes on Girls Sports held in the early sixties and terminated the period in 1965. The formation of the CIAW in 1966 and the rapid growth and expansion of interscholastic and intercollegiate programs characterized the fourth period which was terminated in 1970, an arbitrary ending. Each time period was organized topically according to cultural aspects of the period; events and developments; organizations, including philosophies, standards and guidelines;

personalities; the development of basketball; the status of athletics; and a summary. Hodgdon used as her sources reports of women's athletic committees, the official files of DGWS and NAPECW, reports of athletic conferences and institutes over the years, published materials, textbooks and historical and descriptive studies. In addition, she interviewed and/or corresponded with a number of women who had been in leadership positions in women's sports.

When reporting the history of the National Association for Intercollegiate Athletics (NAIA), Hoover (44) listed his sources of data as official files, telephone and written communications and interviews. He reported the events and traced the development of the history according to the concerns and issues that surrounded the annual meetings. He arranged his material into three chronological periods: the first period was from the development of the National Association for Intercollegiate Basketball (later to become the NAIA) to 1942; the second period, 1942-1952, was determined by a natural break in activity due to the war. Starting in 1952, there was a rapid increase and expansion in membership and program; therefore, the third period reflected that increase from 1952 until the final date of 1958. The study was divided into chapters which reflected each of the time periods. An additional chapter focused on a chronology of significant events, an analysis of growth of national championships, and financial and membership growth and development.

Meaders (48) arranged his data chronologically with a topical presentation of events within the time periods when he studied the National Federation of State High School Athletic Associations (NFHSAA). One chapter covered

1920-1940 and dealt with the formation, growth and development of the Association to include thirty-six member states. A second chapter included 1940-1958, which was termed the Porter era. During this time a full-time Executive Secretary was hired. This period was also one of internal and external conflicts. Rapid growth was reflected by an increase in membership to forty-seven states. The Fagan era was discussed in a third chapter dating from 1958 through 1968. This era, named with attention to the tenure of the Executive Secretary, was marked by continued growth and rapid expansion of programs, the addition of two staff members, the establishment of financial stability and extensive affiliation with other organizations. Each of these chapters was developed chronologically around the following topics: the culture, interscholastic athletics, membership, constitution and by-laws, officers, finance, affiliations, regulations and contributions, rules formulations, athletic equipment development, miscellaneous, personalities, and a summary. Meaders used official NFSHSAA files, publications, correspondence, personal interviews, scholarly writings, and textbooks concerning cultural, social, political and educational conditions as sources for his data.

The development and contributions of the United States Volleyball Association (USVBA) were traced by Odoneal (58). His data sources were interviews or correspondence with all of the former or present living USVBA Presidents, members of past executive boards and the present executive board, publications and minutes of the YMCA, textbooks, rule books, proceedings of USVBA meetings and physical education publications such as the Journal of

Health, Physical Education and Recreation. Data were organized on a topical basis within four chronological periods: 1895-1916, 1917-1928, 1929-1945, 1946-1965. No rationale was given as to the designation of those time periods. The topics covered within the time periods were cultural climate of the period, organizations responsible for developing volleyball, rule changes, account of personalities and their contribution to volleyball, committee functions and administration, regional organizations and personalities and their contributions, and international relationships and personalities and their contributions. Topics were included which were appropriate to the time period.

#### Studies Using a Topical Approach

Downing (41) reviewed the advent and development of advanced competition in women's basketball in the United States. She interviewed and/or corresponded with players, coaches and prominent persons associated with the AAU, DGWS and USOC women's basketball committees. She also examined books, magazines, records and reports that were related to regional, national and international competition. Her material was organized into the following topics: A Review of Basketball, The Structural Composition of Various Organizations, Ascension Toward Advanced Competition, Influence of World War II, Influence of Politics, and Influence of Rules Changes.

Remley (60) traced the attitudes expressed by women physical educators toward sport competition for college age women. She developed a history of the concepts around which changing attitudes evolved by examining physical

education journals, books written by women physical educators and the archives of NAPECW and DGWS. She organized the material according to the way in which the concepts were developed: from terminology, from recurring problems, by individuals, by organizations, and from research. Within this topical arrangement, a chronological approach was used which divided each topic into three time periods. The time periods were determined

. . . by events of particular significance in the development of sports competition for women; i. e., the appointment of the Women's Athletic Committee of the American Association for Health, Physical Education and Recreation in 1917, the merging of the Women's Division of the National Amateur Athletic Federation with the National Section on Women's Athletics in 1940, and the establishment of the National Joint Council (sic) on Extramural Sports for College Women in 1955. (60:4)

Thus, the identified periods which encompassed fifty years were 1918-1939, 1940-1955, and 1956-1968.

## PROCEDURES

### Background Work

The procedure for background work consisted of reading available articles and minutes of various organizations' meetings in order to gain an overview of events, to mark dates, to become familiar with the organizations and to identify significant persons. The NAPECW Biennial Records were used extensively to acquire initial information.

A preliminary chronology of events was then developed to aid in understanding how and where the events occurred in time and who was involved.

Informal discussions were held with a number of persons involved in the various stages of development of the AIAW to clarify meetings and events. These discussions were useful in determining what issues should be investigated, what persons should be selected for formal interviews, and what questions were to be asked in the formal interviews. The informal talks also served as a check on the accuracy and effectiveness of the preliminary chronology. Katherine Ley, Fran Koenig, Phebe Scott, Rachel Bryant, Maria Sexton and Celeste Ulrich were the persons involved in the preliminary discussions.

#### Data Sources

Data were collected in two ways. The archives of NAGWS were thoroughly examined. Information relating to the AIAW or its precedent organizations was photocopied and retained for use. Archival materials pertaining to the organizations included in this study are located in the AAHPER archives, with the exception of AIAW materials which are retained by the AIAW Historian/Archivist Joanna Davenport at the University of Illinois.

Personal interviews with selected knowledgeable persons were tape recorded. Interview questions were structured beforehand. (See Appendix A.) The following persons were interviewed:

Rachel Bryant, DGWS Consultant until 1971. She was involved in all DGWS actions and discussions during the developmental stage and through the early formation of the AIAW.

June McCann, member of the original Council on Extramural Sports Competition established in 1956. She served on the Council and on the NJCESCW until 1964, first as DGWS representative and then as NAPECW representative.

Celeste Ulrich, member of the NJCESCW and Chairperson in 1961, representing NAPECW. She was also involved in the DGWS Study Committee which recommended the formation of the CIAW. Dr. Ulrich served as NAPECW President during the time the NJCESCW was disbanding and turning over its functions to DGWS. In addition, she has been intimately involved in the problems stemming from Title IX and the NCAA.

Katherine Ley, former DGWS Chairperson and First Chairperson of the CIAW, in addition to being Past AAHPER President. Her service during the development of the CIAW and her knowledge about the NCAA made her essential for amassing information.

Frances Schaafsma, former CIAW Commissioner for National Championships during the critical stage of CIAW development.

Lucille Magnusson, former DGWS Chairperson and CIAW Commissioner during the transition from CIAW to AIAW.

Carole Oglesby, first AIAW President. Appointed as a CIAW Commissioner in 1969, Dr. Oglesby is extremely knowledgeable about AIAW/NCAA relations in the immediate past.



Carol Gordon, former President of AIAW and a member of the NCAA study committee on women's athletics.

### Organization of Data

Initial organization of materials was chronological, according to the association from which they were obtained. Subsequent rearrangement of material was made on the basis of its relevance to the chronological development of the AIAW, the critical issues which influenced the AIAW, or the future alternatives available to the AIAW. Transcriptions of the interviews were organized in the same manner.

### Organization of the Study

This study utilized a chronological approach to the actual development of the governing organization. However, a topical approach was used in presenting the critical issues which influenced the AIAW and its precedent organizations. The critical issues were developed in a chronological manner.

The paper was organized according to the following outline: (1) Introduction, including the statement of problem, identification of organizations, limitations of the study, significance of the study, review of related literature, and procedures; (2) Development of Governing Bodies for Women's Intercollegiate Athletics, including a chronology of the formation of organizations as well as the causes of formation; (3) Critical Issues, including the problems sponsored by athletic scholarships, rules and regulations concerning eligibility and recruitment, growth of national championships, the effects of Title IX, the effects of

men's governing bodies' actions and the effect of philosophical attitudes toward competition; (4) Implications for the Future; and (5) Summary and Conclusions.

## CHAPTER II

### DEVELOPMENT OF GOVERNING BODIES FOR WOMEN'S INTERCOLLEGIATE ATHLETICS

Women's intercollegiate athletics have been organized on a national basis since 1941, the year the first national collegiate championship was held in golf. As opportunities for college women to participate in intercollegiate athletic programs increased, the need arose for a more formal organization to control women's programs. The National Joint Committee on Extramural Sports for College Women (NJCESCW), formed in 1956, was the first organization to attempt to guide and administer women's intercollegiate athletic programs. The Commission on Intercollegiate Athletics for Women (CIAW) grew out of the NJCESCW in recognition of the need for expanding national championships and the desire to have the control of women's intercollegiate athletics under the auspices of one organization, the Division for Girls and Women's Sports (DGWS). The CIAW was formed in 1966. Recognizing the need for institutional membership as a guarantee for commitment to the policies of the DGWS, the Association for Intercollegiate Athletics for Women (AIAW) was formed in 1972. This chapter traced the developments which led to the formation of the AIAW. It also examined the actions of the governing bodies for women's intercollegiate athletics.

1941-1956

Early in 1941, Gladys Palmer, Chairperson of the Department of Physical Education for Women at The Ohio State University, sent a letter to college directors and teachers of women's physical education programs inviting them to participate in the formation of a Women's Collegiate Athletic Association and in a women's intercollegiate golf tournament. Ms. Palmer explained:

The faculty members of the Department of Physical Education for Women at The Ohio State University have recognized for some time a need for well organized and efficiently directed competitive opportunities for college and university women who have attained "above average to superior" skill in certain sports. (59)

The unfavorable reactions produced by this letter were predictable by any who had studied the historical attitudes assumed by most professional organizations concerned with women and sport.

Ms. Palmer explained her proposal to the National Association of Directors of Physical Education for College Women (NADPECW) during an April meeting in Atlantic City. After these discussions, the NADPECW passed the following resolution:

Since one institution has sent a letter to members, stating the belief that a need exists for opportunities in competition for college women of superior skill, and recommends the formation of a Women's Collegiate Athletic Association, the National Association of Directors of Physical Education for College Women has considered the matter and states its position as follows:

1. We believe that the needs of competition can be met in more advantageous ways than in competition on a national basis, and therefore consider national tournaments inadvisable.

2. We do not approve the formation of a national organization which would tend to increase the number of varsity competitions. (102)

The NADPECW had previously voiced opinions concerning competition in 1927 and 1932. In 1927, it stated:

. . . that the National Association of Directors of Physical Education for Women in Colleges and Universities go on record as taking a definite stand (1) for the development of sports as intramural contests only, for women, as opposed to interscholastics and intercollegiate competition for girls, . . . (50:11)

In 1932, an additional statement disapproving of high level competition and explaining the forms of competition which were approved by the Association was made.

. . . there is an increased interest just now in a type of athletic participation for women to which we cannot lend our approval. Therefore we recommend that this organization go on record as reaffirming its belief in the plan of athletic participation for women exemplified in the platform of the Women's Division of N. A. A. F. and that all individual members be ever diligent in promoting and supporting high standards of athletics for women.

In regard to play days it was the consensus of opinion of the group that socialized play days for colleges, with as many activities as possible, as many teams competing as possible and with as many institutions competing as feasible, should be encouraged. (49:37, 43)

The National Section on Women's Athletics (NSWA) of the American Association for Health, Physical Education and Recreation (AAHPER) met immediately following the NADPECW April 1941 meeting. Ms. Palmer was invited "to sit with the Board . . . to answer questions which members of the Board might have regarding these two invitations." (107) Ms. Palmer accepted the invitation and discussed the problems with the NSWA. The NSWA report of the meeting indicated that Ms. Palmer conceded:

A. That the use of the term "National" for the golf tournament was thoughtlessly chosen and is ill-advised.

B. That since the College Directors Association has organized nationally to include in its membership teachers as well as directors of physical education, there should be no need of a national organization dealing with intercollegiate athletics for women. (107)

But she held to the view:

C. That the golf tournament to be held at Ohio State University in June is in the form of an "experiment" which may be deemed inadvisable to continue in other years.

D. That experimentation in intercollegiate athletics is implied in the Standards of NSWA. (107)

After the discussion, the NSWA directed that a letter be written to Ohio State disapproving of the use of the term "national" for the proposed tournament and suggesting that the formation of a Women's Collegiate Athletic Association was undesirable and plans for forming such a group be dropped. (107) NSWA did not, however, make a direct statement as to the advisability of holding the golf tournament.

The NSWA, which had developed from the Women's Athletic Committee of the American Physical Education Association, had indicated that competition was one of its many concerns. The following resolutions regarding inter-school athletics had been developed in 1923:

Be it therefore resolved, that no consideration of inter-institutional athletics is warranted unless,

a. The school or institution has provided opportunity for every girl to have a full season's program of all around athletic activities of the type approved by this committee.

b. That every girl in the school or institution (not merely the proposed contestants) actively participates in a full season of such activities and takes part in a series of games within the school or institution.

c. These activities are conducted under the immediate leadership of properly trained women instructors who have the educational value of the game in mind rather than winning.

Resolved, that in cases where

1. The above conditions obtain and proper responsible authorities (preferably women) deem it desirable educationally and socially to hold inter-institutional competitions the following requirements are observed:
  - a. Medical examination for all participants
  - b. No gate money
  - c. Admission only by invitation of the various schools or institutions taking part in order that participants may not be exploited.
  - d. No publicity other than that which stresses only the sport and not the individual or group competitors.
  - e. Only properly trained women instructors and officials in charge.

Finally the committee does not want it to be inferred from these recommendations that it is advocating or trying to promote a policy of inter-school games. (1:289-290)

In 1937, NSWA published Standards in Athletics for Girls and Women, which set forth standards and policies for the organization and conduct of women's sports. Under the "Organization of Competitive Athletics," the NSWA position on competition was stated:

The element of competition, present in all organized group play, should be treated as the most constructive factor in the experience of the player. Activities should be organized to allow the free and fair operation of the competitive factor, and to prevent its destructive or one-sided effects. The outcomes of competition are determined, not by what is played, but by the way it is played. There can be no hard and fast classification of activities or even of the organization of activities which will guarantee desired results. The common distinction between intramural as a safe organization of activities, and inter-team or inter-institutional as unsafe does not hold in the face of facts. All of the vicious aspects of competition may be present in the most circumscribed scheme of play. Correspondingly, local factors make it both sensible and desirable to organize competition with outside groups, even at some distance from home territory. The only fixed guides to constructive competition are that the program of athletics shall offer equal opportunity to all in terms of individual ability, that it shall be wide in range rather than centered in one activity, that it shall be adapted to the needs and interests of the participants in every respect, and that it shall be honestly and expertly led. (14:1937:25-26)

Within the same section, equal rights for varying skill levels were recommended:

Equal opportunity for all players in terms of individual ability implies a broad base of competition, providing opportunity beginning at the novice level. It means that expert leadership and skillful coaching will not be reserved for star players, but that on the contrary every resource of teaching will be drawn upon for the job of instruction in fundamentals. It is in the initial stages of learning a game, especially a game of complex skill, that basic habits both of motor coordination and of attitude and interest are laid down. From this broad base, every player should be led to carry skills as far as individual aptitude and persistence allow. This means that there will not be some point at which interest in developing experts will stop. There is nothing in the creed of education through athletics which rules out the expert. There is no defensible reason why an educationally designed athletic program should either fear or fail to develop the maximum skill which an individual may possess. A well conducted program of athletics will provide for the whole range of skill. This will be true not only in the matter of leadership and coaching provided, but in the provision at every level of skill for competition between equals. There is nothing educationally admirable in the situation of the comparative dub pitted against a highly skilled player. Unequal competition or competition held down to a level misconceived as safe because it is too inexpert to be intensely exciting is educationally as senseless as competition only for star players. Here again no artificial control of competitive play will insure desirable behavior or desirable outcomes for players. Poor players or mediocre ones can be quite as unsportsmanlike as experts. At times the very lack of skill may make for repeated violations of rules and for a substitution of force for subtlety in the manner of playing. The novice, the average player, and the expert have equal rights to opportunity for instruction and for competition adjusted to their abilities in any well conducted program of athletics. (14:1937:26-27)

Additionally, a statement was made on the method of organizing competition.

Wherever there are candidates enough to form more than one team, intramural play should precede in due proportion any type of interschool play. By this means, equal opportunity is best ensured and the temptation to concentrate effort on a selected group of more expert players better avoided. Where inter-institutional or inter-team play is engaged in, it should conform to the same standards of common sense, good faith, and educational control that rule any civilized encounter between groups of people. The presence in athletics of an exceptionally explosive type of competitive element makes it necessary to take special care that these conditions shall prevail. The best protection against displays of unsportsmanlike behavior when playing against outside competitors is the establishment of clearly defined habits of behavior in play under less provocative conditions. A team which resorts to illegal tactics or whose members



lose their poise and self-restraint when away from home will very often be found to have been made susceptible to such conduct by previous poor leadership. Again it must be said that local conditions and a variety of factors about which it is unwise to generalize will determine how players behave in competition. If there were no problem, if competition were an indifferent matter, or if players possessed no emotions about the outcomes of competition, the educational possibilities of athletics would be reduced along with the dangers. The opportunity for leaders to guide through the direction of strong feeling and for players to make choices under stress is the core of athletic experiences. This characteristic of competitive play makes education through athletics possible and makes ethically imperative the discharge of the full educational responsibilities vested in those who control athletics.

One aid in ensuring a well conducted competitive program is the utilization of the many methods of organizing competition. Any standard text on athletics will provide directions for organizing such types of competition as ladder, round robin or percentage, elimination, and consolation tournaments. There are a variety of kinds of meets which lend themselves, not only to track and field events in which they customarily take place, but to any standard competitive game or sport. Playdays in which teams are broken up by an interchange of players thus reducing the competitive element, or sports days where teams are kept intact, may be organized to provide a day's competition conducted on a cumulative point basis and involving many sports. Sports days where several teams, kept intact, compete in one sport for a cumulative point score by which one school or group wins or loses, are also useful.

On the inter-team or inter-institutional basis, telegraphic meets in which scores are compared by wire, and invitational meets involving the coming together of teams, may be used. A scheme of organization such as a league or series, in which a succession of scheduled contests is held offers the most intensive type of competition. The repeated encounters and the intense interest in final events in the series build up correspondingly strong feeling.

No one type of competitive organization may be designated as the approved form. Any or all of the common types of organization have their appropriate uses. In any scheme or organization, the criterion will be the success with which the possibilities and dangers of the situation are foreseen and utilized. The difference between a single amateur game between fellow players and the most critical of final contests in a series is one of degree, not of kind. In the well conducted program of athletics, those types of organizations which will yield the greatest number of desirable outcomes will be the one selected. (14:1937:27-28)

In keeping with the spirit of the NSWA admonitions and despite great opposition from the NADPECW and a lack of support from NSWA, Ms. Palmer persisted in her plans for the golf tournament. The first women's National Collegiate Golf Tournament was held at The Ohio State University, June 30-July 3, 1941. Thirty women participated in this initial national collegiate tournament which was to be of momentous significance to the future of women's sport.

The tournament was very successful and the NSWA was prompted to write to Ms. Palmer "commending her and her staff on the efficient conduct of this tournament." (108) The letter reiterated the suggestion that "National" be removed from the title and the "Invitational" be substituted for it and emphasized that the NSWA would not approve of the formation of another national organization which had as its primary concern athletics for college women. The Ohio State University and Ms. Palmer were not to be involved immediately in deciding if the golf tournament should continue. The advent of World War II necessitated the discontinuance of the tournament.

Upon conclusion of World War II, Ms. Palmer reinaugurated the Women's National Collegiate Golf Tournament. The second tournament was held in July of 1946, and it continued to be held as an annual event at Ohio State until 1953, when it was held at the Woman's College of the University of North Carolina in Greensboro, North Carolina.

The war, however, did not quench the interest in the competitive aspects of inter-institutional sport. The NAPECW Committee on Competition was

established in 1943, as a result of the focus on competition brought about by national conditions in 1941 and 1942 which had "awakened a more critical attitude among all teachers concerning the merits and shortcomings of their respective programs." (5:49) The Committee conducted a study in 1943 to determine practices and opinions on competition. A questionnaire to ascertain such information was sent to representatives of NAPECW member and non-member institutions. M. Gladys Scott reported the results of the survey in the Research Quarterly in 1945. The results indicated that ninety-one percent of those returning the questionnaire had intramural competition. Eighty-one percent had some form of extramural competition with sixteen percent of this group sponsoring varsity-type competition. It was reported that varsity competition was most prevalent in the eastern region of the United States. In response to a question on the advisability of holding state, regional and national tournaments, the number disapproving of such tournaments was double that of those who would approve. (5)

The two major professional organizations concerned with women and sport, the NAPECW and the NSWA (later to become the NSGWS), continued to be active in examining the question of competition. NAPECW conducted a second survey in 1951. Questionnaires were once again sent to representatives of member and non-member institutions. Athletic participation was classified according to intramural, extramural and varsity-type competition. The results of this survey showed an increase from eighty-one to ninety-two percent participation in extramural competition. Sports days were indicated as the most prevalent

form of extramurals. An increase in varsity-type competition was seen, from sixteen percent to twenty-eight percent. When extramural and varsity programs were compared, the most frequently mentioned desirable outcomes for both forms of competition were identified as social values and opportunities for skilled players. The most undesirable outcome for both forms of competition was identified as the demand on staff and/or student time. Sixty-one percent of the respondents with extramural programs indicated no undesirable outcomes and thirty-nine percent of those respondents with varsity programs indicated no undesirable outcomes. (9:1951-53)

After the presentation of the report of the Committee on Competition, considerable discussion concerning problems in sports competition ensued within the membership of the NAPECW. As a result of these discussions, the NAPECW adopted a "Policy Statement on Competition" in 1954, and suggested it be used in conjunction with the NSGWS standards. The statement specified:

(1) The authority for approval of physical education activities involving women students shall rest with the department of physical education. This includes intramural activities and extramural activities such as varsity-type competition, play days, sports days, demonstration games, telegraphic meets, dance symposia, and performances and demonstrations by special groups.

(2) Women's varsity-type sports should be conducted only as they meet NSGWS standards of health, participation, leadership and publicity.

(3) Sports days, which is competition conducted on an informal basis, should not be confused with varsity-type competition and the emphasis continue to be on this sports day type.

(4) College women shall not participate:

(a) as members of men's intercollegiate athletic teams.

(b) in touch football exhibition games, or any other activities of similar type.

(c) either with or against men in activities not suitable to competition between men and women such as basketball, touch football, speedball, soccer, hockey, and lacrosse.

(5) We do not subscribe to college sponsorship of women participating in tournaments and meets with agencies organized primarily for competition and for the determination of championships at successively higher levels (local, sectional, national, etc.). (9:1953-55:18)

In 1955, the NAPECW Committee on Competition surveyed those institutions which had responded to the 1951 study regarding the problems of competition for college women. The results indicated that over fifty percent of those institutions responding felt that the following potential problems were not, in fact, problems: overemphasis on winning, overemphasis on training for sports days, touch football, girls playing on men's teams or against men, increase in varsity type competition, and participation of students in activities sponsored by outside agencies. The results also indicated that there was a need for more effective communication among the NAPECW, NSGWS and AFCW, all of which were organizations concerned with the conduct of women's sports.

The NSWA was similarly busy with considerations on competition. After the publication of the Standards in Athletics for Girls and Women in 1937, the NSWA adapted the Standards to a more practical and useful version entitled Desirable Practices in Athletics for Girls and Women, published in 1941. The prevailing attitude of the NSWA was reflected in the recommendations for extramural types of competition:

The type of competition selected should be judged in terms of desirable outcomes, rather than by the method of organization.

Several forms of extramural competition which have proved successful are:

- a) Play days ...
- b) Sports Days ...
- c) Telegraphic Meets ... (10:1941)

The publication, Desirable Practices, also included suggestions for leadership, sports seasons and practice periods, general policies, publicity, and the education of spectators which reflected the NSW attitude towards participation in athletics.

In 1948, the Desirable Practices publication was revised but there were no significant differences in the recommended forms of competition. A 1953 revision included and defined "Informal Extramural Competition" as

. . . occasional games played toward the end of the intramural season. These may be between intramural winners or two teams selected from intramural players. In contrast is the "varsity type" in which a small, highly selected group plays a series of games with similar teams from a number of schools. (10:1953)

No attempt was made to recommend any specific type of competition as preferable to another.

No one type of competitive organization can be designated as the approved form. The method of organizing competition must be determined by the desirable outcomes it provides, not by the type into which it can be classified. (10:1953)

The NSGWS approved a statement in 1955 which represented ". . . the position of the National Section on Girls and Women's Sports . . . in regard to the nature and conduct of competitive sports for girls and women." (105)

At this time NSGWS defined the approved forms of competition as well as the conditions which governed their use.

Extramural Competition is defined as sport competition in which participants are students from two or more schools and, as used here, differs from interscholastic competition in that it seeks to provide opportunity for all students and does not involve leagues, championships, or season long schedules.

Extramural events may be used to enrich and complement the intramural program when leadership and funds are available and when certain

conditions are met (accident insurance, insured transportation, limited travel, approved facilities, proper supervision, competent officials, no admission charges).

Interscholastic Competition here defined as competition for a selected group trained and coached to play a series of scheduled games with similar teams from other schools, should be limited in use.

A school may consider arranging interscholastic competition provided the rest of the program is not jeopardized and provided the following conditions (see those listed under extramurals) are met.

If the needs of an individual are not met by participation in the intramural, extramural and interscholastic programs of her institution, NSGWS is not opposed to participation by that individual in competitive events sponsored by other organizations provided such events are conducted in a manner that does not violate NSGWS policies.

Sponsorship by college and universities of the participation of women students in tournaments and meets organized at successively higher levels (local, sectional, national) should be governed by what is best for the welfare of the students, the departments and its program. Sponsorship is defined as allowing women as individuals or teams to represent the institutions, paying part or all expenses, providing coaches, chaperones, transportation, excused absences from class, etc., to enable the participants to enter such contests. Sponsorship may be defined as the promotion of events on the local, sectional, national level. (105)

#### 1956-1965

The golf tournament which had continued to be held as the only national collegiate sport tournament for women was held at the Woman's College of the University of North Carolina in 1953 and again in 1954. In 1955, the golf tournament moved to Lake Forest College, Lake Forest, Illinois.

At the National Conference on Intramural Sports for College Men and Women, which was sponsored by AAHPER and held in November 1955 in Washington, D.C., Polly Martin, the 1955 golf tournament director from Lake Forest College, reported that no one had offered to host the tournament for 1956. The problem was discussed by Ruth Wilson, Laura Huelster, Ruth

Abernathy, Mary Jean Mulvaney, Rachel Bryant and Carl Troester. Laura Huelster, Chairperson of the Women's Physical Education Department at the University of Illinois, offered to hold the tournament at the University of Illinois, but upon checking the availability of the golf course, found that it was fully scheduled during the month of June. Purdue University was suggested as a possible site and contact was made with Helen Hazelton, Chairperson of Women's Physical Education. Purdue agreed to host the tournament in 1956; the University of Illinois promised their course would be available for the 1957 tournament. (16, 9:1955-57)

During the AAHPER Convention in March 1956,

. . . a group met in Carl Troester's suite to discuss a proposal for coordination of efforts in regard to the Women's Intercollegiate Golf Tournament. Those present were: Carl Troester, Rachel Bryant, Ruth Abernathy (AAHPER); Mary Jean Mulvaney (AFCW); Grace Fox and Mabel Locke (NSGWS); Laura Huelster, Ruth Wilson, Sara Staff Jernigan, and Dorothy Wirthwein (NAPECW); Helen Hazelton (Hostess Institution); Gladys Palmer (Past Hostess Institution); and Rex McMorris (National Golf Foundation). (9:1955-57:11)

The alternatives discussed for the future of the golf tournament were to "let it die, to let it find a home, or to perpetuate it under the right conditions."

(9:1955-57:11) The discussion led to the decision to establish a Tripartite Committee, with representation from NAPECW, NSGWS, and AFCW. The Committee was to study and observe the tournament as it was played at Purdue University; it would then make recommendations for the future of the tournament. The National Golf Foundation agreed to underwrite the Tripartite Committee's expenses.



The Tripartite Committee observed the Women's National Collegiate Golf Tournament at Purdue University on June 13-15, 1956. The members of the committee were Nancy Porter and June McCann, representing NSGWS; Sara Staff Jernigan and Dorothy Wirthwein, representing NAPECW; and Mary Jean Mulvaney and Joan Huesner, representing AFCW. Rachel Bryant was in attendance in a liaison capacity and Ellen Griffin as an ex-officio member. The Tripartite Committee evaluated the purposes of the tournament and recommended that it be continued as an annual event. They also suggested that a permanent joint committee be appointed to make decisions with regard to the policies, organization and administration of the tournament. Almost as an afterthought (16), the committee stated that NAPECW, NSGWS and AFCW should consider the "growing total problem of women in national collegiate sports." (61) McCann said that the Tripartite Committee's main concern relative to the total problem of women's collegiate sport was in getting

. . . good leadership so that there would be the kinds of programs that would be highly desirable from the educational standpoint. The intent of the recommendation was to study the ways in which programs could be expanded and to what extent they should be expanded. (21)

Immediately following the conclusion of the golf tournament, the report was taken to the NAPECW Board of Directors which was meeting at Williams Bay, Wisconsin. The report was discussed and by consensus, the Board decided to sanction the golf tournament providing the word "National" be removed from the title. There was also agreement by consensus that a joint committee should be formed to "study the overall problems of competition for college women as well as the immediacy of the golf tournament." (9:1955-57:16)

The NSGWS Legislative Board voted to participate as a member of a joint committee to investigate problems of women's extramural competition during their meeting, December 28-30, 1956. The Board also approved the appointment of a subcommittee to develop guidelines for the golf tournament.

(106) McCann discussed the NSGWS reaction to the report.

They had reservations about doing anything for either intercollegiate or interscholastic programs. If something was done at the college level, it might influence and filter down to the high school program; this might then bring a return to a highly competitive interscholastic program. However, the NSGWS Legislative Board was open minded enough to decide to follow through and study to what extent and in what ways the program should be expanded. (21)

Upon AFCW approval of the report from the Tripartite Golf Committee, two committees met at the 1957 golf tournament held at the University of Illinois. One committee called the Tripartite Golf Committee was composed of Nancy Porter (DGWS), Dorothy Wirthwein (NAPECW), and Mary Jean Mulvaney (ARFCW). The second committee was a Council appointed to study the larger implications of extramural sports competition for women. This Council (later to become the NJCESCW) was chaired by Jean Homewood, who had been appointed by NAPECW. June McCann, representing DGWS, and Pat Arbuthnot, a student representing ARFCW were the other members of the Council. Actually, the two committees functioned in a dual capacity; all people met as the Tripartite Golf Committee and as the Council. Rachel Bryant, the DGWS Consultant, Laura Huelster, representing the host institution for the golf tournament, and Jean A. Smith, the incoming Executive-Secretary of ARFCW, also met with both committees in non-voting capacities.

The Council prepared a detailed and lengthy report that included a "Statement of Beliefs, " "Recommendations for Action, " and a "Concluding Statement" which summarized the rationale for the recommendations and suggested how the report should be implemented. Taking a critical approach, the Council stated in the "Introduction" to the report:

Further, it is believed that many colleges do not provide extramural programs which are broad enough in scope and which offer activities conducted on a level of skill sufficiently high to meet the sports interests and needs of present-day college women. The most important implication of the problem is that the three organizations should initiate a program of positive action to extend the benefits of desirable sports experiences to a greater number of college women. (9:1955-57:105)

The Council recommended that women's physical education departments examine their extramural sports programs to determine appropriate action to develop high skills levels in sports, to broaden the scope of the extramural events, to improve staff competency in teaching activities on a high skill level, and to develop more highly qualified leadership through professional curricula. The Council also recommended the appointment of committees for skiing and synchronized swimming, and for the problem areas of amateur status, leadership and co-recreation. They further proposed that NAPECW take the leadership in initiating a survey to "identify problems which will guide further action of the Council." (9:1955-57:108) A sanctioning procedure for approving extramural events was recommended which incorporated a statement of policies for the conduct of extramural events. Approval of events was included as a factor in "increasing the number of extramural events . . . , providing a source of guidance . . . , and assisting staff members and students

in determining which events would be valuable student experience."

(9:1955-57:115) It was recommended that a National Council on Extramural Sports for College Women be established and expanded to include six members, two from each of the parent organizations, rather than three. Details for the duties and functions of the proposed National Council were included in the report.

The NAPECW Board of Directors, after presentation of the report, made some modifications to ensure application only to those extramural sports events for college women that were sponsored and conducted by colleges and universities. However, they approved the report in principle. (9:1955-57)

The report was sent to ARFCW and DGWS for approval. Since ARFCW was not scheduled to meet, a mail vote was taken. The results were affirmative in approving the report. At the DGWS Executive Board meeting, the report was thoroughly discussed and portions of it were approved. However, final approval was withheld because the DGWS felt that the proposed Council should not grant approval or disapproval to extramural events. (92)

During the early months of 1958, the Council continued to revise the report, incorporating suggestions made by the parent organizations. Additional members, Dorothy Wirthwein appointed by NAPECW, Patricia M. Peterson by DGWS, and Jean A. Smith, the Executive Secretary of ARFCW, were added to the Council corresponding with the recommendation of bringing the membership of the Council to six.

In March, the revised report was once again presented to the NAPECW Board of Directors. After much discussion, the Board decided they could not

accept the revised report because the sanctioning procedure had been removed. NAPECW was concerned about the leadership involved in extramural events and the evaluation process utilized for such events. They felt that DGWS standards could best be insured by having the sanctioning procedure. (9:1957-59)

When the report was presented to the DGWS Executive Council with mention of the concerns expressed by NAPECW, it was decided to have an informal meeting of the two groups. The sanctioning procedure continued to be the major stumbling block, and once again the revised report was not accepted by DGWS. In fact, the DGWS expressed the opinion that they did not wish to continue to study any means of approving tournaments. (9:1957-59)

The Council met in Boulder, Colorado, in June, prior to the 1958 Estes Park Conference on "The Role of Women in Our Changing Culture and the Implications for the Program of Sports for Girls and Women." During this meeting, the "Policies and Procedures" for conducting extramural sports events were revised. Plans were formulated for implementing the proposed survey to be done by the NAPECW. The functions of the sports and special committees were reviewed and expanded. It was at this meeting that the name, National Joint Committee on Extramural Sports for College Women, was proposed and adopted. June McCann was elected as the new Chairperson. The Council continued to struggle with the sanctioning procedure, making some revisions in it, and continuing to include it in their 1958 report. (53)

After the June meeting, the approval process started once again. The DGWS was the first of the parent organizations to have a meeting of their

executive committee. The DGWS had previously approved the majority of the recommendations in 1957; consequently, at this meeting the major consideration was the problem of sanctioning events. Two proposals for the statement indicating that sanction had been granted were before the Executive Council, the original statement presented in 1957 and the revised proposal found in the 1958 report.

The National Joint Committee on Extramural Sports for College Women has recognized the planning for this event as being in accordance with its established policies and procedures for the conduct of such an event. (1957)

The National Joint Committee on Extramural Sports for College Women has examined the plans for this event. We are adhering to the policies and procedures established by this Committee for the conduct of such events. (1958)

After studying both proposals, the DGWS Executive Council voted to approve the 1957 statement. (94) Since this statement was part of the original report which had also been approved by NAPECW and ARFCW, the National Joint Committee on Extramural Sports for College Women was now operational. McCann (21) expressed that securing approval for the organization had produced extreme frustration.

The first project of the NJCESCW was to implement the proposal for surveying the membership to identify problems. A survey was sent out by the NAPECW Research and Studies Committee which contained questions designed to determine the extramural sports events conducted by colleges and by non-college affiliated organizations, how the events were conducted, and the desirable and undesirable practices encountered in these events. Although the return was

only thirty-two percent, some generalizations were noted:

1) About 50-60% of the four year colleges participated in college sponsored extramural activities. In the same group, about 20-35% reported participating in non-college sponsored activities.

2) In college sponsored events, the desirable practice most frequently mentioned was the opportunity for socialization. In non-college sponsored events, the opportunity for play among skilled players was mentioned more frequently than in college sponsored events.

(9:1959-61:75-77)

The NJCESCW met at Piney Lake, Greensboro, North Carolina, for one week during June 1959. Celeste Ulrich replaced Dorothy Wirthwein as the NAPECW representative. Sharon McConnell was the new student representative of ARFCW. Nancy Porter was named as a special appointee to be Coordinator of the Tripartite Sport Committees. During this meeting an Operating Code was developed and approved. Considerable time was spent on identifying lines of communication both within the organization and among the three parent organizations. (See Figure 1) Plans were made for publicizing the activities of the NJCESCW, particularly the sanctioning procedure, through the Journal of Health, Physical Education and Recreation, the NAPECW Newsletter and the ARFCW packets sent to member schools. It was also anticipated that the DGWS Rules Guides would include a one page description of the functioning of the NJCESCW. Plans were made for a follow-up on the survey done by NAPECW in the spring. Consideration was given to the operating procedures for the Tripartite Sport Committees. Each sport committee was to develop policies and procedures for particular sports. The NJCESCW requested that the DGWS Standards Committee Chairperson appoint a liaison person to work with each sports committee and

1960  
NJCESCW

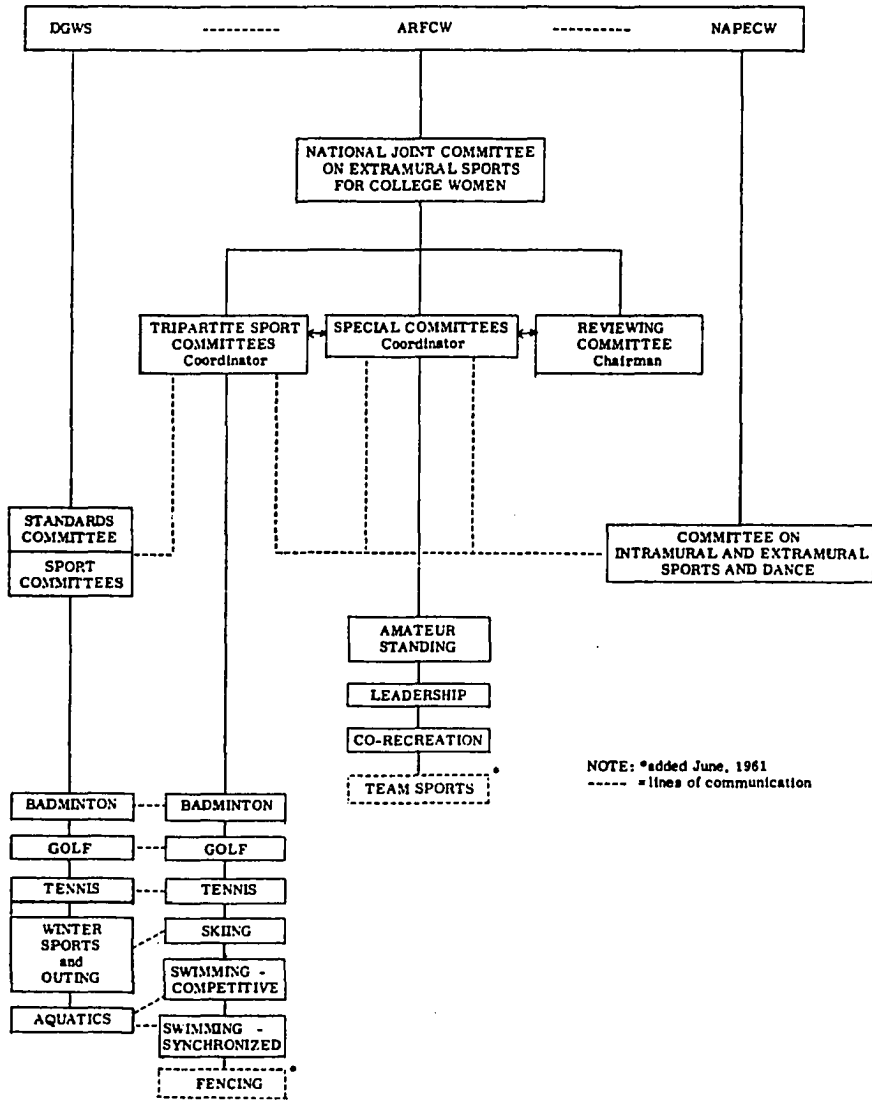


Figure 1

NJCESCW Organizational Chart  
(9:1961-63)



that DGWS sports committee chairpersons work closely with the corresponding tripartite sports committee. A carefully planned rotational system for appointment of NJCESCW members was proposed, with the understanding that the experienced personnel be retained on the NJCESCW during the first years of its functioning. (54) After working closely together for one week on a number of pressing problems, the NJCESCW members came away with a feeling of dedication that McCann and Ulrich referred to as "the spirit of Piney Lake." (21, 26) The expenses for this meeting were underwritten by the Athletic Institute.

Within the Operating Code developed at the Piney Lake meeting, the procedure for obtaining recognition of events was spelled out. A Reviewing Committee was established composed of two members of the NJCESCW and the Chairperson of the appropriate Tripartite Sport Committee. Institutions could request a review of their plans for any extramural event that was college-sponsored and conducted on a statewide or larger geographical basis. A form was created and made available on which to record the plans for such an event. It was planned that the hostess institution requesting recognition would complete the form and it would be scrutinized by the Reviewing Committee. The Reviewing Committee

. . . would use as a criteria for evaluation the general NJCESCW policies and procedures for the sport as developed by the Tripartite Committee or the specific DGWS standards appearing in the current guide.  
(54)

If all of the recommended policies and procedures were met, the event would be granted NJCESCW recognition.

Four inquiries were received concerning the recognition of extramural events from 1959 to 1961. Two of the inquiries were actual requests for recognition, which were granted. One of the events, the USLTA Women's Collegiate Tennis Championship, was co-sponsored by Washington University and the United States Lawn Tennis Association. Although sanctioning events which were co-sponsored by non-school organizations had been in the original recommendations, the parent organizations had rejected that part of the proposal. However, the problem of sanctioning the tennis tournament was resolved through communications with the NAPECW President and the DGWS Chairperson, and it was agreed to review the proposal. (9:1959-61) The tournament was ultimately approved.

The NJCESCW met in Ypsilanti, Michigan, during the golf tournament held at the University of Michigan, June 16-19, 1961. There were a number of new members of the NJCESCW at the meeting due to the death of Jean Homewood on January 1, 1961, and changes in the ARFCW representatives. Several members were unable to attend but did have proxies. The past DGWS Chairperson and the current DGWS Chairperson were in attendance, a practice thought helpful in interpreting NJCESCW actions to the DGWS Executive Council. The following people attended the June 1961 meeting:

Katherine Ley (NAPECW); Celeste Ulrich (NAPECW); Marjorie Harris (ARFCW Faculty--proxy for Phyliss Hill); Nancy Thomson (ARFCW, Student President); Nancy Porter (DGWS--proxy for Ruth Sevy); June McCann (DGWS) Chairman, NJCESCW; Thelma Bishop (DGWS appointee to succeed June McCann on July 1); Anne Finlayson (Past Vice-President, DGWS); Sara Jernigan (Vice-President, DGWS). (55)

During this meeting the Operating Code and the organizational chart were revised. Additional subcommittees were appointed, including one to study the problems involved in extramural team sports. There was discussion about athletic scholarships and grants-in-aid for college women and the problems inherent in these practices. The NJCESCW expressed its concern to the parent organizations about the problems fostered by athletic scholarships. It suggested that there might be undesirable outcomes in relation to professional preparation programs. In addition, it was felt that there might be an adverse effect on the promotion of desirable competitive experiences for women. (55)

There was a lengthy discussion about the sanctioning procedure of extramural events co-sponsored by an outside agency and those events in which college women participated that were completely sponsored by outside organizations. As a result of the discussions, the NJCESCW recommended an expansion of its functions to include working with outside agencies in an advisory capacity to aid in the adoption of the best policies and procedures for competitive events, and granting recognition (sanction) for extramural events co-sponsored by a college and an outside organization. It was stressed that events sponsored solely by outside organizations would not be reviewed.

After the 1961 meeting, the NJCESCW functioned without a face-to-face meeting until 1964. Membership changed in an orderly fashion, although there was some delay in the implementation of the rotation system established in 1959, due to an attempt to maintain continuity on the NJCESCW after the death of Jean Homewood. Celeste Ulrich, the NAPECW appointee to the NJCESCW, was

elected Chairperson in 1961 and retained that position until 1963. June McCann was named as the second NAPECW representative, with her term extending to 1963. The DGWS appointed Ruth Sevy and Thelma Bishop to two-year terms in 1961. Phyliss Hill and Nancy Thomson, the ARFCW representatives in 1961, were replaced by Alice Park and Barbara Sprayberry in 1962. In 1963, Rachel Benton replaced Celeste Ulrich as the NAPECW representative, Eleanor Crawford replaced Ruth Sevy for the DGWS, and Thelma Bishop became Chairperson. Rachel Benton became Chairperson in 1964, Barbara Forker took June McCann's place, Phyliss Ocker was named as the new DGWS representative, and Mercedes Fernandez was the advisor to the ARFCW. (For a complete listing of NJCESCW members, see Appendix B.)

Between the meetings in 1961 and 1964, the NJCESCW accomplishments were mainly in ". . . reviewing applications for extramural events for college women and interpreting the standards for competition as set up by the committee . . . ." (56) The sports committees, coordinated by Nancy Porter until 1963, continued to function, setting up standards for each of their special areas that could be used by the Reviewing Committee. The Tripartite Golf Committee, which in 1963 was placed directly under the NJCESCW, developed a booklet on "Policies and Procedures for Conducting Any Type of Extramural Golf Event for College Women" which was made available to the public. (56) The golf committee concentrated on its major responsibility of determining the policies under which the National Golf Tournament operated.

The NJCESCW met in Lansing, Michigan, June 20-21, 1964. By this time the Tripartite Sports Committees of Synchronized Swimming, Tennis, Competitive Swimming and Diving, and Skiing had all completed policies and practices statements for competition in their specific sports. The major issue of the meeting was

. . . whether the functions of NJCESCW would be carried out better through the joint committee structure or better if they were organized under one parent body, DGWS. (57)

It was eventually decided to recommend that the "committee be dissolved and its functions be assumed by the DGWS." (57)

Proposal for Dissolution of NJCESCW

At its meeting on June 20-21, 1964, in East Lansing, Michigan, the members of the NJCESCW voted unanimously to recommend that the NJCESCW be discontinued and that all of its necessary functions and responsibilities be assumed by the DGWS.

The committee feels that since its inception it has served a real and needed function that could probably not have been achieved in any other way. However, it feels that at this time a special group is no longer necessary.

There appears to be considerable overlap in the primary functions of the NJCESCW and the DGWS. Included in the purposes of the DGWS, according to its operating code, are ". . . to promote desirable sports programs for girls and women by:

- '1. Formulating and publicizing guiding principles and standards for the administrator, leader, official and player.
- '2. Publishing and interpreting rules governing sports for girls and women.
- .....
- '4. Disseminating information of the conduct of girls and women's sports.'"

The DGWS is coming to be recognized by many other sports organizations as the body whose specific responsibility it is to set standards and policies and give guidance in girls and women's sports--to separate college women and put them in a special category seems unrealistic. It is both confusing and divisive.

As it is organized, there is considerable duplication of effort with the DGWS and confusion concerning responsibilities in specific areas. The Division has developed a great deal of material on competition, standards, rules, etc., and has the organization to absorb any additional functions the NJCESCW has been performing. It has the channels for dissemination of information, both through its national and local structures and its publications.

By its nature a tripartite committee operates at a disadvantage unless (1) there are very clear-cut channels and procedures set up with the parent organization, (2) there is a great deal of continuity on the committee and in its chairmanship, and (3) the group can meet frequently face-to-face. This committee has carried on admirably despite these three disadvantages but its function would be far better implemented if it were under one parent body with members from the other organizations still serving on the committee.

The NJCESCW recommends that it be dissolved as of June 30, 1965. This amount of time will allow it to complete projects already under way and will ensure a smooth transference of functions. During this time the committee will continue carrying out its normal functions. Immediate action is requested by the sponsoring organizations so that all necessary action can be completed by June 1965. (57)

One of the last responsibilities of the NJCESCW was the development of a statement concerning women competing on men's teams. Early in the 1960's there were a number of women competing on swimming, golf and tennis teams in the Southeastern Conference. The NAPECW recommended in 1963 "that the NJCESCW develop a statement of policy relating to intercollegiate competition in which men and women participate as members of the same team."

(9:1961-63:47) In March 1965, the NJCESCW finalized a statement.

Extramural sports activities provide desirable competitive experiences for college women when they are governed by the best practices for safeguarding the welfare of the participants.

Such sports activities should be scheduled independently from men's sports, though exceptions may occur when the activities and/or time or facilities are appropriate for both.

Men should not play on women's teams and women should not play on men's teams. Men and women playing together as partners or on teams, may compete against other men and women who are organized in a comparable manner, provided the activities do not involve body contact. (9:1963-65:116)

The accomplishments of the NJCSECW were in three areas. McCann (21) cited the preparation of the policies and procedures for specific sports by the Tripartite Sport Committees in addition to preparation of the statement on general Policies and Procedures on Extramural Sport Events for College Women as major contributions of the NJCESCW. Frances McGill (23), the DGWS Chairperson-elect at the time of the formation of the Commission on Intercollegiate Athletics for Women, the organization which eventually followed the NJCESCW, expressed the CIAW surprise at the quality and quantity of the NJCESCW materials on extramural events. She added:

The NJCESCW was developing standards in other sports to accomplish the same thing that the Tripartite Golf Committee was accomplishing. The Golf Committee's big interest was in promoting more golf tournaments that would be available to more people, in addition to holding the National Golf Tournament. NJCESCW succeeded in developing guidelines to ensure that competition was carried on in the best possible way, with opportunities under the best of conditions. NJCESCW was interested in providing these opportunities. (23)

A second contribution of the NJCESCW was the way in which it "acted as a pilot study," according to Ulrich. (26) Further, Ulrich said:

It got us over the first hurdle of initiating the concept of some type of governing body. People had a chance to react to it in the open. It identified certain leadership that was for and against the concept. It made us all the more cognizant of where the strengths and weaknesses were in an organizational structure. It gave us a chance to try out some things. (26)

McCann (21) felt that the work of the NJCESCW alerted people to the possibility

of extending their programs .

The third accomplishment of the NJCESCW, although specifically that of the Tripartite Golf Committee, was the continuation of the National Collegiate Golf Tournament. In addition, the Tripartite Golf Committee structure and organization was to have a major influence in the development of the CIAW sport committees, according to McGill (23). McCann, discussing the Tripartite Golf Committee, credited it with developing guidelines for the conduct of tournaments and all types of golf competition. "It was so effective that other committees were suggested to follow this procedure. It was the model for the other Tripartite Sport Committees." (21) Bryant declared:

The golf committee antedated the NJCESCW. It set up procedures for annual meetings, the only Tripartite Committee to do so. It constantly updated its policies and procedures and it provided for the perpetuation of the golf tournament. The pattern established by the golf committee influenced the sports committees of the CIAW and the AIAW. (16)

Despite the accomplishments, NJCESCW suffered from a number of problems. There was a great lack of publicity and therefore little knowledge about the work of the NJCESCW. McCann reported this as the biggest problem.

The lack of publicity and positive action by the NAPECW districts was a major concern. The NAPECW districts were to help in publicizing the NJCESCW. Discussions were to be held on every district program for two or three years. However, every district did not follow through on this. (21)

Magnusson (20) suggested that "people who didn't have some form of direct contact with it, didn't know anything about it." McGill stated that:



The general public in athletics didn't know what the NJCESCW was doing. There was no way to reach the people who would have been very eager to get the materials that were being developed. Very good materials were developed. The materials could have been useful to a number of people, but there was no place to put them. There were no definite channels through which to operate; no real way to disseminate information. (23)

Ulrich credits the lack of time as a factor in the poor publicity of the NJCESCW.

"There never was time to get to it." (26)

A second problem that continually plagued the NJCESCW was that of having three parent organizations. "It was too difficult to work with three organizations," said McCann. (21)

The thinking in the NAPECW, DGWS, and ARFCW was in different directions. This caused a delay in reaching decisions. The NJCESCW suffered a lack of focus because of the leadership coming from three different organizations. With the push for intercollegiate sports for women and the development of national championships, there was the need for more concentrated leadership. One organization needed to take over the whole operation. (21)

Ulrich, speaking about this problem, said:

The reports of the NJCESCW had to go to three boards. A board might reject part of it and then we would have to revise the report. Then, the revised report would go to the three boards once again. (26)

The recognition of events, or sanctioning process, was an additional problem. "My impression was that the sanctioning was a bottleneck," commented Ulrich.

The proposal had to be circulated to so many people. If you were busy, it created problems. It had to be done months ahead of time, and all sorts of things could have happened in between. It really wasn't a reasonable kind of thing. (26)

McCann discussed the procedural problems in attaining recognition of an event.

The form used in applying for recognition was a lengthy and detailed one. This presented problems for people filling it out and often acted to discourage its use. (21)

The NJCESCW had functioned over a period of eight years, from 1957 to 1965. Although its impact was probably not great during that time, McCue (22) suggested it had served a purpose. Possibly its major impact would be its influence on future developments.

During the period from the formation of the NJCESCW to its demise, changes were occurring in attitudes toward competition for women. In 1958, the DGWS Standards underwent revision once again. The "Statement of Policies and Procedures for Competition in Girls and Women's Sports" incorporated inter-collegiate games and a statement specifically for college and university programs.

A more formal and specialized form of extramural play commonly called interscholastic or intercollegiate may have a place in the program. Such competition is characterized by selected groups trained and coached to play a series of scheduled games and/or tournaments with similar teams from other schools, cities or institutions within a limited geographic area. It should be offered only when it does not interfere with the intramural and the informal extramural programs. (14:1958:51)

In Colleges and Universities. The philosophy that a well-rounded intramural and informal extramural program offering a variety of activities is sufficient to fulfill the needs and desires of the majority of girls and women should also be applied to the programs of colleges and universities. If it is considered desirable that opportunities be provided for the highly skilled beyond the intramural and informal extramural programs, the amount and kind of intercollegiate competition should be determined by the women's physical education department in accord with administrative policy. (14:1958:52)

At the December 1961 DGWS Executive Council meeting, Phebe Scott proposed the development of policies and statements for the guidance of competition for the highly skilled woman athlete. Bryant credits Scott with "pinpointing

the inconsistencies of the standards and what was actually happening. She made everybody recognize that the standards weren't realistic." (16) As a result of the ensuing discussion on this and other issues, more positive support of competition was reflected in the 1964 Statement of Policies for Competition in Girls and Women's Sports.

For the college woman . . . who seek and need more additional challenges in competition and skills, a sound, carefully planned, and well-directed program of extramural sports is recommended. The provision of extramural sports opportunities should be broad, including such events as sports days, leagues, meets and tournaments. Development of all participants toward higher competencies and advanced skills should be a major objective in all sports programs.

In colleges and universities, it is desirable that opportunities be provided for the highly skilled beyond the intramural program. Regulations for the conduct of collegiate competition have been developed by the NJCESCW and are available from the committee for any specific sport activity. While the statements of the NJCESCW apply to approval for state-wide or wider geographical tournaments, the principles may also be applicable to or guide the conduct of local or district tournaments. (15)

While it appears that this indicated a change in DGWS philosophy,

Bryant stated emphatically:

DGWS did not change the philosophy. This represented a change in emphasis. It was a change to say that it is something you should have been doing all along but have neglected. It was already in the philosophy. (16)

Ley agreed with Bryant's position.

Our philosophy had not changed. We were still after the same thing, to provide the greatest good for the greatest number.

There had been a change in practice, not attitude; a shift in emphasis toward the development of the highly skilled athlete. That was part of the original intent. (19)

Bryant and Ley concurred that the poor showing of the United States women athletes in the 1960 Olympics helped to bring about an emphasis on the

development of the highly skilled woman athlete. Bryant said:

There was a big thrust in the early 1960's to identify and train the more highly skilled women. The U.S. hadn't done well in the 1960 Olympics and the women weren't carrying their weight in the United States effort. (16)

Cultural changes were also instrumental in bringing about a more receptive atmosphere in regard to competition for women. McCann suggested that "people were beginning to question and think more fully. Competition by women was not considered so masculine, especially in individual sports." (21) McCue referred to a change in the social structure in the role of women following World War II.

It was discovered that women could do tough jobs, that they had stamina. But there was still an emphasis on preserving femininity. Society's image of women helped to bring about a change. (22)

At the same time that DGWS was placing an emphasis on the needs of the highly skilled woman athlete, the United States Olympic Committee was inaugurating a development program for women. In a joint effort, the Women's Board of the United States Olympic Development Committee and the DGWS began to sponsor a number of National Institutes that were designed to develop leadership in women's sports and improve the teaching and coaching ability of women. Bryant said of those Institutes:

This gave sanction to improvement of coaching ability and increased sports programs for girls and women. The Institutes did a great deal toward promoting the approval of women's activities in college programs. (16)

The First National Institute on Girls Sports was held in November of 1963 at the University of Oklahoma. Track and field and gymnastics were the

sports presented. Advanced gymnastics, advanced track and field, canoeing, kayaking, diving and fencing were covered in the Second National Institute held at Michigan State University in late September of 1965. Salt Lake City was the site of the Third Institute held in January 1966. Instruction was offered in skiing and figure skating. The Fourth National Institute was at Indiana University in December 1966. Coaching the skilled girl in advanced volleyball and basketball was the emphasis. The last National Institute to be held was in January of 1969. This Institute took place at the University of Illinois and provided opportunities for instruction in advanced coaching of basketball and track and field. For the first time, the Institute also included officiating of basketball and gymnastics.

#### 1965-1972

As the culmination of the push for the development of the highly skilled female athlete, the DGWS in October 1963 proposed to the AAHPER Board of Directors a study conference on competition for Girls and Women. The Conference was held on February 10-12, 1965, with Katherine Ley as Conference Director. Twenty people were selected to participate in the Conference, eight of whom were men. The conferees were divided into two groups, a high school group and a college group. Discussions on college women's participation in competitive events elicited the following information:

. . . Except on an individual or volunteer basis there have been few opportunities for skilled women to compete. Except for a few widely scattered events, only the most dedicated women have succeeded in

becoming outstanding performers. Programs for college women have consisted primarily of one day events, occasional invitational matches, and a few mail or telegraphic meets.

As a result, there has been no need for a national organization to coordinate or supervise intercollegiate sports and games for women . . . .

Within the past 5 or 6 years, however, competitive events for college women have increased in number and in scope. In some areas, schedules have been set up among neighboring colleges; a few schools have joined forces and agreed upon policies and procedures for intercollegiate play; a very few schools have begun to give scholarships for the athletic ability of girls. (11)

Guidelines for intercollegiate programs for women were developed which set minimum standards for the conduct of athletic programs.

DGWS recognizes the need for guiding policy statements concerning intercollegiate athletics. The following statements are designed as guidelines for those institutions now operating or contemplating the development of an intercollegiate program for women. Such a program would be an extension of the extramural program and an addition to the instructional and intramural offerings. These statements are not to be construed as a directive for the establishment of intercollegiate athletics where leadership, facilities and budget are not available. It is, therefore, an attempt to give assistance where an increase in breadth of program is desired to meet student needs. (11)

As an outgrowth of the 1965 Study Conference, the Guidelines for Intercollegiate Athletic Programs for Women was published. McGill suggested that reports of the conference were successful in telling "a number of people that DGWS was going ahead and approving competition for women." (23) Ley referred to the Conference as effective in bringing about change in women's athletic programs. "The Conference came out with suggestions for the initiation of women's intercollegiate athletic programs. However, these suggestions were very carefully called guidelines." (19)

Since at the June 1964 meeting, the NJCESCW had recommended its discontinuation as of June 1965, with all of its necessary functions and responsibilities to be assumed by the DGWS, consideration had to be given to this request. At the AAHPER convention in March 1965, an informal meeting was held between NAPECW and DGWS leaders to discuss the NJCESCW and how the DGWS could assume its functions. Those present at the meeting were Leona Holbrook, Celeste Ulrich, Phebe Scott, Betty McCue, Elinor Crawford and Barbara Forker. (9:1965) Agreement was reached that the DGWS indeed should take over the functions of the NJCESCW. (22) In April 1965, the ARFCW voted to dissolve the NJCESCW. In June 1965, NAPECW took similar action, and the NJCESCW ceased to exist.

At the meeting of the DGWS Executive Council in November 1965, DGWS was confronted with the problem of how to assume the functions of the NJCESCW. The major consideration was in determining how the golf tournament would be placed within the DGWS structure. McGill reported that since it did not appear to fit within the structure, Phebe Scott, the DGWS Chairperson, appointed a committee to study how the NJCESCW functions could be handled by the DGWS. (23) Frances McGill was named Chairperson of the committee and other members were Frances Koenig, Virginia Crafts, and Betty McCue.

The committee met and identified the functions of the NJCESCW:

1. Administration of National Collegiate Golf Tournament
2. Setting guidelines for administration of tournaments
3. Approval of tournaments through application of guidelines and standards. (38)

McGill reported that after identifying the functions of the NJCESCW, the committee decided that a decision on how the DGWS would assume the functions could not be reached in a short time. (33) The committee recommended a two day meeting to plan a proposal to be presented to the DGWS Executive Council at its next meeting. It was also decided that the NAPECW President should be invited to the meeting.

On January 6-7, 1966, the original committee with the addition of Celeste Ulrich, NAPECW President, Betty McCue, Past Vice-President of DGWS, and Phebe Scott, Vice-President of DGWS, met in Washington, D.C. The committee concluded that there was "evidence of an increasing need for DGWS to assume a more formal and extensive role in supplying competitive opportunities and/or direction of such opportunities for college women." (39) Evidence of this need was based on the charge given to DGWS by the ARFCW and NAPECW when the NJCESCW was disbanded; the increasing demand for high level competition for college women; the need for leadership in the development of local, state and regional organizational patterns; and the increased number of college women competing in outside organizations because of a lack of competitive opportunities within the framework of colleges and universities. The committee determined that DGWS was "the proper organization for developing sanctions for closed state-wide or larger intercollegiate tournaments" and that DGWS "should provide leadership in the development of national tournaments for college women through active sponsoring of such tournaments." (39) It was recommended that a Commission be established which would "report and be responsible to the DGWS



Executive Board." (39) The Commission would have three members with their term of office to be three years. Sanctioning, or approval of events, would be one of the responsibilities of the Commission. A time schedule was proposed for implementing the Commission. NAPECW was to construct a questionnaire for determining trends in intercollegiate sports for women. This questionnaire was to help the Commission determine the kinds of national tournaments to be held.

McGill spoke of the meetings of the study committee, the difficulties encountered by DGWS in taking over for the NJCESCW, and the factors that influenced the initiation of the CIAW.

DGWS was geared to setting standards; to studying the ways to have the best rules; to leadership by example. They were not in the operating business. It was, therefore, difficult to decide how to take over the NJCESCW functions.

Because of the existing DGWS structure, a new group would have to operate outside of the existing structure and be responsible directly to the DGWS Executive Board. This was one reason it was named a Commission. The term committee didn't imply enough prestige.

The Commission idea was directed toward the function of continuing the golf tournament, and toward rumblings that were heard from the NCAA. The idea was generated as a "take hold, take control" of the situation and provide an avenue for expansion.

At the January 1966 meeting, everyone there felt that intercollegiate athletics for women were going to grow. We wanted to be able to say how they would grow.

The idea of initiating national championships was discussed. We were aware of the pattern that whoever held national championships was viewed as the governing body. Championships were to "put a lid on, or control." In this way, control of the top level was established.

Sanctioning continued from the NJCESCW, but not too happily. It was thought that sanctioning would improve the conditions of growth in competitions throughout the country.

Since DGWS didn't have any membership, the NAPECW was to develop an opinionnaire. This was an effort to involve the NAPECW. The opinionnaire was to be sent out to the NAPECW membership to determine what the interests and needs were in women's intercollegiate athletics. (23)

The committee report was presented to the DGWS Executive Council at their March 18-22 meeting in 1966. After approving the two recommendations, Scott commented to the Executive Council that "DGWS has risen to the challenge by appointing a Commission to foster intercollegiate competition for women."

(95) The two recommendations were

That DGWS assume the responsibility of the following two functions:

- a) The sanction of closed intercollegiate sports events which are statewide or larger in scope. Sanction would be given after determination that organizational plans for the event follow DGWS guidelines and standards.
- b) The sponsorship of national intercollegiate tournaments. Sponsorship would imply assistance with funding, publicity, site selection, conduct, and evaluation. At present, DGWS would continue the sponsorship of the Women's Collegiate Golf Tournament and co-sponsorship of the Women's National Intercollegiate Tennis Tournament. The addition of national tournaments in other sports would be based on needs.

That the Vice-President be authorized to appoint a commission to carry out the functions of sanctioning and sponsoring of closed women's intercollegiate competition. (95)

One of the concerns expressed during the meetings of the study committee concerned the continuation of national championships. McCue stated that the need for continuing the golf and tennis tournaments was a factor in initiating the CIAW.

There was a planned growth of tournaments at the time the CIAW started. The golf tournament needed the support of an ongoing organization. There was also concern for continuing to expand to other tournaments. The plan to go to other tournaments showed the need for some sort of organizational structure. (22)

Ulrich concurred that national championships were a factor in initiating the CIAW.

The example set by the golf tournament had been good. We thought that there ought to be other opportunities for that kind of competition. We saw national tournaments on the scene and wanted to encourage their development. We thought we had better get "control" of this athletic picture. (26)

Ley credits the development of national championships as "one of the motivating forces behind the formation of the CIAW." (19)

The sanctioning or approval of events was carried over from the NJCESCW, despite the problems it had created. Bryant suggested the reasons for its being carried over:

It had been a part of the NJCESCW and DGWS was taking over all of its functions. This was one thing that NAPECW had insisted on, so it was almost an obligation because of NAPECW. The committee decided there was no point in fighting the sanctioning battle any more; it had delayed the NJCESCW for years. (16)

In discussing the continuation of sanctioning, Ulrich stated:

Sanctioning carried over because NAPECW wanted it. It was an effort to keep "bad things" from occurring. NAPECW was conservative and thought that there must be some way to "slap people's hands." Sanctioning was the only way that could be done. (26)

Magnusson said that sanctioning was continued because of an effort to "not rock the boat" with NAPECW. In addition, she stated:

There was a concern for the quality of programs, and that students not be exploited. Too much competition should not be forced. It was a cautious move to keep people with the Commission. (20)

Immediately following the DGWS Executive Council approval, the AAHPER Board of Directors approved the recommendation for "DGWS sponsorship of additional appropriate intercollegiate national tournaments for women." (64) The Board received the DGWS report which included the proposal for establishing the Commission.

Members were appointed to the Commission in April of 1966. Katherine Ley was appointed as Chairperson and was to coordinate the work of the Commission, in addition to having charge of national championships. Maria Sexton was appointed to initiate the sanctioning function. Phebe Scott was named to the Commission and was in charge of mail tournaments.

The first meeting of the Commission was June 21, 1966, in Columbus, Ohio. This meeting was primarily devoted to the sanctioning procedure. Plans were made for the development of a sanctioning booklet to be published in March 1967. Target dates were set for the activation of the Commission and for the solicitation of bids for national tournaments. The Commission was to be activated and would receive applications for sanctioning September 1967. January 1968 was the date set for soliciting bids for national championships. Phebe Scott also presented an item of information she had developed to inform the National Association of College Directors of Athletics (NACDA), the National Association for Intercollegiate Athletics (NAIA), the National Collegiate Athletic Association (NCAA), and the National Junior College Athletic Association (NJCAA) about the establishment of the Commission. (78)

In the fall of 1966, plans were made for the Commissioners and the DGWS Vice-Presidents to attend the District NAPECW meetings. McGill described these visits as an attempt to sell the idea of the Commission because the support of NAPECW was needed for the Commission to be effective. (23) Bryant explained the purpose of the visits as an attempt to clarify what DGWS proposed to do in establishing the CIAW. "We were asking for the comments,

reactions and cooperation of NAPECW members." (16)

An article, authored by Phebe Scott and Celeste Ulrich, appeared in the Journal of Health, Physical Education and Recreation in October 1966, announcing to the world the formation of the CIAW. It emphasized the purposes of the Commission as being two-fold:

. . . One is to provide a framework and organizational pattern which will be appropriate for the conduct of intercollegiate athletic opportunities for women.

Another purpose of the Commission will be to sponsor DGWS national championships for college women on a closed basis, in sports other than golf and tennis, which are now being offered. (6)

The article stated that the Commission would develop and publish guidelines and standards for conducting intercollegiate events. It also described the sanctioning procedure to be utilized by the Commission. The conclusion to the article reiterated the traditional motto of DGWS: "The one purpose of sports for girls and women is the good of those who play." (6)

At the November 4-6, 1966, meeting of the DGWS Executive Council, the name of the Commission was officially adopted. After rejecting the name "Commission on Intercollegiate Sports for Women," it was voted that the Commission be called "Commission on Intercollegiate Athletics for Women." The distinction was made because athletics seemed to "more clearly differentiate between sportsdays and intercollegiate athletics. The Commission is mainly concerned with the latter." (96)

The second meeting of the CIAW was held in Washington, D.C., in January 1967. The sanctioning booklet, Procedures for Women's

Intercollegiate Athletic Events, received a great deal of attention. National tournaments were discussed and it was emphasized that the term "national" would be associated with DGWS Commission-sponsored events. The time schedule was revised slightly but September 1967 was retained as the date for the Commission to become operational. Several requests for sanction had been received, but these requests were denied since the Commission was not formally in operation. The problem of Canadian college women wishing to compete in the National Collegiate Golf Tournament was presented. It was decided "that the golf tournament is a 'closed tournament' open only to students enrolled in colleges in the U. S. A." (79) Work had been progressing on the Operating Code for the Commission since the spring of 1966. The Operating Code was reviewed and changes were recommended before it became final.

The Commission met in Cleveland, Ohio, May 5-7, 1967. Work on the sanctioning booklet was completed. Problems relating to existing tournaments and meets in gymnastics, golf and tennis were discussed. Concern for national publicity on the operation of the Commission was expressed. The question was raised as to what extent efforts had been made to obtain information on conducting national championships from the NCAA and the NAIA. The Chairperson was charged with sending both men's groups a progress report of the CIAW to keep them informed.

During the summer of 1967, the Procedures for Intercollegiate Athletic Events were completed. Plans were initiated for a press conference to announce the operation of the CIAW and the start of national championships sponsored by

the DGWS.

The Commission became operational on September 1, 1967. A Commission meeting was held on October 5-8. Problems with the sanctioning procedures were reviewed and the procedures for sanctioning clarified. Copies of publicity releases were developed and a long-range plan for the utilization of articles about the CIAW was established. A schedule for DGWS National Championships was proposed for presentation to the DGWS Executive Council. The schedule was based on the Predictionnaire done by the NAPECW. Procedures for the selections of sites for national championships were established. Future plans for regional events were discussed, but no decisions were made. It was felt that regional events might be used as a prerequisite to national championships in some sports or that some sports might need only regional events and no national championships. Plans were made for a program concerning the Commission at the 1968 AAHPER Convention. It was agreed that a request should be made to DGWS and AAHPER for a full-time Executive Secretary to be employed in the AAHPER office. It was proposed that a fourth Commissioner be appointed in addition to the Executive Secretary because the Chairperson should be responsible for the over-all direction of the Commission and not have additional duties.

On November 15, 1967, the DGWS Executive Council approved the appointment of a fourth Commissioner. The Executive Council also approved the proposed schedule developed by the CIAW for national championships.

## National Championship Schedule

	<u>Open Bids</u>	<u>Close Bids</u>	<u>Select Sites</u>	<u>Date of Event</u>
Gymnastics	Jan. 1, '68	Mar. 1, '68	April 1	Mar., Apr. '69
Track & Field	Mar. 1, '68	May 1, '68	June 1	May '69
Speed Swim	Sept. 1, '68	Nov. 1, '68		Feb., Mar. '70
Badminton	Sept. 1, '68	Nov. 1, '68		Feb. '70
Volleyball	Dec. 1, '68	Feb. 1, '69		April '70 (96)

A national press conference was held on December 7, 1967, in Washington, D.C. Katherine Ley, the Chairperson of the Commission, announced the establishment of new national competitions for college women. An annual schedule of national intercollegiate championships in athletics for college women was announced, to begin in 1969. The first DGWS National Championship was in gymnastics, to be held in March 1969; the Track and Field Championship was to be held in May. The schedule included dates in 1970 for championships in speed swimming, badminton and volleyball, in addition to those planned for gymnastics and track and field.

The press conference did not draw a strong reaction from the sports world, but it did serve to generate friction between the NAPECW and the Commission. Although Ulrich had been President of the NAPECW at the time of the formation of the CIAW and was in on many of the discussions, official representation had not continued, as there was no provision for it. Despite the brief history that Ulrich had presented to the NAPECW Board of Directors in 1965, the vote by the NAPECW to dissolve the NJCESCW, the visits to district meetings by the Commissioners, and the article by Scott and Ulrich which appeared in the



JOHPER in October 1966, many of the current members of the Board of Directors of the NAPECW seemed taken by surprise at the announcement of the championships. The President of the NAPECW, Marion Broer, expressed misgivings to the NAPECW Board of Directors and the Chairperson of the Commission as to the appropriateness of the Commission replacing the "Tripartite Committee (sic)." (109) Of particular concern was the fact that NAPECW had no official representation on the CIAW. (109) Letters went back and forth between the NAPECW, the Commission and the DGWS in an effort to resolve the problem. In January 1968, Phebe Scott prepared a lengthy report on the Commission for the NAPECW Board of Directors. The NAPECW had an extended discussion in March, prior to the AAHPER convention in St. Louis. Since Scott was a member of the NAPECW Board of Directors in addition to being a Commissioner, a better understanding of the work of the Commission resulted from the discussion. Finally, there was a joint meeting of the NAPECW Board of Directors, the DGWS Vice-Presidents and the Commissioners at Asheville, N. C., to explore common concerns. The NAPECW was represented by Marion Broer, Catherine Allen, Jessie Godfrey, Phebe Scott, Barbara Yeager, Helen Watson, Mary Bowman, Carol Gordon, Gail Hennis and Betty Spears. Katherine Ley, Frances McGill and Frances Schaafsma were the Commissioners that attended the joint meeting. DGWS was represented by Lucille Magnusson and Ann Stitt. The meeting was very successful in initiating a resolution to the difficulties and misunderstandings that existed between the NAPECW and the CIAW. As a result of the conference, the decision was made that each NAPECW district president would appoint a

special committee within the district to ascertain existing intercollegiate activities. The committees would act as a liaison with the CIAW through the Commissioner for Regional Development and would aid in interpreting policies and activities of the CIAW at the regional level. Carol Gordon was appointed as a liaison from the NAPECW to the CIAW in an effort to improve the flow of information between the two groups.

McGill described the crucial aspects of the difficulties existent between the NAPECW and the CIAW at this early stage of development.

The attitude of the NAPECW could have jettisoned the whole effort of the Commission at one point. It was absolutely essential that we have the support of the membership of NAPECW in order to survive.

At the Asheville meeting, our strategy was to seek their support because there was no membership of any sort in DGWS or the Commission. In asking for their help in getting the Commission started, in controlling and channeling intercollegiate athletics in the right direction, we hoped to secure their cooperation.

As it turned out, this is exactly what happened. We did get their cooperation and support. (23)

The CIAW met in Washington on January 9-11, 1968. Following the usual procedure, the three DGWS Vice-Presidents met with the Commission. Problems concerning the sanctioning procedure were reviewed. The application form for sanction of events was revised to ensure that applicants had read the Procedures for Women's Intercollegiate Athletic Events before returning the application form. The decision was reached to reprint the Procedures manual after rearranging the content and revising some of the material. Further discussion ensued on the addition of a full-time staff member in the AAHPER office. Qualifications for the position were listed and a division of responsibilities between the Commission and a staff person was established. An Operating Code

for Directors of National Championships was submitted and revisions made. The Code was finalized and was ready for use by the first meet directors at the 1969 Championships. As a continuation of discussions concerning regional tournaments and regional development that had taken place at the October meeting, it was decided to write to the NAPECW President and suggest that NAPECW might like the opportunity to develop state, regional and/or district competitive events. (82) Questions were developed for the study committee meeting to be held immediately following the close of the Commission meeting.

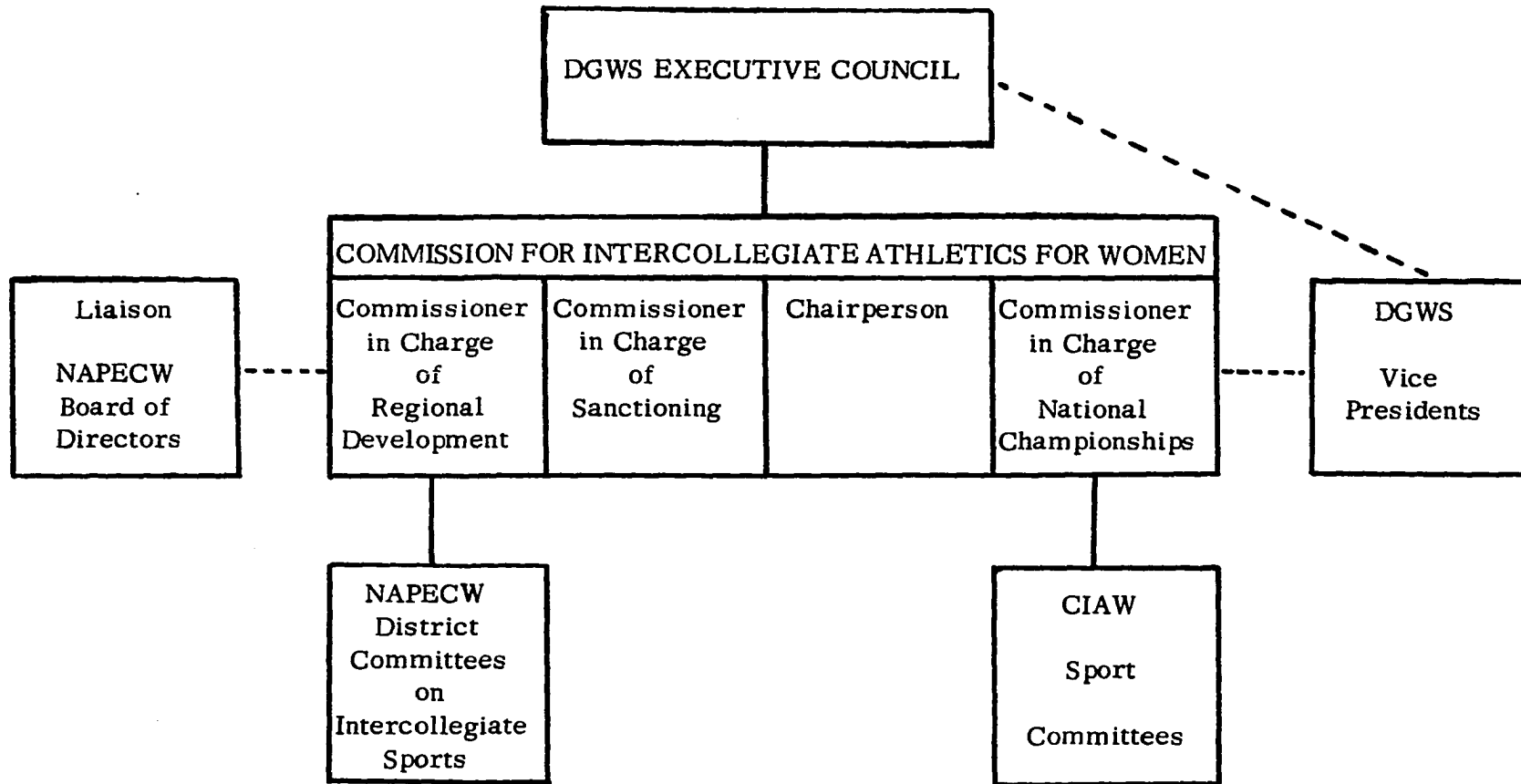
In November 1967, the AAHPER Board of Directors authorized the formation of a study committee "to develop a long-range program of anticipated costs and methods of financing and operation for the DGWS Commission on Inter-Collegiate Athletics for Women." (148) Invitations were sent to Dr. Ernest McCoy, Dr. Rueben Frost, Mr. Walter Byers, Mr. A. O. Duer and Mr. George Killian, as representatives of the college men's athletic associations and the Division of Men's Athletics of the AAHPER. All Commissioners and the three Vice-Presidents of DGWS were invited to the meeting.

The meeting was held on January 15, 1968. Unfortunately, weather problems prevented Walter Byers, George Killian and Ernest McCoy from attending the meeting. The group considered the total operation of the Commission, with the major discussion centered around the question of how to finance a full-time staff member. Problems relating to long range costs and methods of financing the operation were considered. The CIAW was encouraged to consider a membership of interested schools as an indication of institutions willingness to

uphold the regulations of the CIAW. Membership fees would provide a basic operating budget and in addition ensure a feeling of responsibility and stability to the Commission. "The consensus of the women present was that a fee would not be palatable at this time." (33) The committee spent time sharing pertinent information about the conduct of national events, money sources, use of facilities, ticket sales and specific suggestions on the details of operating the Commission. Recommendations were made for implementing a full-time staff position for the CIAW, preferably by September 1968. The AAHPER Board of Directors approved this recommendation in principle at their March 1968 meeting.

In February 1968, Frances McGill was named to the Commission as a fourth commissioner. Her responsibilities were in the area of regional development. In March, the first replacement to the CIAW was named. At the time the Commissioners were appointed, initial terms of office had been established on a one, two, and three year rotational basis. Ley, as Chairperson, had a three year term; Scott had drawn the one year; Sexton, the two. Frances Schaafsma was chosen to fill Scott's position as of March 1968. Eventually, Commission responsibilities were reorganized and Schaafsma was placed in charge of national championships. (See Figure 2.) The position of Commissioner in charge of Mail Tournaments was abolished.

At the Commission meeting in August 1968, the proposed full-time staff member was discussed with George Anderson of the AAHPER staff. AAHPER could not provide the needed money to establish the position. Possible sources were discussed which would allow the AAHPER to gradually take over the funding



SOLID LINE——Channels of Authority  
 BROKEN LINE-----Channels of Communication

Figure 2

CIAW General Organization Chart

of the position. The CIAW drew up "a proposal for what was needed and why, so an effort could be made to secure funds." (83) Alternate methods of financing were considered, with membership dues for institutions again being discussed. However, it was still the feeling of the Commissioners that it was not an appropriate time for the idea of dues.

Requests had been received for permission to conduct research during national championships. A policy statement was developed and procedures to be used for all requests were identified.

DGWS has a real concern for research in the area of intercollegiate athletics for women and would like to facilitate scientific investigations in this area, whenever feasible. However, DGWS national championships have been initiated to meet the needs of highly skilled competitors; therefore, any research procedure which detracts from the best interests of these competitors will not be approved. It is also recognized that the time, place, and conditions of the national championship event may not be the best in which to evaluate the psychological or social processes which contribute to an individual's success as an athlete.

The following procedure will be used for all requests to conduct research during national championships:

1. Research proposal must be submitted six months in advance to Commissioner in charge of national championships who determines the feasibility of collecting data at the Championships. (She may consult with the meet director and other Commissioners if necessary.)
2. If determined feasible, research proposal will be submitted to DGWS Research Committee for evaluation and the sender will be informed of this action.
3. Proposal is returned to Commissioner in charge of national championships for implementation of the decision of the Research Committee.
4. If permission to conduct the research is granted, a copy of the results must be filed with the Commission on Intercollegiate Athletics for Women, and the Research Chairman of DGWS. (83)

The policy statement and procedures were submitted to the DGWS Executive Council and were approved at their November 1968 meeting.

The dates and sites for the two 1969 national championships were determined at the August meeting. The Gymnastics Championship would be held at Springfield College on March 6-8, 1969. The Track and Field Championship was confirmed for May 9-10, 1969, at Southwest Texas State College. It was agreed that the Commissioner in Charge of National Championships should appoint two or three technical advisors to aid each championship meet director on the technical aspects of holding a quality event. "Policies Governing DGWS National Championships," the first draft of which had been written at the January 1968 study committee meeting, were reviewed and revised.

At a meeting in Denver, Colorado, February 7-9, 1969, the Commission had a lengthy agenda, concentrating on final preparations for the national championships and discussing relationships between the DGWS Executive Council and the CIAW. Difficulties caused by a time lag between CIAW action and DGWS approval were occurring.

Although the problem of time-lag was not fully solved, the group agreed that distinction must be made between what is basic policy and what is implementation of policy. What could be interpreted by some as "new" policy may actually be a procedure for implementing basic policy. Just as it is very difficult to distinguish between policy and action based on policy. The former is the responsibility of the DGWS Executive Council; the latter is the responsibility of CIAW. (84)

In discussing the relationship of the DGWS and the CIAW, Bryant said, "All changes in policies and the establishment of new tournaments had to be approved by the DGWS Executive Council. This presented a problem at times." (17)

McGill added further insight as she explained:

The autonomy of the CIAW under the DGWS was a controversial question. When seen from both angles, there were points on both sides. The CIAW wanted more autonomy, but the DGWS wanted all policy cleared with the Executive Council. This often made it difficult to move rapidly. However, there were a number of people who were concerned that any moves not be too rapid.

The Commission Chairman reported to the Executive Council directly. DGWS never actually said "no" to the things that CIAW wanted. There were some heated discussions a time or two, but everyone was so imbued with the DGWS philosophy that there was never anything highly controversial. (23)

In preparation for the coming championships, procedures for Opening and Closing Ceremonies were defined. Awards and certificates to be presented at the Championships were finalized. Problems in regard to eligibility and athletic scholarships were discussed, and procedures reviewed for regulating these problems. Plans for evaluating the national championships were proposed and evaluation assignments made.

The February 1969 meeting was the first meeting for Carol Gordon, the designated NAPECW liaison representative. McGill suggested that Gordon's appointment was an immense help to the Commission.

Communication between the NAPECW and the CIAW improved tremendously. Although she had no function other than a liaison one, she worked on the committees and added greatly to our discussions on problems. (23)

During the spring of 1969, Katherine Ley resigned her position on the Commission. Ley's resignation was due to increased involvement in other professional organizations and a desire to bring new people as members of the Commission. Frances McGill was named as the Chairperson of the CIAW and Doris Soladay was appointed to replace McGill as Commissioner for Regional Development.



The Commission met just prior to the DGWS Conference on College Women's Sports at Estes Park, Colorado, in June 1969. The emphasis on the CIAW meeting was on regional development, national championships and sanctioning. It was observed that regional development could proceed along either or both of two lines:

1. Formation of an organization of member schools to facilitate and regulate sports competition in a particular geographic area.
2. Initiation of regional (or district) tournaments in a particular sport which might or might not be used as qualification for national tournaments. (85)

After the NAPECW Asheville meeting in 1968, special committees were appointed in each NAPECW district. Each of these committees was to conduct a survey of intercollegiate competition in its district. These committees were to serve as liaison with the Commission, interpret Commission policies, and provide consultant service on request. Gordon reported that the NAPECW Board of Directors had voted to continue the committees for another year. In addition, many states and districts were developing organizations to facilitate and regulate intercollegiate competition. In response to questions concerning Commission plans to develop regional tournaments, it was re-emphasized that the Commission had no jurisdiction over regions or localities, only over DGWS National Championships. The Commission's role was to advise in the development of regional tournaments when requested. The necessity of maintaining a two-way channel of communication with the NAPECW district committees was stressed, and specific procedures to guarantee communication were enumerated. McGill expressed the Commission's concern about regional development and the importance of the

#### Estes Park Conference:

We had "put the lid" on national championships to ensure that they would be under the DGWS umbrella, and growth was taking place at the grass roots level. Although intercollegiate athletics had been going on for some time, there was no middle level. This was the focus of the 1969 Estes Park Conference.

There was no place for the girl who was better than local competition, but not good enough for national competition. As an example, the National Golf Tournament had no requirements for entrants; they wanted to take care of everyone. There were many girls playing in the golf tournament who didn't belong there. There was a definite need for regional events as a way of providing additional opportunities.

NAPECW districts were to be used because of the ease of communication. Geographical areas were to be encouraged to develop governing organizations for intercollegiate competition as soon as was practical. These groups would then organize competitions and govern those competitions within a particular region. (23)

#### Further explanation of regional development was offered by Bryant:

DGWS hoped that NAPECW would assume a more active role in the regional development of the CIAW than they were willing to take. DGWS felt that if they went into organizing regional programs, they would be stepping within NAPECW prerogatives. The CIAW eventually appointed a Commissioner for regional development because of the reluctance of the NAPECW to assume an active role in regional development. However, DGWS did not want to bypass the NAPECW by not giving them the opportunity to help in regional development. (16)

During the Estes Park Conference, a session was held as to joint CIAW-DGWS-NAPECW involvement. Each Commissioner attended a different district discussion to answer questions and solicit opinions and attitudes. This conference helped in initiating action at the regional level and also helped to create better accord between the CIAW and the NAPECW.

Difficulties had been encountered in the roles of technical advisors for national championships. McGill noted that the specialists did not provide the continuity that was needed. (23) After discussing the structure and composition

of the Golf Committee, which had operated in the same fashion as the Tripartite Golf Committee, the CIAW decided that sports committees should be appointed, with the Chairperson acting as the technical advisor for that sport. The other members of the committee would consist of the past, present, and future tournament directors. McGill emphasized how this pattern ensured that a committee was vitally interested in the perpetuation of the tournament run under the best of conditions. (23) The committees were to develop procedures specific to the conduct of its championship, and were to help in site selection.

In a discussion on sanctioning, it was indicated that ten events had been sanctioned during 1967-68, and 25 sanctioned in 1968-69.

It was reported that the CIAW had received many requests to hold a national basketball championship. Because some method of qualification would be necessary for entry to the tournament, it was agreed that 1971-72 was the earliest date a basketball championship could be held. This would allow time for the NAPECW districts to become better organized and establish methods for teams to qualify.

The next meeting of the Commission was October 30-November 2, 1969. National championships were a major consideration, with particular thought given to procedures for ruling on complaints regarding such things as eligibility. Concern was expressed that this was actually a problem that could best be handled at the local level and that possibly the NAPECW district committees would be the appropriate group to follow up on challenges or protests concerning eligibility. Sports Committee's memberships were identified. The need for

regional tournaments and boundaries for regions was deliberated. Because of the necessity of qualifying rounds for the 1972 Basketball Championship, regional tournaments were becoming a pressing problem. The Commissioner for Regional Development was to request, through regional surveys, identification of regional and state organizations and their officers. From these surveys an emerging national pattern might be determined. General discussions were carried on with regard to athletic scholarships, recruitment, eligibility and amateur status. Again, institutional membership was brought up. Rachel Bryant and Mary Rekstad, DGWS Consultants, were directed to "draft a proposal for some type of Association which the Commission might become.

'Association of Intercollegiate Athletics for Women' might be a name selected."

(86)

On May 28, 1970, the Commissioners and the DGWS Vice-Presidents gathered for a meeting in Urbana, Illinois. The Second DGWS Track and Field Championship was also being held at the University of Illinois. The group deliberated on the eligibility statements, attempting to clarify the section on athletic scholarships and participation in events immediately after graduation. The decision was made to allow institutions the opportunity to have their financial aid program evaluated by the CIAW. Procedures for dealing with protests during a championship were talked over once again, but no final decision was reached. In a report on sanctioning, it was revealed that there had been twenty-one sanctioned events during the 1969-70 year. It was observed that sanctioning was becoming a state or regional duty; consequently, in the near

future, the CIAW should review the need for a sanctioning process on the national level. The status report on regional development was very lengthy as reports had been received from each of the NAPECW districts regarding the district committee work, regional boundaries and progress on the district survey. Central District was experiencing difficulties in getting organized and had not completed their district survey. Eastern District had established an Eastern Commission, which the EAPECW had funded with an initial grant of \$500.00. The committee felt that the boundaries of the EAPECW would apply to the ECIAW. The survey had been completed; a roster of interested schools had been prepared, and district tournaments were being planned. Midwest District indicated they were in a "hold position" because the MAPECW had requested that no policies for regional development be established until MAPECW could obtain a consensus about the procedural operations of the CIAW within the Midwest District. The Midwest committee had completed their survey and sent the results to the Commissioner on Regional Development. Southern District had completed its survey and was working on some kind of district division for tournament play. Western Society reported being very well organized with plans for two, three, or four regions within the district structure. The Commissioner on Regional Development, Doris Soladay, had compiled a list of intercollegiate sports organizations. During the spring of 1970, a mass mailing to colleges and universities had been carried out in an attempt to identify institutions, coaches, and interested persons who wished to receive information on various sport championships. A lengthy discussion ensued over the membership proposal for the formation of the

Association for Intercollegiate Athletics for Women. The commissioners agreed that it was an appropriate time for the development of an institutional membership structure. A governing body was proposed, with the functions and services listed. The question of the amount to be charged for membership fees generated debate. The choices involved a sliding scale based on institution size or one fee for all sizes. The fees discussed ranged from \$25.00 to \$100.00 per year. A time schedule was established that aimed for an institutional membership organization beginning in September 1971. At the close of this meeting, Frances Schaafsma resigned as Commissioner in Charge of National Championships. Schaafsma was involved in the publication of a book and felt that the time involved in Commission work was detracting from her other obligations, particularly her teaching responsibilities. This was also the last meeting for the remaining original Commissioner, Maria Sexton. On July 1, 1970, Lucille Magnusson replaced Sexton as Commissioner in Charge of Sanctioning; Carole Oglesby became the Commissioner in Charge of National Championships in September. (87)

In a report prepared for the DGWS Executive Council meeting in October 1970, the proposal for a membership organization was presented. The rationale presented with the proposal was this:

All NAPECW districts have indicated they wish their relationship with CIAW to be temporary. This leaves CIAW with no channel to individual institutions and administrators within regions throughout the country. Services to these schools could be enhanced by an identifiable membership.

As regulations governing intercollegiate competition become more specific, their enforcement can be facilitated by member schools who subscribe to DGWS philosophy and standards.

A dues structure would help finance the expanding services of CIAW. (35)

The DGWS Executive Council voted to recommend "that the formation of a membership organization for intercollegiate athletics for women be approved in principle." (98)

An additional item was discussed by the DGWS Council. In the spring of 1970, the position of DGWS Program Assistant had been established in the national office. Elizabeth Hoyt was employed in this position and was responsible for CIAW work in the AAHPER office. However, this was not the position that the CIAW had wanted created, and they urged the DGWS to pursue efforts to employ a full time professional staff position for the CIAW. The Council voted to continue this effort. (98) McGill, Schaafsma and Oglesby all cited the importance of Hoyt's role in improving the operations of the CIAW.

Planning for a membership organization was the major topic at the November 1970 CIAW meeting. Types of membership, institutional and allied, were proposed. Problem areas of relationships with districts and regions were addressed. Procedures were devised for the mailing of a membership proposal. Dues were set at \$75.00 for institutional membership. The necessity for a task force to draft a constitution and by-laws was recognized and arrangements made for implementing a group to do this. Better publicity schemes, both in relation to the proposed membership organization and the present DGWS National Championships were recognized as being essential. The proposal for a membership organization was circulated for comments by interested institutions and persons during the winter.

A permanent schedule of dates for the championships was presented. However, decision on this was delayed until each of the Sports Committees could review the proposed schedule and react to it.

At a one day meeting held during the AAHPER convention at Detroit, April 1, 1971, refinements were made in the membership proposal. Soladay presented a new Handbook which she had prepared to replace the Procedures manual. Problems which had arisen at several of the national championships during the year were reported. These problems concerned awards, eligibility and protests, and television rights.

The proposal for the membership organization, the National Association for Intercollegiate Athletics for Women, was presented to the DGWS Executive Council on April 5, 1971. Its purposes were stated as follows:

1. To foster broad programs of women's intercollegiate athletics which are consistent with the educational aims and objectives of the member schools.
2. To assist member schools in the extension and enrichment of their programs of intercollegiate athletics for women.
3. To stimulate the development of quality leadership among persons responsible for women's intercollegiate athletic programs.
4. To encourage excellence in performance of participants in women's intercollegiate athletics. (99)

The structure of the organization called for five regions to be subdivided into ten districts. A Governing Council, comprised of three officers elected by the membership at large: a President, a Commissioner for National Championships and a Treasurer; five regional commissioners, elected by the member institutions within the regions; and a representative from the DGWS, was to be the administrative body.



The services to be provided by the NAIAW were enumerated:

1. Provide a governing body and leadership for initiating and maintaining standards of excellence in women's intercollegiate athletic programs.
2. Provide consultant services and materials for the planning and conduct of women's intercollegiate events.
3. Sponsor national championships in women's intercollegiate athletics.
4. Sanction women's intercollegiate athletic events involving five or more member schools.
5. Provide a clearing-house for scheduling of women's intercollegiate athletic events.
6. Evaluate the appropriateness of existing rules, officiating techniques and standards and policies of sports in which national championships are held. The results will be referred to DGWS for action.
7. Represent the member schools before outside agencies or bodies which legislate on matters of possible consequence to the Association.
8. Offer participants opportunities for international competition through cooperation with other sports agencies having responsibility for selecting participants for international sports events.
9. Disseminate information to member schools and the general public by means of the following:
  - News bulletins and releases
  - Television and radio coverage
  - Others to be added (99)

Membership would be available to accredited two and four year colleges and universities located within the United States or its territories. To be eligible for membership, an institution had to sponsor intercollegiate teams in three sports.

The DGWS Executive Council discussed the proposal and, after making some suggestions as to possible changes, recommended its approval.

The proposal for establishing the Association for Intercollegiate Athletics for Women was first presented to the AAHPER Board of Directors in December 1970. The Board substituted the term "Organization" for "Association" because of a concern for any legal or tax difficulties which might result

because of dues paid by member institutions. The Board did approve the report in principle in December. (65) The matter was brought up again when the Board met in October 1971. The AAHPER legal counsel had been consulted and he reported there would be no legal or tax problems as long as the membership fee was paid to the AAHPER. At the Board meeting the following motion was adopted:

. . . that the appropriate Association committee incorporate into the AAHPER documents the membership association formed under the Division for Girls and Women's Sports and that this association be known as the "Association for Intercollegiate Athletics for Women." (66)

The Commission met on June 4, 1971, just prior to the meeting of the Constitution Committee in Chicago. Problems related to athletic scholarships were presented. Changes in the Procedures manual (to be called the AIAW Handbook) were detailed. The relationship of the membership organization to the DGWS Executive Council was delineated to ensure mutual benefits for each organization. Becky Sisley was introduced as the new Commissioner in Charge of Sanctioning. Lucille Magnusson was appointed as the Commission Chairperson to serve during the transition year, 1971-72. (For a complete listing of Commissioners, see Appendix B.)

The Constitution Committee commenced its meeting on June 5 in Chicago. The meeting was attended by six regional representatives and two people representing junior colleges. The purpose of the meeting was to refine the membership proposal and to write a preliminary draft of an operating code. As a result of the meeting, the proposal was changed to include nine regions

rather than five districts. A representative elected by junior college member institutions was added to what had been called the Governing Council. The name, Governing Council, was changed to Executive Board. The necessity of sponsoring intercollegiate athletic teams in three sports to be eligible for membership was changed to indicate that an institution sponsored an intercollegiate program for women.

McGill made the following comments about the Constitutional Committee meeting:

Representatives to the Constitutional Committee were selected from the NAPECW Districts because there was an identifiable membership. If regions were already developed, they sent their representatives. This illustrated once again, the necessity of having membership. It had been impossible to know to whom to send materials and from whom to get feedback.

It was as difficult to go into an Association as it was into the Commission. There was no background from which these matters could be discussed. Every part of the country had a different point of view because they had a different background.

There were great difficulties in establishing a system of representation. How do you equate large geographical areas with a high concentration of schools?

Regions were given complete autonomy in developing their own governing structure. This was intentional. They were asked to develop a structure, but they were cautioned not to write a constitution too quickly because it would be difficult to change. They were encouraged to develop Operating Codes for a few years so they could see where the total organization was going and how they would fit in to it. (23)

The CIAW continued to operate until July 1, 1972. A meeting was held in November 1971, with the four commissioners and six regional representatives.

The following items were reviewed and discussed:

. . . policies for national championships, coordination of regional meets and qualifications for national championships, services to member schools, relationships to DGWS and AAHPER, permanent dates for championships, criteria for schools changing regions, and postal tournaments. Liaison with men's groups was discussed. (91)

In summarizing the relatively short five year existence of the CIAW, a number of accomplishments can be noted, relative to the initial purposes of the formation of the CIAW. McGill asserted, "The CIAW started out to control women's intercollegiate athletics. They were successful in doing that, especially in view of today's situation where the AIAW is still in control." (23) Schaafsma maintained, "The effectiveness of the CIAW was amazing when you consider the previous unorganized program." (25) In further comments on the CIAW, Schaafsma said:

The CIAW was concerned with facilitating the program. There was no attempt at imposition, at telling people what to do. There was an emphasis on local autonomy. In its deliberations, the CIAW was concerned for the entire country. (25)

One of the two main purposes of the Commission had been "to provide a framework and organizational pattern . . . for the conduct of intercollegiate athletic opportunities for college women." (6) This purpose was partially met through the development of guidelines and standards which were published in the Procedures manual. The emphasis on regional development was an outgrowth of this purpose. The CIAW had incorporated a Commissioner for Regional Development to direct the efforts at regional organization. Magnusson commented, "Regional development was encouraged by the CIAW. It eventually grew into representation in the AIAW. The CIAW was promoting opportunities through

regional development." (20) Sanctioning, as a Commission function, was an effort to encourage the holding of events and a CIAW attempt to assist in the conduct of intercollegiate events. Sixty-six events were granted sanction over the five year period. Many of the sanctioned events were predecessors to state and regional tournaments.

It appears that sanctioning was viewed by some Commissioners in the same way that it had been viewed by the NJCESCW. "Sanctioning was a headache from the word go," remarked McGill.

The idea is to ensure a good competitive situation through specifying certain conditions which must be met. The difficulty lies in setting standards when you can't visit the site, and in stating questions to ensure that the really important conditions will be met.

Sanctioning didn't have much impact. Most people who sought sanction didn't need it. People who needed it weren't aware of it because the functions of the Commission had not been widely publicized.

One of the difficulties with sanctioning was in the timing. The form had to be sent in far enough ahead of time for the Commissioner to look over the materials and get it back to the school for publicity purposes. The planning on the local level had to have progressed to a certain point to be able to fill out the form; if it had progressed to that point, it was almost too late to be sanctioned. (23)

Magnusson referred to sanctioning as "an endurance contest. On paper, it is difficult to determine what will actually happen." (20) The sanctioning function was eventually discontinued at Magnusson's urgings.

The second stated purpose of the CIAW was to sponsor DGWS National Championships. By 1971, championships in six sports were being held under the direction of the CIAW. Bryant (17) mentioned the effectiveness of the CIAW in developing and governing the national championships as being one of its major accomplishments. Oglesby declared that "the championship events were

extremely well run." She continued:

They were carried off with little financial and public relations support. In fact, unfortunately, they operated almost anonymously. There was no promise of financial success. The success was apparent in the site selection and the way in which the championships were run. (24)

The impact of the championships on the participants was cited by Oglesby and Schaafsma. Schaafsma related a conversation that took place with one of the competitors in the first volleyball championships.

One of the players who had experienced international play came to me during the tournament and said it was the best run volleyball tournament she had played in. She further said that when the planning of the tournament had been done, the planning committee definitely had the player in mind. (25)

Oglesby commented that the championships helped to increase student interest and skill level.

Many students who participated in the DGWS Championships were not the Olympic champions. The spirit at events was really good. There was an absence of exploitation. Students reacted to the championships as events that were being put on for them and often commented that they were not being exploited. (24)

The establishment of the Sports Committees, a continuation from the NJCESCW, was an aid to the development of the championships. Oglesby expressed the relationship between the Commission and the Sports Committees as being very harmonious. "The Sports Committees were very good. They drummed up the sites and helped the Commissioner in Charge of Championships tremendously." (24)

In a statement summarizing the work of the CIAW, Bryant observed, "The whole program had been flexible. The CIAW had the ability to be changed

without affecting the organization adversely. That is a compliment." (17)

Magnusson acknowledged the CIAW was a developmental group leading to the AIAW.

It was a stage that we had to go through. The CIAW got things going, it got people ready, hopefully to the point where they could accept the fact that it was going to cost some money and that there needed to be an institutional commitment. We recognized the fact that women would have difficulty in having to pay for a service, because of the past DGWS philosophy when they had all given their life blood in various forms of service. (20)

Magnusson expressed concern for the lack of commitment by schools to the CIAW policies:

The CIAW had no teeth in it; it was not structured to allow for that. It operated under guidelines except as its regulations applied to national championships. (20)

Oglesby added:

There was concern for implementing DGWS policies when there was no membership. With a membership we could more formally demand that athletic programs would be built as an exemplification of those policies. (24)

Bryant remarked about the lack of policing power:

It never did have any policing power. The philosophy when the CIAW was originally developed was, if people will not follow guidelines, then their neighbors won't play them. Schools could police each other on the local level.

The CIAW only had control at the national level through the policies that governed national championships. (17)

In addition to promoting institutional commitment to the organization, Magnusson suggested:

The change to institutional membership meant additional financial backing. This helped in office staff support through additional help. We needed full-time committed help, direction and operational support to continue to grow. These were necessary.

There was no way it could continue to function on volunteers. The time commitment, plus travel time, precluded this. (20)

Oglesby explained why it was necessary to go to a membership organization.

The need for a constituency was the most important factor. We needed an effective way of communicating directly with schools. There were practical problems in putting on a championship that demanded a constituency. There were also difficulties in taking stands on athletic issues because the question would come up, "Who do you stand for?" (24)

Bryant voiced similar thoughts.

It became evident that there was a need for direct communication. If you want an elected leadership, there would of necessity need to be a membership organization. The change to membership was to have channels of communication and voting rights on policies. (16)

In further acknowledgement of the need for member institutions, Bryant stated:

Membership was needed. It was time to have a vote on officers and an opinion on policy. If you don't have a person designated as responsible to cast the vote, there is no way it could be handled. If you sent out for a vote, how would you know to whom to send the notice? How were you sure when you got it back that it was the voice of the school? We needed a means for communication. (16)

McGill mentioned the need for more representation as a factor necessitating change to a membership organization.

The move from the CIAW to the AIAW was brought about because of the need for direct involvement by the members. It was necessary to provide the opportunity for people involved in the program to design the program for themselves and elect their own governing organization. We had believed in that all along and as soon as feasible, we attempted to move in that direction. (23)

Schaafsma also cited this need.



Representation was a big factor in the change from CIAW to AIAW. The Commissioners were appointed by the DGWS Chairman, rather than representing the schools for whom they were making policy. There was a credibility gap with universities around the country because of the CIAW, a small group with no representation, controlling intercollegiate athletics. (25)

In discussing the transition from the CIAW to the AIAW, Oglesby said:

The AIAW was a direct outgrowth of the Commission; the policies and the decision-making process were the same. It was a matter of taking an existing organization and adding membership and districting which were methods of identifying representation. (24)

Magnusson's opinion concurred with Oglesby's evaluation.

The AIAW grew directly out of the CIAW. It was a very natural flow. There was great concern that this flow be as smooth as possible with no drastic changes. The attempt was made to have it be a continuous operation.

It was more a change in title and probably a change in philosophic concept because of going to institutional membership. It definitely was not a change in operation.

The big changes were institutional membership, regional representation and election of officers. That came about because the operation had grown to that stage. (20)

In summarizing the conditions that led to the change of the CIAW into the AIAW, Magnusson observed:

There had been a continuous growth of opportunity from before the formation of the CIAW, through the initial stages and on into the operational phase of the CIAW. As the growth took place, there was more need for a governing body.

It became evident that the CIAW could not do what was needed. (20)

1972-1976

Charter memberships in the AIAW were solicited during the 1971-72 academic year. Criteria for active membership included being an accredited college or university located within the United States or its territories, sponsoring an intercollegiate athletic program for women, a willingness to follow the DGWS policies as written in the AIAW Handbook, and membership in a recognized regional organization. Active membership was a qualification for participating in AIAW championship events. The fee for active membership was \$75.00. Associate membership was also available to colleges and universities who subscribed to the policies published in the AIAW Handbook. Associate membership allowed an institution a voice in AIAW business, but did not allow an institution to vote on Association affairs. The dues for associate membership were \$25.00. Two hundred and seventy-six institutions obtained charter memberships in the AIAW.

The AIAW inaugurated publication of a Newsletter to all member schools in the winter of 1972 before the organization was fully operational. A mail ballot was concluded on March 6, 1972, for the election of the first officers of the AIAW. Carole Oglesby, Purdue University, was chosen as President; Carol Gordon, of Washington State University, was President-elect; Laurene Mabry, Illinois State University, was elected Coordinator of National Championships; and Della Durant, Penn State University, was selected as Treasurer.

The Commissioners of the CIAW and the Executive Board of the AIAW came together in a joint meeting June 1-4, 1972, in Washington, D. C. The Executive Board of the AIAW was composed of the elected officers, an elected representative from junior colleges, and regional representatives from the nine regions.

Regional structures were reviewed and made official.

- Region 1 Eastern Association for Intercollegiate Athletics for Women (EIAIW), encompassing the states of Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont and the District of Columbia.
- Region 2 Southern, encompassing the states of Kentucky, North Carolina, South Carolina, Tennessee and Virginia.
- Region 3 Southeastern, encompassing the states of Alabama, Florida, Georgia and Mississippi.
- Region 4 Southwest, encompassing the states of Arkansas, Louisiana, Oklahoma and Texas.
- Region 5 Midwest Association for Intercollegiate Athletics for Women (MAIAW), encompassing the states of Illinois, Indiana, Michigan, Ohio, Wisconsin and West Virginia.
- Region 6 Region 6 AIAW, encompassing the states of Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota and South Dakota.
- Region 7 Intermountain, encompassing the states of Arizona, Colorado, New Mexico, Utah and Wyoming.

Region 8 Bay Area Colleges Association of Women's Athletics (JC)  
Golden Valley Intercollegiate League for Junior College Women  
Northern California Intercollegiate Athletic Conference  
Southern California Women's Intercollegiate Athletic Conference  
Southern California Community College Intercollegiate Athletic  
Council

Region 9 Northwest College Women's Sports Association (an association  
of institutions in Idaho, Oregon, Montana and Washington).

Clarification was made on regional organization; each region was allowed to determine how many local groups might operate within the region.

A new category of membership, affiliate, was added which would be open to organizations not eligible for active or associate membership.

The policies and procedures for national championships which had been developed by the CIAW were reviewed. AIAW Championships during the 1971-72 were open to everyone as the DGWS Championships had been. However, the entry fee for the championships was less for member institutions than non-member institutions. A committee was appointed to study the types of awards that would be given at the AIAW championships. Guidelines were established for the use of a rules interpreter at championship events.

A committee of DGWS leaders and AIAW officers had prepared a set of statements that defined the relationship between the AIAW and the DGWS.

1. DGWS rules or the rules accepted for use by DGWS shall be used for AIAW events.
2. DGWS nationally rated officials will be used for all DGWS-AIAW national intercollegiate championships in sports where DGWS ratings are given and when feasible.
3. All AIAW activities, policies and future plans will be referred to the Division Executive Council for information.
4. Changes in policy voted by AIAW member schools must be consistent with DGWS philosophy and standards. Where changes in policy would violate DGWS philosophy and standards, these must be referred through AIAW president to the Division Executive Council for study and possible changes. Changes in DGWS philosophy and standards which affect AIAW operations must be referred to the AIAW Executive Board for study and possible change.
5. AIAW budget will be prepared by AIAW finance committee and sent to DGWS for transmittal to AAHPER finance committee.
6. Rules and officiating concerns will be referred to the appropriate DGWS structure.
7. AIAW will utilize the services of all substructures of DGWS.
  - a. Research related to AIAW programs will be channeled through the DGWS research chairman for consultation and evaluation.
  - b. USCSC women's sub-committee reports will be referred to the appropriate DGWS liaison individual. DGWS liaison reports will be referred to the appropriate sports committee.
8. AIAW president submits report and is voting member of the Division Executive Council. DGWS vice president submits report and is voting member of AIAW Executive Board.
9. Inquiries relative to intercollegiate athletic programs should be channeled to the appropriate AIAW officer.
10. Pertinent publications of AIAW and DGWS will be shared with respective executive council and executive board. (91)

The Executive Board voted to accept the committee report. In addition, the Board voted to retitle the former DGWS National Intercollegiate Championships. They were to be called AIAW National Intercollegiate (sport named) Championship.

The constitution was presented in draft form. It was determined that a committee should draw up by-laws for the organization. Upon completion of this task, the constitution and by-laws would be submitted to the membership for

acceptance.

Duties of the officers and regional representatives were defined. In addition to the usual duties of such officers, the president-elect was made responsible for regional development, the treasurer was assigned the sanctioning function for national events and for those that crossed regional boundaries, and the junior college representative was appointed as chairperson of the nominating committee. The position of Past President was added to the Executive Board, as was the Newsletter editor. The following standing committees were appointed: Constitution and By-laws, Eligibility, Ethics, Finance, Nominating, and Handbook.

During the 1972-73 year, the first year of actual operation for the AIAW, the membership increased to 386 institutions. In the fall of 1972, member institutions received two publications from the AIAW in addition to the Newsletter. The AIAW Directory included a list of Charter Members of the AIAW. It also provided information as to the sports in which each member institution provided intercollegiate teams, all of the AIAW Sports Committees' membership, and a schedule of the 1972-73 AIAW National Championships. The AIAW Handbook encompassed all of the rules and regulations governing the championships. Both of these publications were sent annually to all member institutions.

The Executive Board met two times during the 1972-73 year. The first meeting was December 15-17, 1972, in St. Louis. The spring meeting was held in Harrisonburg, Virginia, May 31-June 4, 1973.

Changes in the structure of the AIAW were made at the December meeting. Region 8 announced a change to a single regional organization to be known as the Western Association for Intercollegiate Athletics for Women. The functions of the Ethics Committee were identified:

The present functions . . . are as follows: (1) to interpret policy as it applies to eligibility of players for AIAW Championships, (2) to handle protests and appeals from the AIAW membership and (3) coordinate policy procedures with DGWS philosophy and standards. (70)

Difficulties had occurred in meeting deadlines for publishing the News-letter. At the December meeting, approval was given for publication of Interim News. The Interim News would be sent out as the need arose and would be on a flexible publication schedule.

Plans for junior college/community college (JC/CC) championships were initiated at the December meeting. An invitational basketball tournament for the JC/CC institutions was arranged for March 1973. At the May meeting, a position of Commissioner for Junior College/Community College Championships was established. Approval was also given at that time for the establishment of JC/CC National Championships in basketball, volleyball and golf. Only junior and community colleges holding membership in the AIAW were allowed to participate in these championships.

In February 1973, the AIAW was involved in a law suit over the AIAW policy preventing institutions which awarded women athletes financial aid based on athletic ability from becoming members of AIAW. The suit, Kellmeyer et al., v. NEA et al., caused the AIAW to change its policy prohibiting women athletes

from participating in AIAW events if they held athletic scholarships. Complete details of the Kellmeyer suit follow, in the section on eligibility regulations.

AIAW elections were held in March. Because this was the second election for the Association, the only position to be voted on was President-elect. Leotus Morrison, Madison College and former Newsletter editor, was elected to the position of President-elect of the AIAW.

When the Executive Board convened in Harrisonburg on May 31, the Board met in small groups to discuss specified topics and make recommendations for the entire Board to act upon. The Bylaws of the organization were reviewed and approved; final approval would be by a membership vote which was to take place at the Delegate Assembly. Plans were made for a Delegate Assembly meeting to be held November 4-6, 1973, in Overland Park, Kansas. This would be the first meeting of all member institutions of the AIAW.

The name of the Ethics Committee was changed to Ethics and Eligibility. With the change in name, the standing committee on eligibility was abolished. Its functions, which had never been clearly identified, were taken over by the Ethics and Eligibility Committee. Because of the growing importance of the Committee, it was decided that the Ethics and Eligibility Committee Chairperson would be elected by the member schools for a two year term of office.

Suggestions made by a Future Directions Committee for implementing some of the purposes stated in the Constitution included co-sponsorships of championships with other sports organizations and a national conference focusing



on problems in the future directions of intercollegiate athletics for women to be held in 1975. The role of the AIAW within the reorganization of AAHPER to an Alliance structure was discussed as a part of the Future Directions Committee report.

An insurance plan was presented to the Executive Board by Selected Risks Insurance Company, Branchville, New Jersey. A master policy would be issued to the AIAW with certificates of insurance available to each participating institution. The policy was to cover all accidents involving an individual while she was participating in a sport. The plan was accepted, but further investigation into catastrophe insurance was recommended.

As a result of a new awareness of the potential for involvement in law suits, a legal assistance fund was established. This was to be a joint fund utilized by AIAW and DGWS. Contributions were to be solicited from AIAW and DGWS members. This fund would be used for AIAW-DGWS organizational interests and not for individual contributors.

The title of Commissioner of National Championships was substituted for Coordinator. The Commissioner presented a system for the rotation by regions of national championship sites. The system was approved and went into effect in the 1975-76 year. A committee was appointed to investigate the possibility of conducting separate championships for small colleges. A number of small colleges had expressed a desire for separate tournaments. One of the problems the committee was to investigate was the definition of small colleges in terms of enrollment.

Sanctioning of national events, which had been a responsibility of the Treasurer, was discontinued. The decision was reached because the AIAW did not have a representative at the sanctioned events, therefore it was difficult to check the standards and conduct of the event.

The First Delegate Assembly of the AIAW convened in Overland Park, Kansas, November 4-6, 1973. One hundred and ninety-five member institutions were represented at the Delegate Assembly. Carol Gordon, AIAW President for 1973-74, presided over the meeting.

A number of speeches were presented to the delegates. Frances Koenig, the Vice-President of DGWS, spoke on the relationship of AIAW-DGWS-AAHPER.

Those relationship statements, . . . , state that AIAW rules and regulations must be consistent with DGWS philosophy and standards; and that if AIAW is considering a change that would violate Division policy, or if DGWS is considering changing a policy that would affect AIAW program or regulations, the matter must be referred to the other group before action is taken. . . .

Structurally AIAW is an institutional membership association within DGWS, and is tied to AAHPER through the Division. All of the DGWS services are available to AIAW, . . . .

. . . AIAW and DGWS are financially related. AIAW has its own separate budget, distinct from that of the Division, and monies from dues and championships go into the account of AIAW, not that of DGWS. AIAW, however, is only about 50% self-supporting, as of now, and AAHPER through DGWS supplies the finances and staff assistance needed by AIAW to carry out its programs. The DGWS Consultant also serves as Consultant to AIAW, and office space within the DGWS complex is allocated to AIAW. . . . (67)

Region 8 representative, Judith Holland, gave a presentation on the AIAW structure. She identified the general organization of the AIAW and explained the line- staff organization of the AIAW.

The Treasurer, Della Durant, presented the budgets for 1972-73 and 1973-74. She reported that the AIAW budget would pay 38% of the costs of staff salaries, welfare and travel during the 1973-74 year. She also expressed the necessity for future consideration on overhead physical costs, an item which had been absorbed by AAHPER up to this point. She reminded the Delegate Assembly that plans should be formulated for the AIAW to reach a self-supporting stage, with a dues increase the most obvious vehicle to reach that stage.

In a speech entitled "Solomon's Judgment on Women's Sports," Marjorie Blaufarb, editor of Update, a monthly publication of the AAHPER, reported on the HEW Title IX Guidelines related to the Education Amendments Act of 1972. She reminded the delegates that, "what Congress said through the Education Amendments was that in so far as they are financial contributors . . . they will not subsidize sexually segregated or unequal educational programs." (67) She urged women to desist arguing about the merits of Title IX and instead to start planning the best methods for implementation of the Amendments.

Lee Morrison, President-elect, presented a brief speech on options available to the Delegate Assembly in regard to regulations on Financial Aid and Recruitment. She listed five options without recommending which one the Assembly should select.

A question and answer session was held on the Title IX Guidelines. Mr. Jack Whitaker, an attorney from the law firm Spencer, Fane, Britt and Browne of Kansas City, was available to answer questions. During the session two major concerns were expressed:

1. Must women follow that which is laid down FOR men BY men?
2. Are there any protections to ensure different philosophical routes for men and women? (67)

Votes were recorded on the Bylaws, the Constitution, a resolution on separate teams and regulations on eligibility and recruitment. The Constitution and Bylaws were approved essentially as presented by the Constitution and Bylaws Committee. However, final approval was dependent on a vote of the entire membership of the AIAW. Figure 3 details the organization of the AIAW as approved by the Delegate Assembly and the vote of the membership. Figure 4 designates responsibilities of the Executive Board of the AIAW.

Although the Delegate Assembly approved financial aid and endorsed the interim decision that member schools giving financial aid to athletes could participate in AIAW National Championships, there were some qualifications regarding the approval. Financial aid could be awarded only by the institutional aid office and only after the student's final admission to the institution. The philosophical position of the AIAW was indicated by the passage of the following motion:

. . . that the AIAW go on record as approving financial aid only when it is available to all students regardless of talent or sex and that recruiting of athletes through the use of financial inducements be discouraged by the association on both the local and regional level. (67)

The regulations were referred back to committee to allow recommendations by the Delegate Assembly to be incorporated. These regulations would not be final until ratified by the total AIAW membership.

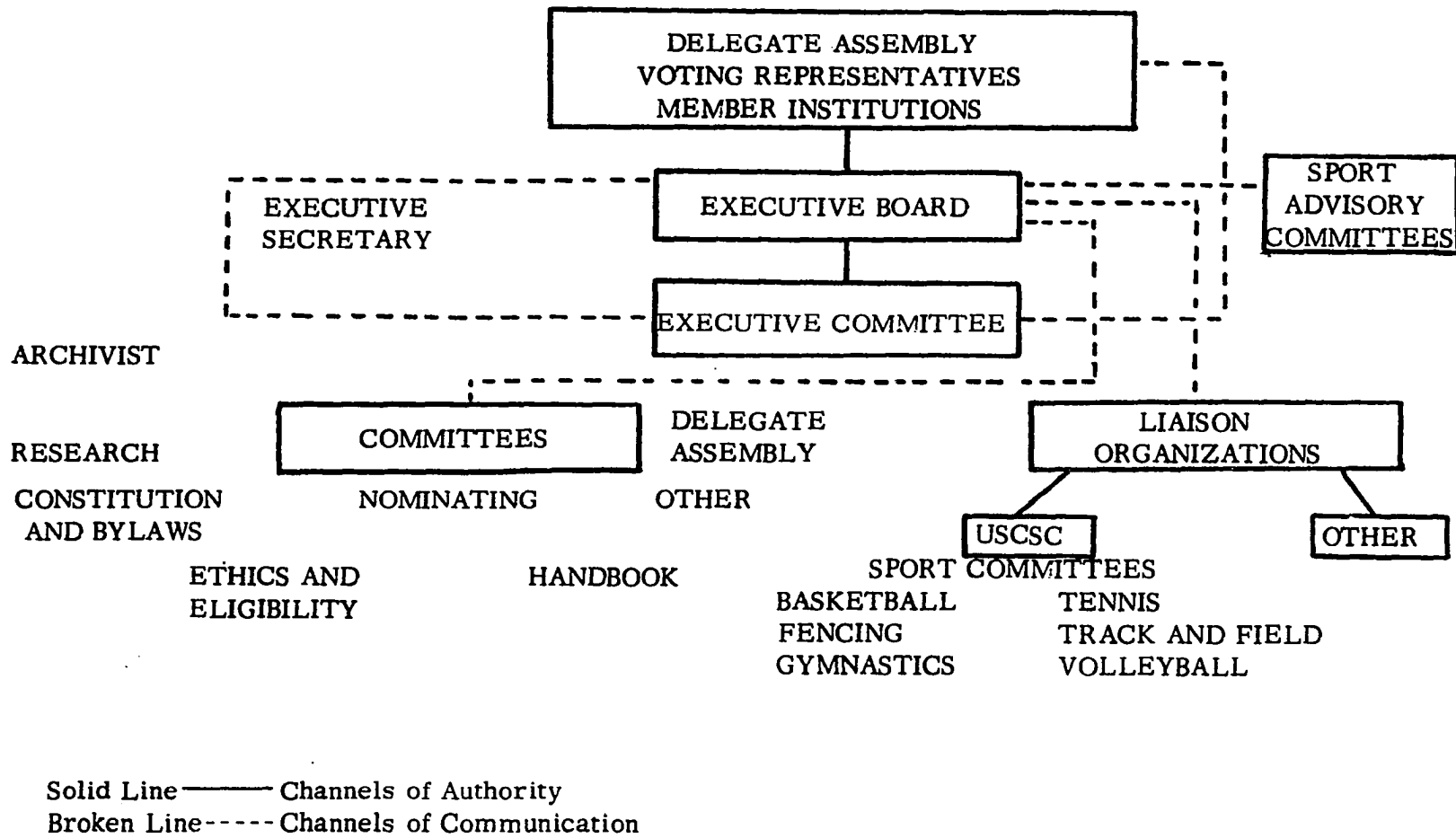


Figure 3

AIAW General Organizational Chart  
(8:1975-76)

EXECUTIVE BOARD

EXECUTIVE COMMITTEE

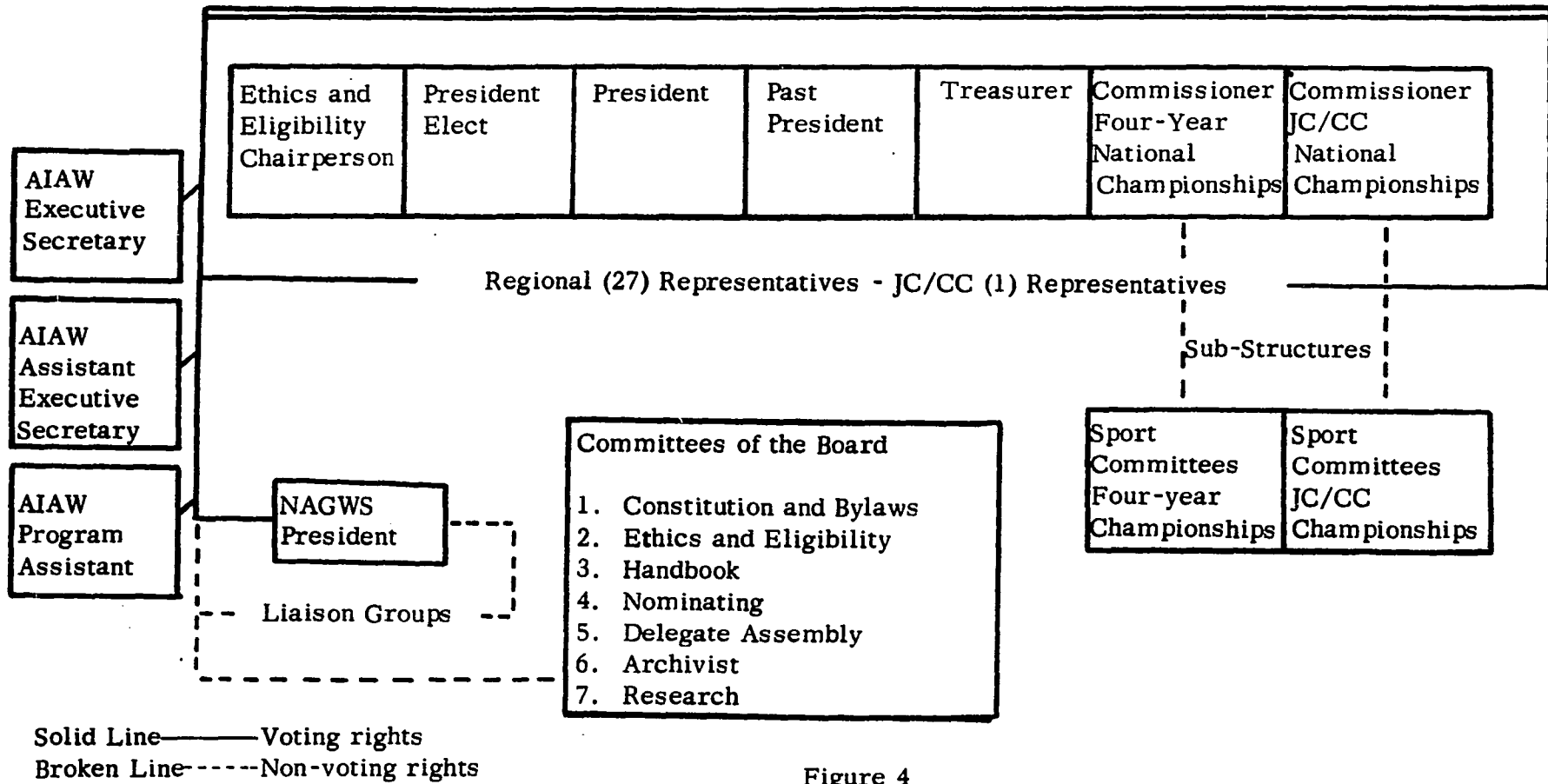


Figure 4

AIAW Line-Staff Organizational Chart  
(8:1975-76)

A resolution for separate athletic teams for women was presented by Dorothy McKnight and Joan Hult of the University of Maryland.

**WHEREAS**

A single team for which men and women compete to become members strongly discriminates against women due to sex-determined physiological disadvantages in strength and speed.

**WHEREAS**

A mixed (co-ed) team for which participants compete against members of their own sex for membership on the team, and for which an equal number of males and females compete on opposing teams, is not discriminatory to either sex.

**BE IT RESOLVED**

There SHALL BE separate teams for men and women. No male student may participate on a women's intercollegiate team. No female may participate on a men's intercollegiate team. In addition to separate teams for men and women, intercollegiate mixed (co-ed) teams composed of an equal number of males and females competing on opposing teams are DESIRABLE in those sports in which such teams are appropriate. (67)

The Delegate Assembly voted that "this resolution go before the AIAW Executive Board to be put into functional operation." (67)

The Executive Board convened on January 7, 1974, for a three day meeting at Palm Beach, Florida. A representative of Athletic Enterprises presented a proposal for an exchange basketball tour with Australia. The proposal was approved and plans were drafted for the AIAW to send a team to Australia in the summer of 1974. An Australian team would tour the United States in the winter of 1975. The winner of the 1974 AIAW National Basketball Championship would be given first opportunity to represent the AIAW on the trip to Australia.

The Bylaws, which incorporated the changes made upon the recommendation of the Delegate Assembly, were reviewed. Some additional changes were made, specifically in the designation of an Executive Committee of the Executive

Board. Composition of the Executive Committee was to include the officers elected by the entire membership.

The Ethics and Eligibility Committee report created much discussion. The AIAW Code of Ethics, developed by the Ethics and Eligibility Committee, was presented for review. The purpose of the code, which included sections for coaches, players, administrators, officials and spectators, was to "provide a means of assisting personnel and students of AIAW member institutions to identify ethical conduct in intercollegiate sports and to encourage those involved to pursue actions which are appropriate." (8:1974-75:24) The decision was made to include the Code of Ethics in the 1974-75 AIAW Handbook, despite the fact that it had not as yet been accepted by the membership. The report on the "Proposed Regulations for Awarding Financial Aid to Student Athletes," prepared by the Ethics and Eligibility Committee, was also presented and accepted. The regulations would go into effect after the membership voted on them. (Details of the regulations can be found in the section on eligibility regulations.)

Future staffing needs were discussed and proposals for presentation to the AAHPER Board of Directors were drawn up. One plan called for an Executive Secretary, a Program Administrator and a Program Assistant. This was the plan preferred by the Executive Board. A second plan, termed adequate by the Board, included an Executive Secretary and a Program Administrator or Program Assistant. The rationale given for the proposal was this:



AIAW has acquired 500 members in two years and the membership is expected to continue to increase; services needed from the headquarter's staff to facilitate and insure the growth of AIAW are increasing daily; i. e., membership promotion and processing, eligibility checks for championships, publicity and public relations requirements (TV, contracts, etc.), development of publications and newsletters, liaison work with other professional allied organizations, exploring sources for outside funding, and providing resource information for individuals, states, regions, and other organizations. It is obvious that at this point in history girls and women in sport is an area of interest and need that will be served. AIAW could and should be the vehicle to service this need. It is also obvious, however, that without adequate staff, any organization placed in the position of responding to hundreds of individuals "over night" cannot be successful, effective, nor efficient. (72)

Carole Oglesby, the Past President of the AIAW, gave a report on the United States Collegiate Sports Council (USCSC). Oglesby was serving as one of the AAHPER representatives to the USCSC. AAHPER had delegated the women's representation on the USCSC Executive Committee to the DGWS who in turn delegated this responsibility to the AIAW. The AIAW national championships were one of the vehicles for selecting participants for the World University Games. The Board voted that appointments to USCSC Games Committees be made from individuals from AIAW member institutions.

Elections were held in March 1974. Laurene Mabry, Illinois State University, was elected President-elect; Charlotte West, Southern Illinois University, was chosen as Commissioner for National Championships; Charlotte Denman, Delta College, Michigan, was elected as Commissioner of JC/CC Championships; and Elaine Michaelis, Brigham Young University, was elected Chairperson of the Ethics and Eligibility Committee.

In May, a mailing sent to all member institutions included the Constitution and Bylaws; the regulations on eligibility, financial aid and recruitment; the Code of Ethics; and a Position Paper on Intercollegiate Athletics for Women. The position paper was in the form of a statement of beliefs in regard to the nature of sport:

We believe sport is an important aspect of our culture and a fertile field for learning. The sense of enjoyment, self-confidence and physical well-being derived from demanding one's best performance in a sport situation is a meaningful experience for the athlete. These inner satisfactions are the fundamental motivation for participation in sports. Therefore, programs in an educational setting should have these benefits as primary goals. (8:1974-75:32)

Following the statement of beliefs, statements which were considered essential in providing a program that met the beliefs, were made.

All of these documents needed approval by the entire membership. By mail ballot, all of the documents were accepted.

The Executive Board of the AIAW held its next meeting in May 1974, at Dallas, Texas. The Board acted to establish a division for junior and community colleges within the AIAW structure. A motion to establish a small college division was defeated. However, it was decided to appoint a committee to study the need for divisional championships in addition to the JC/CC Championships, and to survey small colleges and universities as to the status of their athletic programs, their interest in small college division championships and their involvement in AIAW. There was also approval given to the establishment of a national invitational small college basketball tournament in 1974-75.

The Executive Board concluded, after a lengthy discussion, that a Committee on International Competition should be organized. The Committee was directed to set objectives and goals for AIAW participation in international competition, develop and coordinate a master plan for international competition, determine criteria for eligibility, and fix guidelines for evaluating each international competitive experience. The Committee was to be appointed by the AIAW President.

Dues were raised to \$150.00 for active membership and \$75.00 for associate membership. The Delegate Assembly had voted that notice had to be given one year in advance of any dues increase. Notice had been given to the Delegate Assembly in November 1973, that there would be a dues increase for 1974-75.

During the 1973-74 year, 520 institutions held membership in the AIAW. It was reported that 42,000 women participated in sports programs sponsored by member institutions. Four hundred and forty-two institutions participated in AIAW National Championships.

On January 4, 5 and 7, 1975, the Executive Board met in Houston. These meetings were just prior to and during the Second Delegate Assembly. The purpose of these meetings was to review proposals that were to be submitted to the Delegate Assembly from the Executive Board. Most of the items were from the Ethics and Eligibility Committee report. In addition to the recommendations for Delegate Assembly Action, the Board voted that

. . . the AIAW president appoint a committee immediately to study how AIAW can be restructured to best meet the needs of its constituents and a proposal be made to the Executive Board at its Spring 1975 meeting followed by distribution of a report to the membership for official action at the next Delegate Assemble. (74)

The Delegate Assembly convened on January 5 and met until January 8. Voting delegates from 238 institutions attended the Assembly. Leotus Morrison, President, presided over the meeting of the Assembly. The opening address was delivered by Dr. Charles J. Ping, Provost, Central Michigan University. Margot Polivy, the AIAW legal counsel, then spoke to the Assembly on "Legislation and Court Cases Affecting Women's Athletics." Members of the Executive Board and Committee Chairpersons presented reports to the delegates. Special interest meetings were held at various times during the four days.

On January 6, President Morrison received word that the NCAA Council was presenting a proposal to their Assembly for the initiation of a pilot project for developing women's programs and offering women's national championships within the NCAA. The AIAW Delegate Assembly responded to this announcement by directing the AIAW Executive Committee to send a letter to the Presidents of all NCAA, NJCAA, and NAIA institutions, stating the AIAW position in regard to the NCAA proposal. The letter was sent on January 23, 1975. It reviewed the program of the AIAW and the AIAW efforts to cooperate with the various men's sports governing bodies over the years, and expressed concern that the NCAA was proposing the initiation of championships for women that would duplicate the efforts of the AIAW.

The Delegate Assembly acted on a large number of items related to financial aid, recruitment and eligibility. As a result of these actions:

Regulations pertaining to recruitment of student athletes would be in one separate section in the Handbook, regulations pertaining to awarding financial aid to student athletes would be one separate section in the Handbook. All AIAW member institutions would have to comply with the recruitment regulations; only AIAW member institutions giving financial aid would have to comply with the regulations for awarding financial aid to athletes. (68)

Co-sponsorship of championships was deliberated. Criteria for co-sponsorship were established, which would allow the Executive Board the opportunity to consider co-sponsorship in any sport.

- (1) AIAW has at least equal representation on all joint committees.
- (2) AIAW regional structure is maintained.
- (3) AIAW pays no more than one-half of the expenses to conduct the championship.
- (4) AIAW receives at least one-half of the profits.
- (5) Only AIAW member schools can compete in the Championship.
- (6) AIAW policies and regulations shall not be contravened. (68)

As a result of Assembly action, it was recommended that the Executive Committee approve co-sponsorship of an AIAW-USFHA National Field Hockey Championship in 1975. The principle of AIAW sponsoring national championships when there is a need and desire for a national championship rather than co-sponsoring was adopted. Co-sponsorship should "be entered into only in exceptional instances. . . ." (68) Co-sponsorship with the American Softball Association of the Women's College World Series was to be taken under advisement by the Executive Board. A motion that AIAW consider sponsoring its own tennis championships in 1976 was passed.

The Delegate Assembly approved the Executive Board recommendation for the appointment of a study committee on restructuring. Action was also taken for an immediate expansion of the Executive Board "to include 9 community college and 9 small college representatives for an interim period of one year until restructuring can occur." (68) The restructuring committee was directed to consider having students and representatives of sports committees on the Executive Board.

The Executive Board met immediately following the close of the Delegate Assembly. Regional representatives from junior/community colleges and small colleges met with the Board, although they were in a non-voting capacity.

Issues related to national championships were examined and acted upon. Approval was given to initiate a Cross Country Championship in the fall of 1975. A permanent site for the Basketball Championship was considered. The Chamber of Commerce at Amarillo, Texas, sent a representative to speak to the Executive Board about selection of Amarillo as a permanent site. The Board voted that upon completion of a satisfactory contract, the AIAW would experiment "for a short trial period" (75) with a permanent site.

Some items dealing with championships had been referred to the Executive Board by the Delegate Assembly. Two criteria were added to the list of criteria for co-sponsorship of championships. "Individual or institutional membership in the co-sponsoring Association shall not be required and that the Association's just cost for co-sponsorship contribution be negotiated." (72) It was voted that AIAW would co-sponsor a USFHA and AIAW National Championship

in field hockey, but the AIAW President was to negotiate the membership stipulation in the field hockey association. Approval was given for an AIAW offer to co-sponsor "the 1975 or 1976 Softball Tournament, provided ASA meets AIAW criteria." (75)

The JC/CC Championships offerings were expanded to include tennis, softball and bowling. These championships were to be initiated in 1975-76. A master plan for adopting national championships at both the four year and junior college levels was approved.

1975-76	Field Hockey, Tennis, Cross-Country
1976-77	Synchronized Swimming, Skiing, Softball
1977-78	Bowling, Lacrosse, Archery
1978-79	Fencing, Team Handball, Slow Pitch Softball
1979-80	Ice Skating, Cross Country Skiing, Sailing
1980-81	Squash, Table Tennis, Soccer (75)

The Board gave approval for the start of divisional planning. Divisional planning was to include "organization structure, representation and program development." (75) In a related action, it was voted that divisional separation in four-year championships would take place as there was need for it and the criteria for establishing additional championships were met.

The March elections resulted in Peggy Burke, University of Iowa, becoming the new President-elect. Beverly Johnson, Pasadena City College, was elected to the position of Treasurer. (For a complete listing of AIAW officers see Appendix B.) During the 1974-75 year, the total membership numbered 615 institutions, an increase of ninety-five. AIAW estimated the total number of women participating in sports programs at member institutions at 50,860.

Although changes in elected officers were to be made on June 1, according to the Bylaws, the May 19-22, 1975, Executive Board meeting was carried on by the 1975-76 officers. Laurie Mabry, AIAW President for 1975-76, presided over the meeting. The Board met at Rosemont, Illinois

The Ethics and Eligibility Chairperson presented a number of statements which clarified or implemented already existing policies and regulations for eligibility. The eligibility affidavit was changed to include a space for the signatures of athletic directors and coaches following a statement indicating that they had read and subscribed to the AIAW Code of Ethics. The Board recognized the necessity of having an appeal procedure for decisions that had been made by the Ethics and Eligibility Committee. An Appeals Board was established which would include members from each AIAW region.

In regard to national championships, approval was given for an AIAW National Synchronized Swimming Championship in 1976-77. Sponsorship of a National Small College Basketball Championship and an Invitational Small College Volleyball Championship, both to be held in 1975-76, was approved. A Junior College/Community College Gymnastics Championship was also established for 1975-76.

Endorsement was given to the NAGWS Position Statement on Administration of Girls' Interscholastics. The position statement recommended that women be given the opportunity to administer the program for girls. It further suggested that the men's model of athletics was not necessarily the appropriate model for girls, and that the imposition of the male model on girls' programs did not



represent equality.

The AIAW Executive Board adopted a Position Statement on the Casey Amendment. The Casey Amendment was a proposal from Representative Robert Casey (D-Texas), limiting funds appropriated to the Department of Health, Education and Welfare to specific uses. Funds appropriated to HEW could not be used "to draft, publish, promulgate or enforce regulations to require the integration of physical education classes. . . ." (76), was what Casey proposed as an amendment to the HEW Supplemental Appropriations Act. The amendment was viewed as a threat to the Title IX guidelines of the Education Act of 1972. The position statement voiced opposition to the Casey Amendment.

The Association for Intercollegiate Athletics for Women strongly supports the immediate provision of truly equal opportunities regardless of sex, in all physical education and sports programs and opposes any proposal which inhibits or restricts the full, fair and effective implementation and enforcement of Title IX or attempts to remove physical education and/or athletics from the provisions thereof. (76)

The committee report on restructuring was presented by Cal Papatsos, the Chairperson of the Restructuring Committee. The report suggested "a new model for intercollegiate athletics." (76) AIAW regulations would be limited to those needed to guarantee fair competition, protection of the health and safety of all participants and equal opportunity for women students. (76) Responsibility for the intercollegiate athletic program would be retained by each institution. It suggested "this model treats intercollegiate athletics as an education activity subject to the same standards and controls as other college-sponsored

activities." (76) Much time was spent discussing all aspects of the report. It was agreed that the complete report should be sent to the membership with explanations for each area of disagreement.

Roger Wiley, President of AAHPER, was in attendance for part of the Board's deliberations. He recounted the actions the Alliance had taken on the April NCAA report to initiate a program for women. He also reported the creation of an AAHPER Project on Sport, with Cal Papatsos appointed as the AAHPER President's Assistant for the project. President Wiley suggested that the AIAW might wish to appoint a coordinator to work with Ms. Papatsos. In subsequent action, the AIAW Executive Board agreed to the suggestion and appointed Lee Morrison.

After a lengthy discussion of the NCAA April report, agreement was reached that the AIAW President should communicate with the AIAW voting representatives at member institutions and share with them information regarding AIAW programs and statistics. This information would be useful in responding to the NCAA report. It was further agreed that the same communication should be sent to Presidents of AIAW member institutions and NCAA member institutions. (Complete details on the relationship with the NCAA can be found in the section dealing with men's governing bodies.)

The proposed staffing pattern of the NAGWS and the AIAW was presented. The pattern included a Director with a joint NAGWS/AIAW title and function, a person to head the program portion of both the NAGWS and the AIAW, and a person to head a communications unit. The Executive Board

endorsed the staffing pattern. Later in the summer, Kay Hutchcraft was appointed to the position of Executive Secretary, and in August, Karen Johnson was hired as the Assistant Executive Secretary.

Laurie Mabry, AIAW President, testified before the O'Hara Committee, the Subcommittee on Post Secondary Education of the House Committee on Education and Labor on June 20, 1975. Mabry, on behalf of the AIAW, urged the immediate implementation of Title IX.

In August, the AIAW sponsored a Workshop on Athletic Administration. The workshop was held at Appalachian State University, Boone, North Carolina. Approximately 150 people attended the workshop.

On September 18, 1975, Peggy Burke, AIAW President-elect, Donna Lopiano, Joseph Oxendine and Harry Fritz represented the AIAW with testimony before the Senate Subcommittee on Higher Education of the Committee on Labor and Public Welfare. They voiced their opposition and AIAW opposition to the Tower Amendment which would have exempted intercollegiate athletics from the provisions of Title IX of the Education Amendments of 1972.

Several meetings were held in the fall with representatives of the NCAA. These meetings were directed toward finding a common ground on which the two associations could exist. Details of the meetings will be related in another section of the study.

During November and December, a basketball tour by the People's Republic of China women's team was sponsored by the AIAW. Games were played in Los Angeles; Memphis, Tennessee; Rochester, New York; New York City in

Madison Square Garden, and Washington, D. C.

The Delegate Assembly met in Scottsdale, Arizona, January 11-15, 1976. During its deliberations, it rejected the concept of institutional autonomy, as embodied in the Restructuring Committee report. Stringent rules and regulations on eligibility, athletic scholarships and recruitment were retained. The proposal for three divisions--large college, small college and JC/CC institutions--was approved by the Assembly. An enrollment of 3000 women was the division established to differentiate between large and small colleges. Each division would have representation on the Executive Board. Student representation to all sports committees, to the AIAW Appeals Board and to the Executive Board was approved. An increase in dues was accepted by the Assembly: \$200 for JC/CC institutions, \$350 for small colleges and \$500 for large colleges.

#### SUMMARY

The first Women's National Collegiate Golf Tournament was held at The Ohio State University in 1941. During World War II, it was not held but it was resumed after the war and continued to be held as an annual event.

In 1956, the need to establish a method for continuing the golf tournament brought about the formation of the Tripartite Committee. Appointments to the Tripartite Committee were made by the NAPECW, the NSGWS and the AFCW. The Tripartite Committee recommended continuation of the Women's National Collegiate Golf Tournament and suggested the need for studying problems of intercollegiate competition for college women in general. As a result of the

committee recommendations, the golf tournament was continued under the auspices of the Tripartite Golf Committee and a Council was established by the NAPECW, the NSGWS and the AFCW to study problems relative to intercollegiate competition.

The Council met in 1957 and prepared a comprehensive report. It recommended the formation of a National Council on Extramural Sports for College Women. A sanction procedure for approving extramural events was developed which included a statement of policies for conducting extramural events. Although there was a delay in final approval of some type of Council, the representatives of the three organizations continued to meet. In a meeting at Boulder, Colorado, in 1958, they revised the "Policies and Procedures" for conducting extramural events, formulated a plan for implementing a survey to be done by NAPECW on problems associated with extramural programs, and suggested, that upon final approval of the proposed organization, its name be the National Joint Committee on Extramural Sports for College Women. Final approval was gained in January 1959, at which time the NJCESCW became a formal organization.

Meetings of the NJCESCW were held in 1959, 1961 and 1964. During the time the NJCESCW was in operation it developed guidelines for conducting extramural events, granted recognition for the planning of extramural events that were conducted on a statewide or larger basis, appointed sport committees that developed recommended policies for events, and through the Tripartite Golf Committee, supervised the Women's National Collegiate Golf Tournament.

At the NJCESCW meeting in 1964, the decision was reached to recommend that the NJCESCW be dissolved and its functions assumed by the DGWS in June 1965. All three parent bodies agreed to the recommendation made by the NJCESCW.

By the middle 60's opportunities for college women to participate in intercollegiate athletic programs had greatly increased. This was due to the recognition of DGWS about the needs of the highly skilled woman athlete, the program of National Institutes on Girls' Sports co-sponsored by the DGWS and the Women's Board of the Olympic Development Committee, and an easing of societal restrictions on the athletic role of women. The increased coverage on television of women's athletic events, particularly the Olympics, also helped to encourage the growth of women's programs. The Study Conference on Competition for Girls and Women, sponsored by DGWS and held in February 1965, had formulated guidelines for the conduct of women's intercollegiate athletic programs.

Recognizing the increase in competitive opportunities, the need for leadership in the development of local, state and regional organizational patterns for controlling women's intercollegiate athletic programs, and responding to the request to assume the functions of the NJCESCW, the DGWS established the Commission on Intercollegiate Athletics for Women (CIAW). The purposes of the Commission were to provide a framework and organization pattern for the conduct of intercollegiate athletic opportunities for women and to sponsor national championships for college women under the auspices of the DGWS.

The Commission was officially recognized by the DGWS and AAHPER in March 1966. Three Commissioners were appointed in April: Katherine Ley, Chairperson (in charge of national championships), Phebe Scott (in charge of postal tournaments) and Maria Sexton (in charge of sanctioning). Formal operation began on September 1, 1967. During the interim the Commission met and planned Procedures for Women's Intercollegiate Athletic Events, a manual that was a guide to planning athletic events. The Commission's functions, clearly spelled out in the Procedures manual, included encouraging organizations to govern women's intercollegiate competition at the local, state and regional level; holding national DGWS tournaments; and sanctioning closed intercollegiate events where at least five institutions were participating. A fourth Commissioner's position was established in November 1967.

In December 1967, Katherine Ley announced at a nationwide press conference, the initiation of DGWS Championships in gymnastics and track and field. These championships were to be held in the spring of 1969. Additional championships in badminton, speed swimming and volleyball were to be added in 1970. The golf tournament sponsored by DGWS was to continue as was the tennis tournament which was conducted by the United States Lawn Tennis Association.

Formation of the Association for Intercollegiate Athletics for Women (AIAW) was approved by the DGWS and the AAHPER Board of Directors during 1970, although the Commission on Intercollegiate Athletics for Women operated until July 1, 1972. The CIAW had succeeded in establishing national championships and promoting the growth of governing organizations on the regional and

state level. Although its regulations applied only to participants in national championships, the CIAW regulations influenced the rules and regulations developed at the local and regional levels. The AIAW was developed from the CIAW in recognition of the need for institutional membership and elected representation.

The governing structure of the AIAW was an Executive Board, composed of the elected officers (President, President-elect, Past President, Coordinator of National Championships and Treasurer), regional representatives elected from each of the nine regions which had been established, and a representative from junior colleges. Elections were to be held yearly for the President-elect. The Coordinator of National Championships was elected for a two year term; the Treasurer for a three year term. The first elections for the AIAW were held in the spring of 1972. Officers elected at that time were Carole Oglesby, President; Carol Gordon, President-elect; Laurene Mabry, Coordinator of National Championships; and Della Durant, Treasurer.

The first AIAW Executive Board meeting was held in conjunction with the last CIAW meeting, June 1-4, 1972. At that time, charter membership had been received from 280 institutions. National championships were being held in seven sports, basketball having been added in the spring of 1972.

The first Delegate Assembly of the AIAW was convened on November 4, 1973, at Overland Park, Kansas. One hundred and ninety-five member institutions were represented out of a total of 520. Carol Gordon, AIAW President, presided at the meeting. The Second Delegate Assembly met in Houston, Texas,



January 5-8, 1975. Lee Morrison presided over 238 delegates. The Third Delegate Assembly was called to order by Laurene Mabry on January 11, 1976, in Scottsdale, Arizona.

Membership in the AIAW showed a steady increase from 1971-72 when membership first became available. Charter memberships were held by 280 institutions. Combining the active, associate and affiliate categories of membership, there were 386 institutions belonging to the AIAW in 1972-73. The 1973-74 figures indicate that there were 520 members. In 1974-75, 615 institutions belonged to the Association, By 1975-76, membership had grown to 757 institutions.

In May 1974, the AIAW established a division for junior colleges and community colleges. Separate championships had been available to junior and community colleges in basketball and volleyball prior to that time. Championship offerings in the junior/community college division were expanded. Junior and community college regional representatives were added to the AIAW Executive Board in 1975.

There has been continuous growth in national championships under the AIAW. As the need arose, separate championships were planned for the junior/community college members. Championships in field hockey and cross country have been added. Other championships are planned for the future.

Small college needs have also been met by implementing special championships for this group. The Executive Board was expanded in 1975 to include small college representatives from each of the nine regions.

Since the initiation of the first national college event, the Women's National Collegiate Golf Tournament in 1941, interest and concern has been shown for the development of opportunities for women in intercollegiate athletic programs. Women leaders have succeeded in developing organizations whose primary concerns have been with promoting and controlling women's intercollegiate athletic programs.

### CHAPTER III

#### CRITICAL ISSUES WHICH INFLUENCED THE DEVELOPMENT OF THE AIAW

Many issues have influenced the development and organization of the AIAW and its precedent organizations. The critical issues examined in this study were eligibility regulations, including athletic scholarships and recruitment; national intercollegiate championships for women; the effect of Title IX of the 1972 Education Amendments Act; the effect of the actions of governing bodies for men's intercollegiate athletics; and the philosophical attitudes toward competition which affected the governing bodies of women's intercollegiate athletics.

#### ELIGIBILITY REGULATIONS

The regulations which determined student eligibility for participation in women's intercollegiate events operated in two areas: specific regulations for controlling the awarding of athletic scholarships and recruitment of women athletes, and general regulations determining the requirements for participation in intercollegiate athletics and AIAW sponsored events.

#### Athletic Scholarships and Recruitment Regulations

Although there is no documentation available as to the attitude of women physical educators toward athletic scholarships and recruitment from the period 1941-1956, some feeling can be gained by comments made by June McCann on

these issues;

The attitude toward athletic scholarships was one of "let's not: let's not give them; let's not get involved with them." There was a firm belief in the development of the program for those who were attending college. This precluded recruiting women to participate in an athletic program. (21)

As reported previously, the NJCESCW discussed the problems of athletic scholarships at their meeting in Ypsilanti, Michigan, in June of 1961. This discussion may have been raised because of rumors at the golf tournament that some women participants were the recipients of athletic scholarships. McGill (23) suggested that there had always been rumors of scholarship holders at the golf tournament, but that these rumors had never been substantiated.

Ulrich, in commenting on the NJCESCW discussion, stated:

Two schools had been identified as being "naughty." They gave scholarships. We thought they were ruining women's sports. (26)

Since the discussion was included in the NJCESCW 1961 report, the NAPECW voted to appoint a committee to study the problems in providing athletic scholarships to college women. (9:1961-63) However, there is no evidence in the NAPECW Biennial Records that a committee was appointed or that any report was ever made regarding athletic scholarships.

A study was undertaken during the 1961-62 year by the DGWS Philosophy and Standards Committee, chaired by Betty McCue. A questionnaire was sent to the DGWS State Chairpersons and to the DGWS District Chairpersons requesting information on the number of institutions awarding some type of financial aid. The categories of financial aid included athletic scholarships, scholarships given by women's athletic associations, scholarships given to

physical education majors, and remuneration for departmental work. Although McCue (22) suggested that the definition of an athletic scholarship posed problems in responding to the survey, there were areas of the country where athletic scholarships were being awarded. Twenty-one institutions were reported as following the practice of giving athletic scholarships; thirteen of these schools were in the Southwest District. (3) The study was probably an indication of existing current practices.

By the time the Study Conference on Competition took place in 1965, the attitudes of some women leaders indicated acceptance of athletic scholarships for women. McCue (22) related that Phebe Scott often questioned the practice of awarding athletic scholarships for men and not for women. Bryant said, "Phebe Scott was a strong advocate of scholarships because of discrimination against women." (17) Ley (19) indicated that she had not been personally opposed to awarding athletic scholarships to women. McGill (23) mentioned that most of the women had been for athletic scholarships philosophically.

According to McCue (22), the Study Conference "set the tone for the DGWS attitude."

In the college section meetings, the subject of athletic scholarships kept coming up. Phebe Scott said, "Why shouldn't we allow athletic scholarships to be given?" The men kept saying no, that's where the troubles begin. It gets into eligibility, recruitment and eventually financial troubles. They said it so many times and so strongly, that this was the position taken by the women at the end of the conference. (22)

Ley's recollection of discussions at the conference were similar to McCue's.

We said, "All right, gentlemen, if you could do it over again, what would you do differently?" They said that without question they would eliminate the recruiting. They felt that the recruiting practices were what was getting them into trouble. The men said, "If you don't have anything to give, an athletic scholarship to recruit with, then you don't have to worry. You can keep your programs a lot cleaner if you don't have anything to recruit with. Avoid giving scholarships and you have nothing to recruit with."

So, having the advice about not getting into recruiting, we took the position that we should not have scholarships. It wasn't so much that we were opposed to scholarships; it was a matter of the recruitment that goes on, and the buying and selling of people because you have something to give them.

We could see the evils involved, but we couldn't figure out and define how to control the awarding of scholarships. Therefore, the only way to control was to say that we're opposed to them, opposed to the bad practices which exist under the giving of scholarships. (19)

Bryant described the conference results in the same way.

Bill Reed, Al Duer and Reuben Frost were the men in the college section meetings. All three advocated not getting into the scholarship business. They said if they could just get that monkey off of their back, then most of their problems would be solved. They suggested that if we could possibly stay out of it, to do so.

On the advice of the men and as a result of the men telling them of all of the things that could happen if they had athletic scholarships, the women decided to take a stand against them. (17)

Indeed, in the Guidelines for Intercollegiate Athletic Programs for Women, the publication resulting from the conference, the DGWS took a strong stand against athletic scholarships.

There should be no scholarships nor financial assistance specifically designated for women athletes. This does not preclude women who participate in the intercollegiate program from holding scholarships or grants-in-aid obtained through normal scholarship programs of the institution. (11)

The CIAW, as an arm of the DGWS, followed all DGWS standards and policies. Therefore, the CIAW adopted the DGWS stand against athletic scholarships. The first Procedures for Women's Intercollegiate Athletic Events,

published in 1967, included the DGWS statement that had been included in the Guidelines.

In the 1968 Procedures manual, athletic scholarships were defined as "financial aids specifically designated for athletic ability." (13:1968:4) Within the eligibility requirements, women receiving "financial assistance based entirely on her athletic ability for whom college admission standards were lowered" (13:1968:12) were declared ineligible for competition in CIAW events. In a CIAW report to the DGWS, dated November 1968, a statement said to reflect the CIAW attitude toward financial aid for women athletes was included.

A. The purpose of the Intercollegiate Program is to provide competition for the highly skilled women who have come to the institution for educational opportunities.

B. There shall be no scholarships or financial assistance specifically designated for women athletes. This does not preclude women who participate in the intercollegiate athletic programs from holding scholarships or grants-in-aid obtained through general scholarship programs of the institutions.

C. It is inappropriate to seek out individual participants from among high school or college students with the intent to persuade them to enroll in the institution with the principle purpose of participating in intercollegiate sports. (34)

A new definition of athletic scholarships was stated in the 1969 manual and the policy of preventing women who received athletic scholarships from competing was continued.

Any student who receives an athletic scholarship is not eligible to compete. Athletic scholarships are defined as scholarships awarded on the basis of athletic performance, when the factor of academic achievement that is the basis for comparable grants in that institution is not met. If a student, because of athletic ability, were permitted to enroll in college without meeting the institution's admission standards, that student is not eligible to compete. A woman holding an academic scholarship shall not be excluded from participation in intercollegiate athletics. (13:1969:9)

With the statement excluding women students holding athletic scholarships from competition, the CIAW offered the DGWS policy as an explanation for its position.

Recruitment practices and financial aid programs are often contrary to educational objectives, impose undesirable pressure and are a means of athletic control by those with the greatest financial assets. The Division for Girls and Women's Sports does not approve of the awarding of athletic scholarships to participants in intercollegiate sports competition. Athletic scholarships are defined as scholarships awarded on the basis of athletic performance where the factor of academic achievement, which is the basis for comparable grants in the institution, is not met. This does not preclude the acceptance, after one year in residence at the institution, of awards for academic ability or meritorious service in a department or institution where athletic performance is a contributing factor. Recruitment of student athletes to enhance the institution's athletic teams is not approved. Participants in the school sports program should be students first and athletes second. (9:1969:9)

The athletic scholarship statement underwent further revisions in 1970, in an attempt to clarify and further define the intent. Three existing conditions were delineated for determining when a scholarship was in fact an athletic scholarship:

- (1) The scholarship is dependent primarily upon one's athletic ability;
- (2) The scholarship is dependent upon participation in the intercollegiate program;
- (3) The scholarship is awarded as a result of undue influence by a member of the athletic department, physical education department, or coach who is aware of the athletic ability of the applicant. (9:1970:9)

The CIAW determined that they would offer institutions the opportunity to have their financial aid programs evaluated by the CIAW. By this method, institutions would be made aware of the legality of their scholarship programs.

When the DGWS Executive Council convened on April 1, 1971, it reaffirmed "its belief in and its support of the DGWS policy on athletic scholarships."

(99) The discussion and action resulted from continued pressure on the CIAW to



defend its statement on the awarding of athletic scholarships. Since the CIAW was implementing a policy established by the DGWS, help was needed in publicizing the rationale for the prohibition of scholarships. Despite recognizing the possibility of discrimination, both between men and women, and athletic and other talent areas, the DGWS expressed, as its main concern, the competitive situation. Retaining the ban on athletic scholarships would help to avoid the situation where the institution with the most money available for scholarships would field the best teams; it would prevent institutions from buying athletes; and it would prevent winning from being the major means of evaluating an athletic program.

When the CIAW met in June 1971, discussions on athletic scholarships occurred. A question arose as to the eligibility of a student who held an athletic scholarship but dropped the scholarship during the semester of the championship. The interpretation made to this question was that a woman student who had held a scholarship was not eligible for participation in a national championship until the following year.

In recalling the difficulties created by the issue of athletic scholarships for the CIAW, Ley stated:

The interpretation of scholarships designated as athletic scholarships presented a problem. We spent hours and hours discussing this problem. It was the manner in which athletic scholarships were given that was the problem. We struggled with how a student could be a scholar first and an athlete second. We just couldn't come up with a statement about being a scholar and having additional athletic talent.

There were few objections to the anti-scholarship stand. What objections we heard were due to the lack of clarity in the definition of athletic scholarships. (19)

Schaafsma summarized the discussions of the CIAW:

We spent a lot of time in attempting to clearly define what an athletic scholarship was. The women were trying to develop an alternative approach to intercollegiate athletics, one that emphasized the educational values. Therefore, we were trying to avoid involvement in athletic scholarships. (25)

McGill recalled the time spent on defining athletic scholarships:

The definition of an athletic scholarship posed quite a problem. Definite statements were written down. We tried to establish objective criteria that could be interpreted without going to each individual and asking questions. (23)

Ley discussed the procedures used by the CIAW while attempting to clarify the position on athletic scholarships:

We attempted to find out what was going on in the awarding of athletic scholarships so we could write some regulations to control it. We encouraged people to send in what they were doing. (19)

Magnusson related the difficulties in clarifying the statement:

Obviously, it was difficult to write rules and regulations on the awarding of athletic scholarships since it was changed every year. It never really got any clearer. One person could read it and interpret it one way; another person would interpret it some other way. (20)

Oglesby described the obstacles to implementing the scholarship policy:

There was a feeling that it was unfortunate that more women didn't get to college because of the availability of scholarship money. People didn't look at it as a denial of a privilege. But, it was an unsolvable problem. There was no way to have the benefit of scholarships and still have the non-exploitive athletic program. People just came to a brick wall at that point. No one could see a way the situation could be controlled. It wasn't a matter of being opposed; it was just that there was no way to keep the excesses from occurring.

The CIAW discussed violations that had been reported. Everytime it came up, we questioned whether we could retain the scholarship regulation. CIAW and DGWS personnel were searching for some way around it, like combinations of need and various things. We spent a lot of time trying to modify the scholarship stand in some way that would solve some of the

complaints and yet not break the wall. Basically, it was impossible because we couldn't figure out a way where there wouldn't be tremendous abuses. There was so much time spent in trying to find alternatives.

The definition of athletic scholarships was one of the big problems. Certain schools had some types of scholarships for physical education majors. There were many problems of this type. As long as it didn't say athletic talent a scholarship was all right.

Many people made their own decision about what was or was not an athletic scholarship. Many instances were never brought to the national level. (24)

In recounting the process of CIAW evaluation of scholarship program, Schaafsma said:

We eventually asked schools to define how they offered financial aid and to examine their aid program to avoid sanctions by the CIAW. This was a preventive approach.

Finally, we set up a procedure where institutions filed their aid programs with the CIAW. It was then reviewed by the Commission and approved or sent back to the school with suggested revisions. (25)

In combining eligibility, recruitment and scholarship problems, Bryant clarified the situation:

When the CIAW talked of eligibility, it was really in relation to scholarships. Recruitment did not come into the picture at all. If there were no athletic scholarships, there would be no recruitment problem. Therefore, the statement banning athletic scholarships was made. (17)

Schaafsma agreed with Bryant's assessment of the distinction between the eligibility regulations relating to scholarships and recruitment:

The CIAW spent a lot of time on eligibility statements. Although we didn't deal directly with recruitment, it was dealt with in the scholarship statements. Recruitment is very difficult to define. It was a question as to what would be involved in recruiting. (25)

Magnusson explained some of the concerns of the CIAW about eligibility and recruitment:

Eligibility and recruitment took a lot of time as far as writing up materials. Since there was no governing group, it took time to figure out how to enforce the regulations.

There was a strong feeling that the only thing that the national group could control were the national championships. However, the concern was much greater than that, much more comprehensive. Regional groups can know better what is going on at home. There had to be some way of controlling the entries for championships.

The CIAW had no regulations on recruitment, other than not allowing scholarships. Recruitment devices for groups had not been frowned upon. Recruitment devices that involved enticement had been frowned upon. (20)

McGill, as Commission Chairperson, expressed similar concerns in the October 1970 CIAW report presented to the DGWS:

The cooperation of individual colleges and organized groups of colleges is urgently needed this year if the regulation against athletic scholarships is to be considered seriously and enforced. Violations of this regulation may be only visible on a local or state level, and they must be dealt with. (35)

Speaking about recruitment, Oglesby explained:

Recruitment was a problem because there was no way to check on what was being done. No one dreamed of bringing in prospective students. But, the CIAW got bogged down on how an institution could publicize its programs, whether brochures would be allowed, etc. That really became an issue because we were trying to encourage and promote program development and yet, anything that was put out could be considered recruitment.

Some athletes were recruited to institutions on the basis of the coaches' ability to make a personal contribution to the development of an athlete. Sometimes people who were the most dedicated to their sport were the ones who left themselves open to that. It is unfortunate that the people who cared the most about developing individual ability were put in the most vulnerable position. For noble reasons, they were willing to do the kinds of things to develop the potential of an athlete. Where their efforts crossed the line to unfair recruitment was very difficult to determine. (24)

At the meeting of the AIAW Executive Board in December 1972, the problem of agencies outside the institution awarding scholarships based on athletic ability to women student athletes was discussed. The decision was reached that if the student receiving the scholarship from an outside source did

not participate in the institution's athletic program, the institution could continue to be eligible for membership in the AIAW. No decision was reached in regard to the eligibility for AIAW events of a woman student who received an athletic scholarship or some form of financial aid from an agency outside the college or university.

Legal and illegal recruitment procedures were presented to the Executive Board at this meeting. After Board consideration, the procedures were adopted and were included in the AIAW Handbook. The recruitment regulations prohibited subsidized visits of a prospective student or her family to an institution. Institutions could develop and distribute brochures on their intercollegiate programs. Contact with prospective students had to be approved by the person in charge of the women's intercollegiate program, if the contact was for the purpose of recruiting a student to the institution.

During the December meeting, an open discussion took place on the subject of athletic scholarships. The emphasis of the discussion was on identifying reasons for the AIAW opposition to athletic scholarships. The feeling was expressed that the opposition was not so much against scholarships, as against the results which occurred by offering scholarships. The undesirable results were expressed in terms of recruitment problems and pressures from administrators. It was suggested that legislators might be unwilling to pay for both men's and women's scholarships. While agreeing that better teams might result from offering scholarships, it was felt that this might cause fewer people to be involved in intercollegiate teams. Other disadvantages cited were players'

attitudes toward participating when they held scholarships, rapport among players and coaching pressures. No decisions were reached after the evening's discussions, as the purpose of the open meeting had been to allow free and open discussion.

Changes had taken place in the attitude of the judiciary with regard to the role of women in society and females participating in athletics. The courts were beginning to view the denial of women participating in sports as discrimination based on sex. The Education Amendments Act of 1972 included a section, Title IX, which precluded schools receiving federal funds from discriminating or denying benefits because of sex in educational programs. It was assumed that Title IX would have an effect on intercollegiate athletic programs as a part of an educational program.

On January 11, 1973, the DGWS office was informed that a suit had been filed in United States District Court for the Southern District of Florida. The suit, Kellmeyer et al. v. NEA et al., challenged the AIAW scholarship policy which prevented women who received athletic scholarships from participating in AIAW sponsored competition. (7) Eleven students and three teachers from two Florida colleges had brought the suit against the National Education Association (NEA), the AAHPER, the DGWS, the NAPECW, the Florida Association for Physical Education of College Women, the Florida Commission for Intercollegiate Athletics for Women, and the Southern Association for Physical Education of College Women for violation of federal statutes. A meeting was called for February 6, 1973, with representatives from each of the defendants to be in

attendance, to consider the course of action to be pursued in regard to Kellmeyer v. NEA.

The following people were in attendance when the meeting convened on February 6:

Barbara Forker, AAHPER President; Willis Baughman, AAHPER President-elect; Betty Hartman, DGWS Vice President; Frances Koenig, DGWS Vice President-elect; JoAnne Thorpe, DGWS Past Vice President; Carole Oglesby, AIAW President; Carol Gordon, AIAW President-elect; Lucille Magnusson, AIAW Past President; Laurie Mabry, Coordinator of AIAW National Championships; Lou Jean Moyer, Chairman, AIAW Ethics Committee and DGWS Philosophy and Standards area, and AIAW Region 5 Representative; Bobbie Knowles, AIAW Region 3 Representative; Phebe Scott, President of NAPECW; and Clifford Lewis, President of SAPECW. (7)

AAHPER staff members, Mary Rekstad, Carl Troester, George Anderson, Ross Merrick, Elizabeth Hoyt and Marjorie Blaufarb attended the meeting. NEA legal counselors present were Robert Chanin, Joel Gewirtz and Aviva Futorian.

Chanin reviewed the legal position of the NEA in regard to the suit. The NEA intended to move in court for a dismissal of the action against the NEA, but indicated an interest in working out a solution to the suit.

The NEA lawyers had prepared a document outlining the legal aspects of the case. The document indicated that two of the federal statutes under which the case was brought were legally valid, the Civil Rights Act and the 1972 Education Act. AIAW, acting as an agent of the state, could be sued for a discriminatory regulation. The main issue in the suit was identified as "the right not to be treated differently." (7) Since scholarships were available to men at the two institutions, women were being treated differently. The lawyers suggested the possibility that AIAW might use as an argument the fact that it did not make rules

for men, and thus escape from the Kellmeyer suit. However, they advised the committee that there would in all probability be a follow-up suit which would be directed at an institution holding membership in the AIAW, claiming sex discrimination of educational opportunities. If this were to happen, the NEA counsellors intimated, the likely result was that the institution would be prevented legally from enforcing the AIAW rules and might be forced to cancel its AIAW membership. When other colleges were apprised of the situation, they also might withdraw from the AIAW to avoid legal action. A second possibility suggested by counsel was a suit being brought to prevent AIAW tournaments from being held at a public university, on the grounds "that state facilities were being used on behalf of an organization responsible for the implementation of discriminatory programs." (7) From an institutional point of view, the document continued, an institution "would have two options: drop out of AIAW or request that AIAW change the scholarship rule." (7) While expressing the opinion that the DGWS scholarship statement was noble in purpose, the lawyers indicated certainly that the courts would find it discriminatory and illegal. The recommendation from the NEA attorneys was that the DGWS and the AIAW should change the rule.

After the presentation by the NEA lawyers, considerable discussion took place regarding the pros and cons of the scholarship statement. As no decision was reached on a plan of action, the meeting was adjourned until the next morning.



When the meeting was reconvened the morning of February 7, the following courses of action were suggested:

1. Dismiss the case.
2. Follow up with other possible legal contacts immediately to see how they view the case overall. (Include two women lawyers --one in D.C. and one in NYC--and Stewart Udall with whom L. Mabry has had contact.)
  - a. Ask if they are willing to give their services to fight the cause.
  - b. Ask how they feel about the application of the scholarship statement and if they feel it is legally tenable.
3. By February 12, members of this group will check with university legal counsel at individual schools to find out their feeling and how they would react to a suit filed against their school. If legal counsel at school should concur with NEA, then we should change the statement.
4. Change the statement and build in a strong rationale for the change.

(77)

Each person attending the meeting was directed to solicit the opinion of their university lawyers as to institutional vulnerability because of the scholarship prohibition by the AIAW, and the effect of continued AIAW membership if the scholarship prohibition were retained. This information was to be sent to the AAHPER office.

It was also determined that if the results of all of the opinions did not indicate sufficient support for the retention of the ban on scholarships, the NEA lawyers and AAHPER were to rewrite the scholarship rule so it would not have a discriminatory effect.

Three groups were formed to prepare (1) criteria for evaluating the requested opinions when they were returned to the AAHPER office, (2) a fact sheet to be presented to the university legal counsel, and (3) proposed changes in the scholarship statement if it was determined necessary to make a change. The criteria established for evaluating responses indicated that a positive

institution response would imply the institution's legal counsel was willing to defend the scholarship policy if the institution were sued because of it. The responses received from lawyers consulted outside the NEA would be judged positive if there was an indication of a commitment to handle a suit at minimal cost. If the responses were positive, then an attempt would be made to postpone the suit. If the suit could not be postponed, then dismissal of the action would be sought. If the costs for seeking dismissal were too prohibitive, then the scholarship statement would be revised, as had been advised by the NEA lawyers.

The group working on the fact sheet that was to be presented to the universities' legal counsels developed a statement on the philosophical background of the scholarship policy and prepared a brief summary of the various issues of the Kellmeyer suit. The philosophical background stated:

The men's pattern of athletic programs which has been so long in the public eye is the model to which many people have turned for answers. Despite the fact that there are many positive characteristics of the men's program, we believe that there are some aspects of the men's program which are not the best solution for women and that equality of opportunity does not necessarily mean identical programs. Unfortunately, the pressures alluded to above have encouraged many to assume that the men's model should be accepted in its entirety without, in many cases, time being taken to consider whether it is in the best interests of the women's programs.

The following is a statement developed by professional women in AAHPER-AIAW:

The Division for Girls and Women's Sports does not approve of awarding scholarships, financial awards, or of giving financial assistance designated for women participants in intercollegiate sports competition. This position is intended not to diminish, but to protect, the continued development of athletics for women. The purpose of this statement of belief is to discourage the buying or retaining of athletic talent by any college or university. Financial assistance includes any gift or gain presented prior to, or during, enrollment and/or attendance at the institution. This does not prohibit academic or economic-need

scholarships but includes "talent" scholarships awarded to those whose talent is athletic in nature. DGWS believes that women in sport should choose their college or university on the basis of its academic worth and not be influenced by monetary gain because of an athletic program. Once an individual arrives on the campus of her choice, it is the earnest desire of the DGWS that a broadly diversified program of sound, educationally based athletic and recreational experiences be available to her. We believe these quality programs and experiences flourish in an environment free from pressure recruiting and performer exploitation that so often accompany the general availability of athletic scholarships.

This does not prohibit academic or economic-need scholarships awarded in open market competition with the general student population.

NOTE: AIAW member schools who award any financial assistance to intercollegiate participants other than strict academic or need scholarships should request approval by AIAW on the eligibility of the participant(s) and the school in AIAW membership.

The above statement was based on the following specific concerns:

1. Athletic scholarships tend to foster outside influences and detract from the educational purpose of the institution.
2. Scholarships may place an undesirable financial burden on an institution and the student body.
3. Excesses, as a result of the awarding of athletic scholarships, have been observed, such as:
  - a. Loss of personal freedom to the student who receives the scholarship.
  - b. Loss of freedom of choice of an institution.
  - c. Possibility of student exploitation.
  - d. Scholarships are basically discriminatory.
  - e. Educational goal of an institution set aside and replaced with spectator entertainment as the focus. (77)

Because of a lack of time, the group working on the proposed changes in the scholarship statement did not present their report.

On February 3, George Anderson, Laurie Mabry, Mary Rekstad and Carl Troester met with Stewart Udall. Mr. Udall indicated the belief that, ideally, no scholarships should be awarded. However, he reminded the AIAW of their responsibility to member institutions; if AIAW had discriminatory regulations, member institutions would also be discriminating against women athletes. (77)

One of the women lawyers who had been suggested was contacted for her opinion on the scholarship statement. She declared that it was her opinion that the scholarship policy was discriminatory. It was impossible to reach the other woman lawyer who had been suggested.

After consultation with legal counsels representing various universities, the responses indicated that colleges would probably not defend suits brought against them, but would withdraw from the AIAW.

As a result of obtaining all of the opinions, agreement was reached on February 13 to follow the advice of the NEA counsel and revise the scholarship statement removing its discriminatory aspects. A resolution was presented to the DGWS Executive Council, the Executive Board of the AIAW and the member institutions for consideration:

That the DGWS Scholarship Statement be modified to reflect that the prevention of possible abuses in the awarding of athletic scholarships to women can be accomplished more appropriately by the strict regulation of such programs than by the outright prohibition of such forms of financial assistance. (7)

The resolution was accepted and the decision was made to revise the scholarship statement. As a result of the scholarship statement revision, the Kellmeyer suit was dismissed.

Oglesby reminisced about the various aspects of the Kellmeyer suit. She stated:

If people could have made more of a distinction between recruitment and scholarships prior to the court case, it would have been much easier. But generally, everyone joined them together.

The people in the AIAW were more firm about not changing the scholarship regulation than were the DGWS leaders from 1971 to 1973. At the time of the lawsuit, the AIAW leaders wanted to fight the decision and take it to court, while the DGWS leaders were not supportive of that position. (24)

The following was suggested by Oglesby as a possible explanation of this difference:

This situation may have occurred because AIAW was working so hard to make the DGWS philosophy and policies come to life. We may have gotten off to an unrealistic stance, while the DGWS leaders were more realistic. (24)

A special committee was appointed to review the scholarship statement.

The following people were on the committee: Betty Hartman, DGWS Vice President; Frances Koenig, DGWS Vice President-elect; Carole Oglesby, AIAW President; Carol Gordon, AIAW President-elect; Lucille Magnusson, AIAW Past President; Lou Jean Moyer, Chairperson, DGWS Philosophy and Standards Area and Chairperson of the AIAW Ethics Committee; Lee Morrison, AIAW News-letter Editor; Charlotte West, Chairperson, Committee to Develop a Coaching Area for DGWS; and Harry Fritz, Director of Physical Education, Recreation and Athletics, State University of New York, Buffalo. The committee met on March 23-27, 1973, in Washington. On April 2, 1973, a new philosophical statement on scholarships and interim regulations for recruitment and awarding financial aid were published.

The DGWS reaffirms its concern that the provision of scholarships or other financial assistance specifically designated for athletes may create a potential for abuses which could prove detrimental to the development of quality programs of athletics. Specifically, the DGWS deplors the evils of pressure recruiting and performer exploitation which frequently accompany the administration of financial aid for athletes.

The DGWS is concerned that many collegiate athletic programs as currently administered do not make available to female students benefits equivalent in nature or extent to those made available to male students. While a curtailment of programs of financial aid to female students involved in athletics does eliminate the potential for abuses inherent in any such programs, this remedy is overly broad because it operates inequitably to deny to female students benefits available to their male counterparts. Specifically, these benefits might include the recognition of athletic

excellence and the opportunity for economic assistance to secure an education.

Therefore, DGWS believes that the appropriate solution in our contemporary society is one directed to avoiding abuses while providing to female students, on an equitable basis, benefits comparable to those available to male students similarly situated.

Success of financial assistance programs is dependent upon the quality of administration. To foster appropriate administrative procedures, the following guidelines are recommended.

1. The enrichment of the life of the participant should be the focus and the reason for athletic programs.
2. Adequate funding for a comprehensive athletic program should receive priority over the money assigned for financial aid. A comprehensive athletic program provides adequate funding for (a) a variety of competitive sports which will serve the needs of many students; (b) travel, using licensed carriers and with appropriate food and lodging; (c) rated officials; (d) well trained coaches; (e) equipment and facilities which are safe and aid performance.
3. The potential contribution of the "educated" citizen to society rather than the contribution of the student to the college offering the scholarship should be the motive for financial aid.
4. Staff time and effort should be devoted to the comprehensive program rather than to recruiting.
5. Students should be free to choose the institution on the basis of curriculum and program rather than on the amount of financial aid offered.
6. When financial aid is to be given, participants in certain sports should not be favored over those in other sports.
7. Students should be encouraged to participate in the athletic program for reasons other than financial aid. (8:1973-74:24-25)

As a result of revising the scholarship policy, membership was opened to institutions which had previously been ineligible because of their practice of awarding women athletic scholarships. However, the statement included a sentence encouraging those institutions who were not awarding athletic scholarships at the time to continue their policy and suggested that other colleges might opt to discontinue all athletic scholarship programs.

The interim regulations for awarding financial aid and for recruiting athletes applied only to institutions that awarded athletic scholarships. Awards were limited to one academic year, subject to renewal. The women's athletic coordinator was responsible for recommending women athletes as recipients of financial aid based on athletic ability, but such aid had to be channelled through the institution's aid office. Member institutions giving aid to women athletes had to file a complete report with the AIAW, listing each woman and the amount of financial aid she received. Women were eligible for financial aid as an entering student if they had met the regular admission standards of the institution. Returning students were required to have a cumulative grade point average of 2.0 on a 4.0 scale to be eligible for financial aid. In order to have the financial aid renewed, a student needed to complete the equivalent of twenty-four semester hours between the initiation of one sport season and the start of the same season one year later. Special rules for women transferring from one college or university to another were formulated. A woman was immediately eligible for financial aid if she had completed the program at a junior college; however, if she had not completed the program, she had to wait for one year before becoming eligible. The recruitment regulations for the interim period were those which had been adopted at the December 1972 meeting.

The interim regulations on recruitment and financial aid were effective April 2, 1973. They were approved by a mail ballot of member institutions in May and were enforced through the 1973-74 academic year. (8:1973-74)

The AIAW Executive Board convened on May 31, 1973, for a five day meeting. The Board voted that Carol Gordon, the AIAW President, should "appoint a committee to make recommendations . . . concerning permanent regulations for the implementation of the awarding of athletic scholarships for women to include administration, eligibility and recruitment of prospective athletes." (71) The urgency of the situation regarding scholarships and recruitment policies was recognized as being of vital concern to the entire membership. The Special Recruitment and Scholarship Statement Committee, chaired by Lou Jean Moyer and made up of Executive Board members Margarite Arrighi, Sue Gunter and Kaye McDonald, met during the Board meeting. Preliminary guidelines were developed for the statements. The special committee continued to function over the summer. The statements that were developed by this committee were presented to the Delegate Assembly in November 1973, for reaction.

The Delegate Assembly approved the following motions when they met in November:

. . . we abide by the decision of AIAW member schools to permit institutions awarding financial aid for athletes to participate in AIAW National Championships.

All financial aid for athletes must come from and be awarded through the appropriate institutional aid office and/or agency after the student has been admitted to the university.

That the AIAW go on record as approving financial aid only when it is available to all students regardless of talent or sex and that recruiting of athletes through the use of any financial inducements be discouraged by the association on both the local and regional level. (67)

New regulations were developed by the Ethics and Eligibility Committee during the 1973-74 year and were sent to the membership for a vote in May 1974. Approval was obtained and the regulations went into effect on August 1, 1974.



Financial aid was defined "as aid based upon and requiring participation in inter-collegiate athletics for the initial award and subsequent renewal." (8:1974-75:34)

The regulations on awarding financial aid were more detailed than the previous interim regulations. A contract was to be negotiated between the institution and the student specifying all of the conditions to be met. The maximum value of financial aid was tuition, fees, room and board. Students who transferred before completing a program at an institution had to wait a year before becoming eligible for a scholarship. However, those transfer students coming from a two-year institution who had completed the program were eligible for financial aid immediately. Students receiving some form of financial aid for their athletic ability from outside the institution were not eligible for AIAW competition. A student who received an athletic scholarship had to participate in the sport for which she was receiving a scholarship. A schedule of the number of scholarships that could be awarded in each sport was drawn up. The schedule included the total number of scholarships that could be awarded in each sport, the number of new scholarships that could be awarded each year, and the number of scholarships which could be renewed each year. The limitations on new scholarships and renewals were different for four year institutions and two year institutions.

	4 Year Institutions			2 Year Institutions		
	New	Renew	Max. /Yr.	New	Renew	Max. /Yr.
Basketball	4	- 8	- 12	6	- 6	- 12
Field Hockey (Soccer)	4	- 8	- 12	6	- 6	- 12
Gymnastics	4	- 8	- 12	6	- 6	- 12
Lacrosse	4	- 8	- 12	6	- 6	- 12
Softball	4	- 8	- 12	6	- 6	- 12
Swimming--Diving	4	- 8	- 12	6	- 6	- 12
Track & Field--Cross Country	4	- 8	- 12	6	- 6	- 12
Volleyball	4	- 8	- 12	6	- 6	- 12
Archery	3	- 5	- 8	4	- 4	- 8
Badminton	3	- 5	- 8	4	- 4	- 8
Bowling	3	- 5	- 8	4	- 4	- 8
Crew	3	- 5	- 8	4	- 4	- 8
Fencing	3	- 5	- 8	4	- 4	- 8
Riflery	3	- 5	- 8	4	- 4	- 8
Skiing	3	- 5	- 8	4	- 4	- 8
Squash	3	- 5	- 8	4	- 4	- 8
Tennis	3	- 5	- 8	4	- 4	- 8
Golf	3	- 5	- 8	4	- 4	- 8

(8:1974-75:40)

Regulations governing recruitment by those institutions awarding financial aid were also approved through the mail ballot in May 1974. Normal admission procedures had to be followed by students who were receiving aid because of their athletic ability. Active recruitment was limited and illegal recruitment practices were defined:

Active recruitment of prospective student athletes may not include a member of the university or its delegate being paid or given release time for the purpose of athletic recruitment. Illegal recruitment practices include sending students to recruit athletes, or contacting high school coaches, players or other personnel to solicit names of prospective student-athletes. (8:1974-75:41)

If an institution violated the regulations, the Ethics and Eligibility Committee evaluated the violation and imposed a penalty. Penalty options included:

"reprimand and censure, ineligibility for regional championships, ineligibility for national championships, loss of active AIAW membership for a designated time, and permanent loss of AIAW membership." (8:1974-75:43) The seriousness of the violation determined the severity of the penalty.

During the Executive Board meeting in May 1974, a number of matters relating to scholarships and recruitment were presented. The Board voted to apply the regulations on recruitment to all member institutions, regardless of whether the institutions awarded financial aid based on athletic ability. However, the Board recommended that the Delegate Assembly consider this proposal at its next meeting. A second action recommended to the Delegate Assembly was a regulation controlling recruitment of women athletes who were already enrolled in an institution of higher learning. The regulation prevented "a coach, athletic director or representative of the athletic program" (73) from making initial contact with a student already enrolled at a college or university to suggest the student transfer before she had completed the program at the institution where she was enrolled. The statement defining illegal recruitment practices was removed from the regulation by Board action, but this, too, was referred to the Delegate Assembly for final approval.

When the Second Delegate Assembly convened on January 5, 1975, there were many agenda items related to scholarships and recruitment. The Delegate Assembly accepted the recommendation of the Executive Board and voted to apply the recruitment regulations to all AIAW members. The Assembly further agreed to delete the statement defining illegal recruitment, thus allowing students and

coaches to contact prospective women athletes with the stipulation that students or coaches could not receive reimbursement or release time for recruiting. The restriction on recruiting students already enrolled at an institution was approved. The "new and renewal" categories on the financial aid schedule were deleted, leaving a schedule which indicated the maximum number of scholarships allowable in each sport.

The regulations governing the recruiting of women athletes and the awarding of athletic scholarships for women have been greatly revised during the short time the AIAW has been in operation. Gordon (18) suggested that "The attitude toward athletic scholarships has undergone a great change, a dramatic shift, in the past few years. This is undoubtedly due to the influence of Title IX and the various legal cases."

While discussing the affect of the scholarship issue, Oglesby mentioned:

Enforcement of the regulations on recruitment and financial aid was a major issue for the AIAW. However, it was less of a problem for the AIAW because there were organizational regulations, rather than just regulations for national championships as with the CIAW.

Recruitment wasn't much of an issue until after scholarships were allowed. After all, recruitment was why we had stayed away from scholarships. Now, it becomes more and more of an issue.

Scholarships became more of a dominant issue than it should have, as far as the good of the organization was concerned. The issue was also not necessarily for the good of women's sports. We stuck with it beyond the realistic point, and in politics, you have to be more realistic.

Part of the opposition to athletic scholarships is a philosophical one. The problem comes at the point when a coach owns a player because of her being on a scholarship. Women are beginning to talk about scholarship athletes as being the property of the school. (24)

When the Delegate Assembly met in January 1976, no major changes were made in the scholarship regulations. The Assembly considered a change in

the recruitment regulations to allow reimbursement or release time for recruiting. However, the change was rejected by the Assembly.

The last action of the Delegate Assembly was the passage of a resolution requesting that a limitation on financial aid be applied to both men and women athletes:

Whereas recent federal legislation requires equal opportunity for men and women in intercollegiate athletics, and

Whereas the current economic state of the nation makes it difficult to fund women's athletic scholarship programs at levels of current men's programs,

Be it resolved that this Delegate Assembly of AIAW recommend that all institutions and all groups governing intercollegiate athletics consider adopting a uniform policy of limiting financial aid based on athletic ability to a value equivalent to tuition and fees at each institution. (69)

The rules and regulations on athletic scholarships and recruitment have undergone major changes through the period of CIAW and AIAW control of women's intercollegiate athletic programs. The CIAW prohibited women who received athletic scholarships from participating in CIAW sanctioned events and DGWS national championships. The DGWS and the AIAW were forced to change the anti-scholarship policy because of legal action and recognition of the sex discrimination resulting from the ban on athletic scholarships. AIAW member institutions may now award scholarships and recruit women athletes, although both of these practices are tightly regulated.

### General Eligibility Requirements

The invitation to the First Women's National Collegiate Golf Tournament was addressed to "College Women Who Play Golf." (42) The eligibility statement in the invitation was as follows:

Any woman student who is regularly enrolled as an undergraduate in a college or university is eligible to participate in the tournament. Seniors graduating at any time during the school year 1940-41 may participate. (42)

The NJCESCW eligibility statements were limited by application to NJCESCW approved events. All women students "regardless of race, color, or creed" (9:1955-57) who were undergraduates and in good standing at their institutions were eligible to participate in NJCESCW approved events. Participation was limited to four times in an annual event. All participants had to have amateur status in a sport to be eligible. Amateur standing was determined "by the particular organization concerned with the activity." (9:1955-57)

The eligibility requirements stated in the Procedures manual applied to CIAW sanctioned events and to DGWS national championships sponsored by the CIAW. In order to participate in a sanctioned event or DGWS national championship, an authorized woman faculty member had to sign an eligibility affidavit stating that all students on the entry lists met the institution's eligibility requirements and the standards established by the CIAW. The standards included the necessity of having amateur status, defined as not receiving "money, other than expenses, as a participant, coach, or official in any sport" (13:1967:13); and being a full-time undergraduate student maintaining a grade point average

required for participation in any campus activities at that institution. Transfer students were immediately eligible to participate on an intercollegiate team. Stipulations limiting participation in the same annual event to four times and preventing participants from being on an institutional team and an outside team in the same sport during the same season were included. Medical examinations were required within six months prior to the initiation of a sport season. Rules for events held during the summer, such as golf and tennis, allowed participation by students who had been enrolled the previous term. Women who held athletic scholarships were prevented from competing in CIAW sanctioned events and DGWS national championships.

The eligibility statements underwent constant revision from 1967 to 1972. In the 1968 Procedures manual the statement on amateur status was changed in reference to officiating. The statement declared that a student might lose her amateur standing if she received "reimbursement in excess of her actual expenses for officiating." (13:1968:12)

In 1969, the eligibility requirements listed in the Procedures manual were further revised. The Commission addressed itself to the problem of eligibility when a student participated on an outside team or an institution did not have a team in a specific sport. Eligibility requirements for a sanctioned event were met when

(a) her institution has an intercollegiate team . . . in the specific sport for which eligibility is being determined, and she has participated on the team during most of its recent season, or

(b) her institution does not have a team for this specific sport and her institution approves her participation. (13:1969:8)

A warning to student participants that accepting money in excess of actual officiating expenses might damage their amateur standing in open competition was given in the amateur standing section of the eligibility statements.

At the February 1969 Commission meeting, eligibility problems were discussed. The controversy on athletic scholarships centered around recruitment. Recruitment was deemed unacceptable when it was based solely on enhancing an institution's athletic teams. Procedures for regulating the awarding of athletic scholarships were suggested. These procedures included sending the hostess school an entry form or certificate of eligibility form which Frances Schaafsma, the Commissioner in Charge of National Championships, had developed after reviewing the forms used by the NCAA and the NAIA. Information covering the CIAW policies on scholarships would be included with the entry forms being sent to hostess schools and all schools which entered national championships. The top half of the entry form was a check list for student eligibility. The bottom half had spaces for the signatures of the woman in charge of physical education or athletics and the coach of the team. The signatures indicated that all student eligibility information was accurate, that the students were amateurs, undergraduate students and that they did not receive athletic scholarships. Signing the entry form verified that the institution was in compliance with the CIAW policies. Schools were encouraged to write to the CIAW if additional interpretations on the policies were needed.

In 1970, the amateur statement in the eligibility section was expanded to cover not only officiating but playing and/or coaching and receiving money in excess of actual expenses. However, the warning continued to emphasize that



the danger existed of losing amateur status for open competition, although eligibility for closed intercollegiate competition would not be effected.

A restriction was added to the eligibility statements which prevented women who participated on a men's intercollegiate team from being eligible for CIAW sanctioned events and DGWS national championships. All other eligibility statements remained in their original 1967 form.

At the June 1971 CIAW meeting, the policy of allowing transfer students immediate eligibility was considered. By 1971, national championships had been held for two years, and the Commissioners and others were concerned with the "shopping" that was taking place at the championships. However, the Commissioners felt that the students were more involved in sounding out other institutions rather than coaches attempting to influence students to transfer.

The limitation to four years' participation in an event was examined as to its effect on encouraging "red-shirting," a practice which kept top athletes out of competition for a year when their presence was not vital to the success of a team. Consideration was given to changing the regulation to four consecutive years, but the statement was not changed because of the feeling that women who stayed out a year to work or those who studied abroad would be penalized.

Oglesby, speaking about the eligibility issue, stated:

Eligibility considerations were all specific in relation to the championships. The sports committees checked on eligibility initially. When Liz Hoyt came to the DGWS office, she started handling all of it. She identified revisions that were needed in the procedures and the eligibility form.

The main issues were how many times a student had participated in a championship and that there were no recipients of athletic scholarships participating in championships. (24)

Schaafsma noted the major difficulty with the eligibility affidavit. "People just were not used to dealing with eligibility. They didn't fill out the affidavit of eligibility well. This was a real problem." (25)

The procedures for verifying and protesting eligibility were developed by Frances Schaafsma and Mary Rekstad. The eligibility verification process vested responsibility with the person in charge of an institution's intercollegiate program.

The signature of this administrator on the affidavit of eligibility indicates (1) knowledge of the eligibility rules and (2) that careful scrutiny of all items pertaining to each participant's eligibility has taken place and (3) the verification that each participant meets the requirements of eligibility. (32)

Once the affidavit was signed, the Commission honored the verification. When the affidavit was sent in to the DGWS office by the meet director for a specific national championship, the DGWS Consultant checked it for any irregularities. Eligibility affidavits had to be in seven days before a championship event started.

Protests of eligibility could be lodged by an institution participating in a championship or by a CIAW or DGWS representative attending the championship. An intent to submit a protest had to be made before the last day of the championship. Within thirty days of the conclusion of the championship, a written letter of protest containing all of the specific charges of violation had to be filed with the Commissioner in Charge of National Championships. The Commissioner then evaluated the charges, giving both sides an opportunity to present evidence, and arrived at a decision substantiating or refuting the charge. If the charges were substantiated, the institution was disqualified from the championship and from

subsequent championships until the institution had been reinstated. If an institution was disqualified and wished to appeal the decision of the Commissioner in Charge of National Championships, the Commission, as a whole, reviewed the case.

Schaafsma related, "The protest and appeal procedures were established in 1970. We didn't have anything before that."

The first problem and penalty dealing with eligibility was at the 1971 Volleyball Championship. It involved a change in the affidavit. The penalty assessed (disqualification from the tournament) really set the standard as to the seriousness of violations of the eligibility regulations. (25)

The incident to which Schaafsma referred involved two institutions, UCLA and Oregon State University, entering players into matches at the 1971 National Volleyball Championship whose names did not appear on the original affidavit of eligibility. The coaches of both teams had added the names to the eligibility forms at the time they registered for the tournament. Both teams were disqualified from the tournament by the Commissioner in Charge of National Championships. The two institutions appealed the disqualification and also requested that the players not be counted as having entered the championship event since the disqualification had taken place before the event was concluded. The Commission, acting on the appeal, upheld the disqualification of both institutions and ruled that the players on the teams would be counted as having entered the tournament.

The Commissioner in Charge of National Championships had a second protest with which to deal in 1971, involving a question of scholarship

irregularities at the Gymnastic Championship. The crux of the protest was that almost all schools participating in the championships had scholarship procedures that, upon evaluation by the CIAW, would be declared illegal. All participating institutions were requested to submit a brief describing their financial assistance plans. One institution did indeed have a financial assistance plan which was judged to be illegal according to the CIAW policies. Oglesby, the Commissioner in Charge of National Championships at the time of these incidents, gave the following description:

There was a feeling that it was easier to identify discrete people rather than to verify the eligibility of an institution. You knew about people, but you weren't certain what the school was doing or what was being done outside the school without their knowledge. People were really hesitant about committing the school.

At the Gymnastic Championship, one of the institutions declared themselves ineligible because the gymnasts were given scholarships. When this happened, I wrote to all of the other participating schools about scholarships for their gymnasts. We found that one institution had scholarships outside the physical education/athletic department that no one knew about. However, it was only the people who turned themselves in that got caught. (24)

With the establishment of the AIAW, an institutional membership organization, the eligibility regulations became binding on all member institutions. An institution was eligible for membership only if it agreed to abide by and accept the DGWS standards, policies and procedures. Therefore, institutions which awarded athletic scholarships to women in any sports area could not be considered for active membership in the AIAW.

At the June 1972 joint meeting of the CIAW and the AIAW, clarification was made on institutional eligibility for membership. There was some ambiguity about the word "participants" on the membership application form. Some

institutions were interpreting this to mean that excluding women athletes who were receiving athletic scholarships from participation in AIAW national championships allowed the institution to join the AIAW. However, this interpretation was refuted. The simple act of awarding a woman an athletic scholarship prevented membership in the AIAW.

Other eligibility requirements were discussed at the transition meeting. Eligibility requirements, as listed by the CIAW in the Procedures manual and including those changes previously cited, were incorporated into the AIAW Handbook. Some minor changes were made in the statements at this meeting. The warning on amateur standing being affected by officiating and/or coaching was reiterated. Excess expenses might affect the status for open competition, but would not affect eligibility for AIAW events. The AIAW continued the policy on competing in an event for only four times and added a restriction of four seasons of participation on an intercollegiate team. Eligibility for AIAW events was to be based on participation as a member of a team for the majority of its season. The majority of the season was clarified to include "a majority of practices and a majority of events." (91)

One of the standing committees established by the AIAW at the June 1972 meeting was the Ethics Committee. This committee was to function in interpreting eligibility for national championships. It was directed to define illegal recruitment and to publish the philosophy of the AIAW in regard to recruitment, amateurism and athletic scholarships.

At a meeting of the AIAW Executive Board in December of 1972, further definition was made as to the functions of the Ethics Committee. The following functions were identified:

- (1) to interpret policy as it applied to eligibility of players for AIAW championships,
  - (2) to handle protests and appeals from the AIAW membership,
  - (3) coordinate policy procedures with DGWS philosophy and standards.
- (70)

At the AIAW Executive Board meeting which convened on May 31, 1973, the name of the Ethics Committee was changed to the Ethics and Eligibility Committee. The Committee Chairperson was given responsibility for the section in the AIAW Handbook dealing with those topics. An Operating Code for the Ethics and Eligibility Committee was reviewed by the Executive Board. Changes in procedure for committee operation included the Chairperson being elected by member schools for a two year term. The Chairperson was also empowered to make temporary decisions on ethics and eligibility, pending final approval by the total Ethics and Eligibility Committee. The changes in the Operating Code were approved by the Board.

The procedure for changing the eligibility statements involved a recommendation from the Ethics and Eligibility Committee to the Executive Board. If the change was one of clarification or interpretation of an already existing policy, the Executive Board voted on the change. If the Executive Board determined that a policy change was being made, the change was generally referred to the Delegate Assembly, for final approval, by the membership. However, referral to the Assembly was not mandated in the Bylaws. It was also possible, according to the

Bylaws, for changes in the eligibility regulations to be proposed at the Delegate Assembly.

In the spring of 1974 when the membership voted on the new regulations for awarding financial aid and recruitment, two additions to the eligibility regulations were included. Returning students (upperclass students) had to make "normal progress as defined by the institution" (8:1974-75:46) to retain eligibility for participation on an intercollegiate team and AIAW events. Women who participated on a men's team when there was a women's team available were barred from AIAW regional and national championships. These two eligibility statements were approved by the membership.

Separate eligibility statements were developed in January 1975 for those students attending a junior or community college. Limitations for participation in JC/CC national championships and intercollegiate sport seasons prevented a JC/CC student from more than three years' participation. These regulations were developed by the junior college representatives to the Executive Board and were accepted by the Board at a meeting held immediately following the Second Delegate Assembly.

When the Executive Board met in May 1975, action was taken to establish an Appeals Board as a vehicle for appealing decisions of the Ethics and Eligibility Committee. The Appeals Board was composed of representatives of each AIAW region, with the suggestion that the Chairperson of the regional ethics and eligibility committee be designated as the representative to the AIAW Appeals Board.

With the establishment of the CIAW, the first eligibility requirements were formally applied. These requirements were applicable to CIAW sanctioned events and DGWS national championships.

The AIAW incorporated the eligibility statements developed by the CIAW into their eligibility regulations. These regulations applied to all member institutions and to eligibility for participation in AIAW championships at both the regional and national level.

Few changes have been made in the general eligibility regulations since they were first developed by the CIAW.

### Summary

Eligibility regulations dealt with women participating on extramural or intercollegiate teams. The regulations established qualifications for participation.

Until the establishment of the NJCESCW, there were no written eligibility statements for participation in women's intercollegiate competition. The NJCESCW statements on eligibility paralleled those which were set for the Women's National Collegiate Golf Tournament, and applied only to eligibility for NJCESCW events. Any woman undergraduate student who was in good standing at her institution could participate in an event approved by the NJCESCW.

The NJCESCW became cognizant of institutions awarding athletic scholarships to women in 1961. Their concern that this practice might be detrimental to women's programs was expressed in the 1961 report.



The DGWS Philosophy and Standards Committee conducted a survey in 1962 which attempted to identify how extensive the practice of awarding athletic scholarships to women was. The results of the survey indicated that few institutions were awarding athletic scholarships to women.

The Study Conference on Competition, held in 1965, established the DGWS attitude toward scholarships and recruitment. Upon the advice of the men who participated in the conference, recruitment of women athletes was deemed an undesirable practice. To avoid the problem of recruitment, athletic scholarships for women were recommended as inadvisable.

When the CIAW became operational as a part of the DGWS, more definite eligibility statements were written. The eligibility statements applied to participants in all CIAW sanctioned events and DGWS National Championships. The CIAW continued to allow all undergraduate women who met the requirements established by the institution for participation in any campus activity to participate in CIAW events. Students who transferred from one institution to another were immediately eligible to participate on an intercollegiate team. Amateur standing in the sport was a requirement for participation. Women students were prevented from participating in an annual event more than four times. Medical examinations were required of participants. Women who held athletic scholarships were prevented from participating in CIAW sanctioned events and DGWS tournaments.

From the time of the publication by the CIAW in 1967 of Procedures for Women's Intercollegiate Athletic Events, the eligibility statements underwent

constant examination and revision. The revisions were primarily in the statements on athletic scholarships and amateur status; both statements presented problems in definition and clarity.

At the time of change from the CIAW to the AIAW, an institutional membership organization, the regulations on eligibility became binding on member institutions. Only those institutions which agreed to abide by the DGWS policies were eligible to join the AIAW.

The first major change in the eligibility regulations resulted from the Kellmeyer law suit in 1973, which challenged the scholarship prohibition on grounds of sex discrimination. The DGWS and the AIAW modified the scholarship statement to allow institutions and women athletic scholarship holders to participate in AIAW membership and events. With the change to allow scholarships, recruitment regulations were developed and implemented.

From 1973 on, the eligibility regulations have undergone great changes, particularly in the areas of scholarships and recruiting. These changes have set limitations on how athletic scholarships will be awarded and under what circumstances recruiting may take place. The changes in the general eligibility statements have required that a student make normal progress at her institution to maintain eligibility, and that a woman athlete make the choice between participating on a men's or women's team if both exist at her institution.

Probably no other area within the purview of a governing body for women's intercollegiate athletics presented such difficulty as that of athletic scholarships, as embodied in the eligibility regulations.

## NATIONAL INTERCOLLEGIATE CHAMPIONSHIPS FOR WOMEN

National intercollegiate sport championships have been available to women since the inauguration of the Women's National Collegiate Golf Tournament in 1941. Expansion into additional championships was promoted under the CIAW. Since that time, continuous growth in the number of sports and the levels in which championships are offered has been observed through the programs of the CIAW and the AIAW.

### Growth and Development

The first opportunity for participating in a national intercollegiate sport championship for women was in golf. The First Women's National Collegiate Golf Tournament was held at The Ohio State University, June 30-July 3, 1941. The championship was not held during the years of World War II. However, upon the conclusion of the war, the tournament resumed in 1946. The Ohio State University continued to sponsor the tournament until 1953, when the site was moved to the Woman's College of the University of North Carolina, located in Greensboro. The 1954 tournament was also held at Greensboro. After 1955, the tournament site rotated on a yearly basis.

In 1956, the Tripartite Committee was formed to observe the golf tournament and determine if and how it should be continued as an annual event. Representatives to the Tripartite Committee were selected from three groups: the NAPECW, the NSGWS, and the AFCW. The recommendation from the

Tripartite Committee was that the tournament should be continued under the direction of the Tripartite Golf Committee and that a Council should be formed of representatives from the three organizations to examine intercollegiate extramural programs for women. Both the Tripartite Golf Committee and the Council were established during the 1956-57 year. The Tripartite Golf Committee continued to establish policies for the conduct of the golf tournament. The Council eventually became the NJCESCW, a body which organized a number of tripartite sport committees which in turn established policies for conducting extramural sport events. The Tripartite Golf Committee was placed within the jurisdiction of the NJCESCW in the spring of 1963.

The golf tournament was the only national collegiate sport championship for women that was sponsored by a college or university under the auspices of professional organizations concerned with women in sport, until the establishment of the DGWS National Intercollegiate Championships.

Due to the request from the NAPECW and the ARFCW that the DGWS assume the functions of the NJCESCW, the DGWS agreed to take the responsibility for sponsoring national intercollegiate tournaments during its March 1966 meeting. The Commission for Intercollegiate Athletics for Women (CIAW) was established at that time to carry out this responsibility, as one of its functions. The DGWS continued to sponsor the National Collegiate Golf Tournament and added DGWS National Intercollegiate Championships in other sports as the need arose. The CIAW announced a schedule for new national intercollegiate championships at a national news conference on December 7, 1967. The first new

collegiate championships were held in the spring of 1969.

At the time the Commission was formed in 1966, three Commissioners were appointed. The Chairperson was in charge of national championships as well as the normal duties involved in chairing the Commission. As the time approached for implementing plans for the addition of championships, the necessity of having an additional member of the Commission was realized. In 1968, the position of Commissioner in Charge of National Championships was created. Frances Schaafsma of California State College at Long Beach was the first person to occupy the position. Schaafsma summarized the extensive duties of the Commissioner in Charge of National Championships:

The Commissioner was responsible for the process of selecting sites for the championships. The Journal had to be provided with articles about the need for sites. Bids had to be solicited for the sites. Then the bids had to be processed for final site selection. All of the Commissioners were involved in the final site selection.

As Commissioner in Charge of National Championships, I had to develop an Operating Code for Meet Directors and draft a contract for agreement with the host school. The format used for the contract was the contract we had obtained from the NAIA.

Once the site had been selected, the Commissioner had to work with the meet director to see that everything progressed as it should. The plan for technical advisors to work with the meet director was established as an aid to the Commissioner and to the meet directors.

The Commissioner also had to check the eligibility affidavits for accuracy. There were great irregularities in the affidavits because it was a new procedure. Also, people didn't take the affidavit too seriously as a legal obligation. (25)

The plan for the use of technical advisors for championship events was accepted by the Commission in August 1968. The Commissioner in Charge of National Championships appointed two or three persons who were experienced in directing large meets in a specific sport as an advisory committee to the meet

director of an event. One person in close proximity to the event was appointed if possible. Others were appointed to check on the technical aspects of the championships. One of the technical advisors was to serve on the championship evaluation committee. Recommended changes in procedures for running the championships were solicited from the advisory committee each year.

The golf committee operated in a manner different from the other advisory committees. It followed the pattern that had been established under the Tripartite Golf Committee and the NJCESCW. The golf committee was composed of four persons. The committee recommended a person to be chairperson of the committee; the CIAW then formally appointed that chairperson. The other members of the committee were faculty members at the present, past and future golf tournament sites. The functions of the golf committee were site selection, tournament evaluation and evaluation of tournament policies.

The CIAW also established policies for championships. The policy statement had sections dealing with site selection and facilities, budget and expenses, assistance from sources outside the school, responsibilities of participating schools, and policies concerning the evaluation of events. The policies were sent to each meet director. They were also published in the Procedures manual each year, starting in 1968.

Meet directors received an "Operating Code for Meet Directors" which the CIAW approved in August 1968. Within the operating code, the system for the use of the technical advisors was defined.

In 1969, the technical advisory committees were replaced with sport committees, similar to the golf committee. The sport committee chairperson, appointed for two or three years by the Commissioner in Charge of National Championships after approval from all of the Commissioners, acted as the technical advisor for the sport; the other committee members were the past, present and future meet directors for the sport. Each sport committee was charged with the development of "a notebook containing procedures specific to the conduct of that national championship (entry blanks, mailing lists, job analysis of the meet director, etc.)." (85) In addition, the sports committees were to help in soliciting sites, reviewing sites, checking on the eligibility of the participants and keeping records of the event.

During 1969, the Commission appointed a news publicist for National Championships. The news publicist was to handle publicity for all of the national championships. The rationale for creation of the position was to help lighten the work load of the Commissioner in Charge of National Championships. Sue Durrant of Washington State University was appointed as the first news publicist.

Frances Schaafsma resigned her position as Commissioner in Charge of National Championships in May 1970. Carole Oglesby, Purdue University, was named to succeed her and took over in September. Joanna "Jody" Davenport, of the University of Illinois, became the news publicist in the fall of 1970.

Criteria for inaugurating championships in additional sports were determined by the Commission in 1971. These criteria placed responsibility on any group requesting the addition of a new championship for showing that

- (1) the sport is national in scope
- (2) the level of performance, or skill is of championship quality
- (3) they have provided bids for 2 years (89)

Although regional qualifications had been attempted for the gymnastics championships in 1971, the transitional year between the CIAW and the AIAW saw definite strides being made in identifying the relationship between regions and entries in national championships. When the CIAW met in November 1971, the purposes of regional events were discussed. Regional events were seen as accomplishing two purposes: "to qualify as champion of a region and to qualify for national championships." (90) At that time only basketball and gymnastics required regional qualification. However, volleyball and golf wanted to have qualifying events in the future. The CIAW decided that if qualifying events were required, they had to be held ten days to two weeks before the national championship. The Commission also adopted the following plan for filling the available places in a national championship when regional qualification was a prerequisite.

<u>Region</u>	<u>Slots</u>	
1A (New England)	1	Filling the 5 at-large slots will be done by finding a balance between the quality of competition and number of schools participating in the sport. Spt Com would decide on quality of play. AXC would establish a formula, using a base number which would be flexible to allow for changes in the regions (i.e., if 50 were the base number, any region having 50 additional participating schools would receive the slot). The division between quality and quantity would be specified. The region receiving an additional slot would send its second-place team. A directive on how to get the count would be sent 2 weeks before regional event.
1B (Middle Atlantic)	1	
2	1	
3	1	
4	1	
5	1	
6	1	
7	1	
8	1	
9	1	
	<u>10</u>	
Hostess Region	1	
At-large	<u>5</u>	
Total	16	(90)



Oglesby described the circumstances which brought about the need for qualifying events and the development of regional tournaments:

National championships had been extremely successful. Each year saw more colleges involved and more participants. We began to run into problems because we needed some kind of qualifying events. The championships in certain sports looked like they were going to get out of hand because of the numbers of people entered.

The CIAW was also interested in extending the availability of events to more people so financial considerations would not be so influential in determining whether a team or individual got to take part in a tournament. (24)

The structuring of the AIAW into regions was influenced by the national championships sponsored by the AIAW. Magnusson said, "One of the motivating factors for a more definite structuring of regions was the AIAW national championship program." (20) Further insight into the influence of the national championships on the regional structure of AIAW was obtained from Oglesby:

The NAPECW districts were the boundaries for the AIAW regions, although this was broken up somewhat in the Western Society and the EAPECW districts. Eastern could work as a governing group politically; but there were too many schools and too much athletic competition to be only one unit for championships.

The resulting regional structure influenced the structure of championship play. Different slots were assigned to various regions, based on membership and the extent of competition within the region. (24)

When the AIAW Executive Board was structured, the Coordinator for National Championships was designated as an elected officer with a two year term of office. The duties of the office, specified later in the bylaws, included responsibility for the administration of national championships, coordination of the sports committees and meet directors, and interpretations of policies and procedures for national championships.

The sports committees continued in the same manner as under the CIAW. Sport Committee Chairpersons were appointed by the Coordinator. The past, present and future meet directors were members of the committee, plus an additional person appointed by the Coordinator. The two appointments made by the Coordinator were to reflect expertise in the sport and geographical representation. Each sport committee was to develop its own operating code and determine the procedures to be followed for its own championship.

At the December 1972 Executive Board meeting of AIAW, the decision was made to sponsor a National Invitational Junior/Community College Basketball Championship in the spring of 1973. Sport committees were established for JC/CC Championships in volleyball, basketball and golf. The sport committees were to secure sites for championships in these sports for 1973-74. Oglesby suggested:

The necessity of handling the junior colleges separately was somewhat influenced by championship play consideration. Junior colleges could not compete equally at the championship level, so separate tournaments had to be established. The structure of AIAW also had to be changed to take care of the difference with the junior/community college group. (24)

In 1973, at the May meeting of the Executive Board, approval was given to an elected position as Commissioner for Junior/Community College Championships. This election took place during the 1973-74 elections. The Commissioner for Junior/Community College Championships had the same duties as the Commissioner for four-year championships.

The title, Commissioner, was substituted for Coordinator of National Championships for both levels. The Commissioners were given authority by the

Executive Board to implement the recommendations of the sports committees, with only exceptional actions subject to review by the Executive Board.

The membership of the sports committees was expanded during 1973-74. All committees included a representative from the coaches who attended national championships. In addition to the coaches' representative, the Executive Board approved a plan for the Commissioner to appoint a person "with expertise and long range interest for service on the committee, with a five year maximum service." (73)

Charlotte West, Southern Illinois University, was elected Commissioner of National Championships in the spring of 1974. Charlotte Denman, Delta College, Michigan, was elected JC/CC Commissioner during the same election.

When the Executive Board met in May 1974, approval was given for a National Invitational Small College Basketball Championship for 1974-75. An enrollment of 3,000 women students was designated as the division for small colleges. The small colleges had the option of choosing in which championship they would compete.

Two sets of criteria were accepted as being necessary for the establishment of new championships.

- Set 1. a. The championship sites must be established for two years.
- b. Five of the nine regions must conduct AIAW regional events in the new sport, or --
- Set 2. a. The championship sites must be established for two years.
- b. 20% of the active AIAW member institutions must have the need for the championship in the new sport.
- c. Five regions must be represented from among the 20% supporting the need for the championship in the new sport. (73)

After a new championship had been held for two years, it would be evaluated to determine if it needed to be continued.

During the Executive Board meetings in 1975, one sport, cross country, was added to the list of sport championships. Championships were expanded at the JC/CC level to include tennis, softball and bowling. AIAW sponsorship of a small college invitational volleyball championship was also approved. All of these championships were to be held during the 1975-76 year.

At the meeting of the Delegate Assembly in Houston, January 4-11, 1975, the Assembly strongly recommended "that the Executive Board approve joint sponsorship of an AIAW-USFHA 1975 Field Hockey Championship." (68) The Executive Board, meeting immediately following the Delegate Assembly, approved co-sponsorship of a field hockey championship for the fall of 1975, provided that satisfactory negotiations could be made with the United States Field Hockey Association over the stipulation that participating institutions had to be members of the USFHA.

### Summary

Thus, the national collegiate championships for women evolved from golf, which was the first sport in which a national collegiate championship was held for women. The first golf championship, held in 1941, has continued to be held as an annual event since that time, with the exception of the years during World War II. Sport championships have been expanded through the CIAW under DGWS sponsorship in six sports: gymnastics, track and field, volleyball, speed

swimming, badminton and basketball.

When the AIAW became operational, national championships were available to member institutions in seven sports. This number has since been expanded to include cross country and field hockey. Plans have been made for future expansion into additional sports.

Under the AIAW, different levels of competition have been recognized, and championships for junior and community colleges and small colleges have been established as the need arose.

The results of all of the national intercollegiate championships, heretofore never compiled in one document, are listed by sport in Appendix D.

#### THE EFFECT OF TITLE IX OF THE EDUCATION AMENDMENTS OF 1972

No person . . . shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance. (4)

After the passage of the Education Amendments in 1972, Guidelines or Regulations for implementing Title IX were to be prepared by the Office for Civil Rights of the Department of Health, Education and Welfare (DHEW). In August of 1972, Carole Oglesby, AIAW President, and Laurene Mabry, Commissioner of National Championships, met with officials from the DHEW involved in the preparation of the Guidelines. During the meeting, the AIAW philosophy toward athletic scholarships was explained. In December 1972, Mary Rekstad, the DGWS Consultant, received assurance that the AAHPER, the DGWS and the AIAW

would have the opportunity to be heard with regard to the athletics section of the Regulations.

When the Kellmeyer suit was filed in February 1973, one of the federal statutes cited as being applicable was Title IX of the 1972 Education Amendments Act. Legal advice received by the AIAW recommended that the policy prohibiting athletic scholarships be changed. The AIAW did change the policy, and by so doing, opened its membership to institutions which had previously been ineligible for membership because of their policies of awarding athletic scholarships to women.

At the November 1973 AIAW Delegate Assembly, Marjorie Blaufarb spoke about the Title IX Guidelines and what they would do for and to women. (See Chapter II.) Jack Whittaker, a lawyer from the Kansas City area, also made a short presentation on Title IX. The Delegate Assembly directed "that AIAW send to HEW viewpoints and other appropriate actions determined by the Delegate Assembly for the purpose of influencing their implementation of the Title IX Guidelines." (67) The Delegate Assembly also adopted the resolution on Separate Intercollegiate Athletic Teams for Women, prepared by Dorothy McKnight and Joan Hult of the University of Maryland. Passage of the resolution was seen as a way to help bring about equality of opportunity in athletics and to reinforce the Guidelines for Title IX. The Delegate Assembly charged the Executive Board to meet with the men's governing bodies "to develop feasible working policies for the governance of athletic competition relative to the implications of Title IX."

(67)

President-elect Leotus Morrison and other women leaders in intercollegiate athletics met with staff members from the Office for Civil Rights (DHEW) in December 1973. The discussions centered on how discrimination in sports could be identified. The resolution on separate intercollegiate teams, adopted by the AIAW Delegate Assembly, was presented to the DHEW staff members.

When the AIAW Executive Board met in January of 1974, it agreed that input to DHEW should be continued, expressing the AIAW opinion with regard to the Guidelines. The Position Paper on Intercollegiate Athletics for Women was revised and forwarded to the DHEW. The Regional Representatives developed a plan to encourage input from the regional and local level regarding the Guidelines. The recommended actions to be taken by regional and local groups were making contact with women's groups and the news media, writing to congresspersons, and discussing Title IX with local campus administrative personnel to gain support for equality of opportunity in athletics.

Carol Gordon, AIAW President, met with the NCAA Committee on Women's Sports in March 1974, to discuss the development of policies for governing intercollegiate athletics with regard to meeting the requirements of Title IX. (Further details of the meeting are found in the section dealing with men's governing bodies.) Gordon explained the AIAW position toward Title IX as being supportive of the concept of equality of opportunity but not agreeing with all of the stipulations that were being proposed for inclusion in the Guidelines. The ways in which both men's and women's athletic programs would be affected were discussed. The NCAA reported on the efforts it had made to have the athletics

section of the Guidelines removed as being inappropriate. The NCAA also indicated that if athletics were not removed from the Guidelines, efforts would be made to have revenue-producing sports treated in a different manner.

During February, March and April of 1974, the NCAA and the National Association for College Directors of Athletics (NACDA) made a concerted effort to have the section on athletics removed from the Guidelines. The AIAW officers and many women concerned about women's intercollegiate athletics were employing tactics to counter the men's efforts.

In March, a memo stressing the support of AIAW for Title IX and the Guidelines was prepared by Leotus Morrison and Kay Hutchcraft, the AIAW Program Coordinator, for the use of the Executive Board in response to questions directed to the AIAW leadership. Morrison attempted to make an appointment with Secretary Weinberger (DHEW) but was unsuccessful. Weinberger indicated that the Guidelines would be released during the week of March 19-25, 1974, and that he would be available after their release. On March 18, President Carol Gordon sent a telegram to Weinberger emphasizing the need for the retention of the section on athletics. She reaffirmed AIAW's support of the intent of the Guidelines to end discrimination in athletics by emphasizing equality of opportunity. She expressed the AIAW's position that the yearly student interest poll be reconsidered and asked for further clarification on equitable versus equal funding for intercollegiate athletic programs.

Gordon wrote to the presidents of AIAW member institutions in March, attempting to calm the fears expressed by many men that Title IX would mean an



end to all intercollegiate athletic programs:

We recognize that societal expectations from men's athletics create some special problems to be solved, but these problems should not cause us to negate the concept of a non-discriminatory approach in providing opportunities for both men and women athletes. AIAW has been quoted as insisting on equal funding for men's and women's programs. As an organization, our total stress has been on equality of opportunity for participation in quality programs and not on equal funding.

Our organization is not naive regarding the tremendous problem that revenue producing sports create, but neither are we naive about the problems that women's programs have faced and are facing on many campuses. We implore you to remain firm in support of equal opportunities for women which we fear may well be lost even as responsible people work to clarify interpretations of the Guidelines. We hope that all concerned can work to change certain sections that create problems for all athletic programs. However, it would be tragic if pressure is generated which will negate the opportunity to end discriminatory practices. (124)

The AIAW requested Dorothy McKnight and Joan Hult to prepare a letter to be used as a response to a NACDA communication which had identified actions available to male athletic directors to have the Guidelines changed. The resource paper developed by McKnight and Hult was sent to all AIAW voting representatives. The letter contained a summary of the structure of the AIAW, a discussion of the physiological differences between male and female athletes, and counter arguments to be used to the NACDA implication that women were not interested in participating in intercollegiate athletics. Several points presented in the paper were extremely helpful for the voting representatives' responses to questions on Title IX.

At the AAHPER Convention in April 1974, Gwen Gregory, one of the staff members in the Office for Civil Rights responsible for developing the Guidelines, spoke on the effects of Title IX. Carol Gordon and Leotus Morrison had

the opportunity to meet with Gregory during the Convention. At that time Gregory indicated that the DHEW staff felt that groups concerned with Title IX had communicated their concerns sufficiently enough that the staff was ready to finalize the Guidelines.

An April 19, 1974, memorandum to AIAW voting representatives emphasized the necessity of individual members continuing to explain that AIAW was the appropriate association for the administration of women's athletics.

. . . it is important to understand that the strength of AIAW as a voice in the future of women's athletics has been and will continue to be dependent on the willingness of each and everyone of you to assume responsibility to make AIAW philosophy and policies known. . . . (125)

In May 1974, the AIAW hired an attorney, Margot Polivy, from the law firm Renouf, McKenna and Polivy, to advise the Association on legal matters relating to Title IX. Polivy contacted the staff of the DHEW and was successful in monitoring the progress in the development of the Guidelines.

On May 20, Senator Tower (Texas) introduced an amendment to the Elementary and Secondary Education Act which would have exempted intercollegiate athletics "to the extent that such activity does or may provide gross receipts or donations to the institutions necessary to support that activity." (142) The amendment was passed by the Senate. The bill was sent to a House-Senate Conference Committee because the bill passed by the House did not have comparable wording.

When the AIAW Executive Board met on May 22-25, 1974, it was agreed that AIAW should cooperate with other women's groups in an effort to have the

Tower Amendment deleted by the Conference Committee. On June 4, Morrison and Polivy joined other NAGWS and AAHPER leaders at a meeting with representatives of various women's groups in Washington. The meeting was used to bring the participants up to date on the efforts to have the Tower Amendment deleted from the Elementary and Secondary Education Act. As a result of the meeting, AIAW contacted individuals in the locale of the Conference Committee members and urged that they communicate to committee members the request that the amendment be deleted.

On June 11, the Conference Committee met to consider the act. That morning Polivy, Lou Jean Moyer, NAGWS President-elect, and Kay Hutchcraft met again with the women's groups to review the progress that had been made in the efforts to delete the Tower Amendment. Polivy, Moyer and Hutchcraft had the opportunity in the afternoon to speak to most of the Conference Committee members. As a result of these combined efforts, the Conference Committee deleted the Tower Amendment from the Elementary and Secondary Education Act.

During the May 1974 Executive Board meeting, the Board had directed the AIAW attorney to prepare a statement indicating the intention of AIAW to bring its regulations and policies into compliance with the Title IX approved regulations. Polivy developed the following statement:

Nothing in these regulations shall be interpreted to be contrary to any applicable law or Federal policy. In the event that a question pertaining to such interpretations shall be raised, it shall be submitted to the AIAW Executive Board for final decision. (8:1974-75:34)

The Regulations for Title IX were placed in the Federal Register on June 18, 1974. A public comment period was established extending to October 15, 1974. Public briefings were set up in twelve nationwide locations. AIAW provided the DHEW with names of individuals to be invited to the briefings. AIAW people near the sites were alerted to the sessions and requested to attend.

A "Think Tank" meeting was held in Washington, July 15-17, 1974, to develop the AIAW position on Title IX that would be submitted to DHEW. The group was directed to

- (1) study the regulation in depth prior to coming to Washington,
- (2) identify component parts of an athletic department that could be used to determine whether or not an administrator/institution has provided for equal opportunity, and
- (3) a smaller group from the committee will write the position, with the assistance of Ms. Polivy. (142)

The following people attended the meeting: Leotus Morrison, AIAW President; Carol Gordon, AIAW Past President; Laurie Mabry, AIAW President-elect; Mildred Barnes, NAGWS President; Robert Scannell, Penn State University; Barbara Sanford, Cape Cod Community College, Massachusetts; Peggy Burke, University of Iowa; Russ Gorman, Mankato State University; Barbara Reimann, American University, Washington, D.C.; Margot Polivy, AIAW lawyer; Kay Hutchcraft, AIAW Program Coordinator; and Alma Beals, AIAW Program Assistant. LeRoy Walker, North Carolina Central University, was invited to the meeting but was unable to attend. Many suggestions were made with regard to the final statement by the AIAW concerning the Regulations. These suggestions were forwarded to Ms. Polivy who subsequently prepared the comments that were presented by the AIAW to the DHEW. The AIAW response to the Regulations was

taken to the Department of Health, Education and Welfare in October.

In August, Morrison and Polivy met with staff members of the Office for Civil Rights to discuss some of the concerns raised during the "Think Tank" session. AIAW was concerned about its role as a single sex association. The meeting eased that concern as it appeared that DHEW did not see that as a problem.

In the late fall of 1974, the Education Amendments Act of 1974 was passed. Within this act was a statement which directed the Secretary of HEW to prepare and publish the proposed regulations for Title IX within thirty days of the passage of the act. The act also clearly established the fact that athletics were covered by Title IX.

Weinberger, Secretary of HEW, signed the Regulations on March 1, 1975, and forwarded them to the White House for review and approval. Significant changes had been made in the athletics section from the Guidelines which had been entered in the Federal Register in June 1974. All contact sports had been exempted from equal opportunity. Efforts of affirmative action to overcome past limited athletic opportunities for women had been deleted. A three year adjustment period for implementing the regulations had been included. On May 27, 1975, the final Regulation for implementing Title IX was signed by President Gerald Ford. It was published in the Federal Register on June 4. A forty-five day period for scrutiny of the Regulation by both houses of Congress was allowed.

During the Congressional review period, a hearing was held before the Subcommittee on Postsecondary Education of the House Education and Labor Committee to determine if the Regulation was consistent with the statute. AIAW President Laurene Mabry presented testimony on behalf of the AIAW on June 20, 1975. She indicated that the Regulation was not as strong as AIAW had hoped, but that it would be effective in expanding opportunities for women in intercollegiate athletics. Mabry recommended that Congress allow the Regulation to become effective as it would be consistent with the intent of Title IX to promote equality of opportunity. Testimony was also presented by the NCAA through its president, John Fuzak, and selected football coaches indicating that the Regulation was not consistent with the intent of Title IX. The AAHPER submitted a statement supporting the AIAW position, but AAHPER was not permitted to testify before the Subcommittee. The Subcommittee voted on July 8 to propose an amendment to the full Committee that would protect revenue producing sports, the recommendation of the NCAA and the football coaches. When the Committee met on July 9, it voted to return the amendment to the Subcommittee. No further action was taken by the Committee to block the implementation of the Regulation.

On July 21, 1975, the final Regulation for implementing Title IX went into effect, at the conclusion of the review period.

Hearings exploring the impact of the Title IX Regulation on intercollegiate athletics were held on September 16 and 18, 1975, by Senator Claiborne Pell, chair of the Subcommittee on Education of the Senate Labor and Public Welfare Committee. Senator Tower (Texas) had again submitted a bill on July 15,

1975, to exempt revenue producing sports from the provisions of Title IX.

Testimony on behalf of the AIAW was presented by Peggy Burke, President-elect of AIAW; Harry Fritz, Dean of the School of Health Education, Director of Athletics at SUNY-Buffalo, and President of the National Association for Sport and Physical Education of AAHPER; Joseph Oxendine, Dean of the College of Health, Physical Education, Recreation and Dance, Temple University; and Donna Lopiano, Director of Intercollegiate Athletics for Women, University of Texas. All representatives indicated opposition to the Tower Amendment. The Subcommittee has not made any recommendations with regard to the Tower Amendment to date.

In September, the DHEW issued a memorandum on the elimination of sex discrimination in athletic programs. The memorandum delineated the basic requirements of Title IX with regard to the self-evaluation and adjustment period, specified the actions required by institutions during the first year, described how an institution could assess the interest and abilities of its students, and identified the factors which would be utilized in determining if equal opportunity existed.

Those factors were identified as follows:

- the nature and extent of the sports programs to be offered (including the levels of competition, such as varsity, club, etc.);
- the provision of equipment and supplies;
- the scheduling of games and practice time;
- the provision of travel and per diem allowances;
- the nature and extent of the opportunity to receive coaching and academic tutoring;
- the assignment and compensation of coaches and tutors;
- the provision of locker rooms, practice and competitive facilities;
- the provision of housing and dining facilities and services;
- the nature and extent of publicity. (155:7-8)

The efforts expended for the implementation of Title IX influenced the AIAW in a number of ways. Oglesby suggested that the influence may be beyond what is imagined at the present time:

The main effect is to increase funding at the university level for women's intercollegiate programs. The concept of equity being demanded by an outside influence is very powerful for a diversion of funds into the women's program. The increased funding has allowed for an increase in membership dues for the AIAW.

An effect yet to be felt is that of employment conditions and the placement of women's athletics. There has been tremendous pressure, because of the men's tradition, to have athletics for women separated from its home within women's physical education, to make functional distinctions between athletics and physical education, and to make coaches be non-faculty positions. It is to the detriment of athletics to have that division.

Ultimately, Title IX, calling into question the base of sex differentiation, puts the whole existence of AIAW in a peculiar and difficult position. If all other decisions that have to be made about athletics are going to be made on a basis other than sex, then an organization that deals just with women's programs is difficult to justify. Title IX has the effect of "pulling the rug out from under" sex-exclusive organizations. That will, in the long run, be one of the most powerful effects. (24)

Changes in the AIAW regulations on awarding scholarships and the recruitment of women student athletes have occurred partially because of the existence of Title IX. Title IX was one of the federal statutes cited by the plaintiffs in the Kellmeyer suit, as preventing the awarding of athletic scholarships to women when men at the same institution were eligible for athletic scholarships. Difficulties in interactions with the men's governing associations, particularly the NCAA, are compounded by the necessity of having similar rules and regulations dealing with the eligibility of women and men athletes.

The AIAW has gained increased visibility as a result of Title IX. Women leaders of the AIAW have established contacts with DHEW staff and



members of Congress. The AIAW has combined efforts with many women's groups to create pressure to develop and implement the Title IX Regulation. The AIAW has presented testimony before both houses of Congress and has become involved in the political process. Recognition of the AIAW as the organization governing women's intercollegiate athletics has accrued through its political efforts. Those efforts, to date, have helped achieve the results desired by the AIAW.

#### THE EFFECT OF THE ACTIONS OF GOVERNING BODIES FOR MEN'S INTERCOLLEGIATE ATHLETICS

Three institutional membership organizations operate as governing bodies for men's intercollegiate athletics. The National Collegiate Athletic Association (NCAA), founded in 1906, is the most prestigious of the three organizations. The NCAA is the oldest of the three and most of the major colleges belong to the NCAA. The NCAA has been successful in gaining public visibility through their TV exposure. The Executive Director of the NCAA is Walter Byers.

The National Association for Intercollegiate Athletics (NAIA), is the largest of the men's associations. However, the institutions which belong to the NAIA could be classified as smaller colleges and universities. The NAIA was organized in 1940, although it was called the National Association of Intercollegiate Basketball initially. The Executive Secretary of the NAIA was Al Duer. Harry Fritz will assume the position of Executive Secretary in May 1976.

The National Junior College Athletic Association (NJCAA) is an association of junior and community colleges. George E. Killian is the Executive Director of the NJCAA.

As programs for women's intercollegiate athletics have been developed in colleges and universities, women have interacted with men in the three associations. These interactions have occurred at both the institutional level and the executive level.

### Early Interactions

In 1963, women leaders in the DGWS were made aware of the fact that some women were competing on men's teams. Although this situation had existed for some time in a limited way, the practice appeared to be increasing, particularly in the Southeast Conference. Jernigan (128, 129) identified Tulane University, University of Georgia, University of Kentucky, University of Alabama and Florida Southern College as institutions which had women participating at that time on the men's teams. Bryant (16) and Ley (19) reported that Ross Merrick of the AAHPER staff discussed the situation with some of the athletic directors in the Southeast Conference and the practice was discontinued. The NAPECW requested that the NJCESCW develop a statement on men and women participating on the same team in June 1963. (8:1961-63) The NJCESCW developed the statement which was adopted by the DGWS in October of 1964. However, the AAHPER Board of Directors would not endorse the statement until it was revised to include reference to co-educational activities. The NJCESCW rewrote the statement and

issued the revised statement in March 1965. (See Chapter II for the NJCESCW statement.)

In the meantime, Marguerite Clifton, DGWS Chairperson, and Sara Staff Jernigan, a past DGWS Chairperson and Chairperson of the Women's Board of the Olympic Development Committee, were invited to attend the NCAA Convention in January 1964. Ms. Clifton and Mrs. Jernigan discussed the developments in women's competition and the NCAA's role during the convention. (43)

Possibly due to the combination of these circumstances, the NCAA, in the spring of 1965, revised its eligibility statement and limited participation in NCAA Championships to male student athletes.

#### CIAW-NCAA Interactions

At the time that the DGWS Study Committee on Intercollegiate Competition for Women met in January 1966, concern was expressed about the most effective way to inform other governing bodies of the DGWS intention to form the CIAW. Bryant reported:

Phebe Scott was asked to speak to Dick Larkins and request that a letter be sent to the NCAA asking their intentions as far as establishing a woman's sports program. We wanted something put in writing and we thought it would be better to have Dick Larkins do it than someone else. (16)

Richard C. Larkins was at the time Director of Athletics at The Ohio State University and was President of the National Association for College Directors of Athletics (NACDA). (Phebe Scott was teaching at The Ohio State University.) Larkins called the NCAA office and spoke to Charles Neinas, Assistant to the Director. Neinas responded to Larkins by letter, and indicated:

The NCAA limits its jurisdiction and authority to male student-athletes. In fact, the Executive Regulations of this Association prohibit women from participating in National Collegiate Championship events. Also, the NCAA's Constitution and By-law provisions concerning the recruitment of athletes and conduct of intercollegiate athletics relates to the programs sponsored by our member institutions for male students.

Consequently, a national organization assuming responsibility for women's intercollegiate athletics would not be in conflict with this Association.

Please assure the DGWS that the NCAA stands ready to be of assistance, in an advisory capacity, in formulating policies and procedures for the conduct of intercollegiate athletics for women. We wish the DGWS well in this important endeavor. (144)

"After receiving this information," Bryant declared, "the DGWS felt free to go ahead and organize the CIAW without feeling that there was a concern with the NCAA." (16)

Copies of a statement on the formation of the CIAW developed at the June 1966 CIAW meeting were sent to all NACDA members on August 30, 1966, by Larkins. The information statement was also sent to the Executive Directors of the three men's governing organizations.

In December, Neinas wrote to Ross Merrick, AAHPER Consultant, inquiring about DGWS plans to increase opportunities for women students to participate in national championships. Neinas wrote:

This office is frequently asked when the NCAA is going to do something for intercollegiate athletics for women?

Our standard reply is that the Association plans to confine its activities to male student-athletes and that our Executive Committee has adopted this position after consultation with the USOC Development Committee for Women and the DGWS.

As you probably know, there is a growing interest in intercollegiate athletics for women in NCAA member institutions. . . .

The prevailing attitude among our member institutions is to increase the scope of the intercollegiate athletic programs by providing more sports for the male student-athlete and creating opportunities for female students and graduate students through organized competition.

It is inevitable that if this trend continues there will be a demand for national championship competition for women. The purpose of this communication is to inquire if the DGWS has made any definite plans to increase its national championship schedule of events. Apparently, the golf program has been well received and is efficiently conducted under the aegis of the DGWS.

Please do not misinterpret this letter. The NCAA has enough problems without irritating the DGWS or the gals. It should be recognized, however, that some of the athletic directors in the NCAA believe that national competition for women will stimulate activity at the grass roots level. (146)

In the summer of 1967, the NCAA established a committee to study the feasibility of NCAA establishing appropriate machinery to provide for the development and supervision of women's intercollegiate athletics. Katherine Ley and Betty McCue were invited to serve on the committee. McCue and Ley agreed to be participants on the committee. Ley, however, initiated correspondence with Walter Byers to determine what expenses would be incurred from being a committee member and what the current status was of the NCAA in regard to women.

Will the committee conduct its business by mail or at face-to-face meetings? If the latter, it would be helpful to know approximately how often the committee may meet, approximately when and where. Needless to say, if committee members will incur some expenses, I will need to secure permission to spend funds belonging to the Commission on Intercollegiate Athletics for Women in order to attend the NCAA committee meetings.

This latter fact brings up a very interesting point. The last information we had relative to the part NCAA might play in the conduct of women's intercollegiate athletics, we were informed NCAA would delay any action in anticipation of the formation of a women's commission. The Commission on Intercollegiate Athletics for Women becomes active September 1 and will begin its sanctioning procedures. In January, we expect to accept bids for the first national intercollegiate tournaments for women.

The whole matter becomes a bit more "sticky" in view of the fact that Ernie McCoy was called in May and he indicated no change in the hands-off policy adopted earlier. I wrote Marcus Plant to this effect after his election, and I, personally, announced the hands-off policy to the athletic directors at their national meeting in Minneapolis in June. Dr. Plant was at that meeting and, although our conversations were extremely brief, he made no mention of the change in the NCAA attitude. Thus, your letter came rather as a surprise. (131) (132)

Byers responded to Ley's letter on August 21:

1. The committee undoubtedly will have at least one meeting and possibly more.
2. This is a NCAA committee and the Association shall pay the expenses of the committee members per our regular formula.
3. The NCAA has been interested in the intercollegiate aspects of women's competition for some time as shown by our financial contribution to meetings on the subject, rules that we have enacted upon the recommendation of you and your associates and the increasing number of member institutions which are fielding intercollegiate women's squads under the jurisdiction of the department of athletics.

I don't know precisely what you mean by our "hands off" policy or who told you this was the official position of the Association. I would point out, however, that the NCAA committee is a "study committee."

A question has been raised as to whether the DGWS Executive committee is represented. I assume that your position as chairman of the DGWS Women's Commission satisfies official DGWS representation. I would appreciate your advice in this regard. (118)

Ley wrote again on October 6, to clarify the DGWS interpretation of the NCAA stance toward women participants:

A copy of the letter, upon which my remarks about the "hands-off" policy were based, is enclosed. Mr. Larkins had sought an answer from you directly but you were out of the office at the time, so he talked to Mr. Neinas. Mr. Larkins then asked that the conversation be verified in a letter--a copy of the verification is enclosed.

The whole matter came up when DGWS was considering the formation of a Commission on Intercollegiate Athletics for Women. We wanted to be sure there was no existing organization concerned with or interested in conducting athletic events specifically for college women.

On the basis of the March 8 letter, we went ahead and developed the Women's Commission. The NCAA position was confirmed in Mr. Neinas' letter to Ross Merrick December 22.

Needless to say, the initiation of a NCAA Study Committee just as the Commission is to become operational caused us some concern. We are pleased to have an opportunity to communicate our plans on a face-to-face basis and to receive your comments and advice. For this reason, DGWS has instructed me that they will pay my expenses to the meetings. In this respect, I can represent the DGWS Executive Committee. (132)

Byers in his response indicated concern for the appropriateness of DGWS control

of women's intercollegiate athletics:

Traditionally, interscholastic and intercollegiate competition has been managed by the sponsoring institutions either acting independently or through regional and national associations and organizations. These organizations always have been based upon institutions membership. For example, the control of intercollegiate competition at the national level is not placed in the hands of the American Football Coaches Association, the Collegiate Commissioners Association or the National Association of Athletic Directors, all individual, professional membership organizations; rather, this control is vested in the NCAA by the member institutions, themselves, who determine the NCAA policy.

The NCAA Council has requested the Association's Officers to appoint a committee to study the feasibility of the NCAA establishing appropriate machinery to provide for the promotion and supervision of women's intercollegiate athletics. Because of your long experience in the field, we have asked you to serve on the committee along with Betty McCue. Dean McCoy and the other members of the committee are most interested in hearing all points of view concerning this matter and plan to invite interested parties to make presentations to the committee if that should prove to be their wish.

The question of whether the NCAA is the organization to take on this job is a question yet to be determined. Likewise, I presume that the question of whether the AAHPER (through DGWS) is the appropriate organization to supervise and control women's intercollegiate sports has not been determined.

Whatever the decision might be, it is my view that the organization which is eventually selected or developed must be an organization based upon institutional membership because I do not believe the governing boards and administrators of the high schools and colleges of the nation are going to be satisfied on any other basis. (119)

Ley then communicated with Dick Larkins and requested Larkins' reactions to the apparent change in the NCAA attitude toward women's intercollegiate athletics. (134) Larkins responded:

I'm not sure that the "issue" is clouded. Neinas expressed exactly what the Constitution and the By-laws of the NCAA cover. With the growth of competitive athletics for women, Walter apparently thinks the NCAA might well become an agency to be of help. The Council of the NCAA, if this were to develop, could easily make provisions to cover women's athletic competition. Whether this is the right road, I am not prepared to say. Perhaps some other "agency" would be better. (131)

Ley recalled her thoughts at the time the study committee was proposed:

I had received a letter with a newspaper article indicating that the NCAA was setting up machinery, or a committee to study setting up machinery to provide competitive opportunities for women. When we all heard about this, we thought it was unnecessary for the men to do this since we were already doing it. We thought that they probably did not know we existed. So, we decided that we had to let them know. (19)

The naming of the NCAA study committee and the correspondence between Ley and Byers created great concern for the CIAW. Bryant (16) credited the formation of the study committee as the impetus for holding the December 7 press conference to announce the DGWS Championships. Ley asserted, "The announcement of the NCAA study committee plunged the CIAW into action. We were forced to declare our position." (19) Magnusson stated, "The naming of the study committee precipitated and forced the CIAW to react. The reaction was the early announcement of the championships." (20)

An invitation was extended to Walter Byers to participate on the AAHPER study committee on long range financial arrangements for the CIAW. The study committee met just after the conclusion of the NCAA convention, January 15, 1968. Bad weather prevented Byers from attending the meeting. (Further information on this meeting can be found in Chapter II.)

The NCAA committee met in Chicago on January 21, 1968. Official members of the committee were Ernest McCoy, Penn State University, Chairperson; Donald Boydston, Southern Illinois University; Carl Erickson, Kent State University; Katherine Ley, SUNY-Cortland; Peter Newell, University of California at Berkeley; Betty McCue, Duke University; and Dean S. Trevor, Knox



College. Lucille Magnusson, Penn State University, also attended the meeting, but she was not an official committee member. At the time she was DGWS Chairperson. Magnusson recorded the minutes of the meeting. The minutes indicated that McCoy questioned how the power to sanction events had been delegated to the CIAW. McCoy also questioned the organizational structure, the AAHPER and the DGWS, under which the Commission functioned:

Some concerns were expressed by the men as to how the women were going to avoid potential problems in controlling intercollegiate athletics for women. The men indicated that an essential guideline to follow is that of establishing good controls so that intercollegiate competition can never get out of hand and over-balance other phases of the total program. . . . It was stated that channels should be established to work through the presidents of the colleges and universities throughout the United States. It was deemed essential that the presidents be informed of the programs of intercollegiate competition for women. The men expressed the need to have this responsibility delegated to someone who would have a direct line of communication with the president of each school. (103)

The men made a number of other suggestions such as institutional membership in the Commission. A willingness was indicated by the men to assist the women in developing and supporting women's intercollegiate programs. The men felt that their experiences would be valuable to the women in establishing controls and avoiding problem areas that had been encountered in the men's programs. "The men were emphatic in stating that they were not interested in taking over women's athletics. . . ." (103) Improved communication between the men and the women was seen as the real value gained from the meeting and a desire was expressed for future meetings.

McCue recalled the meeting of the study committee:

Everyone was very polite to one another, but neither side seemed to be giving in any way. My impression was that it was kind of a draw. That may be why nothing ever happened after that.

My impression was that the NCAA simply wanted to take over completely. One of the problems was with women setting the policies. They wouldn't guarantee that women could set the policies.

The men who attended the meeting were not too familiar with the DGWS or the CIAW, and they didn't seem to know what had been going on within women's programs. It certainly illustrated the lack of communication between men and women. They really didn't understand the wide acceptance of the DGWS. (22)

Magnusson concurred with McCue's assessment of the men's awareness of the DGWS program:

I had the feeling the men came to the meeting naive in terms of what was happening, what was going on, and at what stage the women's operation was really functioning. They were not knowledgeable about where the women's program was going or how it was going to get there. When they became aware of those things, it was not such a problem. (20)

Ley's recollection of the meeting varied slightly from those of McCue and

Magnusson:

The men were somewhat aware of the DGWS. They gave the impression of being very supportive of the CIAW. They just wanted to make sure that the women would be provided for in some way. (19)

McCue reflected further on the meeting:

The three of us were non-plussed by the whole thing. We didn't know what to expect. The NCAA men were saying that they wanted to help the women with their intercollegiate sports, that they wanted to set up a financial structure.

We had the impression that they were offering and wanting to take over women's sports within their structure. We couldn't see how they were offering us the opportunity to fit within their structure. It sounded just like a takeover.

We women agreed that women's intercollegiate sports needed help, particularly financial help. And then we would come back to the fact that DGWS was working on a structure, was very cognizant of the needs, had

assumed the leadership for women's sports for many years and wanted to continue to do so and expected to do so. Therefore, women and DGWS were demanding the right for their own autonomy; we would welcome any help we could get, but we did not want it to be a takeover. (22)

The reasons for the apparent sudden change in the attitude and interest toward women's intercollegiate athletics by the NCAA can only be a matter of speculation. Bryant expressed the following opinion:

The McCoy committee was established primarily as a move by the NCAA to establish itself as a governing body in women's sports to gain further recognition from the International Olympic Committee. It was a part of the battle against the AAU. They claimed control of the athletic program without adequate voice. Mr. Byers was interested in establishing, promoting and controlling girls and women's intercollegiate athletic programs. The NCAA wanted in on the women's program because this was a wedge for international recognition. Basketball was the major issue as far as international recognition was concerned, although track and field was somewhat involved, too. (16)

Ley voiced a similar opinion:

I think it was part of the whole NCAA-AAU battle. The NCAA was fighting for jurisdiction over the AAU. It was another way of saying that the AAU was serving the community people, and asking who was serving the college woman.

I think it came from the overall international thrust. Possibly, the criticism had been lodged with the NCAA that it did not have any female athletes so how could it expect to be regarded as the controlling organization. (19)

After the formative period of the CIAW and the meeting of the NCAA study committee, there was a dormancy period. Magnusson (20) and Bryant (16) both remembered that there were several informal meetings of the NCAA committee, but there is no record of these meetings. Magnusson (20) recalled a meeting in Atlantic City that she and Martha Adams, also of Penn State, attended a year or two following the 1968 meeting. She indicated that it was an

informal meeting with no agenda.

AIAW-NCAA Interactions.

During the transition from the CIAW to the AIAW, Oglesby (20) suggested that despite awareness of the NCAA as a potential problem, it was not a dominant concern. In 1971, when the proposal for the AIAW was under review by interested colleges and universities, a copy of the proposal was sent to the NCAA. Byers acknowledged receipt of the proposal and advised the DGWS/CIAW of the possibilities of the NCAA developing a program for women.

I am taking the liberty of forwarding this material to our legal counsel who is in the process of formulating legal opinion as to the NCAA's current position of not permitting female student-athletes to compete in NCAA meets and tournaments. I already have seen a preliminary draft of his thinking and it appears that the NCAA is in a difficult legal position on the basis of its present posture and I suspect that it is quite likely that we will proceed to remove such barriers and, in fact, provide competitive opportunities for women as well as men.

We would like to work with you most closely in developing our ultimate program in this regard and would welcome your advice and suggestions.  
(117)

This response came as somewhat of a surprise to the DGWS/CIAW leadership as the NCAA study committee had not met in over a year. Further investigation into the potential problem of initiation of an NCAA program for women was essential.

Lucille Magnusson, CIAW Chairperson, called Charles Neinas, NCAA Assistant to the Director, on February 12, 1971. Responding to Magnusson's inquiry concerning the status of the legality of not allowing women to compete in NCAA tournaments, Neinas indicated that the NCAA lawyer had just evaluated

the legal position and was of the opinion that the rule would not stand up to a court challenge. Neinas suggested that the matter would be brought before the NCAA Executive Committee when they met in April. Magnusson queried Neinas on the meaning of Byers' statement on providing "competitive opportunities for women as well as men," but did not get a definitive answer. Her impression from the conversation was that the NCAA was not planning to become involved in providing tournaments for women. (136)

Byers sent a memorandum to the NCAA Executive Committee and Council on February 26, 1971, in which he summarized the views of the NCAA legal counsel on the position relative to women participants.

1. The NCAA Constitution and Bylaws do not specifically bar female athletes from participating in intercollegiate athletics although it is recognized that traditionally intercollegiate athletic competition has involved only males. Nonetheless, the NCAA was formed to administer intercollegiate athletics and the Constitution and Bylaws do not contain any legislation which would prevent the Association from adopting rules applicable to female athletic competition.
2. Because there are numerous opportunities for female athletes to participate (e.g., the Olympic Games), they would have justification to complain that the NCAA does discriminate by preventing females from competing in events against other female athletes. (If the United States constitutional amendment for women's rights is adopted, there probably no longer would be any legally tenable grounds for disqualifying an athletically-talented female from competing in an NCAA event against males.
3. For the present, action, if any, will more than likely come on the grounds of the equal protection clause of the Fourteenth Amendment. . . . It could be argued that any illegal discrimination is that of member institutions, not the NCAA. Yet, the purposes of the Association relate to all collegiate sports and include the right to legislate upon any subject of general concern to the administration of intercollegiate athletics.
4. Classification of separate male and female athletics is reasonable and should be sustained by the courts, this classification not being made by the NCAA but by society in general (113)

The memorandum included an outline for different courses of action: (1) do nothing at the present time, (2) demonstrate a willingness to regulate female intercollegiate programs but refer to organizations which are developing programs for women to serve the need, (3) create a division within the NCAA for the women's programs, and (4) allow women to compete in NCAA events when they meet the qualifications that apply to men. Byers reported the opinion of the NCAA lawyer as giving legal preference to the creation of a division for women within the NCAA structure.

The Commissioners decided to request time at the NCAA Executive Committee meeting in April 1971, to inform the Executive Committee about the Commission and the move to the Association for Intercollegiate Athletics for Women. Contact was made with Earl Ramer, President of the NCAA, and the CIAW requested a place on the agenda for the April meeting. President Ramer suggested that the NCAA needed to explore its own thinking on the issue before consulting the women. He reported that the Executive Committee would be meeting in August. Bryant (112) then sent Ramer a letter expressing some of the concerns of women who were involved in administering athletic programs for women and requesting the opportunity for three women representing the CIAW and the DGWS to attend the August meeting. She included a summary of the accomplishments of the CIAW and the DGWS philosophical statement on recruiting and financial aid. Byers subsequently invited Bryant to attend the NCAA Executive Committee meeting which was scheduled for August 17-18, 1971, in San Francisco. (114)

On June 28, 1971, Bryant received an invitation from Byers to meet with the "NCAA special committee concerning female intercollegiate athletic competition." (115) The letter indicated that the invitation might be extended to include other women who were interested in the issue.

The meeting took place on July 6, 1971, in Kansas City. Attending the meeting were Ed Czeklaj, Penn State; Don Boydston, Southern Illinois University; Walter Byers; Charles Neinas; George Gangwere, NCAA legal counsel; JoAnne Thorpe, DGWS Chairperson; Carole Oglesby, Commissioner in Charge of National Championships; and Rachel Bryant, DGWS Consultant. The committee chairperson, David Swank of the University of Oklahoma, did not attend the meeting. Bryant summarized the meeting by indicating that the NCAA wanted to avoid discriminating against women but also did not want to change their constitution and regulations preventing women from competing on men's teams in the NCAA championships. She felt the NCAA was looking for some type of affiliation with the AIAW which would allow them to give recognition to the AIAW as the proper organization to conduct intercollegiate athletics for women. (110) Some sort of affiliation had been recommended by Gangwere in an opinion requested by the NCAA. While indicating that the NCAA had more of a legal obligation to women student athletes than merely allowing them to participate on men's teams, Gangwere had recognized the existence of the CIAW and the proposed AIAW.

. . . Although athletics cannot be identical, they should exist on some basis comparable to those of men and yet consistent with the separate needs of women. It may be that these opportunities are being developed by the DGWS. A committee created by DGWS was scheduled to meet on June 4-6 in Chicago to draft bylaws for a new organization to regulate intercollegiate

athletics for women and thereby increase women's opportunities for high level competition. Yet the scheduling of this meeting would seem to indicate the need for further organization and the need for increased opportunities for women rather than the fact of their existence.

The obligation of the NCAA to female athletics, and the grounds for its concern with respect to a possible claim of discrimination, stems from the fact that it is charged with the responsibility of regulating intercollegiate athletics. It cannot deny that intercollegiate athletics among women exists, yet by failing to regulate such athletics it fosters any existing deficiencies in opportunities for competition among women. . . . .

It is also important to consider that DGWS has already taken initial steps for the creation of a national organization for intercollegiate athletics for women. There would be strong resentment by many of the leading women athletic administrators if the NCAA attempted to supercede their organization, yet it has the power to do so. That organization has a long history of effort in the regulation of women's sports dating back to 1907. It is well organized and apparently fostered by dedicated women professionals. The effectiveness of the new organization it is creating will be dependent, I believe, upon the financial assistance it can gain because it will need a full time professional staff to be effective.

To take full advantage of the great amount of work done heretofore in the field of women's sports, to avoid resentment and hostility from the leading women athletic administrators, and as the best means of locating the necessary additional female administrators, it would appear desirable for the NCAA to seek the affiliation as an adjunct of the NCAA of the new National Organization for Intercollegiate Athletics for Women. . . . If such an affiliation is not possible then it will be desirable to ascertain the necessary steps for organizing a separate women's group within the NCAA. (123)

The meeting ended with the decision that Bryant was to send Gangwere a draft of the AIAW Operating Code from which he would prepare a proposal for DGWS considerations. Oglesby commented on the July 6 meeting:

After the meeting, I felt like nothing had been accomplished. The NCAA made no commitment at the meeting to contact the AIAW afterward. In fact, they didn't ever communicate to the AIAW what their study committee's recommendations were. (24)

Arrangements were made by the CIAW for a joint meeting with the NCAA, the NAIA and the NJCAA in Kansas City on September 4, 1971. The



NAIA was not represented at this meeting. Lucille Magnusson and Mary Rekstad, the DGWS Consultant, represented the CIAW. Gangwere presented an affiliation proposal which included a requirement that schools who wished to become members of the AIAW would have to join the NCAA if they did not already belong. The NJCAA objected to the requirement on the basis that junior colleges would have no interest in joining the NCAA. No written proposal for affiliation was presented to the people attending the meeting. Representatives of the three organizations were unable to come to a compromise on any type of affiliation.

Magnusson received notification from Neinas that the NCAA special committee would be meeting on October 13, 1971, to prepare a report for the NCAA Council. The committee report was to be forwarded to the DGWS and the DGWS was invited to make a presentation to the NCAA Council at its meeting on October 25-27. (145) Neinas responded to a CIAW query in regard to regular affiliate membership in the NCAA that

. . . it would have no meaning or provide no solution to our problem on the basis of the present NCAA Constitution and the definition of affiliate membership. The long and short of it is--if the NCAA is going to preclude females from its NCAA events, and generally discourage their participation on men varsity squads, then the NCAA must devise a means to provide comparable opportunities for women enrolled in its member institutions. We hope that your organization would be the vehicle to fill that need, but if you feel that you cannot make the adjustments necessary to accomplish that end, then I suppose that we will have to look to some other solution. (145)

JoAnne Thorpe was invited to meet with David Swank, special committee chairperson, after the committee's meeting but was unable to do so. Meanwhile, Mary Rekstad was informed by telephone from Mr. Swank on October 12, 1971,

that "the committee was recessed for further study, research and analysis before making recommendations." (90) No written proposal for affiliation was ever received from the NCAA.

Before the DGWS Consultants had been notified that the special committee would not be meeting, Bryant had written to Byers with a number of concerns about the NCAA actions.

We were all very concerned with the last line of Mr. Neinas' letter, "We hope that your organization would be the vehicle to fill that need, but if you feel that you cannot make the adjustment necessary to accomplish that end, then I suppose we will have to look to some other solution." There is no indication what adjustments might be necessary except the indication in the first sentence of that paragraph "becoming an affiliate member of the NCAA would have no meaning or provide no solution to the problem of the NCAA on the basis of its constitution . . . ."

There is only one inference that can be made from this threat: the AIAW must become the female arm of NCAA or NCAA will set up a competing program to the AIAW in its member schools. I hope I am wrong in making this interpretation but I would like to advise you that no action the NCAA could take would be a bigger mistake.

A group of professional women educators have designed an organization and a program in accordance with their accepted philosophy and standards to meet the needs and interests of college women students. To have it now threatened by an organization designed for men and controlled by men would cause such a furor that the NCAA would have a real battle on its hands. The possibility of one girl instituting a court suit to participate on a male varsity team would be a very pale issue in comparison. (111)

Byers response to Bryant's letter informed her that when the NCAA Council met in San Francisco in August, they had not discussed women's participation within the NCAA. He stated that the basic issue still remained:

The issue is whether the colleges are going to have an institutional membership organization to manage intercollegiate athletics for women or a professional individual membership organization attempting to do it.

. . . you can rest assured, however, that the NCAA does not intend to delegate responsibilities and Council-voting positions to an organization over which a third party has veto authority. (116)

Magnusson asserted that institutional over individual membership was a barrier in the AIAW-NCAA relationship.

Part of the problem with the NCAA is its strong reaction to the AAHPER. Those feelings have to do with the appropriateness of a professional organization in a sports governing structure. (20)

JoAnne Thorpe addressed the NCAA Council during their meeting held in Hollywood, Florida, on January 7, 1972. She reviewed the negotiations that had taken place between the DGWS/CIAW and the NCAA. She recommended that the NCAA not attempt to get into the control of women's sports, but instead allow women autonomy in governing their own programs.

Oglesby speculated on the reasons for the renewed interest on the part of the NCAA in women's intercollegiate athletics.

The NCAA had never worried about women's athletics. It was beneath their dignity. Women's programs were insignificant. They funded a study in 1969-70 that investigated the financial aspects of intercollegiate sports. It never once mentions women at all. Women's programs were no concern of theirs.

Some time, economic problems, in combination with the passage of the Equal Rights Amendment and Title IX, made what happened to the women's programs a concern. That combination caused the women's destiny to be tied to the men's and the NCAA in a way that was inescapable. Since then it has been a whole new ball game. (24)

During 1973, contact at the executive level was at a minimum. Laurene Mabry, Coordinator of National Championships, did attend the NCAA Convention in January as an AIAW representative. At that meeting, the NCAA rescinded its rule preventing women from participating in championship events. The action resulted from the recommendation of the study committee that there be nothing in the NCAA rules and regulations which differentiated between the sexes.

When the first AIAW Delegate Assembly met in November 1973, the NCAA was invited to send a representative. Tom Jernstedt, a NCAA staff person, attended as the NCAA representative. The Delegate Assembly passed the following motion when it met in November:

That the AIAW Executive Board meet with similar bodies of NCAA, NJCAA and NAIA to develop feasible working policies for the governance of athletic competition relative to the implications of Title IX, and all those responsible for athletic competition in each institution shall initiate similar discussions at their local level and in their regional athletic conference. (67)

Carol Gordon, AIAW President, initiated contact with all of the men's governing bodies after the meeting of the Delegate Assembly. Gordon called the NCAA office and asked to meet with them.

I was extended an invitation to meet. Subsequently, I was appointed a member of the NCAA women's sports committee and asked to represent AIAW's views at their meetings. I continued in that capacity, as an official member of their committee. The AIAW Executive Board was aware that I was meeting with them. Communications were relayed to the AIAW Executive Board after each meeting for their consideration. (18)

On February 26, 1974, the NCAA appointed a new committee, the NCAA Special Committee on Women's Intercollegiate Athletics. David Swank, Chairperson of the previous committee on women's sports, continued to chair the new committee. The date of the committee meeting appears to be in disagreement in the records of the two organizations. On either March 11 (AIAW records) or March 18 (NCAA records), the committee met in Kansas City. The following people attended the meeting: Cliff Fagan, Executive Director of the National Federation of State High School Athletic Associations (NFSHSAA); Jack Fuzak, Michigan State University; Carol Gordon, AIAW President; Mary Jean Mulvaney,

University of Chicago; Stan Marshall, South Dakota State University; Bob Scannel, Penn State University; David Swank, Chairperson; George Gangwere, legal counsel; Walter Byers; and Tom Jernstedt. Most of the discussion at this meeting dwelt on NCAA concerns about Title IX. The NCAA was firm in its position that Title IX would have an adverse effect upon both men's and women's programs. The NCAA summary of the meeting indicated that AIAW "would consider immediately presenting a position statement . . . concerning the application of Title IX and the draft regulations to female intercollegiate athletics." (120) The NCAA record also showed that the special committee agreed that "a joint committee of the NCAA and AIAW be established to consider the possibility of a joint organizational structure." (120)

The AIAW Executive Board at their May meeting approved the idea of a joint committee to meet with representatives of the NCAA. Efforts were made to schedule a meeting, but due to various commitments, the first available meeting time was not until October 10, 1974. Representatives of the AIAW met with the NCAA Special Committee on Women's Sports in Chicago. Representatives for the AIAW were Lee Morrison, President of AIAW; Laurene Mabry, President-elect; Bonnie Parkhouse, NAGWS/AIAW Consultant; and Margot Polivy, AIAW legal counsel. George Killian of the NJCAA and Jack Roberts of the NFSHSAA were ex-officio members of the NCAA committee; Tom Hansen, Assistant Executive Directors of the NCAA, also sat in on the meeting. The meeting centered on concerns regarding Title IX and "how a formal melding of the two organizations or an affiliation of the associations, might be accomplished." (104) While

discussing how the two organizations might be combined or what type of affiliation could be negotiated between the two groups:

Ms. Polvey /sic/ suggested both the NCAA and the AIAW should be dissolved and a third unified body formed. Dr. Fuzak urged alliance not be dismissed as a possibility. Dr. Marshall suggested advantages of the NCAA taking over sponsorship of all athletics for both men and women. Dr. Mabry stated AIAW expected to have equal representation on policy-making levels of any combined organization. Chairman Swank replied it was unlikely the NCAA Council could accept equal representation and suggested AIAW might be granted two of the Division I positions on the Council, one of the Division II and one of the Division III positions. The AIAW's response was that it could not accept anything less than equal representation. (104)

It was agreed that two committees would be formed: one to study the structure of each organization and make recommendations for a joint structure and a second to identify eligibility problems which existed because of the differences in regulations between the two groups.

When the minutes, which had been prepared by Tom Hanson, were received by the AIAW representatives in attendance at the meeting, some concern was expressed that items that were misleading had been included in the minutes. The agenda and the minutes had indicated that the meeting was of the NCAA Committee on Women's Sports, when it was actually a joint meeting of the representatives of AIAW and the NCAA committee. In addition, the minutes had indicated that the AIAW was participating in the meeting "in the context of seeking an agreement or arrangement with the NCAA through which the two organizations could combine efforts for the administration of all intercollegiate athletic programs." (104) Gordon communicated these concerns to Hansen and reiterated that the purpose for which AIAW met with the committee was to carry out

the action of the Delegate Assembly; i. e., "to develop feasible working policies for the governance of athletic competition. . . ." (126)

The NCAA Executive Council met October 21, 1974. No word was received by any AIAW leaders as to any action taken by the Council in regard to women's programs or the recommendations of the joint meeting that two committees be established. After efforts by both Bonnie Parkhouse and Lee Morrison to obtain information concerning the Council meeting, David Swank wrote to Carol Gordon on November 20 with a report of Council actions:

The Council has agreed that we should continue our negotiations, but hope that we can get some matter /sic/ resolved very promptly so that this is not left without a solution. I doubt very much that we will have any opportunity to have the joint committee meet prior to the January NCAA Council meeting, but hopefully we can get some action started early in 1975. (29)

The AIAW Delegate Assembly and the NCAA Convention coincided on the dates of their meetings in 1975, although the AIAW met in Houston and the NCAA convened in Washington, D.C. Lee Morrison received several telephone calls on January 6, indicating that a plan for NCAA to initiate a pilot program for women's intercollegiate championships was being submitted by the NCAA Executive Council for approval by the voting delegates at the NCAA Convention. Tom Jernstedt, a NCAA staff representative, was scheduled to address the AIAW Assembly the evening of January 6. Jernstedt read from the NCAA Executive Council recommendation which was being presented the same day to the NCAA Convention:

In response to the memberships request for a direction in this matter, the Council directed the NCAA staff to prepare a report and recommendations regarding NCAA's role in women's intercollegiate athletics. It

recommends that the Association move now to provide the same meaningful services to high quality national championship competition. . . . Your Council approved the content of that report and referred the recommendations to the Special Committee on Women's Intercollegiate Athletics for implementation at the earliest possible time. (45)

Jernstedt reviewed the background material which had been prepared by the staff for the NCAA Executive Council. He detailed the comments made by the NCAA legal counsel in regard to the NCAA's efforts to avoid discrimination within the Association. The NCAA lawyer reiterated the opinion he had given in 1971, including the opinion that the NCAA institutional membership covered women as well as men. The attorney's comments on the situation led to the conclusion that the NCAA should present championships for women.

1. Championships for women are now open for female, student-athletes; the first events will be established on a pilot basis in 1975. NCAA eligibility rules would not have to apply immediately; there would be a grace period.
2. Legal circumstances make it inevitable that member institutions via their NCAA conferences must adopt eligibility rules which do not discriminate between male and female students unless there are valid reasons for differences based on factors other than sex. . . .
3. Each institution would have one voting delegate, male or female, at any NCAA convention. . . . A women's advisory committee will be provided to the council to assist the executive committee in the initiation of a championship program for women. It will serve the Association as a policy formation group forwarding its recommendations to the appropriate body until integration would make it obsolete.
4. The foregoing concept envisions the constitutional provisions of the Association applying to the institution as a whole. (45)

A heated question and answer session followed Jernstedt's address to the AIAW Assembly. Responding to a question as to who had prepared the report, Jernstedt said, "The NCAA staff, which consists of twenty-five administrators. Byers had the final say. The time frame was mid-October." (45) Asked why the action had been kept secret, Jernstedt replied, "The Committee was not asked to



prepare the study; the NCAA staff was asked to do so. We were not obligated to discuss it with any member of the Committee, including the Council." (45)

Immediately following the NCAA presentation, President Morrison called the NCAA President, Allen Chapman, "to express concern and shock at the recommendation and the sequence of events." (29) The next morning, Morrison sent the following message by telegram to Chapman:

AIAW views with grave concern the announced intention of NCAA to commence a pilot program of intercollegiate athletics for women. For sake of future harmony in administration of intercollegiate sports programs for all students and to restore an atmosphere of cooperation in which mutually beneficial exchange of views and exploration of future alternatives might continue, the Executive Board of AIAW urges the Executive Council to reconsider immediately its decision to initiate any pilot program in women's intercollegiate championships. AIAW has no choice but to view failure to reconsider as an effort by NCAA to undermine the existing women's intercollegiate championship program. (29)

While the AIAW Delegate Assembly was in session, a straw vote was taken to ascertain the membership's attitude toward the NCAA Council proposal. Eighty-five percent of the delegates responding to the poll wanted to remain autonomous; fourteen percent were willing to consider becoming NCAA members if equal voice were guaranteed; and three percent would consider joining the NAIA if equal voice was available. (62)

The proposal presented by the NCAA Executive Council was rejected by the membership in attendance at the NCAA convention. Instead, the convention directed that the NCAA Council prepare a report and plan on the elements involved in the administration of women's programs, circulate the report to NCAA and AIAW member institutions by May 1 for comments, and have a joint meeting

of NCAA and AIAW to recommend further action to the Council.

The AIAW Delegate Assembly directed the AIAW Executive Committee to communicate the AIAW position in regard to the NCAA action to the presidents of institutions holding membership in AIAW, NCAA, NJCAA, and NAIA. Morrison, on January 23, wrote to all Presidents of AIAW institutions reviewing the history of the AIAW, its programs, and its attempts to cooperate with the NCAA. She stated further:

Despite repeated inquiries by AIAW as to the outcome of the October 21 NCAA Executive Council consideration of the joint committee proposal, AIAW was not informed of any plan by the NCAA to undertake a program in the field of women's intercollegiate competition.

Against this background, it is understandable that the announcement of a program of intercollegiate championships for women by NCAA on January 6, 1975, was deemed a betrayal of AIAW's good faith efforts to work with the NCAA. It was difficult to interpret the NCAA announcement as anything but an attempt to take over the women's intercollegiate programs. This was especially true since the initial championships to be offered were in sports in which the AIAW was already offering a program. (140)

Gordon described the results of the NCAA announcement in January:

The AIAW-NCAA relationship became highly dramatized because of the move made in January. I know that a lot of mistrust developed as a result of the way in which the women's program was announced.

We're still trying to work out our differences through the AIAW/NCAA Joint Committee. I think strides have been made. We are far from finding answers to the legal questions that NCAA raises; we have a long way to go in convincing them that they are not legally bound to undertake women's programs. (18)

On February 3-4, a small group of women leaders met in Washington for a brain-storming session on developing alternate governance structures for all college athletics. Attending the session were Lee Morrison, AIAW President; Peg Burke, member of the AIAW Ethics and Eligibility Committee; Kay Hutchcraft, AIAW Program Coordinator; Margot Polivy, AIAW legal counsel;

Celeste Ulrich; and Lou Jean Moyer, President-elect of NAGWS. The document resulting from this meeting, entitled "Possible Alternatives for Future Governing Structures for Intercollegiate Athletics," was sent out on March 31 as a memorandum to AIAW personnel; AIAW, NCAA, NAIA and NJCAA institution presidents; and the executive directors of the NCAA, NAIA and NJCAA. Three alternatives were suggested by the report: (1) to continue with the present separated governing organizations for men and women, (2) some type of combination or merger of the four governing bodies, (3) or the creation of a new governing structure for women and men "founded on a sound humane educational philosophy." (30) All of the plans assumed that provision would be made for proportional representation of those to be governed, that all people who were interested in intercollegiate sports would be served by any organization and that options would be available regarding the already existing rules and regulations that governed student participants.

Morrison received a letter from NCAA President John Fuzak in March outlining the plan to be followed for implementation of the NCAA resolution made in January. The NCAA staff would develop a proposal which would be submitted to the Committee on Women's Intercollegiate Sports for their consideration. The proposal would then be submitted to the NCAA Council, which would determine the plan to be recommended to the membership. Whatever plan the Council adopted would be sent to the membership for comments. After the plan was submitted to member institutions, a joint committee of NCAA and AIAW representatives would study the responses and make recommendations to the Council for the future. (122)

The NCAA Committee on Women's Intercollegiate Sports met on April 18, 1975, and reviewed the proposal prepared by the NCAA staff. The Committee edited the report and made some suggestions with regard to the format of the proposal. The Committee recommended to the NCAA Executive Council that "three alternatives for future structures be submitted to the women and men of NCAA and AIAW institutions for comment." (141)

1. The two organizations (AIAW and NCAA) should continue as currently structured and operated--AIAW responsible for the women's intercollegiate program and NCAA responsible for the men's intercollegiate program;
2. NCAA provide programs for both men and women for their member institutions within the present NCAA structure; and
3. AIAW and NCAA form an alliance with equal voice in determining a suggested new structure to govern intercollegiate sports for member institutions. (141)

Gordon described the April meeting:

I met with the committee in the spring. It was at this time that the committee recommended to the NCAA Council that three alternatives be sent to the voting representatives in response to the January resolution for the future governance of women's sports programs. This recommendation was subsequently turned down, and the Council sent out the revised plan that the NCAA staff had developed. That plan had formed the basis for the January resolution. (18)

When the NCAA Council deliberated the committee report on April 23, 1975, it rejected the recommendation to submit the three alternatives to the membership. Instead, it adopted essentially the proposal prepared by the NCAA staff. This was sent out to NCAA member institutions for their consideration and responses on April 28, 1975. The plan proposed that the NCAA Constitution, Bylaws and rules and regulations be applied to women athletes in NCAA member institutions beginning in 1977-78. It further proposed that services and programs

of the NCAA be adjusted immediately to meet the needs of women. Women's representation on committees, staff and policy boards was "contemplated"; (52) however, some type of quota system to ensure women representation was rejected as being unnecessary. The proposal demonstrated ignorance of the historical development and significance of the AIAW and its predecessor organizations. (52)

At the same time the NCAA report was sent to the membership, the AIAW sent a letter to AIAW institution presidents, alerting them to the fact that they would soon be receiving the report of the NCAA Council. Morrison reminded the presidents of the strong feeling of AIAW that

. . . women must be provided substantial decision-making opportunities in the governance of women's sports. We believe that without modification in its present structure, an organization such as NCAA cannot and will not provide such opportunities.

. . . AIAW women are unified in their commitment to the concept of women's voice in decision-making at all levels of organizations operation and program. (141)

The AAHPER Executive Committee, composed of AAHPER President Roger Wiley, Past President Katherine Ley and President-elect Celeste Ulrich, reviewed the NCAA Council report during their Executive Committee meetings, May 7-10. The Executive Committee wrote to John Fuzak, NCAA President, rejecting the report on five counts and recommending that the NCAA Council withdraw the report. Rejection of the report was based on the following:

- (1) the procedure used to develop the report. The procedure deliberately ignored admonitions and recommendations of the NCAA's Committee on Women's Intercollegiate Athletics and sought no interaction with the most powerful group which governs women's sport--AIAW.
- (2) the violation of representative governance at policy making levels which could result in de facto discrimination based on sex.

- (3) the misrepresentation of data regarding the history, development, organization and status of women's amateur and collegiate sport in this country.
- (4) the absence of candor regarding the assets which the control of women's sport would provide the NCAA (a) in its struggle to become the national governing body for international sport; (b) for potential financial gain; and (c) with monopolistic power over national collegiate sports.
- (5) the amoral implications of the rationale in the document which are the antithesis of the "fair play" code of behavior implicit to sport. (149)

Lee Morrison, at the end of her term of office, wrote a final letter to the AIAW voting representatives, and requested support for the AAHPER position by all AIAW member institutions.

. . . If the NCAA succeeds in its proposed plan it will mean decimation of the AIAW and will relegate women's athletics to inferior second-class status in a male dominated governance organization.

I write to inform you of a significant development which I am personally convinced is our major hope for survival. The Executive Committee of AAHPER has responded to the NCAA proposal. . . . It rejects the NCAA report and strongly recommends that it be withdrawn. . . . (143)

AIAW responded to the NCAA report at the end of May, stating:

. . . that the action by the NCAA is inappropriate, that a program for women administered by the NCAA would be an unnecessary duplication of existing opportunities, and that the needs of women in intercollegiate athletics are being served by AIAW. (31)

The primary opposition to the proposal was due to the lack of positive assurance that women would have equal involvement in the governance and administration of the women's programs under the NCAA.

Gordon commented on the rejection of the plan by the NCAA Council:

It is important to realize that often plans that are recommended by a committee are not always accepted by the governing group. The implication that the NCAA Council did something very devious by turning down the committee's recommendation is unfortunate. That happens in our own organizations. The Executive Council was by no means bound to accept the committee report; they were perfectly within their prerogative to accept or reject it. (18)

She stated further:

The implication, the accusation, that the NCAA Council did something devious by not accepting the report has done us a great deal of harm. This has helped to create a climate which makes it impossible for the two organizations to come together in meaningful dialogue.

It is obvious that NCAA has done some things, primarily the way they went about the January resolutions, which we objected to, and rightfully so. (18)

Laurene Mabry, AIAW President as of June 1, 1975, called a special meeting of the AIAW Executive Board for July 9-10 in Chicago. The purpose of the meeting was to discuss the relationships of the AIAW with the various men's governing bodies. Strategies were planned for the anticipated AIAW-NCAA meetings. The major concern voiced by those attending the meeting was that some method be devised that would guarantee the meaningful involvement of women within all considerations for the ultimate program which might be developed for women. It was considered essential that women also be assured of meaningful participation in the decision making body of any governance structure.

The AIAW-NCAA Joint Committee met in Chicago on September 24-25, 1975. Representing the AIAW were Carol Gordon, designated as Chairperson of the AIAW representatives; Laurene Mabry; Peg Burke, President-elect of AIAW; Ruth Berkey; Kay Hutchcraft (non-voting); and Roger Wiley (non-voting). Representing the NCAA were William Orwig, Committee Chairperson; Edward Betz; John Eiler; Stanley Marshall; Robert Strimer; and Walter Byers (non-voting). Carol Gordon was elected as secretary for the Joint Committee, with Walter Byers as the assistant secretary. The purpose of the meeting was to make recommendations for the NCAA Council to consider.

The Joint Committee reviewed the responses that had been received by both governing groups to the NCAA report. Byers indicated that the NCAA had received responses to the proposal from seventy-five member institutions. Of those seventy-five, twenty-six were favorable or favorable with reservations, and thirty-three were unfavorable or unfavorable with reservations. Mabry reviewed the AIAW tabulation of responses, stating that twenty-two institutions gave qualified support or unqualified support to the proposal and forty-five institutions rejected or indicated a qualified rejection to the report. Betz reported that thirty institutional responses received by the NCAA preferred separate organizations; that thirty-eight institutions considered it essential that dialogue take place between the two organizations; and that of non-institutional responses received, twenty-eight supported separate organizations and five suggested that the report be withdrawn.

Mabry and Wiley reviewed the AIAW relationship to AAHPER for the committee, specifying the autonomy of AIAW within the AAHPER structure and identifying the financial arrangements of AIAW with AAHPER. Gordon described one of the major problem areas between the AIAW and the NCAA:

Whenever things get tough in trying to establish dialogue, the favorite ploy of the NCAA is to call attention to the fact that AIAW is not autonomous, and that they can't make decisions without AAHPER's approval. We've tried to explain the relationship and Roger Wiley, for example, has met with our AIAW/NCAA Joint Committee, to try to explain the decision making process and the relative autonomy of the AIAW within AAHPER. However, this continues to be a problem. (18)

Byers continued to emphasize that NCAA rules and regulations applied to both men and women at NCAA member institutions and that it would be necessary



for a vote by the entire membership to have the rules apply to men only. Gordon reflected on the continued insistence by the NCAA of their legal obligation to women athletes:

One thing that must be emphasized in relation to the meetings is that the NCAA legal counsel has been consistent from the very beginning, even before I met with them, that the NCAA would be discriminating if it did not initiate programs for women. This was prior to Title IX furor, as well as subsequent to it. (18)

Gordon, as Chairperson of the AIAW delegation, presented a proposal for consideration by the committee. Re-emphasizing the necessity for equal voice for women, she suggested the formation of two joint committees: one to examine differences in rules and regulations that presented potential legal problems and one to examine alternate structures for governing intercollegiate athletics. Although the NCAA representatives expressed disappointment over the AIAW proposal, further discussion resulted in the establishment of an ad hoc committee from among joint committee members to study:

- A. eligibility rules of the member institutions,
- B. those rules which affect the employees of the institution or its agency which conducts intercollegiate athletics.

The committee to be instructed to consider both the Constitutional and Bylaws references to the above categories of the rules to identify:

- A. major rules that would be difficult to change,
- B. other rules that are more temporal in character. (62)

All committee members agreed that alternate governance structures should be considered by the entire joint committee. Representatives of both groups, recognizing the necessity of continuing the efforts of the joint committee, decided to request permission from the executive boards for continuation of the Joint Committee. The Joint Committee also gave approval to having a representative from

each governing structure act as Co-Chairpersons for future meetings. Plans were made for a follow-up meeting in November, if the report of the present meeting was accepted by both governing bodies.

In October, 1975, the AIAW requested that the NCAA and the AIAW jointly seek a declaratory judgment concerning the NCAA intention to apply all NCAA policies to women athletes as well as women personnel working in a NCAA member institution's athletic program. The NCAA rejected the invitation, stating that the federal law was clear and definite with regard to their legal obligation to apply rules and regulations equally to men and women athletes. However, Margot Polivy and George Gangwere, the legal counsels for the AIAW and NCAA respectively, did meet on October 23 and agreed on some basic legal concepts that would be helpful for further discussions by the AIAW-NCAA Joint Committee. In a memorandum prepared for the joint committee, the two attorneys agreed:

As a general proposition . . . that if a member institution which afforded comparable athletic opportunities to men and women subscribed to different intercollegiate governing organizations for its men's and women's program, this would not constitute a violation of the law.

.....  
 While counsel perceive a present legal obligation on member institutions of AIAW and NCAA to provide "equal" athletic opportunity for women, there is no court decision which dictates the particular ways and means that such equal opportunity is to be achieved. (28)

The AIAW-NCAA Joint Committee met in Chicago on November 2, 1975, to continue discussions of mutual concerns. Carol Gordon chaired the meeting. In discussions of the AIAW request for a "friendly suit" to seek a declaratory judgment, the NCAA representatives indicated that if the court upheld a "separate

but equal" doctrine and allowed the existence of separate governing bodies, the NCAA would not pursue its interest in administering women's programs unless it was requested to do so by its membership. Proposals were presented by representatives of both organizations for governance structures. The NCAA proposal included reorganizing the NCAA to include:

. . . a legislative and competitive division for women's athletics with representation on the NCAA Council, Executive Committee and other administrative committees, as well as a key executive position for female administration of the NCAA staff. This would envision a separate legislative form for women's athletics on those issues which are legally separable under the laws of the land. (63)

The AIAW representatives voiced opposition to the proposal based on the lack of a guarantee for equal votes, equal committee membership and equal financing within the NCAA. AIAW also stated a preference for two votes for each institution, one vote by a man and one vote by a woman. The AIAW proposals for governance structures all included equal distribution of representation in all matters before the governing body. The AIAW also proposed that each organization confine itself to its own single sex activities; that the NCAA not initiate championships for women; and that the rules of one association not be applied to the other, with arbitration of any disputes between the associations. As various options for restructuring were discussed, the AIAW continued to express concern that any method other than equal division based on sex was unacceptable because men would be taking over. The NCAA reaffirmed its opposition to the fifty-fifty model of governance. The recommendations forthcoming from this meeting included continuation of discussions concerning affiliation of the AIAW and the NCAA,

continuation of discussions with regard to problems caused by differences in the eligibility rules of the two organizations, and consideration of the possibility for holding joint athletic events. The Joint Committee further recommended that the NCAA not proceed with any plan to initiate championships while discussions were continuing within the Joint Committee. The ad hoc committee established at the previous meeting was to continue to examine the rules of the two organizations. Gordon evaluated the 1975 fall meetings of the Joint Committee:

The more recent meetings of the Joint Committee have been productive in some respects, although certainly not as much has been gained as we had hoped. We have been successful in getting a delay of at least one year, as far as the NCAA Council action is concerned, in initiating women's programs while the Joint Committee is meeting. It can always be overturned on the floor of the convention. But, it is hoped that within a year's time the direction will be pointed for the future working relationship between the two organizations. (18)

The NCAA Council, meeting on November 24, made its recommendations for the NCAA Convention to act on at its January meeting. The Council recommended that NCAA rules should apply to women athletes as well as men athletes beginning in September 1977, that no national championships for women be initiated during the 1976-77 academic year, that the NCAA should continue to explore concerns with the AIAW, and that a NCAA standing committee on women's intercollegiate athletics be established to continue the ongoing discussions with the AIAW. Specific resolutions to implement these recommendations were sent to NCAA member institutions in a special mailing on December 3. (51) Resolution #325 required equal application of the NCAA rules to all student athletes and institutional employees. Resolution #326 prohibited the implementation of championship events for women. Resolution #327 designated the formation of a

committee on women's intercollegiate athletics.

A copy of the legal opinion prepared by the two law firms acting as counsel for the NCAA accompanied the Council report and resolutions. The opinion dealt with the NCAA's legal obligations with regard to women's intercollegiate athletics. It affirmed the necessity for the NCAA to regulate all athletic programs, those of women as well as men, and to develop opportunities for women. In reference to the AIAW, the opinion stated:

While at present there is in existence one national organization concerned exclusively with the conduct of intercollegiate athletic programs for females, this organization does not have the recognition and stature, the financial opportunities, offered by the NCAA. (51)

The legal basis for the recommendation that the NCAA implement a women's program continued to be the equal protection clause of the Fourteenth Amendment. Advising that women's programs should be administered "under a unitary structure" (51), the report also suggested that women would become involved in the structure of the NCAA.

. . . We assume that this structure will as a practical matter require the addition, in all facets of the NCAA organizational framework, of individuals having close familiarity and experience with female intercollegiate competition, and we also assume that as a practical matter, many of these individuals will be female. (51)

The AIAW responded to the NCAA report and resolutions on December 30, 1975, indicating that AIAW needed to communicate its own positions rather than having the NCAA report the AIAW position. Basic disagreement was expressed over the legal rationale used by the NCAA lawyers in recommending that NCAA regulations should apply to women. The AIAW communication included a review of the NCAA's legal opinion, prepared by Margot Polivy, the AIAW legal

counsel, which expressed a contrary opinion. The AIAW recommended that Resolution #325 be withdrawn or defeated to allow time for the continuation of discussions between the two groups. While not expressing a definite recommendation for action on the other two resolutions, the AIAW did mention that the resolutions were supportive of the recommendations made by the Joint Committee. (135)

The NCAA considered the resolutions at their convention in St. Louis on January 14-17, 1976. Before the resolutions came up for a vote, round table discussions were held. Ulrich, an alternate delegate from the University of North Carolina-Greensboro, reported that the NCAA Executive Committee stressed that Resolution #325 was essential to the NCAA for a number of reasons:

First, that the NCAA had neglected women and was now ready to correct that posture.

Second, the fear that men athletes and coaches might sue the NCAA because women's rules regarding recruiting and eligibility were more lenient.

Third, the Fourteenth Amendment insists that NCAA, an organization treated under "the color of state," must provide equal opportunity for women.

Fourth, the subtle suggestions that women could be organized into an additional division, division X, and women's sport could be classified as club sport instead of varsity.

Fifth, the legal mandate of the lawyers employed by the NCAA that the convention must pass the resolution--or else. (27)

The resolutions were finally brought to the floor on January 17. Ulrich gave the following account of the circumstances surrounding the final disposition of the resolutions:

The issues came to the floor around 3:00 p.m. Bill Orwig presented Resolution #325, on behalf of the Executive Council. The convention delegates were instructed by legal counsel to support the resolution, not to defeat, table or postpone it. Richard Nelson, President of Northern Illinois University, spoke to the fairness of a negotiating atmosphere and suggested the resolution be defeated. David Swank was recognized by the Chair, but deferred to me; but the Chair called on President Stan McCaffrey of the College of the Pacific. McCaffrey made a statement supporting Nelson's stand and then moved to refer the resolution to committee. The motion to refer was then debated. Earl Ramer of the University of Tennessee, spoke about the legality of the issue; another delegate also spoke; and the motion to refer was passed.

Immediately #326 came up. David Swank ascertained that a tabling motion was in order. Fuzak recognized Swank who moved to table the motion. Ed Steitz of Springfield College called Fuzak to protest that he had not been recognized, but Fuzak upheld his recognition of Swank. The motion to table #326 was passed.

Meanwhile, #327 had been amended by Penn State to suggest that a committee composed of three faculty representatives from AIAW and NCAA be placed on a committee to seek ways to merge the two organizations. I spoke against the amendment and for the original motion. The question was called and the amendment to #327 was defeated. Then the original motion was passed. (27)

For the present, the NCAA was stymied in its efforts to initiate programs for women under the auspices of the NCAA. However, joint meetings will probably continue between the two organizations. Gordon spoke of the difficulties to be overcome in future meetings.

There is no question that it is going to be a difficult problem to solve, as the NCAA representatives have a great deal of difficulty in understanding how important it is to women to be assured of a meaningful role in the governance of women's sports. I think some of them are sensitive to the problem but tend to view it in terms of incorporation within the NCAA structure in some way. And their legal counsel continues to feel it is a problem whenever their organization can be accused of not taking responsibility for women's programs. (18)

### CIAW-NAIA Interactions

When the NAIA received the information sheet on the formation of the Commission on Intercollegiate Athletics for Women, in the summer of 1966, their reaction was one of support. Ley said, "The NAIA told us, 'We think women should have charge of their own programs.'" (19) Schaafsma affirmed the support given by the NAIA.

Al Duer was extremely helpful in giving us whatever materials they had available. We used the NAIA contract as a format for the CIAW contract. The eligibility forms were influenced by the NAIA forms which Duer shared with us. (25)

Duer was able to attend the AAHPER study committee which met in January of 1968 and made many suggestions with regard to the operation of the CIAW and its plans for championship events.

Bryant reflected on the relationship of the NAIA and the CIAW.

The NAIA has always had a very close relationship with the DGWS and the CIAW. They have been very cooperative, very friendly.

The NAIA did not want to get into a program of sponsoring women's athletics. They kept urging the DGWS to get into the act so they wouldn't have to. (16)

Oglesby agreed with Bryant's assessment of the relationship.

The relationship with the NAIA has been much closer than that with the NCAA. This may be because there are more AAHPER people with NAIA institutions. In smaller schools, there is more of a teaching responsibility, so the men coaches are also teachers and AAHPER members. The CIAW/AIAW was in more of the same economic position with the NAIA schools.

There has always been lots of positive support from the NAIA. There was always an exchange of letters about various aspects of the CIAW program. The NAIA always said, "Anything we can do to help you out, just let us know and we'll do it." One of the Commissioners always attended and spoke at the NAIA Athletic Directors Conference. (24)



### AIAW-NAIA Interactions

Although the NAIA was unable to attend the meeting on September 4, 1971, called by the CIAW to discuss some type of affiliation with the men's governing bodies, talks did take place between CIAW and NAIA leadership. Magnusson indicated in a CIAW report to the DGWS Executive Council in October 1971, that the NAIA was "interested in cooperating in whatever way we would see as most meaningful." (100)

On March 12, 1972, Lucille Magnusson, CIAW Chairperson, met with the Executive Committee of the NAIA to discuss the AIAW program. Magnusson reported back to the DGWS that the NAIA was "extremely interested in cooperating and helping AIAW do its job for women's intercollegiates." (101) The NAIA Executive Committee adopted a resolution at the meeting to support the AIAW in every possible way.

AIAW President Carol Gordon met with the NAIA Executive Board in March 1974. Paul Pierce, President of the NAIA, attended the Second Delegate Assembly of the AIAW, and spoke at the session on men's governing bodies. He also spoke at the AAHPER Convention in 1975, on a panel sponsored by the AIAW. On both occasions he reiterated the support of the NAIA for the AIAW as the appropriate organization to govern women's intercollegiate athletics.

On February 24, 1975, the Executive Secretary of the NAIA, Al Duer, sent a letter to the Presidents of NAIA institutions in which he reviewed the close relationship of the NAIA with the AAHPER and the AIAW, and presented the sports programs made available by the AIAW. He then recommended that NAIA

member institutions join the AIAW.

The NAIA Executive Committee has officially approved our full support of the AIAW program of events and strongly recommends that NAIA member institutions which sponsor sports for women take membership in this educationally sound women's intercollegiate athletics program. (121)

Gordon offered the following as a possible explanation for the NAIA supportive position:

Historically, the NAIA has voted with AAHPER on most issues on the international committees. Therefore, they have traditionally aligned themselves with the AIAW philosophy of competition. (18)

A possible change in NAIA support in the future was suggested by Gordon:

Although the NAIA has stressed that they would not move into the question of women's programs, there seems to be more indication now that they will be governed by what the NCAA does. They would feel that they were threatened if NCAA established women's programs. (18)

#### CIAW-NJCAA Interactions

The AAHPER study committee on long-range planning and financing of the CIAW was to have included George Killian, the Executive Director of the NJCAA. However, he was unable to attend the meeting.

In a telephone conversation between Killian, Lucille Magnusson and Rachel Bryant which took place on November 18, 1970, Killian indicated that the Executive Committee of the NJCAA had prepared a resolution which would prevent women from participating on men's teams in NJCAA events. Killian also offered to publish an article on the CIAW and its eligibility regulations in the junior college magazine. (88)

### AIAW-NJCAA Interactions

When George Killian received information on the proposal for the AIAW, he returned the reaction sheet to the DGWS. His responses on the reaction sheet indicated that the proposal was satisfactory from the NJCAA viewpoint. (89)

The NJCAA did attend the meeting in September 1971, to consider some type of affiliation between the AIAW and the men's organizations. When the NCAA attorney, George Gangwere, presented the NCAA proposal for affiliation, which included the necessity of joining the NCAA, Killian responded that the NJCAA could not agree to that provision. There was no interest on the part of NJCAA institutions in becoming members of the NCAA, in Killian's opinion. However, Magnusson reported to the DGWS Executive Council that the NJCAA Executive Committee would discuss the question of affiliate membership with the AIAW during the fall of 1971. (100)

In the spring of 1972, Magnusson again reported that Killian was concerned about the lack of visibility for junior colleges within the AIAW. He expressed the opinion that the women in junior colleges wanted and needed their own programs. (101) Oglesby stated, "The NJCAA was neither positive nor negative toward the AIAW up to the time they started to offer their own program." (24)

When the Executive Board of the AIAW met in December 1972, Kaye McDonald, the Junior College representative on the Board, alerted the Board to the possibility that the NJCAA might initiate sponsorship of women's championships within the NJCAA. At the evening's open discussion, the special problems of junior colleges were discussed. It appeared that AIAW needed to publicize

better how the junior college fit within the AIAW program. It was also suggested that AIAW might wish to offer separate championships for junior and community colleges before the NJCAA did. The possibility of expanding the AIAW championships was seen as an effective method of encouraging more junior and community colleges to join the AIAW. As a result of the discussions, the AIAW voted to establish a JC/CC Invitational Basketball Championship for March 1973, and formed JC/CC sport committees to secure sites for championships in volleyball, basketball and golf in 1973-74. (70) In May, the Executive Board established a position of JC/CC Commissioner of National Championships. (71) "The relationship of the AIAW with the NJCAA was different from that with the NCAA and the NAIA," commented Gordon.

At the time that the problems with the NCAA started, we were already meeting with the NJCAA through our JC representative, Kaye McDonald. She was serving on a pilot committee on women's programs with the NJCAA. She served as a sort of liaison person with the AIAW Executive Board and the NJCAA. (18)

Kaye McDonald attended a meeting of the NJCAA's Special Committee on Women's Sports, on January 12-14, 1974. A proposal was developed for the initiation of a women's division within the NJCAA. Institutions wishing to join the women's division would not have to join the men's division. McDonald reported to the AIAW Executive Board that Killian was concerned about the possibility of the NCAA taking over the AIAW, leaving the junior college members of the AIAW as a junior college division of the NCAA. Killian also voiced concern about the AIAW's lack of autonomy within the AAHPER. (137) McDonald wrote to the voting representatives of JC/CC institutions holding AIAW membership, informing

them of the January meeting. In February 1974, McDonald and Gordon sent a communication to all women physical educators and coaches in junior and community colleges, describing the purposes of the AIAW and requesting support for the AIAW as the only governing body for women's intercollegiate athletics. (125)

At the May 1974 AIAW Board meeting, a separate division for junior and community colleges was established within the AIAW. (73)

In August 1974, one of the regional directors of the NJCAA wrote to Elizabeth Murphy, Women's Athletic Director at the University of Georgia, outlining the NJCAA's position with regard to the junior college women's program.

The NJCAA is encouraging all women who are associated with junior college athletics to organize and participate as a junior college entity in competition with those on an equal level. As the AIAW is essentially a senior institution controlled organization, junior college women are now offered an identity never before recognized.

. . . AIAW has provided a great service for junior college athletics for women but junior college administrators prefer that the women in their employ belong, first, to the NJCAA. . . .

I am not sure of the legal implications of allowing women's athletics to belong to a senior college "outfit" since junior college men cannot belong to the NCAA or NAIA. (147)

Oglesby reviewed the role the AIAW played in developing women's programs at the junior college level.

To some degree, the AIAW has been cooperative with the NJCAA in putting their program together. AIAW encouraged JC/CC development within the AIAW because of doubts that the NJCAA would give women an equitable shake in the NJCAA program. (24)

When the AIAW and the NCAA held their joint meeting in October 1974, George Killian attended the meeting. Killian described the plan of the NJCAA to begin championships for women in three sports during the 1974-75 year. The governing structure would be expanded to include equal vote and representation

for women as regional directors of the NJCAA. The composition of the games committees would reflect the sex of the participants. (104)

Killian attended the AIAW Delegate Assembly in January 1975 and discussed the plan for implementing a women's division within the NJCAA. Considerable confusion resulted from Killian's presentation, which prompted President Leotus Morrison to write to Killian in an attempt to clarify the situation for the JC/CC institutions which were AIAW members. Morrison pointed out that Killian had stated that the NJCAA was committed to self-determination for women, while at the same time the NJCAA program for women was already established by the decision of men. She questioned the intention of the NJCAA whether they would allow women to determine if a program under the auspices of the NJCAA was necessary or whether women's program needs could best be met through the AIAW. (138)

The Delegate Assembly of the AIAW acted to expand the Executive Board to include nine JC/CC regional representatives. Those additional representatives attended the AIAW Executive Board meeting immediately following the Delegate Assembly. (68)

The NJCAA followed through with its plan to hold championships for women. Championships were held in volleyball, basketball and tennis in 1974-75.

## Summary

From the inception of the CIAW, the actions of the NCAA have had a major influence in determining the direction the governance of women's intercollegiate athletics took. Although the NCAA did not take an active role in providing opportunities for women by developing athletic programs, their attention to women had an indirect effect. At the time that the NCAA limited its championships to male student athletes in 1965, the DGWS was in the midst of its emphasis on developing opportunities for the highly skilled woman athlete. The NCAA limitation made the push for the development of women's programs more critical, as it was necessary to have a program in which the skilled woman could participate.

Although the CIAW was proposed and approved in 1966, the announcement of the formation of a special committee on women's athletics by the NCAA spurred the CIAW and DGWS into announcing a schedule of national championship events for women. The CIAW wanted to ensure that they would be the first governing body for women's intercollegiate athletics.

The rules and regulations affecting the eligibility of women student athletes have undergone changes over the nine years of a more formalized women's program. Many of these changes have resulted from pressures on local campuses to equalize the rules affecting women and men athletes. Certainly the change in the scholarship statement was forced upon the AIAW and DGWS, not because of a philosophical change, but because of the legal necessity to provide the same opportunities for women as for men. The fact that all three of the

men's governing bodies had provisions for awarding athletic scholarships made it extremely difficult for the AIAW to prohibit membership to those institutions who awarded athletic scholarships to their women students.

The proposal presented by the NCAA in January 1975, gave greater visibility to the AIAW. Such furor was raised by both NCAA delegates and the AIAW that a great deal of publicity was gained by the AIAW. The proposal subsequently developed by the NCAA in April resulted in additional publicity for the AIAW.

NAIA's constant support and help to the CIAW and the AIAW strengthened the resolve by the women to establish a governing body for women's intercollegiate athletics. Many of the forms used for championship events were influenced by the forms used by the NAIA. Ideas for running championship events were freely shared by the NAIA.

Although the NJCAA did not show direct support or opposition to the CIAW or the AIAW, the development of women's programs at the junior college level was a constant concern for both the Commission and the Association. This concern was exemplified by the initial inclusion of a representative for junior colleges on the Executive Board of the AIAW. The early addition of a Commissioner for JC/CC National Championships and the development of separate championships for junior and community colleges was a reaction to the potential development of a women's division by the NJCAA. Expansion of the scope of the JC/CC championships and the addition of regional junior college representatives to the Executive Board took place after the announcement of NJCAA championships



for women.

It is interesting to note the success enjoyed by the AIAW in maintaining control of the women's intercollegiate athletic program. Membership of four year colleges has shown a steady increase; membership of junior colleges and community colleges has shown a similar increase. Despite the NJCAA's efforts to establish its own program, membership among junior/community colleges has grown from twenty-nine in 1972-73, to 112 in 1975-76. The NCAA has been temporarily rebuffed by its membership from establishing a women's program.

It is significant that women have continued to maintain control of their own programs despite attempts by the NCAA to implement a women's program. The NAIA continues to support the AIAW as the appropriate organization to govern women's intercollegiate athletics. The NJCAA, while establishing a women's division, has guaranteed equal representation for women and given women the control over the women's program within the NJCAA.

#### PHILOSOPHICAL ATTITUDES TOWARD COMPETITION AFFECTING THE GOVERNING BODIES OF WOMEN'S INTERCOLLEGIATE ATHLETICS

The Standards in Athletics for Girls and Women and Desirable Practices in Athletics for Girls and Women designed the pattern for women physical educators, particularly those at the college level, with regard to competition and intercollegiate athletics. These publications were widely read and accepted by professional women concerned with sport as recommended guidelines to be followed. Although these two publications were published through the DGWS, the NAPECW supported their recommendations and policies. As a matter of fact,

many of the leaders and members of the two organizations were the same people. Consequently, most women teaching in women's physical education programs at the college level were imbued with the DGWS philosophy.

The NJCESCW, as a tripartite organization, was implementing the policies of the DGWS into practice. The CIAW, as an arm of the DGWS, was bound to follow the DGWS policies. The AIAW, an autonomous institutional membership organization, was a substructure of the DGWS and obligated by agreement at the time of the formation of the AIAW, and later in the Constitution, to abide by the philosophy and standards of the DGWS.

The beliefs of the DGWS with regard to competition and athletic programs were so pervasive that it was possible for the early intercollegiate programs for women to operate on the basis of good faith and trust among women administrators and coaches. McCann said:

Everyone trusted everyone else, and it seemed that everyone lived up to that trust. My impression was that everyone lived up to the philosophy and policies of DGWS that we all believed in. We respected each other. People lived up to the ethics of sport. (21)

McCann (21) and Ley (19) both suggested that the atmosphere of trust associated with women's intercollegiate athletics led to the rather informal and loose organizational pattern employed in governing women's intercollegiate athletics. The NJCESCW did not have stringent rules and regulations for participation, but rather recommended guidelines and help in planning extramural events. The CIAW, while applying eligibility rules to national championships and sanctioned events, encouraged the development of organizations at the local level and expected them to establish policies. Ley stated, "There weren't too

many rules because there was a feeling of trust. We just didn't feel it was necessary to have too many rules." (19) Schaafsma expressed the idea that emphasis on local autonomy in determining policies for intercollegiate athletics was a result of the good faith and trust within which women's athletic programs had traditionally operated.

In the early years of the CIAW, there were no protests of eligibility because of the concept of trust and the integrity of the other parties. (25)

The CIAW, in its statement on "Eligibility--Procedures for Verification, Protest and Appeal," indicated that the eligibility affidavit would be honored once it was signed.

It appears that some of this "good faith and trust" has disappeared from the current women's intercollegiate program. The AIAW established a standing committee on Ethics and Eligibility. Each year has seen an increase in the amount of time spent on eligibility problems, and an expansion in the rules and regulations regarding all aspects of eligibility. In 1974, the AIAW developed a Code of Ethics which suggested ethical conduct for coaches, players, administrators, officials and spectators. In 1975, the Executive Board required that athletic directors and coaches indicate on the affidavit of eligibility that they had read and subscribed to the AIAW Code of Ethics.

The emphasis on local autonomy has also been changed by the AIAW. In May 1974, the Executive Board voted "that the concept of controls and regulations of intercollegiate athletics should lie at the national level rather than at the local level." (73) The restructuring proposal presented to the Delegate Assembly in 1976 had as its basic philosophy, institutional autonomy,

self-determination and local autonomy in establishing policies. The delegates defeated the proposal, indicating a preference for national rather than local control.

The basic tenet of the DGWS philosophy regarding competition was the belief that "the results of competition should be judged in terms of benefits to the participants rather than by winning championships, or the athletic or commercial advantage to schools or organizations." (10) This belief, coupled with the belief that "participation in sports competition is the privilege of all. . . ." (10) influenced the NJCESCW, the CIAW and the AIAW significantly. The latter belief was characterized by the DGWS slogan, "A sport for every girl and every girl in a sport."

These beliefs were manifested by a policy of open entry into championship events. Entry into the golf championship was unlimited. Virtually every woman who wanted to play in the tournament could do so. The pattern of unlimited entry into championship events carried over to the CIAW. Schaafsma reported:

We wanted to give everyone a chance to play. There were no limitations on entries on the basis of talent.

The number of teams in the team sport championships reflected this. Volleyball started with thirty-two teams; basketball with sixteen. (25)

Oglesby mentioned the unlimited entry policy:

More people were accepted in the championship events than would have been ideal for the events. This was because we were trying to give opportunity to as many women students as possible.

Some adjustments were made in the events to accommodate the large numbers attending. Gymnastics had so many entries that different levels were established. Volleyball incorporated pool play into their tournament as an attempt to have teams stay in the event as long as possible.

The development of different levels of championships by the AIAW, that is the separate JC/CC and small college championships, was to provide more schools the opportunity to participate in national championships. (24)

The limited dues to belong to the AIAW (initially \$75.00 for active membership) and the low entry fee for championship events were other examples cited by Oglesby of efforts to have as many students and institutions as possible participate in the program sponsored by the AIAW. (24)

The push for regional and local development by the CIAW was an effort to expand opportunities for college women to participate in a higher level program. Magnusson expressed the CIAW's concern for expanding opportunities:

Opportunities were offered at the regional and national championships for anyone who wanted to come. There were considerations in the early days for some type of qualification for entry into championships; there was much discussion, much feeling and difference of opinion.

It was necessary to balance between the "you all come" policy and the disservice to those who really were not ready for that high level competition. Many participants did not have the skill in the early meets, but they did not know that. (20)

As regional development under the CIAW took place, some type of qualification for entry into national championships was indicated. All AIAW championships now have some type of qualification system for entry into the event. However, each region may have representatives in a championship event despite the entrant's skill level. Oglesby explained that this was another example of attempting to maximize opportunities for participation.

The educational value of sport participation was also carried out in the decisions about who may go to championships. Slots were given to regions even when it was known that the sport was not developed in that region to any great extent. (24)

One of the reasons for the philosophical stand against the practice of awarding athletic scholarships for women was the belief that the intercollegiate athletic program for women should be a part of the educational program of a college or university. CIAW voiced opposition to athletic scholarships because:

The athletic program is to provide the best possible competitive experiences for the girl who wants a college education rather than to provide a program in which the primary purpose is to compete. Providing financial assistance solely on the basis of athletic performance is undesirable because it leads to: (1) individuals bargaining for advantages, (2) putting a price on playing rather than playing for the pleasure derived from it, (3) a morale problem among players, (4) pressures on the program, (5) inequality of play and (6) it encourages individuals to try to sell their talents. (83)

Ley (19) mentioned that one of the undesirable effects of awarding athletic scholarships was that it discouraged "walk ons," or people who wanted to play for the fun of it. Oglesby concurred with Ley's evaluation and added that "The anti-scholarship stand reflected the amateur sport ethic of playing for the love of playing without being paid to play." (24) A straw vote taken at the Delegate Assembly in 1973 on the question of awarding of athletic scholarships indicated that a majority of the delegates were opposed to the practice and would prefer to not award scholarships.

Recruitment of women athletes was frowned upon. There was a desire to avoid the problems associated with the men's intercollegiate program. There was a strong feeling that students should select attendance at an institution for reasons other than the quality of the athletic teams. The AIAW Position Paper on Intercollegiate Athletics for Women, approved in 1974, included the following statement: ". . . students should be free to choose the institution on the basis of

curriculum and program." (8:1974-75:32) Recruitment of student athletes has been severely limited by the AIAW regulations. The 1976 Delegate Assembly reaffirmed the regulation that:

Active recruitment of prospective student athletes may not include a member of the university or its delegate being paid or given release time for the purpose of athletic recruitment. (8:1975-76:32)

The award system established by the CIAW and the AIAW was also influenced by the philosophy of the DGWS. Awards were to be "inexpensive tokens of the symbolic type," according to the Guidelines developed in 1965. (11) This policy, implemented by the CIAW, resulted in the development of plaques to be awarded to winning teams. Schaafsma (25) related that there was disapproval and disappointment over the awards given at national championships. The CIAW attempted to give more impressive awards, but they were not completely successful because of the prevailing attitude that awards should be insignificant. The AIAW has progressively improved the quality of the awards presented for championship events, although dissatisfaction is still being expressed by many of the participating institutions. The system of awards is being constantly evaluated by the AIAW. Oglesby advised:

The CIAW and the AIAW tried to not make a great distinction between the winners of the tournaments and the lowest team. Importance was placed on participation in the tournament. All-tournament events were encouraged, with no special things /sic/ for the winners.

This also carried over into the consistent refusal to name tournament all-stars. That refusal was not an easy stance to maintain because of pressure from many different sources. But, there certainly was a feeling to try to minimize the stars.

The "star system" ties in with athletics as entertainment. The DGWS philosophy has certainly been opposed to that. In educational sport, big distinctions are not made in the treatment of people based on their contributions to the team. (24)

The possibility of identifying All-American and/or All-Tournament athletes was discussed at the 1975 Delegate Assembly. A straw vote was taken to determine the attitude toward designating players in this manner, and opposition was indicated to the practice. (68) The matter came up again at the May 1975 Executive Board meeting. The decision was made to refer the concept to the 1976 Delegate Assembly. During the 1976 Delegate Assembly, the concept was again discussed. A motion to recognize "all tournament" athletes at the AIAW championships was defeated. However, the concept of recognizing "All American AIAW or All Championship AIAW athletes" was approved. (69)

As an adjunct to the idea of the program being for the benefit of the participant, student involvement in many aspects of the policy and decision making process was advocated by the DGWS. One of the parent organizations of the NJCESCW was the Athletic Federation of College Women (AFCW), a student organization. One student representative was always a member of the NJCESCW. (See Appendix C.) There were student representatives on the Tripartite Sports Committees which operated under the NJCESCW.

The practice of including students in decision making roles was not continued by the CIAW, and concern was often expressed about the lack of student input. The golf committee of the CIAW did make provision for student representation in its membership. Many of the national championships sponsored by the CIAW had a student acting as Co-Director of the championship, although this practice was not mandated by CIAW policies.



The AIAW made provision for student representation at all levels at the 1976 Delegate Assembly. (69) A student will be elected to membership on the AIAW Executive Board. Students will be represented on all of the AIAW sports committees. The Appeals Board will have a student member. Students in these positions will have full voting rights.

The beliefs of the DGWS with regard to the educational aspects of competition, first proposed in 1937 in the Standards monograph, have been a continual influence on the governing bodies for women's intercollegiate athletics. There has been some erosion in the trust and faith of people associated with women's intercollegiate athletics. This is best exemplified by the increase in the rules and regulations and the loss of local autonomy. Although qualification is now necessary for entry into national championships, the development of regional tournaments has been effective in providing opportunities for participation for many women. Despite a change in the policy of awarding athletic scholarships, it is questionable whether the change is a philosophical change. Awards at championship events continue to be of minimal value. The DGWS belief that athletics is an educational experience, with the focus on the student participant, continues to be a strong influence on the AIAW.

## CHAPTER IV

### IMPLICATIONS FOR THE FUTURE

Through the examination of the development of governing bodies for women's intercollegiate athletics and the critical issues that influenced those governing bodies, the present form of the AIAW was identified. The largest governing body for women's intercollegiate athletics, the AIAW, exists in the present and anticipates existing in the future. The form of its future existence is still to be determined.

Before suggesting possible alternatives for the future of the AIAW, the alternatives available to those forming the AIAW in the past will be examined. Viewing events in the past in light of present conditions and criteria can be dangerous. However, some of the danger is lessened by keeping in mind the conditions prevailing at the time of the formation of the CIAW. Women's intercollegiate athletics were in the very early stages of development; very few local organizations or conferences existed; women administrators did not have a vast experience on which to draw in making program decisions with regard to intercollegiate competition; resistance to the promotion of women's intercollegiate athletics was prevalent (a residue of the misinterpretation of the DGWS philosophy regarding competition); women in physical education and athletics were uncertain as to how society might view an increase in opportunities for women's intercollegiate athletic programs.

Those women associated with the initiation of the CIAW indicated that the process of the formation of a governing body probably could not have been any different than what actually happened. McCue reported:

The formation of the CIAW was an orderly, logical procedure. I don't believe it could have come much sooner because people would not have seen the need for it. It also would not have been supported from a financial point. (22)

Bryant evaluated the conditions at the time and stated:

I don't know that it could have been done differently. It certainly got things going at the time. There was practically no pattern in most parts of the country from which to develop anything from an initial seed or nucleus. Few colleges had programs which allowed participation in a conference with across-the-board activities. The pattern at the time was that good programs existed in certain sports at certain institutions. We anticipated a need for flexibility in the amount of participation and the type and level of participation. This was a unique development, not like the other governing bodies.

If this were to be done again, somebody would have to come to the same decision. I don't think the development could possibly have come out any other way. Patterns were developing which were improving the leadership techniques and the coaching skills, but not the athletic administration. There was a great void in the know-how. (16)

McGill voiced a similar opinion:

If we had known more then, we would have been able to move more rapidly and efficiently. But, we knew nothing about intercollegiate athletics on a national scale. It was completely virgin territory. Everything that we did was experimental, and that takes time.

Honestly, we put out as concentrated an effort in this as could be made at that time. We just weren't very well informed. (23)

Ulrich added, "We were working from the basis of all the wisdom we had." (27)

Magnusson stated, "We can say it would have been nice if things could have been done differently, but how, I don't know." (20)

Discussion of issues in which a different course of action might have been taken elicited several possibilities: interactions with men responsible for

the governance of existing intercollegiate programs, development of alternative attitudes toward athletic scholarships and recruitment, early decisions not to develop an institutional membership organization and elect representatives, dependence on the support of the NAPECW, and lack of definition of a different model for intercollegiate athletics.

Magnusson suggested that the interactions with men might have been approached in a different manner.

There could have been more communication with the men during the CIAW operation. We could have been more forward looking to the fact that if the thing /sic/ was going to go it needed to be a joint effort instead of an independent effort.

All along the way, we have operated out of fear of the men's governing organizations. We recognized that they had the money; that they could have done almost anything they wanted to do. We settled on keeping them from doing it, whether it was postponing the inevitable or not. (20)

While discussing the interactions with men in the governing associations and the AAHPER, Ulrich declared:

With what I know now, I would certainly have found out more about the NCAA, the NAIA and the NJCAA than any of us knew. We should have gone to their meetings and had a chance to interact with the men.

We needed to interact with those men who were a real part of the athletic picture, not those who were disillusioned with men's athletics. We needed to talk to them and have them talk to us. We should have told them to tell us what it was really like, not just what we wanted to hear.

We women were so anxious to prove that we could do a good job without asking questions. We also should have forced the men to learn more about the women's athletic program. (27)

The issue of athletic scholarships and recruitment might have been approached differently, according to Magnusson. "We could have looked at scholarships more realistically rather than reacting to recruiting." (20) Ley also suggested that a different approach might have been utilized on the issue of

scholarships.

We should have attempted to find another pattern for athletic scholarships. We should have found out about other talent scholarships which were awarded by colleges and universities.

The time spent on describing, defining and establishing policies for awarding athletic scholarships created difficulties. It did us no good and it is still a cross to bear. (19)

Schaafsma (25) suggested that the earlier implementation of a representative governing group might have been possible. Bryant related the considerations made with regard to elected representatives:

It would have been better if there had been an election procedure, but somebody had to be appointed to get the thing going. It was not known what the needs for officers would be, so that was why they were appointed. We needed people to handle the positions who had the knowledge and the background, the scope of the efforts and the plans that had been envisioned, and the time to give to the endeavor. (16)

Institutional membership in the CIAW had been considered from the very beginning. Membership was discussed at the January 1966 meeting which resulted in the proposal for the formation of the Commission. It was discussed again at the time the AAHPER study committee met to consider long-range planning and financing of the CIAW. Bryant recalled the discussions which took place with regard to membership.

In the very beginning of the CIAW, there was talk of a membership organization. It wasn't pursued because some people thought it was too much of an imitation of the men's program. People also felt that women's programs couldn't afford a membership fee.

A membership commitment was gained by simply saying, "We are willing to support the concept of the CIAW." It was a voluntary agreement to comply with the guidelines and policies. It was hoped that if anyone got out of line, neighbors would refuse to play until the practices were changed. It was a self-policing type of idea. (16)

The manner in which the CIAW was developed and the way in which choices of action were determined was affected to a large degree by the necessity of maintaining support from the NAPECW. Magnusson mentioned the possibility that such considerations might not have been the most effective course to follow.

Maybe we should not have been concerned with "pleasing" the NAPECW. We needed their understanding but they acted like they didn't know and weren't informed about what was going on.

Out of necessity, in many cases, the Commission's actions were more conservative than many individuals would have wanted them to be. The Commissioners were so concerned about the value of what they were working with and the desire to see it go, that it was necessary to make the actions palatable to a large group of "anti-Commission" people. We took compromise-type actions that moved us off dead-center but didn't get us so far out on the limb that it was going to break. Those factors were a strong consideration all the way through because in many respects we were operating on thin ice. And yet, everyone was really committed to the good of what was going on. (20)

Magnusson indicated regret over the fact that the model for women's intercollegiate athletics was never sufficiently clarified.

We verbalized a different model, but we never really defined what it was or what it might be. We said we didn't want to be "this"; but we didn't clearly identify what we did want to be. To say we want to be different does not say in fact, what we want to be.

We spent hours on details rather than conceptualizing and dealing with the model. It seemed we were continually playing a game of "catch up" and almost never playing the game of "where do we want to be?" or "how do we get there?" We dealt with the model in a patch work sense. (20)

Ulrich stated in summarizing the development of a governance structure for women:

Considering all of the problems, all of the assets and liabilities, what was done was fairly good. It had more positive overtones than negative ones. It certainly evidenced concern, dedication, hard work and good thinking over a long period of time. It also evidenced a growing conviction

(although never articulated) that women themselves were evolving on a scene that was of much greater significance than whether women played basketball in Madison Square Garden. I'm not certain any one of us could have said that at the time because I'm not sure that we knew it. (27)

Many of the alternatives available, but not taken, have since been selected. The need for institutional membership was responsible for the formation of the AIAW. With the development of regional structures promoted by the CIAW through the NAPECW districts, adequate strength was gained for continuation of a regional program. The policy on scholarships and recruitment was revised after legal action. The areas in which past actions or inactions have the greatest impact on considerations for the future are the inability to clearly define an educational model for women's intercollegiate athletics and the inability to come to some type of resolution with the men's governing bodies. It is essential that these issues receive major consideration in the immediate future. Due to current legislative and legal forces, these two issues have become intertwined.

Legislative actions mandated that women and men must be treated in essentially the same manner by an educational institution. Title IX of the Education Amendments Act of 1972 prohibits the exclusion from participation, the denial of benefits to any student or discrimination based on sex in any educational institution that receives any federal assistance. Title IX effectively prohibits different eligibility rules and regulations for women and men participating in athletics. The AIAW has been involved in one suit, Kellmeyer et al. v. NEA et al., which was brought under the equal protection clause of the Fourteenth Amendment. The young women brought suit because the AIAW prevented their

participation in AIAW championships by denying membership to the institutions that they attended because of the institutional policy of awarding athletic scholarships to women. Although the suit was dismissed because the policy on scholarships was changed, the legal opinions solicited at the time by the AIAW indicated that the AIAW was denying equal rights to women when men at the member institutions were allowed to be the recipients of athletic scholarships.

Legal decisions reached through court action will have an influence on the future of the AIAW. A number of suits have been brought in federal courts to prevent females in high schools from being denied the opportunity to participate on male high school teams. The courts have upheld claims of denial of equal protection when no programs existed for girls. Those decisions have forced high schools to provide girls the opportunity to participate on mixed teams in non-contact sports when no girls' program exists. Gilpin (151), Morris (153), Haas (152), Brenden (150) and Reed (154) have all substantiated the fact that state high school athletic associations are acting as "the state" and therefore women and men cannot be treated differently in an activity provided by the state.

At the time that legal counsel for the AIAW and the NCAA conferred in October 1975, agreement was reached that both the AIAW and the NCAA constituted "the state"; that institutions holding membership in both associations would not be violating the law; and that there was the potential for legal difficulty when the rules and regulations of the associations prevented women and men from being treated in the same manner. The NCAA legal counsel have continued to hold the belief that equal opportunity for women can only be achieved through the



NCAA. However, the AIAW legal counsel rejects that opinion. Only by court actions will a determination be made as to the legality of separate governing bodies for women's athletics and men's athletics.

The lack of a clearly defined model as espoused by AIAW, combined with the legislative and legal forces affecting intercollegiate athletics, compounded the difficulties in dealing with the men's governing structures. Gordon suggested that the membership of the AIAW must decide whether there will be a different model.

One of the present dangers to the AIAW is the apparent lack of commitment to a women's model of athletics. The actions of the AIAW and the women associated with intercollegiate athletics do not always show that we want something different. Sometimes it appears that we're headed pell mell for all of the things we said we didn't want.

The AIAW Executive Board is not sure how women feel. It is hard to judge whether the Executive Board really represents the membership.

We must come to grips with the future directions of AIAW. (18)

Ley voiced similar concerns for the lack of direction in AIAW actions.

The fact that AIAW does not have a well-established, well-supported single point of view means that they are vulnerable to being pulled apart. There are various ways of winning individuals over to your side. Those women who have scrounged for funds can be won over by adding some money, they can be had with prestige; others can be won over with just politeness and courtesy. I don't think we have a commitment to a single program, to a program with a single direction, that protects us from being pulled apart. (19)

The lack of an identified model for intercollegiate competition to which women can make a commitment makes the AIAW more vulnerable to pressures exerted by the NCAA. Gordon said, "The NCAA is simply offering women some control within their model."

There was a small response to all of the AIAW materials last year; a large majority of schools who didn't make any effort or were unsuccessful in their efforts to get their institutions to respond to the NCAA proposal. It could be assumed that the AIAW voting representatives are not that committed to the AIAW structure or that the representatives do not hold positions of power in their own university structure so they could not exert much influence to respond to the NCAA report.

The NCAA did not do a follow-up to their questionnaire, which they usually do, because they said that AIAW had done five mailings to the university presidents urging them to respond. With that much pressure exerted, when institutions did not respond, the NCAA felt it was to their advantage. (18)

The major concern expressed by the AIAW during 1975 in its conversations with the men's governing bodies was that of achieving a meaningful role for women in the governance structure. This concern is not identical to the concern for a different model, unless the different model that the CIAW and the AIAW were espousing was a model that only provided women control over women's programs. However, it is apparent that the different model referred to constantly by the CIAW and the AIAW embodied ideas of the place of athletics in educational institutions. The AIAW must determine which model it prefers, because the model selected will determine the future direction of the AIAW.

At least three other factors will influence the future governance of women's intercollegiate athletics. These factors include decisions made by chief executive officers of colleges and universities, financial aspects of higher education, and trends existing in society.

The presidents of member institutions will play a part in determining what an institution does with its athletic program. Gordon suggested that presidents may not want two separate governance structures for intercollegiate

athletics:

Many presidents do not feel a need or see any reason for two organizations to exist. They have traditionally worked with the NCAA structure and they are familiar with it. It is a matter of convenience and personal commitment in seeing the NCAA as the logical structure if only one is to result. (18)

Magnusson also expressed doubt as to the attitude of college presidents with regard to two governing structures. "It is highly improbable that most presidents are going to want to deal with two groups with different rules." (20)

A second factor to be considered is the current financial situation in higher education. Gordon stated that for economic reasons, college and university presidents are examining the role of two administrative bodies.

Because of the financial difficulty that most institutions of higher education are facing, it is almost inevitable that the presidents are looking with skepticism at what they may view as a duplication of expenditures.

Some schools are faced with the expense of sending the women's teams to national championships. They don't understand why they have to pay for the women when the men's teams that qualify for a championship have their way paid. (18)

Societal trends are a third factor that will influence governing bodies in the future. These trends are causing women and men to work together in determining the quality of life for all people. The feminist movement evinces a concern for humans, not just women. Ley projected:

With the emphasis on equal opportunities and Title IX, there is a need to have organizations that are together, not separate. There is a need for a "peoples" sport organization. (19)

If the AIAW determines that the model of women controlling women's intercollegiate athletics is preferred, accommodations will, in all probability, be made within the existing structures of the men's governing bodies. A separate

division for women could be established easily within the NCAA and the NAIA if that is the desire of women. This has already taken place within the NJCAA.

Rules and regulations of the association would apply to all student athletes within an institution. Presidents would have only one association with which to deal.

Differential financing patterns would be eliminated and dues would be paid to only one association. Oglesby declared:

The AIAW ought to have almost continually available a set of its minimum requirements for merger with the men's organizations. This minimum list would demand equality, equal representation. That would be a minimum. In that sense, the AIAW cannot be perceived as being unwilling to consider merger. (We) shouldn't sell out for anything less than a system that is going to make it possible or more possible that (our) ethic of sport is going to be the dominant ethic. There has to be a readiness to talk about merger. (24)

If the AIAW commitment is to be a truly different model for athletics, the model must be identified and named. Because of current societal pressures, the new model would have to appeal to both women and men. Magnusson suggested:

The best thing to do would be to wipe the whole slate clean and start over. We should attempt to build a viable structure for intercollegiate athletics for students. The concern should be for students, not just for women.

The group could be called by any name. It would be necessary for people to lose their vested interests, all of their personal ego-trip ideas and get down to what to do for students that deserve to participate in a program for the highly skilled athlete. Minimum policies would need to be set that would ensure that the competitive experience was as good as possible. We would need to identify what needed to be done to protect the student athlete. The main concern should be with determining what the student should have in order to be able to participate in the athletic program. (20)

Ley discussed an alternate model for athletics:

I'd like us to get back where we use athletics as a tool for students to learn about themselves, to understand their own capabilities, and to help them to learn to behave in an acceptable manner. If athletics don't serve that purpose, then I don't think schools needs to have an athletic program.

The emphasis on business and entertainment needs to be taken out. (19)

Schaafsma mentioned:

In viewing athletics as a part of higher education, we must keep our priorities straight. Participation is the number one purpose of an athletic program. Visibility, developing financial resources, power and control are secondary. We must not lose this perspective. We must keep our priorities ordered. Any program offered would have to be within the scope of the objectives of the entire athletic program. (25)

In her President's report to the AIAW Delegate Assembly, Mabry advised:

. . . we must take a good look at programs of athletics and determine what is sound educationally for both men and women students, and draw the line. We should consider an educational program, as opposed to an entertainment business venture in which profit and status are the goals. Educators themselves must draw this line, and the line will not be easily set between men and women, in light of Title IX, and the implications of equal opportunity. (46)

#### A MODEL FOR INTERCOLLEGIATE ATHLETICS

A new model for intercollegiate athletics should be developed. These criteria must be considered in developing such a model. The purposes of the athletic program must be its educational value to the student participant. All of the objectives of the program must relate to the student athlete. The scope of the program should be determined by the nature, needs and interests of students. Emphasis must be on the development of the fullest potential of an athlete, both with regard to physical skills and knowledge of self. Student athletes must be subject to the same institutional rules and regulations as any other student. No

restrictions should be placed on the methods utilized to further an athlete's development.

Educational institutions should be in charge of regulating the athletic program with minimum interference from an outside governing agency. The only rules necessary would be to equalize competition and guarantee the safety and health of the student athlete. The department responsible for the athletic program must have the same administrative lines of communication and responsibility as any other department. Funding for the athletic program must be the same as funding for other educational programs offered by the institution. Evaluation of coaches and administrators should be based on the effectiveness of meeting the objectives of the student-oriented program.

Those institutions adopting an educational model for their athletic program could join together to form an association which might provide a governance structure for educational athletics. A skeleton proposal for the formation of the "Association for Collegiate Athletics," a possible governing structure for educational athletics, has been sketched out. (See Appendix E.) The plan acknowledges the influence of the proposal presented to the AAHPER for the formation of the AIAW (65), and the report of the restructuring committee presented to the AIAW Executive Board in May 1975. (76) It is obvious that the skeleton proposal would need more intense study and expanded attention to specific details. Such elements as continuity of leadership, governance interaction, financial procedures and staff responsibilities have not been considered.

The advantage of the plan is that it focuses on the student athlete; it ensures the same treatment for athletes as other students; it guarantees institutional autonomy; and it guarantees equity of representation. Such tenets should influence any plan which is developed.

The formation of a new association would resolve the existing difficulties for the AIAW if it chose to commit itself to educational athletics for all students, rather than committing itself to women governing women's sports. If AIAW were to adopt such a model and actively pursue its endorsement, a resolution with the men's governing associations could be reached that would meet the needs of present day society. And, finally, the CIAW-AIAW verbage regarding a different model could be reality.

Three alternatives appear to be available to the AIAW. The organization can continue as it is, a women's association controlling women's intercollegiate athletics; it can combine with the three present men's governing bodies to ensure the continuation of women controlling women's intercollegiate athletics; or a new association can be created by the AIAW which would govern intercollegiate athletics for all students participating in an educational athletic program. A new association attentive to the skeleton sketch is the recommended alternative available to the AIAW as it most fully meets the needs and demands of society and looks to the future. Consultation with the present men's associations should take place with regard to the formation of the new association and, in the interim, women can continue with the AIAW to gain experience and further knowledge about the administration of intercollegiate athletics.

## CHAPTER V

### SUMMARY AND CONCLUSIONS

The purpose of this study was to trace the conditions and circumstances which led to the formation of the AIAW and to study the beginnings of that organization. The development of semi-governance bodies for sport, the Tripartite Committee, the National Joint Committee on Extramural Sports for College Women (NJCESCW) and the Commission on Intercollegiate Athletics for Women (CIAW) were investigated to determine how such development influenced the establishment of the AIAW. Critical issues which influenced the AIAW and its precedent organizations were explored. These issues were eligibility regulations, including athletic scholarships and recruitment; national sport championships; Title IX of the Education Amendments Act of 1972; actions of men's intercollegiate sport governing bodies; and philosophical attitudes toward sport competition. A model for educational intercollegiate athletics was developed; a proposal for a future governance structure for intercollegiate athletics was presented; and three alternatives available to the AIAW for the future were identified.

#### Sub-problem 1

What were the contributing factors necessitating the development of a governance body for women's intercollegiate athletics?

a. What organizations preceded the AIAW?



The AIAW was preceded by the CIAW and the NJCESCW. The NJCESCW was initiated in June 1956, as a Tripartite Committee, with representatives appointed by the National Association for Physical Education of College Women (NAPECW), the National Section on Girls and Women's Sport (NSGWS) and the Athletic Federation of College Women (AFCW) to observe the Women's National Collegiate Golf Tournament. The report of the Tripartite Committee included a recommendation that a council be established to investigate the larger implications of extramural competition for college women. The NJCESCW was the final form which the recommendation for a council took. Membership on the NJCESCW included two representatives from each of the parent organizations. The NJCESCW functioned from 1957 to 1965. It developed policies and procedures for intercollegiate extramural events; formed tripartite sport committees to recommend specific policies and procedures for extramural events in each sport; reviewed and approved the planning of extramural events sponsored by colleges and/or universities which were on a statewide or larger geographical basis; and it gave direction, through the Tripartite Golf Committee, to the Women's National Collegiate Golf Tournament.

The CIAW was established by the Division for Girls and Women's Sports in 1966. The Commission was composed initially of three Commissioners in charge of sanctioning, in charge of mail tournaments, and a Chairperson who was also in charge of national championships. A fourth Commissioner was added in 1967 and the responsibilities were redefined. The reorganization resulted in Commissioners in Charge of Sanctioning, National Championships and Regional

Development, in addition to the Chairperson. The purposes of the CIAW were to encourage the development of governance structures at the local, state or regional levels, to hold DGWS National Championships, and to sanction closed intercollegiate events which included participation by five or more institutions. The CIAW functioned from 1967 to 1972. It promoted regional development based on the NAPECW districts; it sponsored DGWS National Championships, open to all college women who did not hold athletic scholarships, in golf, gymnastics, track and field, badminton, volleyball, swimming and diving and basketball; and it sanctioned numerous intercollegiate athletic events for women.

Institutional membership was available in the AIAW on September 1, 1971. The AIAW replaced the CIAW in June 1972.

b. What factors necessitated a change in organizational patterns?

The Women's National Collegiate Golf Tournament, which had been inaugurated in 1941, but not held during the years of World War II, had continued as an annual event from 1946. By 1955, it was becoming difficult to obtain sites for the tournament. The Tripartite Committee was appointed to observe the golf tournament and make recommendations for its future. The committee recommended that the golf tournament be continued and that a council be appointed to investigate the larger implications of extramural competition for college women. The council was appointed and eventually became the NJCESCW.

The NJCESCW functioned from 1957 to 1965. In 1964, it recommended its own dissolution and asked the NAPECW and the ARFCW to request that the DGWS assume its functions in 1965. The NJCESCW members at that time felt that

a special group for extramural events for college women was no longer necessary, that duplication between NJCESCW efforts and DGWS efforts was considerable, and that DGWS was the appropriate organization to set standards and policies and give guidance to college women's sports.

The DGWS had been emphasizing the expansion of opportunities for the highly skilled female athlete and the necessity for providing interscholastic and intercollegiate athletic competition for women during the 1960's. Consequently, it was ready to accept responsibility for the functions formerly performed by the NJCESCW.

Because there was no appropriate structure within the DGWS for the performance of the NJCESCW functions, and in recognition of the need to assume a more formal role in supplying and directing competitive opportunities for college women, the DGWS established a commission to perform the functions of sanctioning and sponsoring women's intercollegiate competition.

The CIAW functioned from 1967 to 1972. The necessity of having elected representatives rather than appointed commissioners and institutional membership to guarantee commitment to the policies under which tournaments operated brought an organizational change in 1972, with the establishment of the AIAW. The AIAW was essentially the same organization as the CIAW, although it had elected officers, and an identifiable constituency which was committed by virtue of holding membership, to the policies and regulations of the AIAW.

c. What professional groups and people initiated the development of a national governance body?

The NAPECW and the NSGWS were the professional groups that initiated the NJCESCW. The DGWS initiated the CIAW and the AIAW. The people who were members of the governing bodies are listed in Appendix B.

The NAPECW, the AFCW and the NSGWS sent representatives to observe the Women's National Collegiate Golf Tournament in 1956. Sara Staff Jernigan and Dorothy Wirthwein represented the NAPECW; Nancy Porter and June McCann represented the NSGWS; and Mary Jean Mulvaney and Joan Huesner represented the AFCW. Rachel Bryant, NSGWS Consultant, and Ellen Griffin also attended the golf tournament and the meetings of the Tripartite Committee. It was this committee which made the initial recommendation for the establishment of a council to investigate the larger implications of extramural competition for college women. All three parent organizations approved the recommendation and appointed representatives to meet and form a council. The NJCESCW was the outgrowth of the council. Formation of the NJCESCW was given initial approval by the NAPECW in 1957. It was approved by a mail vote of the AFCW in the fall of 1957. DGWS withheld approval of the formation of the NJCESCW until 1959, because it felt that the proposed organization should not be involved in offering sanction to extramural events.

When the DGWS assumed responsibility for the functions previously exercised by the NJCESCW, Phebe Scott, DGWS Chairperson, appointed a committee to make recommendations as to how the functions could best be handled. Frances McGill was appointed as Chairperson of the committee and other members were Frances Koenig, Virginia Crafts and Betty McCue. The

committee recommended that a two-day meeting be held to plan a proposal for presentation to the DGWS Executive Board. The meeting, held January 6-7, 1966, was attended by the original committee members, Celeste Ulrich, NAPECW President, and Phebe Scott. After determining that the DGWS was the appropriate organization for sanctioning intercollegiate events and that the DGWS should provide leadership for developing national championships for college women, the committee developed a proposal for a commission. After approval of the proposal by the DGWS Executive Council and the AAHPER Board of Directors in March 1966, members of the commission were appointed. Katherine Ley was named as Chairperson and in charge of national championships, Maria Sexton was appointed as Commissioner in Charge of Sanctioning, and Phebe Scott was appointed as Commissioner in Charge of Mail Tournaments.

When the CIAW announced its schedule of championships in December 1967, the NAPECW reacted with surprise and concern about the plan to expand opportunities for women in intercollegiate athletics. The NAPECW reaction posed a great threat to the success of the CIAW. However, the difficulties were resolved and the NAPECW eventually lent support to the development of regional structures which the CIAW deemed vital to its developmental program.

The possibility of becoming a membership organization with elected representatives was discussed from the inception of the CIAW. These discussions culminated in October 1969, when Rachel Bryant and Mary Rekstad, the DGWS Consultants, were directed to develop a proposal for a membership organization. The proposal for a membership organization was presented to the

DGWS Executive Council in October 1970. Approval was given to the principle of a membership organization by the DGWS at that time and by the AAHPER in December 1970. The Commission membership, from the time the proposal was developed to the time of the last Commission meeting/first AIAW meeting, included Frances McGill, Doris Soladay, Maria Sexton, Lucille Magnusson, Carole Oglesby, Frances Schaafsma and Becky Sisley.

- d. What was the role of national sport championships for women as an initiating factor?

National championships played a major role in initiating the NJCESCW and the CIAW. The need for determining the future of the Women's National Collegiate Golf Tournament led to the eventual formation of the NJCESCW. A Tripartite Committee was appointed to observe the golf tournament and make recommendations for its future in 1956. One of the recommendations of the Tripartite Committee was that a council be appointed to study the over-all problems of competition for college women. The council was appointed and recommended the establishment of the NJCESCW.

The CIAW was formed by the DGWS in recognition of the need to continue the Women's National Collegiate Golf Tournament and initiate national championships in other sports as the need arose.

#### Sub-problem 2

What critical issues have influenced the AIAW and its precedent organizations?

- a. What has the attitude been toward athletic scholarships and how has this attitude been incorporated into rules and regulations affecting participants?
- b. How have eligibility and recruitment problems affected the development and organization of sport governance for women?

After discussions of athletic scholarships, eligibility and recruitment and examination of archival materials of the CIAW and the AIAW, it became apparent that these two questions could not be separated. Formal eligibility regulations were established by the CIAW and the AIAW. Under the CIAW, regulations for eligibility were applied only to sanctioned events and DGWS National Championships. The CIAW eligibility statements were very general; i.e., amateur status, four years in one event, undergraduate standing, etc., but they did specifically prohibit women who were the recipients of athletic scholarships from participation in CIAW sanctioned events and DGWS National Championships. This position was taken because the CIAW was an arm of the DGWS and the DGWS had taken a stand against athletic scholarships. The DGWS position had been developed at the 1965 Study Conference on Competition; the men attending the conference recommended that recruitment excesses could be avoided by prohibiting athletic scholarships. Although the problems of recruitment and athletic scholarships were discussed at every CIAW meeting, the Commissioners were unable to develop regulations which they felt would be effective in preventing recruitment excesses. Therefore, they continued to prohibit college women who received athletic scholarships from participating in CIAW events.

The AIAW continued to apply all of the eligibility regulations developed by the CIAW. Institutions were eligible for membership in the AIAW only if they agreed to abide by all of the regulations in the AIAW Handbook. Consequently, those institutions who awarded athletic scholarships to women were not allowed to join the AIAW.

The policy on athletic scholarships was changed in 1973, due to a suit filed against the NEA and the AIAW. Kellmeyer et al. v. NEA et al. was an action brought on grounds of sex discrimination based on the equal protection clause of the Fourteenth Amendment and Title IX of the Education Amendments Act of 1972. Kellmeyer and two other women at three Florida colleges were denied the opportunity to participate in AIAW championships because the institutions in which they were enrolled were denied membership. Men, at each of the institutions, were awarded athletic scholarships; because each of the women held athletic scholarships each institution was ineligible for membership. Although the suit was settled out of court, the AIAW upon advice of legal counsel, changed the scholarship statement.

Regulations were developed to govern the awarding of financial aid for student athletes in 1973. Requirements were also written to control recruiting at those institutions which awarded athletic scholarships for women. With the implementation of the new regulations, membership was opened to those institutions which had previously been ineligible.

In 1975, the regulations on recruitment were extended to apply to all institutions holding membership in the AIAW.



The CIAW dealt with eligibility problems only as violations occurred at national championships. The Commissioner in Charge of National Championships was responsible for investigating violations of the eligibility regulations. The AIAW established a standing committee on ethics, which dealt with eligibility for championships. The committee was extended to cover ethics and eligibility in 1973. In 1974, the AIAW made the Chairperson of the Ethics and Eligibility Committee an elected position on the Executive Board.

Eligibility, including basic eligibility regulations for championships, regulations for awarding financial aid, and regulations on recruiting, has become the major item of business for the AIAW.

c. What has been the role of national sport championships in structuring the governance body of women's intercollegiate athletics?

The necessity of sponsoring national championships for women college students was recognized at discussions which led to the formation of the CIAW. The first Chairperson of the CIAW was also in charge of national championships. A fourth Commissioner was added in 1967 and the responsibilities of the Commissioners were reorganized. In 1968, the position of Commissioner in Charge of National Championships was designated.

The position of Commissioner in Charge of National Championships was carried over to the AIAW as an elected office, but was renamed Coordinator of National Championships. The title was changed again in 1973 to Commissioner. A Commissioner for JC/CC Championships was established in 1973, as separate championships for junior and community colleges were inaugurated.

The need for some type of qualifying events for the national championships was instrumental in determining the regional patterns established within the structure of the AIAW.

(1) Have the sports in which national sport championships are sponsored grown in number and stature?

The first national championship available for women college students was the Women's National Collegiate Golf Tournament which was first held in 1941. It was not held during World War II, but in 1946 it was resumed as an annual event.

The CIAW initiated DGWS National Championships in gymnastics and track and field in 1969. Badminton, volleyball and swimming and diving championships were added in 1970. In 1972, the first DGWS National Intercollegiate Basketball Championship was held.

The AIAW has added cross country and field hockey to the schedule of sport championships. In addition to increasing the number of sports in which national championships are available, the AIAW has established separate championships for junior and community colleges and for small colleges.

The AIAW National Championships are recognized as qualifying events for selection to the United States Olympic teams, the Pan American Games teams, and the World University Games teams.

(2) What are the results of the sport championships?

The results of the Women's National Collegiate Golf Tournament, the DGWS National Intercollegiate Championships and the AIAW National

Intercollegiate Championships are found in Appendix D.

d. What effect has Title IX of the 1972 Education Amendments Act had on the AIAW?

The AIAW has been influenced by the passage and implementation of Title IX of the Education Amendments Act of 1972 in a number of ways.

Funds have been increased at the institutional level to provide the financial support necessary for the operation of women's intercollegiate athletic programs. This increased funding has allowed the fee for membership in the AIAW to be increased, thus helping the AIAW to become a self-supporting association.

Title IX raised the question of the basis for sex differentiation and has a particular effect on the AIAW as a single sex governing body. This question of sexism will have to be resolved in the future.

The AIAW has changed its scholarship stance partially because of Title IX. The Kellmeyer case and other legal suits at the high school level have caused an awareness that women and men may not be treated differently in athletics as well as other areas within education. Certain accommodations must necessarily be made in rules and regulations affecting student participants between the AIAW and the men's governing bodies.

The change in the scholarship statement removed restrictions on the eligibility for institutional membership in the AIAW. More institutions were eligible for membership; there has been a noticeable increase in the membership.

AIAW has gained increased visibility as a governing body for women's intercollegiate athletics because of Title IX. This result has been attained because of the involvement of the AIAW in the political process to develop the Guidelines for Title IX and the alliances made to ensure that athletics were retained in the Guidelines. The AIAW has established contact with the Department of Health, Education and Welfare, with Congress and with many of the women's groups. The political efforts have, to date, helped to achieve the results desired by the AIAW.

e. What effect have the actions of governing bodies of men's intercollegiate athletics had on the governance of women's intercollegiate athletics?

The NCAA, although not taking an active role in providing opportunities for college women athletes until recently, has had an indirect effect on the governance of women's intercollegiate athletics. The NCAA limited participation in its championships to men in 1965. As there was no formal organizational structure in which college women could compete other than the golf tournament, it became imperative that a governance structure for women's intercollegiate athletics be developed, an idea that some DGWS leaders were already considering. The announcement of the first DGWS National Intercollegiate Championships was hastened by the formation of the NCAA study committee on women's athletics in 1967. Although the NCAA made no definite move to provide a program for women within its structure until 1975, the threat of action on the part of the NCAA was always present in the minds of women leaders in the CIAW and the AIAW. The proposal for initiation of championships for women by the NCAA in January

1975, resulted in increased visibility and publicity for the AIAW.

The NAIA has provided continuous support to the CIAW and the AIAW, making public pronouncements that the CIAW and the AIAW were the appropriate organizations to govern women's intercollegiate athletics. They have been extremely cooperative in sharing ideas and materials that have helped in the development of a governance structure for women's intercollegiate athletics.

The NJCAA has effected the program and structure of the AIAW. When the AIAW was apprised of the fact in 1972 that the NJCAA was discussing the initiation of championships for women, the AIAW established several separate championships for the JC/CC membership. In May 1973, a Commissioner for JC/CC championships was established as an Executive Board position. In May 1974, a separate division for junior and community colleges was established within the AIAW.

f. What philosophical attitudes toward competition have affected the governing bodies of women's intercollegiate athletics?

The beliefs of the NAGWS with regard to the educational aspects of competition have been a continual influence on the governing bodies for women's intercollegiate athletics. The basic tenet, "for the good of those who play," coupled with the belief that everyone should be able to participate in some form of sport competition, led to very general eligibility rules and an open entry policy for championship events by the NJCESCW, the CIAW and the AIAW. The push by the CIAW for regional development implemented the belief in providing opportunities for many women to experience competition. The stand against

athletic scholarships and recruitment of athletes was based partially on the belief that students should select attendance at educational institutions on factors other than the quality of the athletic program.

The award system utilized by the CIAW and the AIAW reflected the belief that the real reward of participating in competitive events was intrinsic; extrinsic awards were not to be significant. This belief also influenced the decisions by the CIAW and the AIAW to not recognize All-American players.

Because of the belief that the student was to benefit from the athletic program, the student was allowed to participate in determining policies and making decisions. This belief was implemented by the NJCESCW through its policy of student representation. The CIAW did not have any provision for student representation. In a recent decision, the AIAW included student representation at all levels of its structure.

The NAGWS belief that athletics is an educational experience, with focus on the student participant, continues to be a strong influence on the AIAW.

### Sub-problem 3

What are the possible alternatives for the future governance of women's intercollegiate athletics?

There appear to be three alternatives for the future governance of women's intercollegiate athletics. The first alternative is for the AIAW to make the necessary adjustments in its eligibility, scholarships and recruitment regulations to prevent accusations of discrimination and continue as a separate

women's association governing women's intercollegiate athletics. The second alternative is some type of affiliation or combination with the men's governing bodies which will ensure women control of women's intercollegiate athletics within the men's structures. The third alternative is the formation of a new association with equal representation from women, men and students, which would govern intercollegiate athletics for all students, regardless of sex, with a focus on the student participant.

The AIAW must decide if the crucial issue is equal voice and vote in the governance of women's intercollegiate athletics or if the issue is a different model for athletics. The third alternative would be the preferred direction as it would offer a different model that meets the needs and demands of society and looks to the future. Such a model was developed in this study, with a proposal for implementing a governing model that would meet the requirements of the third alternative.

a. How will the problem of sexism be resolved?

The problem of a single sex organization can only be overcome by combining with the present men's governing bodies, or forming a new governing body that will ensure equal representation to women, men and students.

b. What effect may litigation have on the structure of governance?

There is a possibility that a single sex organization might be declared illegal. However, that is not a certainty. If the regulations of a governing structure were applied unequally, there is no doubt that litigation would be successful in correcting the differences.

With the initiation of the first national college event, the Women's National Collegiate Golf Tournament in 1941, continuous interest and concern has been evidenced for the development of opportunities for women in collegiate athletic programs. Women leaders have successfully developed organizations whose primary concerns have been promoting and controlling women's intercollegiate athletic programs.

Today, the AIAW, the outcome of the efforts to develop governance structures for women's intercollegiate athletics, is recognized as the governing body for women's intercollegiate programs. To maintain that preeminence, the AIAW must continue, as it has in the past, to focus on the student participant in the intercollegiate athletic program.



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APPENDIXES

APPENDIX A  
INTERVIEW QUESTIONS

## APPENDIX A

## INTERVIEW QUESTIONS

1. You have had an opportunity to observe the development of women's inter-collegiate athletics over a number of years. During this time it appears that attitudes toward competition for women have changed. Was there a specific time that you might highlight as the pivot for change? What led up to the change? What obstacles were there towards change?
2. What individuals with whom you have been associated would you characterize as "change agents" in women's intercollegiate athletics? What were their strengths and weaknesses?
3. How would you characterize the relationship of NAPECW and NAGWS over the years? What were the assets and liabilities of this relationship?
4. How did the NJCESCW influence the development of the CIAW? CIAW the AIAW?
5. What existing athletic conditions led to the formation of the NJCESCW? CIAW? AIAW?
6. What was the role of national championships in initiating the NJCESCW? CIAW? AIAW?
7. What was the role of national championships in structuring the NJCESCW? CIAW? AIAW?
8. Although the NJCESCW (CIAW) existed for a number of years, there must have been some difficulties in its operation that necessitated development of a new governing body. How would you characterize the effectiveness of the NJCESCW (CIAW) as a governing body? In what ways was the NJCESCW (CIAW) ineffective, or what factors necessitated a change?
9. What has been the attitude toward athletic scholarships by NAPECW? NAGWS? NJCESCW? CIAW? AIAW? How has this attitude been incorporated into rules and regulations that have affected women participants in intercollegiate athletic programs?
10. How have eligibility and recruitment problems effected the development and organization of the NJCESCW? CIAW? AIAW?

11. What effect has Title IX had on the AIAW?
12. What social/sport ethics affected the NJCESCW? CIAW? AIAW?
13. How would you characterize the relationship of the NAGWS, CIAW, AIAW and the NCAA over the years? Same as with other men's organizations? What were the differences and the reasons for these differences?
14. What effect have the actions of men's governing bodies (NCAA, NAIA, NJCAA) had on the governance of women's intercollegiate athletics?
15. In retrospect, what do you believe should have been done differently in developing a governance body for women's intercollegiate athletics?
16. If the AIAW were to change its form, what would you see it becoming? What would be the assets and liabilities of any change in form?
17. Should the pattern for all intercollegiate athletics be changed? If so, how?
18. From your vantage point, what are the present "dangers" for the AIAW?



APPENDIX B  
GOVERNING BODIES' MEMBERS

## APPENDIX B

## GOVERNING BODIES' MEMBERS

National Joint Committee on Extramural Sports for College Women  
Appointed Members

1957-58

NAPECW: Jean Homewood, Chairperson  
 NSGWS: June McCann  
 AFCW: Pat Arbuthnot

1958-59

NAPECW: Jean Homewood  
 NAPECW: Dorothy Wirthwein  
 ARFCW: Pat Arbuthnot, Student  
 ARFCW: Jean A. Smith  
 DGWS: June McCann, Chairperson  
 DGWS: Patricia Peterson

1959-60

NAPECW: Jean Homewood  
 NAPECW: Celeste Ulrich  
 ARFCW: Jean A. Smith  
 ARFCW: Sharron McConnell, Student  
 DGWS: June McCann, Chairperson  
 DGWS: Patricia Peterson

1960-61

NAPECW: Celeste Ulrich  
 NAPECW: Katherine Ley (for Jean Homewood, deceased January 1961)  
 ARFCW: Sharron McConnell, Student  
 ARFCW: Jean A. Smith  
 DGWS: June McCann, Chairperson  
 DGWS: Ruth Sevy

1961-62

NAPECW: Celeste Ulrich, Chairperson  
 NAPECW: June McCann  
 ARFCW: Phyliss Hill, Faculty  
 ARFCW: Nancy Thomson, Student  
 DGWS: Ruth Sevy  
 DGWS: Thelma Bishop

1962-63

NAPECW: June McCann  
 NAPECW: Celeste Ulrich, Chairperson  
 ARFCW: Barbara Sprayberry  
 ARFCW: Alice Park, Student  
 DGWS: Thelma Bishop  
 DGWS: Ruth Sevy

1963-64

NAPECW: June McCann  
 NAPECW: Rachel Benton  
 ARFCW: Barbara Sprayberry  
 ARFCW: Alice Park, Student  
 DGWS: Thelma Bishop, Chairperson  
 DGWS: Elinor Crawford

1964-65

NAPECW: Barbara Forker  
 NAPECW: Rachel Benton, Chairperson  
 ARFCW: Mercedes Fernandez  
 ARFCW: Alice Park, Student  
 DGWS: Elinor Crawford  
 DGWS: Phyliss Ocker

Commission on Intercollegiate Athletics for Women  
 Appointed Members

1967-68

Chairperson: Katherine Ley, SUNY-Cortland  
 Commissioner in Charge of Sanctioning: Maria Sexton, College of Wooster, Ohio  
 Commissioner in Charge of Postal Tournaments: Phebe Scott, Illinois State  
 University

1968-69

Chairperson: Katherine Ley, SUNY-Cortland

Commissioner in Charge of Sanctioning: Maria Sexton, College of Wooster,  
Ohio

Commissioner in Charge of National Championships: Frances Schaafsma,  
California State College, Long Beach

Commissioner in Charge of Regional Development: Frances McGill, Univer-  
sity of New Mexico

1969-70

Chairperson: Frances McGill, University of New Mexico

Commissioner in Charge of Sanctioning: Maria Sexton, College of Wooster,  
Ohio

Commissioner in Charge of National Championships: Frances Schaafsma,  
California State College, Long Beach

Commissioner in Charge of Regional Development: Doris Soladay, Syracuse  
University

1970-71

Chairperson: Frances McGill, University of Mexico

Commissioner in Charge of Sanctioning: Lucille Magnusson, Penn State Uni-  
versity

Commissioner in Charge of National Championships: Carole Oglesby, Purdue  
University

Commissioner in Charge of Regional Development: Doris Soladay, Syracuse  
University

1971-72

Chairperson: Lucille Magnusson, Penn State University

Commissioner in Charge of Sanctioning: Becky Sisley, University of Oregon

Commissioner in Charge of National Championships: Carole Oglesby, Purdue  
University

Commissioner in Charge of Regional Development: Doris Soladay, Syracuse  
University

Association for Intercollegiate Athletics for Women

## Elected Officers

1972-73

President: Carole Oglesby, University of Massachusetts

President-elect: Carol Gordon, Washington State University

Past President: Lucille Magnusson, Penn State University

Coordinator of National Championships: Laurene Mabry, Illinois State  
University

Treasurer: Della Durant, Penn State University

1973-74

President: Carol Gordon, Washington State University

President-elect: Leotus Morrison, Madison College

Past President: Carole Oglesby, University of Massachusetts

Commissioner of National Championships: Laurene Mabry, Illinois State  
University

Treasurer: Della Durant, Penn State University

1974-75

President: Leotus Morrison, Madison College

President-elect: Laurene Mabry, Illinois State University

Past President: Carol Gordon, Washington State University

Commissioner of National Championships: Charlotte West, Southern Illinois  
UniversityCommissioner of JC/CC Championships: Charlotte Denman, Delta College,  
Michigan

Treasurer: Della Durant, Penn State University

Chairperson, Ethics and Eligibility Committee: Elaine Michaelis, Brigham  
Young University

1975-76

President: Laurene Mabry, Illinois State University

President-elect: N. Peg Burke, University of Iowa

Past President: Leotus Morrison, Madison College

Commissioner of National Championships: Charlotte West, Southern Illinois  
UniversityCommissioner of JC/CC Championships: Charlotte Denman, Delta College,  
Michigan

Treasurer: Beverly Johnson, Pasadena City College

Chairperson, Ethics and Eligibility Committee: Elaine Michaelis, Brigham  
Young University

APPENDIX C  
CHRONOLOGY OF THE DEVELOPMENT OF GOVERNANCE OF  
INTERCOLLEGIATE ATHLETICS FOR WOMEN

APPENDIX C  
 CHRONOLOGY OF THE DEVELOPMENT OF GOVERNANCE OF  
 INTERCOLLEGIATE ATHLETICS FOR WOMEN

<u>Date/Year</u>	<u>Event</u>
June 30-July 3, 1941	First Women's National Collegiate Golf Tournament, Ohio State University.
July 3-13, 1946	Second Women's National Collegiate Golf Tournament, Ohio State University.
June 1956	Tripartite Committee observed the Women's National Collegiate Golf Tournament, Purdue University.
June 8-14, 1957	Council on Extramural Sports Competition met at the University of Illinois.
January 1959	Final approval given to the establishment of the National Joint Committee on Extramural Sports for College Women.
December 28, 1961	Phebe Scott addressed DGWS Executive Board with regard to the needs of the highly skilled woman athlete.
January 6-8, 1964	Marguerite Clifton and Sara Staff Jernigan attended NCAA Convention and discussed the developments in women's competition and the NCAA's role.
June 20-22, 1964	NJCESCW met in Lansing, Michigan, and recommended to the parent organizations that the NJCESCW be discontinued as of June 1965, and its functions assumed by DGWS.
January 1965	NCAA Convention limits participation to eligible male student athletes.
February 10-13, 1965	DGWS Study Conference on Competition for Girls and Women, Washington, D. C.

- November 14, 1965      DGWS committee met to discuss how DGWS would assume the NJCESCW functions.
- January 6-7, 1966      DGWS Study Committee on Intercollegiate Competition met in Washington, D. C. Proposal for the formation of a Commission was developed.
- March 18-22, 1966      DGWS Executive Council approved the formation of a Commission.
- March 23, 1966      AAHPER Board of Directors approved DGWS sponsorship of national championships and the formation of a Commission.
- November 4-6, 1966      DGWS officially adopted the name, Commission on Intercollegiate Athletics for Women, for the Commission.
- July 25, 1967      NCAA invited Katherine Ley and Betty McCue to serve on a committee to study the feasibility of NCAA establishing appropriate machinery to provide for the development and supervision of women's intercollegiate athletics.
- September 1, 1967      CIAW became operational.
- December 7, 1967      National press conference in Washington, D. C., to announce the DGWS National Intercollegiate Championships to be sponsored by the CIAW.
- January 15, 1968      AAHPER study committee met to discuss long-range plans and financing of the CIAW.
- January 21, 1968      NCAA study committee on women's programs met in Chicago.
- August 24, 1968      Joint meeting of NAPECW, CIAW and DGWS representatives held in Asheville, N. C.
- March 6-8, 1969      First DGWS National Intercollegiate Championship held in Gymnastics at Springfield College.
- October 22-25, 1970      DGWS approved proposal of the CIAW to move to a membership organization.



- December 11-13, 1970 AAHPER approved in principle the proposal for the CIAW to become a membership organization.
- July 6, 1971 DGWS Chairperson JoAnne Thorpe, Commissioner in Charge of National Championships Carole Oglesby and DGWS Consultant Rachel Bryant met with the NCAA special committee concerning female intercollegiate athletic competition, in Kansas City.
- September 1, 1971 Membership in the Association for Intercollegiate Athletics for Women was available.
- September 4, 1971 CIAW Chairperson Lucille Magnusson and DGWS Consultant Mary Rekstad met with representatives of the NCAA and NJCAA in Kansas City.
- January 1972 DGWS Chairperson, JoAnne Thorpe addressed the NCAA Executive Committee.
- Spring 1972 Education Amendments of 1972 passed.
- June 1-4, 1972 Transition meeting of the Commission on Intercollegiate Athletics for Women and the Association for Intercollegiate Athletics for Women Executive Board.
- January 1973 NCAA rescinded rule preventing women from participating in NCAA events. Laurene Mabry, Coordinator of National Championships for the AIAW, attended the NCAA convention.
- February 1973 AIAW involved in Kellmeyer et al v. NEA et al.
- April 1973 DGWS revised scholarship statement. AIAW membership opened to institutions which awarded athletic scholarships to women.
- May 31-June 4, 1973 AIAW established position of JC/CC Commissioner of National Championships and made the Chairperson of the Ethics and Eligibility Committee an elected position.
- November 4-6, 1973 First AIAW Delegate Assembly met in Overland Park, Kansas.

- March 11, 1974  
(March 18, 1974) NCAA Special Committee on Women's Intercollegiate Athletics met. Carol Gordon, AIAW President, was one of the members of the committee.
- May 22-25, 1974 AIAW established a division for junior and community colleges.
- October 10, 1974 Joint meeting of AIAW-NCAA representatives in Chicago.
- October 21, 1974 NCAA Executive Council met and adopted a proposal for future governance of women's athletics prepared by the NCAA staff.
- January 5-8, 1975 AIAW Delegate Assembly met in Houston, Texas, and expanded the AIAW Executive Board to include JC/CC and small college representatives from each of the nine AIAW regions.
- NCAA Convention met in Washington, D. C., and presented NCAA Executive Council proposal for future governance of women's intercollegiate athletics within the NCAA structure. Membership rejected the proposal.
- April 18, 1975 NCAA Committee on Women's Intercollegiate Sports met. Recommended three alternatives for action on governance of women's intercollegiate athletic programs for consideration by NCAA Executive Council.
- April 23, 1975 NCAA Executive Council met and rejected the committee recommendations. Approval given to NCAA staff proposal.
- April 28, 1975 NCAA proposal for future governance of women's intercollegiate athletics sent to membership for consideration.
- May 12, 1975 AAHPER wrote to NCAA President rejecting the NCAA proposal and recommending its withdrawal.
- May 1975 AIAW responded to NCAA proposal, terming it inappropriate.

- June 20, 1975 AIAW President Laurene Mabry testified before the Subcommittee on Post-Secondary Education of the House Committee on Education and Labor, urging immediate implementation of Title IX.
- July 21, 1975 Title IX regulations of the 1972 Education Amendments Act took effect.
- September 18, 1975 AIAW testimony presented before the Subcommittee on Education of the Senate Committee on Labor and Public Welfare opposing the exemption of athletics from Title IX.
- September 24-25, 1975 AIAW-NCAA Joint Committee met in Chicago to make recommendations for NCAA Executive Council consideration. Recommended formation of two committees to examine differences in eligibility rules and alternate governance structures.
- November 2, 1975 AIAW-NCAA Joint Committee met in Chicago. Recommended continuation of meetings.
- November 24, 1975 NCAA Executive Council recommended three resolutions concerning women's intercollegiate athletics for membership consideration; application of NCAA rules to women, delay of NCAA championships for women, and formation of a standing committee on women's athletics.
- January 11-15, 1976 AIAW Delegate Assembly met at Scottsdale, Arizona.
- January 14-17, 1976 NCAA Convention in St. Louis. Resolution to apply NCAA rules to women referred to committee; resolution on initiation of championships, tabled; resolution on establishment of a standing committee on women's athletics, passed.

APPENDIX D  
CHAMPIONSHIP RESULTS

APPENDIX D  
CHAMPIONSHIP RESULTS

Women's National Collegiate Golf Tournament

1941, Ohio State University

Winner: Eleanor Dudley, University of Alabama

1946, Ohio State University

Winner: Phyllis Otto, Northwestern University

1947, Ohio State University

Winner: Shirley Spork, Michigan State University

1949, Ohio State University

Winner: Grace Lenczyk, John B. Stetson University

1950, Ohio State University

Winner: Marilynn Smith, University of Kansas

1951, Ohio State University

Winner: Barbara Bruning, Wellesly College

1952, Ohio State University

Winner: Mary Ann Villega, Ohio State University

1953, Woman's College, University of North Carolina

Winner: Patricia Lesser, Seattle University

1954, Woman's College, University of North Carolina

Winner: Nancy Reed, George Peabody College

1955, Lake Forest College

Winner: Jackie Yates, University of Redlands

1956, Purdue University

Winner: Marlene Stewart, Rollins College

1957, University of Illinois

Winner: Mariam Bailey, Northwestern University

1958, Iowa State University

Winner: Carole Pushing, Carleton College

1959, University of North Carolina, Chapel Hill

Winner: Judy Eller, University of Miami

1960, Stanford University

Winner: JoAnn Gunderson, Arizona State University

1961, University of Michigan

Winner: Judy Hoetmer, University of Washington

1962, University of New Mexico

Winner: Carol Sorenson, Arizona State University

1963, Penn State University

Winner: Claudia Lindor, Western Washington State College

1964, Michigan State University

Winner: Patti Shook, Valparaiso University

1965, University of Florida

Winner: Roberta Albers, University of Miami

DGWS National Intercollegiate Badminton Championships

1969-70, Newcomb College, New Orleans

1st singles: Diana Hales, California Polytechnic College, Pomona  
 2nd singles: Judi Kelly, California State College, Long Beach  
 1st doubles: Hester Hill and Judy Voss, Western Washington State College  
 2nd doubles: Linda Lowry and Shirley Chappell, Sam Houston State University  
 1st team: California State College, Long Beach  
 2nd team: Western Washington State College

1970-71, Temple University

1st singles: Sue Annis, Arizona State University  
 2nd singles: Penny Denzen, California State College, Long Beach  
 1st doubles: Sue Annis and Linda Whitney, Arizona State University  
 2nd doubles: Penny Denzen and Jan Axthelm, California State College, Long Beach  
 1st team: Arizona State University  
 2nd team: California State College, Long Beach

1971-72, California State College, Long Beach

1st singles: Diana Mies, Pasadena City College  
 2nd singles: Traci White, El Camino College  
 1st doubles: Diana Mies and Cynthia Young, Pasadena City College  
 2nd doubles: Sue Annis and Linda Whitney, Arizona State University  
 1st team: Pasadena City College  
 2nd team: Arizona State University

DGWS National Intercollegiate Basketball Championship

1971-72, Illinois State University

1st Place: Immaculata College, Pennsylvania  
 2nd Place: West Chester State College  
 3rd Place: California State University, Fullerton  
 4th Place: Mississippi State College for Women

DGWS National Intercollegiate Golf Championships

1966, The Ohio State University

Winner: Joyce Kazmierski, Michigan State University

1967, University of Washington

Winner: Martha Wilkinson, California State College, Fullerton

1968, Duke University

Winner: Gail Sykes, Odessa College, Texas

1969, Penn State University

Winner: Jane Bastanchury, Arizona State University

1970, San Diego State College

Winner: Cathy Gaughan, Arizona State University

1st Team: University of Miami

2nd Team: Arizona State University

1971, University of Georgia

Winner: Shelly Hamlin, Stanford University

1st Team: University of California, Los Angeles

2nd Team: Arizona State University

3rd Team: Miami Dade Junior College

1972, New Mexico State University

Winner: Ann Laughlin, University of Miami

1st Team: University of Miami

2nd Team: Florida State University

3rd Team: University of Arizona

#### DGWS National Intercollegiate Gymnastics Championships

1968-69, Springfield College

1st Place: Springfield College

2nd Place: Southern Illinois University

3rd Place: Centenary College

4th Place: University of Massachusetts



1969-70, Brigham Young University

1st Place: Southern Illinois University  
2nd Place: Springfield College  
3rd Place: University of Nevada  
4th Place: Towson State College

1970-71, Penn State University

1st Place: Springfield College  
2nd Place: Indiana State University  
3rd Place: University of Nevada  
4th Place: Towson State College

1971-72, Grand View College, Iowa

1st Place: Springfield College  
2nd Place: Southeastern Louisiana State University  
3rd Place: Southern Illinois University  
4th Place: University of Massachusetts

DGWS National Intercollegiate Swimming and Diving Championships

1969-70, Illinois State University

1st Place: Arizona State University  
2nd Place: West Chester State College  
3rd Place: Colorado State University  
4th Place: Michigan State University

1970-71, Arizona State University

1st Place: Arizona State University  
2nd Place: West Chester State College  
3rd Place: Colorado State University  
4th Place: University of Santa Clara

1971-72, University of Cincinnati

1st Place: West Chester State College  
2nd Place: Arizona State University  
3rd Place: University of Cincinnati  
4th Place: Virginia Commonwealth University

DGWS National Intercollegiate Track and Field Championships

1968-69, Southwest Texas State College

- 1st Place: Texas Women's University
- 2nd Place: Texas Technological College
- 3rd Place: Indiana State University
- 4th Place: Montclair State College

1969-70, University of Illinois

- 1st Place: University of Illinois
- 2nd Place: Alcorn College, Mississippi
- 3rd Place: Texas Women's University
- 4th Place: Montclair State College

1970-71, Eastern Washington State College

- 1st Place: Texas Women's University
- 2nd Place: California State College, Hayward
- 3rd Place: California State Polytechnic College, Pomona
- 4th Place: Flathead Valley Community College, Montana

1971-72, University of Tennessee

- 1st Place: California State College, Hayward
- 2nd Place: Texas Women's University
- 3rd Place: Flathead Valley Community College, Montana
- 4th Place: University of Illinois

DGWS National Intercollegiate Volleyball Championships

1969-70, California State College, Long Beach

- 1st Place: Sul Ross University, Texas
- 2nd Place: University of California, Los Angeles
- 3rd Place: San Diego State University
- 4th Place: California State College, Long Beach

1970-71, University of Kansas

- 1st Place: Sul Ross University, Texas
- 2nd Place: California State College, Long Beach
- 3rd Place: Southwest Texas State University
- 4th Place: University of Oregon

1971-72, Miami Dade Community College - South

- 1st Place: University of California, Los Angeles
- 2nd Place: California State University, Long Beach
- 3rd Place: San Fernando State College
- 4th Place: University of California, Santa Barbara

AIAW National Intercollegiate Badminton Championships

1972-73, Memphis State University

- 1st singles: Diana Mies, Pasadena City College
- 2nd singles: Janet Wilts, Pasadena City College
- 1st doubles: Diana Mies and Janet Wilts, Pasadena City College
- 2nd doubles: Kathy O'Brien and Jan Pasternak, Arizona State University
- 1st Team: Pasadena City College
- 2nd Team: Stephen F. Austin University
- 3rd Team: Arizona State University

1973-74, Ball State University, Indiana

- 1st singles: Diana Mies, California State University, Long Beach
- 2nd singles: Janet Wilts, California State University, Long Beach
- 1st doubles: Diana Mies and Janet Wilts, California State University, Long Beach
- 2nd doubles: Nancy Larson and Janice Siegel, California State University, Long Beach
- 1st Team: California State University, Long Beach
- 2nd Team: Stephen F. Autin University and  
University of Wisconsin - LaCrosse

1974-75, Western Illinois University

- 1st singles: Barbara Bell, Arizona State University
- 2nd singles: Robin Bender, Western Illinois University
- 1st doubles: Janice Crawford and Nancy Larson, California State University,  
Long Beach
- 2nd doubles: Michelle DiNanno and Nancy Ensley, Arizona State University
- 1st Team: Arizona State University
- 2nd Team: California State University, Long Beach
- 3rd Team: University of Wisconsin - LaCrosse

AIAW National Intercollegiate Basketball Championships

1972-73, Queens College, New York

- 1st Place: Immaculata College, Pennsylvania
- 2nd Place: Queens College, New York
- 3rd Place: Southern Connecticut State College
- 4th Place: Indiana University

1973-74, Kansas State University

- 1st Place: Immaculata College, Pennsylvania
- 2nd Place: Mississippi College
- 3rd Place: Southern Connecticut State College
- 4th Place: William Penn College, Iowa

1974-75, Madison College, Virginia

- 1st Place: Delta State University, Mississippi
- 2nd Place: Immaculata College, Pennsylvania
- 3rd Place: California State University, Fullerton
- 4th Place: Southern Connecticut State College

AIAW National JC/CC Basketball Championships

1972-73, Delta College, Michigan (Invitational)

- 1st Place: Mississippi Gulf Coast Junior College
- 2nd Place: Anderson Community College, South Carolina
- 3rd Place: Vincennes University, Indiana
- 4th Place: Delta College, Michigan

1973-74, Delta College, Michigan

- 1st Place: Anderson College, South Carolina
- 2nd Place: Mississippi Gulf Coast Junior College
- 3rd Place: Bergen Community College, New Jersey
- 4th Place: Grand Rapids Junior College, Michigan

1974-75, Vincennes University, Indiana

- 1st Place: Anderson College, South Carolina
- 2nd Place: Temple Junior College, Texas
- 3rd Place: Vincennes University, Indiana
- 4th Place: Southwest Mississippi Junior College

AIAW National Invitational Small College Basketball Championship

- 1st Place: Phillips University, Oklahoma  
 2nd Place: Talladega College, Alabama  
 3rd Place: Ashland College, Ohio  
 4th Place: Emporia Kansas State College

AIAW National Intercollegiate Cross Country Championship

1975-76, Iowa State University

- 1st Place: Iowa State University  
 2nd Place: Penn State University  
 3rd Place: Michigan State University  
 4th Place: University of Oregon

AIAW National Intercollegiate Golf Championships

1972-73, Mt. Holyoke College, Massachusetts

- Winner: Bonnie Lauer, Michigan State University  
 1st Team: University of North Carolina - Greensboro  
 2nd Team: Rollins College  
 3rd Team: Arizona State University

1973-74, San Diego State University

- Winner: Mary Budke, Oregon State University  
 1st Team: Rollins College  
 2nd Team: University of Miami  
 3rd Team: Furman University

1974-75, University of Arizona

- Winner: Barbara Barrow, San Diego State University and Deborah Simocerian,  
 Wheaton College  
 1st Team: Arizona State University  
 2nd Team: Miami Dade Community College  
 3rd Team: University of Florida

AIAW National Intercollegiate Gymnastic Championships

1972-73, Grand View College, Iowa

- 1st Place: University of Massachusetts
- 2nd Place: Southern Illinois University
- 3rd Place: Indiana State University
- 4th Place: Springfield College

1973-74, California State University, Sacramento

- 1st Place: Southern Illinois University
- 2nd Place: Southwest Mississippi Junior College
- 3rd Place: Springfield College
- 4th Place: University of Massachusetts

1974-75, California State University, Hayward

- 1st Place: Southern Illinois University
- 2nd Place: University of Massachusetts
- 3rd Place: Southwest Mississippi Junior College
- 4th Place: Springfield College

AIAW National Intercollegiate Swimming and Diving Championships

1972-73, University of Idaho

- 1st Place: Arizona State University
- 2nd Place: University of Florida
- 3rd Place: University of Michigan and Princeton University

1973-74, Penn State University

- 1st Place: Arizona State University
- 2nd Place: University of Miami
- 3rd Place: University of Washington
- 4th Place: University of New Mexico

1974-75, Arizona State University

- 1st Place: University of Miami
- 2nd Place: Arizona State University
- 3rd Place: University of California, Los Angeles
- 4th Place: Virginia Commonwealth University

AIAW National Intercollegiate Track and Field Championships

1972-73, California State University, Hayward

- 1st Place: Texas Women's University
- 2nd Place: California State University, Hayward
- 3rd Place: California State University, Los Angeles
- 4th Place: Seattle Pacific College

1973-74, Texas Women's University

- 1st Place: Prarie View A & M, Texas
- 2nd Place: University of California, Los Angeles
- 3rd Place: Texas Women's University
- 4th Place: California State University, Los Angeles

1974-75, Oregon State University

- 1st Place: University of California, Los Angeles
- 2nd Place: Prarie View A & M University, Texas
- 3rd Place: Texas Women's University
- 4th Place: Michigan State University and Colorado State University

AIAW National Intercollegiate Volleyball Championships

1972-73, Brigham Young University

- 1st Place: California State University, Long Beach
- 2nd Place: Brigham Young University
- 3rd Place: University of California, Los Angeles
- 4th Place: Southwest Texas State University

1973-74, College of Wooster, Ohio

- 1st Place: California State University, Long Beach
- 2nd Place: Texas Women's University
- 3rd Place: University of California, Santa Barbara
- 4th Place: University of California, Los Angeles

1974-75, Portland State University

- 1st Place: University of California, Los Angeles
- 2nd Place: University of Hawaii
- 3rd Place: University of California, Santa Barbara
- 4th Place: University of Houston

1975-76, Princeton University

- 1st Place: University of California, Los Angeles
- 2nd Place: University of Hawaii
- 3rd Place: University of Houston
- 4th Place: California State University, Long Beach

AIAW National JC/CC Volleyball Championships

1973-74, Miami Dade Community College - South

- 1st Place: Eastern Arizona College
- 2nd Place: Miami Dade Community College - South
- 3rd Place: Orange County Community College, New York
- 4th Place: Ricks College, Idaho

1974-75, Kellogg Community College, Michigan

- 1st Place: Ricks College, Idaho
- 2nd Place: Miami Dade Community College - South
- 3rd Place: City College of San Francisco
- 4th Place: Kellogg Community College

1975-76, Miami Dade Community College - South

- 1st Place: Mesa Community College, Arizona
- 2nd Place: Grossmont Junior College, California
- 3rd Place: Miami Dade Community College - South
- 4th Place: Kellogg Community College, Michigan

AIAW National Invitational Small College Volleyball Championship

1975-76, Idaho State University

- 1st Place: Texas Lutheran College
- 2nd Place: University of California, Riverside
- 3rd Place: University of California, Irvine
- 4th Place: California State Polytechnic University, Pomona



AIAW-USFHA National Intercollegiate Field Hockey Championship

1975-76, Madison College, Virginia

- 1st Place: West Chester State College  
2nd Place: Ursinus College, Pennsylvania  
3rd Place: Springfield College  
4th Place: College of William and Mary

APPENDIX E  
PROPOSAL

## APPENDIX E

## PROPOSAL

## ASSOCIATION FOR COLLEGIATE ATHLETICS

Purposes

To provide a governing body and leadership for initiating and maintaining standards of excellence in educational intercollegiate athletics.

To foster broad programs of intercollegiate athletics which are consistent with the educational aims and objectives of the member schools.

To assist member schools in the extension and enrichment of their program of intercollegiate athletics.

To encourage excellence in performance of participants in intercollegiate athletics.

Structure

In order for this association to function, the United States will be divided into six regions, corresponding to the six AAHPER districts. The administrative body of the association will be a Governing Council, including officers elected by the membership: President, Secretary, Regional Representatives, elected by the association member schools within each region (one woman, one man and one student), Divisional Representatives to be elected by members of each division (one woman, one man and one student) and an Executive Director. Officers will

be elected for three year terms. The office of President and Secretary will be alternated each term according to sex. The Governing Council will hold one meeting a year.

An Executive Committee will exercise full powers of the Governing Council in the interim, informing the Governing Council of all actions as soon as possible. The Executive Committee will meet six times a year. The Executive Committee will be composed of the President, the Secretary, a divisional representative from each division rotated among the three representatives of a division on a yearly basis, and the Executive Director.

The Governing Council will be responsible for general policy decisions and the overall operation of the association. Major policy decisions will be referred to the member institutions for action. There will be a yearly meeting of all of the member institutions.

Standing committees will be established and their members will be appointed by the President with the approval of the Governing Council. Committee membership will include two women, two men and two students (one of each sex). These committees will be: Ethics and Eligibility, Championships, Finance and Nominating.

#### Services

1. Provide consultant services and material for the planning and conduct of inter-collegiate events.
2. Sponsor national championships in intercollegiate sports.

3. Evaluate the appropriateness of existing rules and policies of sports in which national championships are held.
4. Represent the member institutions with outside agencies or bodies responsible for legislation having possible consequence to the Association.
5. Offer participants opportunities for international competition in cooperation with other sports agencies having responsibilities for selecting participants for international sports events.
6. Disseminate information to member schools and the general public by means of the following: news bulletins and releases, television and radio coverage, and other methods.

### Membership

Criteria for Colleges and Universities seeking membership:

1. Must be an accredited college or university.
2. Must be located within the United States or its territories.
3. Must provide an educational intercollegiate athletic program (educational, defined as treating intercollegiate athletics as an educational activity subject to the same standards and controls as other college-sponsored activities).

Specific Recommendations:

1. All voting should include the voting rule of one vote per institution with the ballot signed by the voting representative indicating that women, men and students had been consulted with regard to the vote. Such a procedure would ensure that an institutional position had been assumed.

2. For election of Division Representatives, three divisions will be established:

Division 1 - 5000 enrollment and over

Division 2 - under 5000 enrollment

Division 3 - JC/CC institutions

3. For national championships, six divisions will be established within the

Association:

Division I - 5000 enrollment and over, four seasons of competition in a sport,  
high intensity program

Division II - 5000 enrollment and over, four seasons of competition in a  
sport, low intensity program

Division III - under 5000 enrollment, four seasons of competition in a sport,  
high intensity program

Division IV - under 5000 enrollment, four seasons of competition in a sport,  
low intensity program

Division V - JC/CC, non-baccalaureate degree granting institutions, three  
seasons competition in a sport.

Division VI - students who have completed four seasons of competition in a  
sport.

Institutions in Division I-IV would self determine their placement in a divisional championship based on size and intensity of program. Many factors are considered in defining intensity of program. Any team consisting of predominantly the highest skilled performers would be identified as reflecting a high intensity program. A team with only a few players categorized as the highest skilled would

be identified as reflecting a low intensity program. It is assumed that every institution in the United States is capable of self-determination for appropriate placement. Each sport committee, in its respective sport, would have veto power over the choice of division of any institution. The decision of the sport committee could be appealed to the Executive Committee.

4. Coed championships can be established by each division as the need arises.
5. Sports committees will be established for each division and will be composed of two women, two men and two students (female and male). For those sports in which only one sex competes, students and institutional representatives knowledgeable with regard to that single sex sport would be members of the committee.
6. Only regulations designed to equalize competition and guarantee the safety and health of students would be imposed. Other rules and regulations would be developed at the local level.

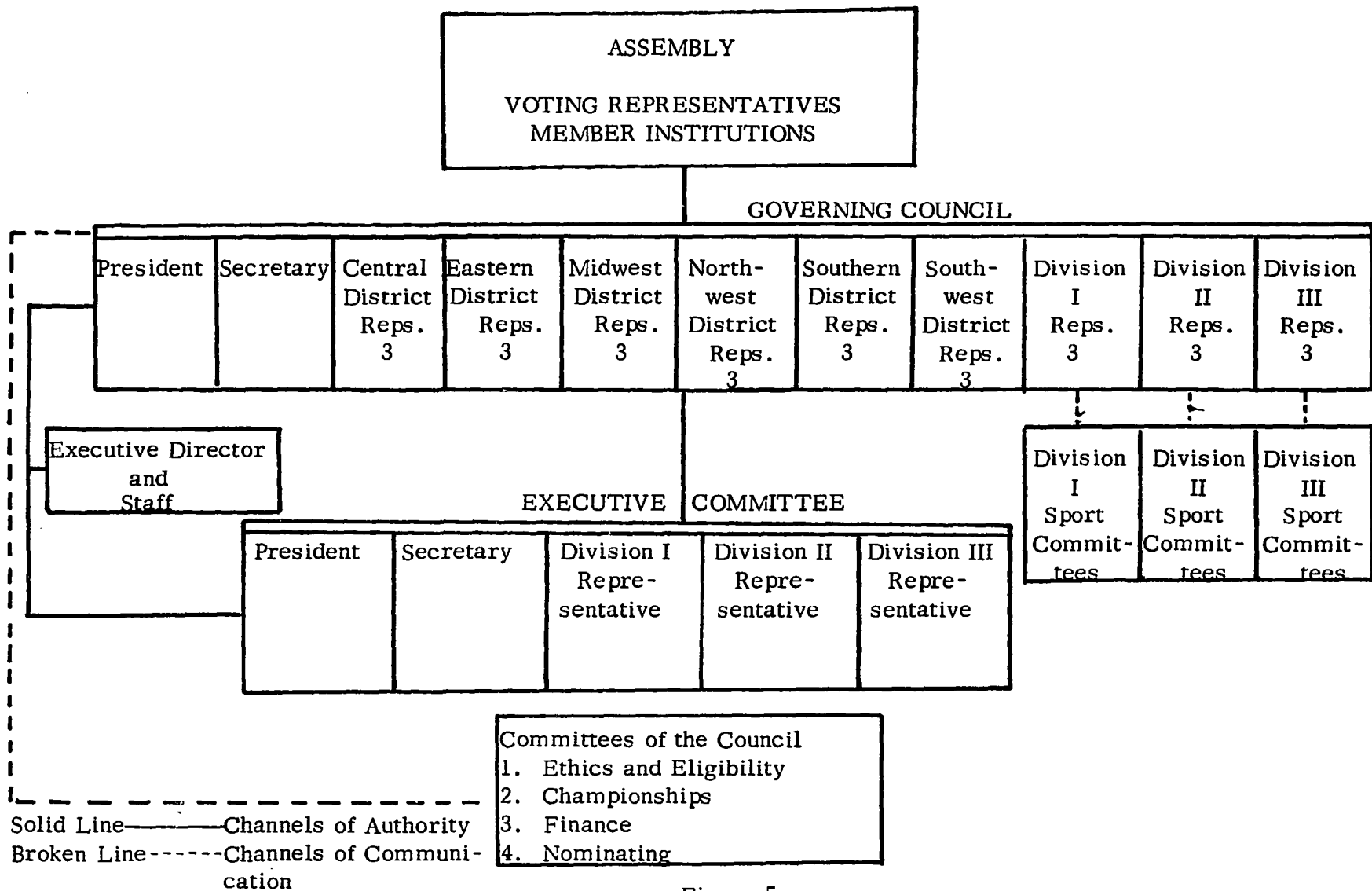


Figure 5

ACA Organizational Chart