

REPORT OF THE COMMITTEE TO INVESTIGATE
INTERCOLLEGIATE ATHLETICS

Report Prepared for the UIS Campus Senate

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EXECUTIVE SUMMARY

The Committee to Investigate Intercollegiate Athletics (“the Committee”) was initially authorized by the UIS Campus Senate and given a broad mandate to conduct an independent investigation of intercollegiate athletics at UIS that would be “credible with the faculty and other UIS stakeholders.” The Senate later endorsed a recommendation from the Intercollegiate Athletics Committee (IAC) to create a committee independent of the IAC. This Committee, established in July, 2009, was charged with assessing the extent to which current UIS policies address the recommendations of the 2004 Athletic Review Task Force report and the IAC’s 2008 report to the Senate, and investigating the extent to which existing policies have been implemented.

The 2008 IAC report included 23 policy recommendations, organized around four core principles: Academic Integrity and Quality; Student Athlete Welfare; Campus Governance of Intercollegiate Athletics; and Fiscal Responsibility. The Committee focused its investigation around these four areas. Over a period of six months Committee members met with administrators, faculty, staff members, and students, and collected existing documents and policy statements relating to intercollegiate athletics and student-athletes on the UIS campus.

The Committee’s report is divided into four major sections, corresponding to the four principles of the 2008 IAC report, and includes further recommendations for implementation. The final section (Section VI of the report) presents the Committee’s assessment of how the administration has addressed each of the recommendations from the 2008 IAC report and the 2004 Task Force report.

1. Academic Quality and Integrity.

It is important for the University of Illinois Springfield (UIS) to develop and enforce its own policies, beyond those required by the NCAA, to maintain and protect academic quality and integrity. The Committee found that UIS has done this with regard to its standard of academic eligibility, the operation of its Athletics Compliance Committee, and its implementation of the present “contract” system for student-athletes and their instructors. The Committee believes it is essential to have formalized written policies in place on matters relating to athletics before UIS becomes a full member of NCAA. Doing so will confirm the commitment of UIS and the Athletics Department to principles of academic quality and integrity, assist in identifying the evolving “best practices” at UIS, and serve as an essential bulwark to reduce the possibility of problems emerging in the future.

The Committee found that UIS appears to be in general compliance with the IAC’s recommendations on admissions and academic expectations, although reports to confirm and document this are not routinely produced. The exception to this pattern is the recommendation for IAC and governance involvement in the development of recruiting policies (IAC

Recommendation 2), including the qualifications of students to be recruited and the use of available scholarship funds in the recruiting process.

Recommendation 1.

Campus administrators and campus governance bodies should work together to ensure that admission policies are consistent with the educational mission of UIS. The Committee on Admissions, Recruitment, and Retention (CARR) should be part of the intensive review of admissions policies that is scheduled to take place by the end of 2009-2010 as part of the UIS Admissions Reform Recommendations of 2009. Any admissions policies that refer specifically to student-athletes, or that could be applied selectively to student-athletes, should be referred to the Intercollegiate Athletics Committee (IAC) for its consideration.

Recommendation 2.

The Intercollegiate Athletics Committee (IAC) and the Faculty Athletics Representative (FAR) should prepare a list of reports relating to student-athletes that will be prepared each semester to allow ongoing assessment of UIS's compliance with IAC recommendations and university policies. The list should include precise algorithms for preparation of each report, including the comparison groups to be used and the way in which the report data will be presented. Representatives from the Division of Student Affairs (DSA) and the Office of Institutional Research (OIR) should be involved early on to ensure that the proposed report parameters are clear and that the reports will provide the best and most accurate information available. The Athletics Department should be consulted to ensure that the reports include all data that will need to be reported to the NCAA. The first list should be completed and provided to DSA and OIR by the end of October, 2010. DSA and OIR should prepare a schedule for the production of reports that will provide them to the IAC and the FAR by March 1 (for reports based on Fall Semester data) and August 1 (for reports based on Spring Semester or Academic Year data).

Recommendation 3.

The Office of Institutional Research (OIR) should be responsible for calculating all measures of academic progress required by NCAA Division II, including the Academic Progress Rate (APR) and Graduation Success Rate (GSR). These benchmark reports (or "dashboard indicators") should be provided directly to the Athletics Department and the Intercollegiate Athletics Committee (IAC), and reviewed at least annually by the IAC to sustain processes that will improve the academic success and graduation rates of student-athletes.

Recommendation 4.

The current policy requiring Athletics Department personnel seeking information about the academic status of a student-athlete to communicate with the Faculty Athletics Representative (FAR), and not directly with academic instructors or advisers, should be retained.

2. Student-Athlete Welfare.

While UIS currently operates in accordance with many of the IAC's recommendations, the Committee's interviews with members of the UIS campus community identified a number of concerns related to the welfare and well-being of student-athletes. These included academic advising, academic support services, and the procedures in place within the Athletics Department to protect the safety and well-being of student-athletes. Almost all of these issues were also raised in the 2004 Task Force report.

- ***Advising and Academic Support.*** Several of those who met with the Committee expressed concern about the university's ability to address the advising needs of students, including student-athletes. The Committee was particularly concerned that there do not appear to be adequate processes in place to ensure that student-athletes meet with an academic adviser in their major before registering. The Committee found that coaches can play an important role in encouraging athletes to meet with their academic advisers.

Committee members also expressed concern about the limited academic support services available to UIS students. Just as with academic advising, the need for more and better academic support services is not limited to students who are athletes. In 2008 the IAC recommended a "best practices" approach that would improve the support services provided to all students, including student-athletes. The Athletics Department can assist by providing a structured and supportive study environment for student-athletes. Some possible approaches include the creation of "study tables," the establishment of a regular study schedule for team members, and designated study time on away trips.

Recommendation 5.

The Intercollegiate Athletics Committee (IAC) recommended in its 2008 report that the campus academic advising structure should have oversight of and regularly review the academic advising of student-athletes, and that this review should be presented to the Campus Senate yearly. The Committee agrees, and recommends that the first of these annual reports be submitted to the IAC and the Campus Senate before the end of the 2010-2011 academic year. It may be appropriate for the Athletic Academic Advising Coordinator to prepare this report, but input must be obtained from campus academic programs, as only programs can assess progress towards degree completion. The actual assignments for those involved in the review should be made by the Associate Vice Chancellor for Undergraduate Education or the Provost.

A preliminary written assessment of the state of academic advising for student-athletes, including both accomplishments and concerns, should be presented to the IAC in April, 2010, or at the start of the 2010 fall semester if the earlier date is not feasible. This will allow the IAC to provide guidance as to what should be included in the full report in 2010-2011. The Annual Report should include recommendations for improving the academic advising process as they are developed. This focus on academic advising as it applies to student-athletes could serve as a way of testing improvements in the system or process of advising that could improve the advising available to all students.

Recommendation 6.

The Committee supports the approach to academic support services recommended by the Intercollegiate Athletics Committee (IAC) in its 2008 report. UIS needs to acknowledge that the expansion of support services for all students is an essential element of building an athletics program in a fair and equitable manner. Student-athletes should not be privileged over other students in their access to academic support services. In the development of future budgets, some resources should be designated for a program of expanded academic support services available to both student-athletes and non-student-athletes, and operated through the Division of Academic Affairs. If this is not immediately possible due to budget constraints, Academic Affairs and the Athletics Department should indicate in their respective budget planning documents how they intend to respond to this need in future years.

- ***Oversight of Student-Athlete Behavior.*** The Committee attempted to obtain information on student infractions and violations for Fall 2009, but found that no agency was responsible for collecting this information in a single place. The Committee concluded that a comprehensive database of campus incidents, participants, and UIS responses would be useful to a variety of parties on campus, and would improve the university's ability to identify incidents of concern and to respond to them more quickly.

Recommendation 7.

The Committee recommends that a complete database on campus infractions be maintained within the Division of Student Affairs (DSA), and that information on infractions involving student-athletes be provided to both the Athletics Department and the Intercollegiate Athletics Committee (IAC) in a timely manner. A report should be made at least once a month. The report should include new incidents and any updates on previously reported incidents. For example, an incident involving allegations should be updated regularly until final action is taken. A report should be generated even if there are no incidents to report. DSA should also be responsible for maintaining records on off-campus incidents involving student-athletes, particularly those involving alleged violations of criminal law. A progress report on the development of this system should be presented to the IAC before the end of the 2009-2010 academic year. The system itself should be in place by the start of Fall Semester, 2010.

Recommendation 8.

In cases where the Director of Athletics or other Athletics Department personnel are the first to know about an infraction committed by a student-athlete, they should be obligated to report the infraction in a written report to the office or person designated by the Vice Chancellor for Student Affairs (VCSA) to receive such reports. The VCSA should develop a standard form to be used for this purpose. The same form, or a comparable one, should be used to report infractions that are known to HRL or the Associate Dean of Students. Events known to Campus Police may be reported using either the form developed by the VCSA or the Police Department's incident report form, as long as the Police Department's incident report includes all the elements required by the VCSA-developed form.

The Committee also looked into the implementation and enforcement of team rules and regulations, and concluded that having different rules for different sports on important matters made it more difficult to enforce behavioral standards.

Recommendation 9.

The Athletics Department should develop a general framework for team rules that includes agreed-upon language regarding the use of alcohol, drugs, and tobacco. Individual coaches may include additional team rules, but all student-athletes would be guided by the same policy and requirements regarding drug and alcohol use.

The Committee was concerned that there is no provision for a student-athlete to take a complaint or an appeal beyond the Athletics Department. It is particularly troubling that existing policies do not include the Associate Chancellor for Access and Equal Opportunity Office (AEO), who would normally deal with student complaints alleging discrimination or sexual harassment or related mistreatment.

Recommendation 10.

The Athletics Department's *Student-Athlete Handbook* should clearly inform student-athletes of the university policies that allow them to bring a complaint or file a grievance outside of the Athletics Department, and provide access to information on how to do so.

Recommendation 11.

Complaints involving discriminatory or harassing conduct or related inappropriate personal behavior by members of the Athletics Department should be referred directly to the Associate Chancellor for Access and Equal Opportunity (AEO) for guidance and discussion of alternatives. The Department's Policy and Procedures Manual should document the obligation of staff members, under the UIS Sexual Harassment Policy, to report promptly every allegation of sexual harassment to the AEO.

- ***Relationship of Campus Health Services (CHS) with the Athletics Department.***
Existing practice relating to CHS responsibility for conducting physical examinations and for determining an athlete's fitness to play was confirmed in discussions that occurred in 2008, but have not been formalized as written policy. The Committee recommended that this be done so that questions will not continue to arise.

Recommendation 12.

The existing informal agreement on Campus Health Services (CHS) responsibilities should be put into written form by the Chancellor's Office, preferably by the administrator who drafted the preliminary understanding. The written policy should be adopted as official UIS policy before the start of the 2010-2011 academic year.

- ***Expectations for Coaches.*** The Committee believes it is important for UIS and the Athletics Department to adopt a code of ethics for the Athletics Department and athletics personnel. Model codes exist for many sports. The code should establish behavioral

guidelines and ethical standards for coaches that will help to guide their interaction with student-athletes.

Recommendation 13.

The UIS Athletics Department should adopt a code of conduct for coaches that addresses issues beyond compliance with NCAA and GLVC rules. The Department may choose to adopt separate codes for specific sports, based on nationally recognized models, or a single code for all sports. The Intercollegiate Athletics Committee (IAC) should be consulted, and should have an opportunity to provide advice early in the process and to review the proposed code before it is adopted. An approved code or codes should be in place before the start of the 2011-2012 intercollegiate athletics playing season. The obligations imposed by a code of conduct should be a part of an orientation to UIS expectations that every coach should receive each year before the start of the academic year. This orientation should be provided by the Associate Chancellor for Access and Equal Opportunity.

- ***The Events of Spring 2009.*** As part of its charge to investigate the policies and operation of the Athletics Department, the Committee gathered information about the events of Spring 2009. The Committee believed that it is not possible to assess the overall compliance of the Athletics Department with a broad range of recommendations without examining the way in which it has handled critical incidents. The Committee identified a number of concerns in its report. It concluded that while the university administration appeared to have acted in good faith to protect the safety and well-being of the students involved, its decision to exclude the IAC, which represents faculty, from the decision-making process contributed to the rumor-filled atmosphere on campus. The administration response team's lack of consultation with the IAC also made it more difficult to resolve some of the issues involved.

To the best of the Committee's knowledge, no systematic records were made of the response team's meetings. In his discussions with the Committee, the Chancellor indicated that it probably would have been a good idea to have a written incident report, a memorandum of record, or some other written record of the incidents that occurred, the actions that were taken and the decisions that were made. The Committee recommends that the administration work with the IAC and the Campus Senate to develop written guidelines that it intends to follow in the future, based on what it has learned from this incident. Those practices should include the involvement of the IAC and the FAR, who have an understanding of athletics and a legitimate interest in the operation of the Athletics Department. This could begin the process of documenting UIS's "best practices" when responding to critical incidents, and will improve the university's ability to respond in a planned manner rather than to simply react to the events as they unfold.

Recommendation 14.

To build trust within the UIS community and increase confidence in the actions taken by UIS, the UIS administration must develop adequate oversight mechanisms and response procedures for incidents involving inappropriate behavior by coaches and/or student-athletes. These policies should involve the Intercollegiate Athletics Committee (IAC) in an

active capacity, since it is the only governance body specifically charged with oversight of the intercollegiate athletics program at UIS. The IAC should be kept apprised of all complaints involving Athletics Department personnel and any investigations as they are being carried out, not just informed of the outcome after an investigation has been completed.

Recommendation 15.

Written guidelines or policies should be developed to ensure appropriate consultation and coordination, satisfactory investigation, and consistent handling of significant behavioral incidents involving UIS students, staff, or faculty. Such guidelines should include, but not be limited to, the points listed separately in the next paragraph of this report.¹ The development of such guidelines will make a statement to the entire community that UIS is committed to becoming an institution with a “high level of responsiveness to students . . . [where] respect and civility prevail in all interactions,” and will boost confidence that the UIS administration will respond appropriately in these difficult situations.

- ***The Events of October 2009.*** The Committee did not investigate the events of October 3, 2009 in depth, since they were still in progress as this report was being written. However, the Committee identified two areas where it had major concerns. It found that even though the Campus Senate bylaws had been revised to include a description of the IAC’s purpose and responsibilities that had been negotiated with the administration, neither the Chancellor nor the Athletics Director carried out the full range of consultation and informational activities described in the new bylaws. It also found that because of a very limited interpretation of the Family Educational Records and Privacy Act (FERPA), faculty were not informed when students enrolled in their classes were prohibited from attending class, nor were they informed when the prohibition was lifted. The Committee believes that faculty teaching students have a “legitimate educational interest” in knowing whether a student is prohibited from attending class or authorized to do so that entitles faculty to this information under a FERPA exception.

Recommendation 16.

The Director of Athletics (AD) or the Chancellor’s Office should prepare a set of criteria that will allow the AD to readily identify an emergency or crisis that triggers his obligation to inform and consult the Intercollegiate Athletics Committee (IAC) Chair and the FAR. The list should be prepared in consultation with the IAC, and should be completed before the start of the 2010-2011 athletics season.

Recommendation 17.

The administration should clarify the extent and applicability of the “legitimate educational interest” exception in FERPA. If this review upholds the position that faculty must initiate the status update, the Vice Chancellor for Student Affairs (VCSA) should

¹ See Section III of the full Report for a detailed discussion of the proposed guidelines.

establish a simple process for doing so and inform faculty of that process by the start of the 2010-2011 academic year.

3. Campus Governance of Intercollegiate Athletics.

Shared governance is a core principle of American higher education. The University of Illinois Statutes specifically authorize the Campus Senate to “exercise legislative functions in matters of educational policy.” Faculty are also generally acknowledged to have important responsibilities for those aspects of student life which relate to the educational process and the educational environment on campus. The Campus Senate has concluded that the policies and decisions which guide the UIS intercollegiate athletics program are within its governance responsibilities. The UIS Athletics Department acknowledges the role of the IAC in its program objectives, which state that “it is the responsibility of the University Administration, the Athletic Director, and all the coaches to administer all aspects of the programs *with oversight and advisement by the Intercollegiate Athletic Committee*” (emphasis added).²

The 2004 Task Force recommended that the Chancellor and the VCSA work collaboratively with the IAC and the Campus Senate. The administration has said it agrees with the recommendation in principle, but during the five years since the Task Force made its report the overall pattern has not been a consistent one of active collaboration. Instead, the administration has often waited for the IAC or the Campus Senate to ask about a specific issue. The IAC cannot fulfill its responsibility to provide advice on “matters of budget and finance, personnel, and operational aspects of the intercollegiate athletics program” unless items of concern are brought to it before the policy has been set or the decision made.

The Committee supports that IAC’s recommendation that major athletic department decisions (such as changes in the total number of intercollegiate sports or the initiation of major capital projects) should be made in consultation with the IAC and the Campus Senate. The IAC recognizes that its role is to provide input, to ask questions, at times to make recommendations, but not to make final decisions. The Committee does not recommend modifying the hiring process for the Director of Athletics or other key Athletics Department personnel to include consultation with the Campus Senate, concluding that the same campus hiring processes used for Directors across campus should be followed for the Director of Athletics.

Recommendation 18.

The role of the Intercollegiate Athletics Committee (IAC) is to provide input, advice, and oversight. The Chancellor and the Athletics Director should actively consult with the IAC by bringing significant issues relating to athletics to the IAC early in the decision-making process and providing the information and context necessary for informed advice.

² The Athletics Department’s statement of its Mission, Objectives, and Principles is included in Appendix Six.

Recommendation 19.

The Committee does not recommend modifying the hiring process for the Director of Athletics or other key Athletics Department personnel to include consultation with the Campus Senate. Rather, the same campus hiring processes used for Directors across campus should be followed for the Director of Athletics. If the Campus Senate wishes to take action on this recommendation by the Intercollegiate Athletics Committee (IAC), the Committee recommends that it consult with the Academic Professionals Advisory Council (APAC) to ensure that proposed changes are acceptable to its members.

4. Fiscal Responsibility.

The Committee began by gathering available information on the Athletics budget at UIS. Information was not always presented in the same format each year, making it difficult to compare spending and revenue from year to year. The Committee reached its findings based on its best understanding of available documented information. In an environment where UIS is dealing with a budget shortfall that has already led to hiring freezes, furlough days, pay reductions, and lay-offs, where every expenditure is being scrutinized, the Athletics budget continues to increase. This decision to continue to prioritize intercollegiate athletics at UIS should only be made with meaningful input from all stakeholders. The current process of compiling and disseminating fiscal information does not promote the transparency needed for full and informed deliberation by members of the UIS community.

- **Transparency.** The entire Athletics budget is not presented in a single UIS budget document. The official budget document (the University of Illinois “Orange Book”) has shown an Athletics budget of \$75,000 for the past two years. The publication of a budget showing substantially less in state funds than UIS plans to spend for athletics is confusing and may be misleading to many on campus.

Additional General Revenue Fund (GRF) funds beyond the budgeted \$75,000 are allocated to athletics each year but are not included in the “Orange Book” because they are not considered part of the base budget of Athletics. The FY09 year-end budget report showed that a total of \$218,250, or 16% of the final expenditures for athletics, came from state-appropriated GRF funds. Some coaches’ salaries are paid with non-GRF funds, and do not appear in the list of state positions and salaries that is published each year. The largest source of funding for athletics is the Student Athletics Fee. In FY09 this fee produced \$800,000 for athletics, approximately 58 percent of the total final budget. This figure is reported in internal budget reports but not in the official University of Illinois budget, because student fees are not state funds.

The Athletics budget does not accurately reflect total operating costs for intercollegiate athletics at UIS. The funding of The Recreation and Athletic Center (TRAC) is the most significant example of indirect support that is not documented in the budget. TRAC is funded almost entirely through the Recreation Center fee paid by UIS students. Proposed

capital projects and funds committed to capital projects are not currently included in the budget presented to the IAC, and have not been reviewed with the IAC in recent years.

Recommendation 20.

The Athletics Department and the Chancellor's Office should work together to prepare a budget document that includes all sources of funding for Athletics and all Athletics Department expenditures. This document should include information on funds raised by or from external sources, including booster organizations. The document should provide as much detail as possible to allow the Intercollegiate Athletics Committee (IAC) to properly carry out its advisory responsibilities relating to budget and finance.

Recommendation 21.

Whenever possible current budget information for the Athletics Department should be made available electronically or posted on the university's web site in a way that can be accessed by UIS staff, students, and faculty.

Budget information is not presented to the IAC in a timely manner. In recent years the report of the Athletics Department's actual expenditures in one fiscal year has not been presented to the IAC until late November or December, almost half-way through the next fiscal year. The proposed Athletics Department budget for the new fiscal year is generally presented to the IAC in November or December, almost six months after the fiscal year has started on July 1.

Recommendation 22.

The proposed annual budget for the Athletics Department should be presented to the Intercollegiate Athletics Committee (IAC) as early as possible before the start of the fiscal year, for purposes of review and consultation. The Athletics Department should prepare an analysis of progress on generating external revenue and reducing the cumulative deficit to accompany the proposed budget. The actual approved budget for the current fiscal year should be presented to the IAC as early as possible in the fall semester, with an analysis of any changes from the proposed budget previously provided to IAC. A final year-end accounting of actual expenditures and revenues should be provided to the IAC within six months of the end of the fiscal year, no later than January of the next fiscal year.

The cumulative deficit for Athletics is not clearly documented or explained. The Committee was unable to determine the primary cause or causes of this deficit, or to determine whether the Athletics Department or the Chancellor's Office has a plan to reduce or eliminate the existing deficit.

Recommendation 23.

The Chancellor should provide the Intercollegiate Athletics Committee (IAC) with an explanation of what the cumulative Athletics deficit is, how the cumulative deficit is currently managed, and what plans exist to reduce or eliminate it. Proposed plans should be as specific as possible, to allow the IAC to fulfill its advisory and oversight responsibilities.

The current system of budget reports makes it difficult to track fund transfers and reallocations or to determine their impact. The administration increased the recurring budget for athletics in FY10 by reallocating funds from the Division of Student Affairs (DSA) to the athletics budget in the Chancellor's Division. The Committee was unable to determine what the impact of this budget reallocation will be on DSA programs and services.

Recommendation 24.

Each year the proposed Athletics Department budget should identify whether additional General Revenue Funds (GRF) and Student Fee funds have been included, and if so, their source. This analysis should distinguish between new, previously unallocated revenue and reallocated funds. If reallocated funds are made available through a general, campus-wide reallocation, the report should include information on which Division or Unit budgets were reduced in the reallocation process.

- **Expenses Associated with NCAA Division II and Great Lakes Valley Conference (GLVC) Affiliation.** Expenses associated with UIS's affiliation with NCAA Division II and the GLVC have been higher than anticipated, and are expected to continue to rise. The Athletics Department is currently relying on GRF (state) funds for almost 30 percent of its budget. Initial projections by the Athletics Department and the VCSA did not include the number of sports UIS now plans to offer, nor did they anticipate increases in the number of full-time coaches. The number and value of athletic related scholarships has increased at UIS in recent years, partially due to the Chancellor's decisions to increase the dollar value of tuition waivers available to the Athletics Department. The Chancellor has said that UIS currently awards less in athletic scholarships than other GLVC institutions, and that UIS needs to increase the number and value of its athletic scholarships to be fully competitive.

Recommendation 25.

The Athletics Department and the Chancellor's Office should develop a realistic multi-year plan for projected expenditures and anticipated revenue for the Athletics Department. This plan should include fiscal and budgetary planning for all additional sports and facilities within the period covered by the plan. The first iteration of this plan should be presented to the Intercollegiate Athletics Committee (IAC) no later than December, 2010.

- **Tuition Waivers and Athletic Scholarships.** An important source of financial assistance to student-athletes is tuition waivers. In FY05 and FY06 the total for athlete tuition waivers was capped at \$50,000. In FY07 Athletics was authorized to award up to \$100,000 in tuition waivers, and in FY10 the Chancellor approved an increase to \$150,000. UIS currently remains under the 3 percent cap on tuition waivers, but the amount awarded is now approaching the limit. UIS is approaching the point where various categories of waivers will be competing with one another for the limited amount of tuition waiver funding. Before that point arrives, the administration should have a

system in place for weighing and considering the full range of financial assistance needs and the implications of the tuition waiver allocation process.

Recommendation 26.

The Chancellor should consult with the Vice Chancellor for Student Affairs and the Vice Chancellor for Academic Affairs before determining the annual allocation of tuition waiver funds, allowing each administrator to present information on the uses to which tuition waivers in their Division would be put.

- **Continuing Reliance on Student Fees to Fund the Athletics Department.** In presenting proposed student fee increases to the Student Government Association (SGA), the administration has frequently referred to a “Five-Year Plan” for increases in the student athletic fee. The “Five-Year Plan” document provided to the Committee gives no indication of how much of the projected fee increase is expected to come from higher fees and how much is expected to come from increases in enrollment. In both its 2007 report and its 2008 report the IAC expressed concerns that students were becoming responsible for what it called “a disproportionate amount of funding for Athletics.”

The Committee shares that concern. The Athletics Fee must be considered in the context of other fees paid by students. The Recreation Center (TRAC) Fee is a mandatory fee that imposes an additional financial burden on students, even though they receive the benefit of using TRAC. Other fees, unrelated to athletics, also add to the costs faced by students. These fees have a particular impact on part-time students. The Campus Senate Committee on Admissions, Recruitment, and Retention (CARR) recently concluded that the current system of fees, taken as a whole, places “an undue and inequitable burden on part-time students who have been the foundation of the UIS student base.” The Graduate Council has also expressed its concern about the heavy burden of fees on part-time graduate students.

Recommendation 27.

As an advisory body to the Athletic Director and the Chancellor on matters related to athletics, the Intercollegiate Athletics Committee (IAC) should be informed of and consulted about any proposal to raise the Student Athletic Fee.

Recommendation 28.

The Division of Student Affairs should study and report on the impact that current student fee levels have on recruitment, enrollment, retention, and diversity at UIS. The Committee understands that some student fees fund programs that contribute to these goals, and every effort should be made to take those effects into consideration.

The Online Student Services Fee. Beginning in FY08 Online Program students were required to pay an Online Student Services Fee of either \$132 (for full-time students) or \$66 (for part-time students) per semester. The Online Student Services Fee was approved to support “Student Enhancement Initiatives” that provide services to online students or improve their student life experience at UIS. The Chancellor made the decision to

transfer \$50,000 in revenue from the Online Student Services Fee to the Athletics Department budget in FY09 and again in FY10. The Chancellor told the IAC that one reason for doing this was the strong support for intercollegiate athletics among the online students. The Committee found no indication that Student Affairs was consulted or given an opportunity to make a case for alternative uses for the fee revenue prior to the reallocation.

Recommendation 29.

Changes in the allocation of General Revenue Fund (GRF) revenue from one Division to another should be transparent, and discussed as part of the budget and planning process. Changes in the allocation of student fees should only be carried out when the reallocation serves the purpose for which the fee is assessed.

- **Introduction of Specialized Fund-Raising for Athletics and Athletic Scholarships.** In Fall, 2009 the Chancellor initiated a program involving consultants beyond the Office of Development to concentrate on raising additional private funds to support the athletics program at UIS. Although the IAC serves as an advisory committee to the Chancellor on matters of budget and finance, it was not consulted about this program.
- Private fundraising provides an opportunity to decrease the Athletic Department's reliance on student fees and state funds. However, the Committee is concerned that a focused fundraising program for athletics may affect the ability of UIS to raise external funds for other purposes or restrict the access of other programs to external resources. The Committee believes that any discussion about focused fundraising efforts should be grounded in empirical research regarding the relationship between intercollegiate athletics and university fundraising. Research studies sponsored by the NCAA (discussed in the Report) have been unable to document a relationship between intercollegiate athletics and unrestricted donations to the institution, although some researchers have found increases in restricted giving to athletics programs.

Recommendation 30.

The Chancellor's Office and the Director of Athletics (AD) should provide the Intercollegiate Athletics Committee (IAC) with a copy of any fundraising plan or proposal developed by external consultants or private booster organizations, and articulate the elements of any internal plan that focuses on athletics. The Chancellor's Office and the AD should provide written yearly progress reports to the IAC on the status of such fundraising efforts, including information on pledges received and realized income.

- **Intercollegiate Athletics and Recruiting.** Both the Chancellor and the Provost have spoken this year about the impact of athletics on the general student recruiting process. While many college administrators express a belief in this position, the empirical evidence is inconclusive. Overall the studies cannot identify or confirm a consistent recruiting effect from athletics. While an athletics program may attract students, research studies have confirmed that strong academic programs attract students to a university.

These findings are consistent with the NCAA's own study of choices by Division II student-athletes, which found that the quality of academic programs was the most important influence on student-athletes' choices of which school to attend

- **Other Fiscal Responsibility Recommendations**

The 2004 Task Force recommended that a Business Manager be appointed in the Division of Student Affairs (where athletics was then located). This was done, but the Business Manager stayed in DSA when the Athletics Department was moved to the Chancellor's Division. The Athletics Department hired another business manager who is responsible for the budgets of the Department and of all sports teams.

The NCAA Division II *Manual* requires member institutions to undergo a financial review of "all expenses and revenues and capitalized expenses for or on behalf of a Division II member's athletics programs at least every three years, including any expenditures or revenues "by any affiliated or outside organization, agency, or group of individuals." The financial report generated by this process must be presented to the chancellor no later than January 15 after the end of the fiscal year being reviewed. Although UIS submitted excerpts from the University of Illinois external audit as part of its NCAA application, it is not clear to the Committee whether this provides an adequate review of the Athletic Department's finances. The Athletic Department stated that although the department was included in the audit, Athletics is not reviewed separately and no audit results are reported specifically for Athletics.

Recommendation 31.

The Chancellor's Office should determine whether the existing University of Illinois audit process will satisfy the NCAA financial review requirement, and report its finding to the Intercollegiate Athletics Committee (IAC). Copies of all financial review and audit documents should be provided to the IAC when they are received.

The Committee made a total of 31 recommendations in the body of its report, all related to the four areas of concern identified in the 2008 IAC report. Some of these recommendations are new; others repeat and emphasize recommendations made earlier. To complete its charge, the Committee presented its assessment of the extent to which the UIS administration has implemented each of the IAC and Task Force recommendations in Section VI of the Report.

I. COMMITTEE CHARGES

The Committee to Investigate Intercollegiate Athletics (“the Committee”) was initially created by Campus Senate Resolution 38-27, approved on April 17, 2009, with a broad mandate to conduct an independent investigation of intercollegiate athletics at UIS that would be “credible with the faculty and other UIS stakeholders.”³ The immediate catalyst was the concern of the Campus Senate, in the wake of the events of Spring, 2009 involving three different coaches, that the Chancellor and his administration had “failed to work closely with the Intercollegiate Athletics Committee (IAC), Faculty Athletics Representative, and Campus Senate to ensure the safety and academic success of students who are athletes.” Resolution 38-27 identified a number of broad problems, including a lack of effective oversight, both within the Athletics Department and by the Administration over the Athletics Department; a “pattern of unilateral actions” made without consulting the various stakeholders in the UIS community; and limited utilization of the process and institutional changes recommended by the 2004 Athletics Review Task Force report.

The Campus Senate’s original resolution called for a three-member committee made up of the Chair of the Intercollegiate Athletics Committee (IAC), a faculty member appointed by the Campus Senate, and an external consultant. The IAC believed that it could not be considered an independent group because its membership included individuals whose interests “overlap with athletics,” as well as Athletic Department administrators.⁴ It suggested instead that the Campus Senate create an independent committee made up of tenured faculty who could be viewed by all parties as neutral on athletics: not involved with athletics on campus, with no history of a notable interest in athletics and no future interest in becoming part of any athletic-related part of the University. The Campus Senate endorsed this recommendation.

A five-member Committee was appointed by the Chair of the Senate after both the Senate Executive Committee and the Chancellor agreed that the proposed membership met the IAC’s criteria for being neutral on athletics.⁵ The Committee was composed of the following members: Barbara Hayler, Professor Emerita of Criminal Justice; Beverly Bunch, Associate Professor of Public Administration and the Institute for Legal, Legislative, and Policy Studies; Jonathan Perkins, Associate Professor of Visual Arts; Tom Ambrose, Senior Training Coordinator,

³ UIS Campus Senate Resolution 38-27, “Concerning Intercollegiate Athletics at UIS.” This and other quotations in this paragraph are from Resolution 38-27; other language in the paragraph closely paraphrases the language of the resolution as adopted. Available online at: <http://www.uis.edu/campussenate/docs/documents/resolutions/38-27-Concerning-IA.pdf>

⁴ “IAC Response to Senate Resolution for Investigation of Intercollegiate Athletics at UIS,” dated April 23, 2009; prepared by the UIS Intercollegiate Athletics Committee and presented to the Campus Senate.

⁵ Memo of May 14, 2009 from Campus Senate Chair Tih-Fen Ting to Chancellor Richard Ringeisen.

Institute for Legal, Legislative, and Policy Studies; and Dyanne Ferik, Associate Dean, College of Business and Management and Associate Professor of Business Administration.

The IAC recommended a more focused and explicit charge for the proposed investigation: (1) to assess the extent to which current policies address the recommendations of the 2004 Athletic Review Task Force report and the 2008 IAC report to the Campus Senate; (2) to examine the nature of existing policies, including any changes that have been made since the Chancellor's Office took control of athletics in 2008; and (3) to investigate the extent to which those policies have been implemented.⁶ The Campus Senate also endorsed this change in the committee's focus and charge.

The 2004 Ad Hoc Intercollegiate Athletic Review Task Force ("the Task Force") was established by the Campus Senate. The Task Force was charged with reviewing specific aspects of the athletics program and with preparing a report for the Vice Chancellor of Student Affairs and the Campus Senate within two months.⁷ It was chaired by Lawrence Johnson, who had served as the Associate Chancellor for Access and Equal Opportunity at UIS between 1993 and 2003. The other members were: Marcel Yoder, IAC Chair; Professors Pat Langley and Hugh Harris, Campus Senate President and Executive Committee member; Marya Leatherwood, Associate Vice Chancellor for Academic Affairs; Michael Bohl, Director of the Office of Business Services; and Stephen Chrans, Assistant Vice Chancellor for Student Affairs and Acting Athletic Director.

The charge of the 2004 Task Force was to review the intercollegiate athletics program to determine whether "appropriate policies, procedures and structures are being implemented to maintain the integrity of the program while protecting and promoting the best interests of both the University and the student-athletes individually."⁸ The Task Force was asked to focus on four specific areas: academic eligibility; personal conduct of athletes related to eligibility; contacts made with or on behalf of athletes regarding expectations for admission, financial aid and eligibility; and the status of the athletic department budget. The Task Force was also asked to identify any policies, procedures or practices in these areas that appeared to be "unclear, ambiguous, overly harsh or overly lenient." It was directed to identify policies and practices that needed attention, but not to suggest specific remedies or propose new policies or procedures. The Task Force report made eleven recommendations. Some of them identified specific actions that should be taken, while others recommended broader policy changes.

⁶ "IAC Response to Senate Resolution for Investigation of Intercollegiate Athletics at UIS," prepared by the IAC and dated April 23, 2009.

⁷ Resolution 33-20, "Resolution to create a Joint Campus Senate and Office of Student Affairs Ad Hoc Intercollegiate Athletic Review Task Force," approved by the Campus Senate on March 26, 2004. Available online at <http://www.uis.edu/campussenate/docs/resolutions.html>.

⁸ This and other quotations in this paragraph are from the Final Report of the Athletics Review Task Force, submitted to the Vice Chancellor for Student Affairs and the Campus Senate on July 8, 2004.

The Intercollegiate Athletics Committee (IAC) has prepared an annual report to the Campus Senate for the past several years.⁹ Its 2008 report provided an analysis of the proposed move to the NCAA Division II that had been announced by the Chancellor in 2007.¹⁰ The IAC report considered the potential costs and benefits of NCAA membership and included 23 policy recommendations. The IAC organized the recommendations around four essential principles associated with athletics in colleges and universities: Academic Integrity and Quality; Student-Athlete Welfare; Campus Governance of Intercollegiate Athletics; and Fiscal Responsibility.¹¹

The charge to the current committee (“the Committee”) was to assess the progress made in implementing the recommendations from both reports. The Committee began meeting in July, 2009. From the start its intention was to communicate with as many people as possible and to consider as many perspectives as it could. The Committee members interviewed more than 40 people in the Athletics Department, the Division of Student Affairs, the Division of Academic Affairs, and the Chancellor’s Division, as well as individual faculty and staff members. Participants in campus governance, including members of the Intercollegiate Athletics Committee (IAC), were also interviewed. In November, 2009 the Committee sent out letters to all faculty and staff, to all students involved in student government, and to all student-athletes, inviting them to speak with Committee members about their experiences with intercollegiate athletics. In response to these letters the Committee heard from more than a dozen additional people who had not previously spoken with it. During the fall and early spring the Committee also collected existing documents and policy statements relating to intercollegiate athletics and student-athletes on the UIS campus. The Committee spoke with the Chancellor about having access to documents prepared or received by the Athletics Department and the Chancellor’s Office in connection with the Spring, 2009 investigation of possible misconduct by athletic coaches. However, those materials were not made available.

The Committee focused its investigation around the four organizing principles used by the IAC in its 2008 report: academic integrity and quality; student-athlete welfare; campus governance of intercollegiate athletics; and fiscal responsibility. The Committee found that each of these areas raised important questions relating to the kind of intercollegiate athletics program UIS wishes to build and the policies and commitments that are necessary to create that kind of program. For each of the four organizing concepts the Committee first presents the findings

⁹ Under the Campus Senate Bylaws the IAC is specifically directed to report to the Campus Senate “at least once a year” (Article VI, Section 2, Paragraph J(1)). Bylaws are available at: <http://www.uis.edu/campussenate/docs/bylaws.html> .

¹⁰ “Intercollegiate Athletics Committee Follow up report regarding the potential move to NCAA Division II, AY 2007-2008.” Submitted to the Campus Senate in April, 2008.

¹¹ The Committee notes that these categories are comparable to those developed by the NCAA Presidential Task Force on the Future of Division I Intercollegiate Athletics in its 2006 report *The Second-Century Imperatives: Presidential Leadership – Institutional Accountability*. The categories used by the Presidential Task Force are: Academic Values and Standards, Student-Athlete Well-Being, Presidential Leadership of Internal and External Constituencies, and Fiscal Responsibility.

from its investigation, followed by its conclusions and recommendations. The final section of the report (Section VI) summarizes how the administration has addressed each of the recommendations from the 2004 Task Force report and the 2008 IAC report, and the extent to which those recommendations have been implemented

II. ACADEMIC INTEGRITY AND QUALITY

Intercollegiate athletics has the potential to enhance the educational experience of all students, by contributing to the personal development of athletes and by providing a focus of campus community and shared experiences for other students. However, intercollegiate athletics takes place within a college environment, and the educational experience itself should be central. The NCAA Presidential Task Force on the Future of Division I reminded the association that the primary concern of member institutions must be “the educational and physical best interests of those who play the games, not the outcomes of the games or how many are played.”¹²

The University of Illinois Springfield (UIS) emphasizes that student-athletes are students first, and must make educational success their first priority. The majority of Division II students who are athletes understand the importance of education. The NCAA commissioned a recent study of over 1,800 Division II student-athletes, and found that academic factors were most important to them in choosing which college to attend. Forty-three percent of those surveyed reported that the quality of academic programs was most important to them in deciding where to go to college, compared to 23 percent who reported that some aspect of the athletic program was the most important factor.¹³ In other words, students, faculty, college administrators, and the NCAA all agree that the first and most important responsibility of an institution of higher learning is to provide quality academic programs and to maintain the academic integrity of those programs.

This is an area where it is particularly important for UIS to develop and enforce its own policies, and not merely comply with minimum NCAA requirements. The university has already done this in its policy on academic eligibility. Division II requires that athletes be in “good academic standing,” but allows individual institutions to apply their own standards for this. UIS defines “good academic standing” as a cumulative GPA of at least 2.0 in classes taken at UIS, a more demanding standard than some Division II schools use. This standard is seen as essential to maintaining academic integrity by the Coalition on Intercollegiate Athletics (COIA),¹⁴ and

¹² NCAA Presidential Task Force on the Future of Division I, *The Second-Century Imperatives* (2006), p. 50.

¹³ NCAA Division II, *Strategic Positioning Initiative: Quantitative Research Report* (May 2006), Table on p. 55. Receiving an athletic scholarship was the most important factor for those student-athletes who were recruited and awarded a scholarship. When receipt of an athletic scholarship is combined with the nature of the athletics program itself, the proportion of student-athletes identifying some element of the athletic program as most important in their decision to attend rises to 41%, still less than the proportion selecting “quality of academics overall” or the quality of a specific academic program as the most important factor.

¹⁴ Coalition on Intercollegiate Athletics, *Academic Integrity in Intercollegiate Athletics: Principles, Rules, and Best Practices* (2005). Online at: <http://www-users.math.umd.edu/~jmc/COIA/AF.html>

was included as a recommendation in the IAC's 2008 report (Recommendation 8 in Section VI of this report).

Director of Athletics (AD) Rodger Jehlicka instituted an Athletic Director's Academic Honor Roll at UIS that recognizes student-athletes for their academic achievements. To be included, an athlete must have earned a semester GPA of 3.0 or better. In Fall, 2009 this standard was met by 71 athletes, 53 percent of the active student-athletes at UIS. The Great Lakes Valley Conference (GLVC) has an Academic All-Conference standard that is somewhat higher than the Director of Athletics currently uses. The Committee encourages the AD to adopt the GLVC All-Conference requirements as the standard for the Athletic Director's Academic Honor Role when UIS becomes a full member of NCAA and GLVC.

The Committee was impressed by the work of the Compliance Committee, which reviews the academic record and progress of every student-athlete each semester to ensure that all academic eligibility standards are met. The members of the committee, including AD Jehlicka and Faculty Athletics Representative (FAR) Marcel Yoder, carry out a difficult and time-consuming task in a cooperative manner, with honesty and integrity.

The Committee compliments the Faculty Athletics Representative (FAR) and the Athletics Department on working together to develop the present "contract" system for student-athletes and their instructors (see the Task Force recommendation in the "Academic Integrity and Quality" portion of Section VI of this report). The system requires student-athletes to inform instructors about their team's athletic schedule, to identify potential conflicts between classes and team competitions, and to decide in advance how a conflict will be handled. The contract document explicitly informs instructors that the decision to provide an accommodation, and the nature of any accommodation, is entirely within their discretion. Recent decisions to require signed documents from all instructors, even if no conflicts are apparent, and to provide a team schedule with the form to help identify potential conflicts, are good examples of how "best practices" are being developed at UIS based on the institution's experience.

The Committee also wishes to commend the Athletics Department for its policy that no student-athlete should miss a scheduled class in order to attend a team practice. Implementing this policy has required coaches to forego a single, fixed practice time, and to arrange special practice sessions as needed for student-athletes with class conflicts. The Committee appreciates the flexibility shown by coaches in order to support student-athletes in their academic endeavors.

Findings

The Intercollegiate Athletics Committee (IAC) made a total of eight recommendations that dealt with issues of academic integrity and quality in its 2008 report. The Committee found that UIS appears to be in general compliance with most of these recommendations. In some cases the written policies needed to ensure that this compliance continues are not in place and in other cases no explicit policies exist. All of the IAC's recommendations are presented in Section VI of this report, with a brief assessment of how, and to what extent, each one has been

implemented at UIS. The Committee divided some IAC recommendations into their component elements. As a result, there are more than eight specific recommendations in the Academic Integrity and Quality portion of Section VI.

The Committee reviewed data provided by the Athletics Department, the Faculty Athletics Representative (FAR), the Division of Student Affairs (DSA), and the Office of Institutional Research (OIR) to create a profile of student-athlete performance at UIS. Major findings related to the IAC recommendations follow.

- The IAC recommended that admission standards at UIS be the same for all students (see Recommendations 1a, 2a, 3 and 4 in Section VI). The Committee reviewed data on undergraduates enrolling at UIS for the first time from Fall 2005 through Fall 2009. A comparison of first-year student-athletes with the freshman class for the same semester showed relatively small differences in their ACT scores, high school GPAs, and high school class rank. The Committee compared the transfer GPA data for athletes and other transfer students and found that although the variation was greater, they were still statistically comparable. The FAR has done similar analyses for several years and has reached similar conclusions. The admissions data are provided in Appendix One.
- The Committee compared the grades earned by student-athletes enrolled at UIS to those of the undergraduate student body for the past three years (Fall 2007 through Fall 2009). The two groups were compared based on the mean (average) GPA and the median (mid-point) GPA. In most semesters student-athletes as a group had slightly higher GPAs than the undergraduate population as a whole, but the differences were small. This study confirmed previous analyses completed by OIR and the FAR. The data reviewed by the Committee are presented in Appendix Two.
- The Committee reviewed retention and graduation rate data prepared in connection with the NCAA application in February, 2008. The IAC recommended that the academic profiles of freshman or transfer student-athletes as a group and by sport, should be similar to those of the entering freshman class or the transfer cohort (Recommendation 3 in Section VI). UIS has calculated graduation and retention rates for students who first entered UIS in Fall 2001 or later. The best comparison group for student-athletes, who are required to be enrolled on a full-time basis, would be other full-time students. Because students switch between full-time and part-time enrollment it is not possible to make this comparison, so they were compared to the entering or transfer undergraduate cohort of the same year. Graduation and retention (enrollment) rates for all categories of students show considerable variation during the period studied, but the Committee did not observe any areas of concern regarding the performance of student-athletes relative to other students (see Tables 1 and 2 on pages 8 and 9).

Table 1a. UIS FRESHMEN ATHLETE RETENTION.
Percent Graduated or Enrolled by Years Since Matriculation

Fall Entering Term	Number in Cohort	Year of Enrollment						
		<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	
2001	14	100.0%	85.7%	21.4%	14.3%	0.0%		PERCENT ENROLLED, NOT GRADUATED
2002	11	90.9%	72.7%	36.4%	9.1%			
2003	7	71.4%	71.4%	28.6%				
2004	14	92.9%	78.6%					
2005	20	100.0%						
2006	22							
2001	14	0.0%	0.0%	50.0%	50.0%	50.0%		PERCENT GRADUATED
2002	11	0.0%	0.0%	36.4%	63.6%			
2003	7	0.0%	0.0%	42.9%				
2004	14	0.0%	7.1%					
2005	20	0.0%						
2006	22							
2001	14	100.0%	85.7%	71.4%	64.3%	50.0%		TOTAL PERCENT RETAINED
2002	11	90.9%	72.7%	72.7%	72.7%			
2003	7	71.4%	71.4%	71.4%				
2004	14	92.9%	85.7%					
2005	20	100.0%						
2006	22							

Source: Enterprise Data Warehouse -- Academic Records Universe.

NOTE: "Enrollment" includes any student who was enrolled in the summer, fall or spring term of a given year (eg. Summer 1999, Fall 1999, and Spring 2000= FY00).

Table 1b. Freshman Cohort Graduation and Retention Rates for Athletes and All Students

Entering Cohort	Graduation Rate		Retention (Enrolled + Graduated)	
	After 4 years	After 5 years	After 4 years	After 5 years
Fall 2001				
Athletes	50 %	50 %	71 %	64 %
All Students	40 %	56 %	66 %	63 %
Fall 2002				
Athletes	36 %	64 %	73 %	73 %
All Students	49 %	56 %	62 %	60 %

Table 2a. UIS TRANSFER STUDENT ATHLETE RETENTION.
Percent Graduated or Enrolled by Years Since Matriculation

Fiscal Year Entering:	Number in Cohort	Year of Enrollment							
		<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>	
2002	27	70.4%	14.8%	0.0%	0.0%	0.0%			PERCENT ENROLLED NOT GRADUATED
2003	30	83.3%	23.3%	6.7%	6.7%				
2004	48	54.2%	18.8%	4.2%					
2005	25	52.0%	24.0%						
2006	33	69.7%							
2007	27								
2002	27	22.2%	70.4%	81.5%	81.5%	85.2%			PERCENT GRADUATED
2003	30	3.3%	43.3%	53.3%	53.3%				
2004	48	22.9%	58.3%	66.7%					
2005	25	36.0%	56.0%						
2006	33	18.2%							
2007	27								
2002	27	92.6%	85.2%	81.5%	81.5%	85.2%			TOTAL PERCENT RETAINED
2003	30	86.7%	66.7%	60.0%	60.0%				
2004	48	77.1%	77.1%	70.8%					
2005	25	88.0%	80.0%						
2006	33	87.9%							
2007	27								

Source: Enterprise Data Warehouse -- Academic Records Universe.

NOTE: "Enrollment" includes any student who was enrolled in the summer, fall or spring term of a given year (e.g. Summer 1999, Fall 1999, and Spring 2000 = FY00).

Table 2b. Transfer Cohort Graduation and Retention Rates for Athletes and All Students

Entering Cohort	Graduation Rate				Retention (Enrolled + Graduated)			
	2 years	3 years	4 years	5 years	2 years	3 years	4 years	5 years
FY 2002								
Athletes	22 %	70 %	82 %	82 %	93 %	85 %	82 %	82 %
All Transfers	32 %	60 %	70 %	72 %	84 %	77 %	76 %	75 %
FY 2003								
Athletes	3 %	43 %	53 %	53 %	87 %	67 %	60 %	60 %
All Transfers	22 %	49 %	58 %	63 %	81 %	73 %	69 %	68 %

- NCAA has established specific measures of academic progress to allow comparisons to be made between institutions. Sometimes referred to as “dashboard indicators,” they include the Academic Progress Rate (APR) and the Graduation Success Rate (GSR). The retention and graduation rate data currently compiled by UIS do not always correspond exactly to the way in which NCAA has defined these measures, making comparisons with other institutions more difficult. Division II is only beginning to implement some of these measures, which will apply to UIS when it is approved for full membership in NCAA.
- The IAC recommended that no academic departments or majors should be designed specifically for student-athletes or created for the purpose of allowing them to maintain their eligibility (Recommendation 5 in Section VI).¹⁵ The Committee reviewed the declared majors of all student-athletes enrolled at UIS from Fall 2006 through Fall 2009, and found a wide array of majors. Information on majors selected by student-athletes is provided in Appendix Three.
- The IAC recommended that student-athlete enrollment should be monitored by course as well as by major (Recommendation 6a in Section VI). The Committee reviewed information on course enrollment for Fall 2009 and found no evidence of problems in this area. Course enrollment information for Fall 2009 is provided in Appendix Four.

Conclusions and Recommendations

The Committee believes it is essential to have formalized written policies in place on academic matters relating to athletics before UIS becomes a full member of NCAA. Doing so will confirm the commitment of UIS and the Athletics Department to principles of academic quality and integrity, provide the framework and support for a culture of academic quality and integrity, and serve as an essential bulwark to reduce the possibility of problems emerging in the future. Following a proactive approach will allow UIS to address areas of concern before specific problems emerge, will help UIS avoid basing general policies on immediate reactions to specific problems, and will assist in identifying the evolving “best practices” at UIS.

As noted above, the Committee found that UIS appears to be in general compliance with most of the IAC’s recommendations related to Academic Integrity and Quality. The exception to this general pattern is the IAC’s recommendation that campus governance, through the IAC, should be involved in developing and overseeing campus policies regarding recruiting of student athletes (Recommendations 1b and 2c in Section VI). The IAC has not been part of this process,

¹⁵ For an example of how this might occur, note the “steering” of basketball players at Binghamton University (formerly SUNY-Binghamton) to the Human Development Department, and specifically to courses taught by a professor who was seen as friendly to the team. Reported by Pete Thamel, “In Pursuing Sports Glory, Ignoring All the Rules,” *The New York Times*, Feb. 12, 2010. The *Report to the Board of Trustees of the State University of New York*, prepared by Judith S. Kaye and submitted Feb. 11, 2010. is available online at http://graphics8.nytimes.com/packages/pdf/sports/20100210_BING_DOC.pdf

although recruitment and admissions policies directly affect the educational priorities and environment at UIS. The UIS Admissions Code of Conduct makes it clear that any changes to existing admissions policy are matters of educational policy and must be approved by the Campus Senate.¹⁶

Some recruitment policies are mandated by the NCAA, including policies stating when and how potential student-athletes may be contacted. The IAC's recommendations do not refer to these kinds of recruiting policies, but to policies about the qualifications of students to be recruited at UIS and the use of available scholarship funds in the recruiting process. UIS is currently able to accept all students who meet basic admissions requirements, but admissions decisions may become more difficult in the future. Having a process in place for developing and reviewing campus policies before problems develop will help to forestall those problems.

RECOMMENDATION 1.

Campus administrators and campus governance bodies should work together to ensure that admission policies are consistent with the educational mission of UIS. The Committee on Admissions, Recruitment, and Retention (CARR) should be part of the intensive review of admissions policies that is scheduled to take place by the end of 2009-2010 as part of the UIS Admissions Reform Recommendations of 2009.¹⁷ Any admissions policies that refer specifically to student-athletes, or that could be applied selectively to student-athletes, should be referred to the Intercollegiate Athletics Committee (IAC) for its consideration.

The Office of Institutional Research (OIR) and the Division of Student Affairs (DSA) have access to records on student enrollment, retention, academic accomplishment, and graduation through the Banner system and the Enterprise Data Warehouse. At present most reports relating to student-athletes are prepared "on request." This means that the relevant office or individual has to design the algorithm for the report and then analyze the data separately each time. As a result, the reports are often slightly different, making comparisons difficult, or are prepared multiple times when a single report would do.

RECOMMENDATION 2.

The Intercollegiate Athletics Committee (IAC) and the Faculty Athletics Representative (FAR) should prepare a list of reports relating to student-athletes that will be prepared each semester to allow ongoing assessment of UIS's compliance with IAC recommendations and university policies. The list should include precise algorithms for preparation of each report, including the comparison groups to be used and the way in which the report data will be presented. Representatives from the Division of Student Affairs (DSA) and the Office of Institutional Research (OIR) should be involved early on to ensure that the proposed report parameters are clear and that the reports will provide the best and most accurate information available. The Athletics Department should be consulted to ensure

¹⁶ The Code may be found at <http://www.uis.edu/admissions/conduct.html>

¹⁷ UIS Admissions Reform Recommendations, revised October 20, 2009. Full recommendations available on the UIS web site at: http://www.uis.edu/academicaffairs/policies/documents/UISAdmissionsReformRecommendations10-20-09_000.pdf

that the reports include all data that will need to be reported to the NCAA. The first list should be completed and provided to DSA and OIR by the end of October, 2010. DSA and OIR should prepare a schedule for the production of reports that will provide them to the IAC and the FAR by March 1 (for reports based on Fall Semester data) and August 1 (for reports based on Spring Semester or Academic Year data).

RECOMMENDATION 3.

The Office of Institutional Research (OIR) should be responsible for calculating all measures of academic progress required by NCAA Division II, including the Academic Progress Rate (APR) and Graduation Success Rate (GSR). These benchmark reports (or “dashboard indicators”) should be provided directly to the Athletics Department and the Intercollegiate Athletics Committee (IAC), and reviewed at least annually by the IAC to sustain processes that will improve the academic success and graduation rates of student-athletes.

An agreement was reached in 2005, in response to a recommendation in the 2004 Task Force report, that coaches and other Athletic Department personnel would contact the FAR when seeking information about a student-athlete’s academic status, rather than contacting the instructor or the athlete’s adviser directly. The Committee believes that this process has been effective in avoiding situations where direct communication could be perceived as applying inappropriate pressure on faculty members, and recommends that the policy be retained. (See the Committee’s further comments on this policy in Section VI, in connection with the Committee’s review of the original Task Force recommendation.) The Committee appreciates the frustration expressed by some coaches with this policy, and encourages them to find ways to discuss and confirm academic status directly with their athletes. Instructors who are concerned about an athlete’s performance in a course are encouraged, but not required, to provide that information to the FAR.

RECOMMENDATION 4.

The current policy requiring Athletics Department personnel seeking information about the academic status of a student-athlete to communicate with the Faculty Athletics Representative (FAR), and not directly with academic instructors or advisers, should be retained.

III. STUDENT-ATHLETE WELFARE

While UIS currently operates in accordance with many of the IAC's recommendations the Committee's interviews with members of the UIS campus community identified a number of concerns related to the welfare and well-being of student-athletes. These included academic advising, academic support services, and the procedures in place within the Athletics Department to protect the safety and well-being of student-athletes.

The Committee was struck by the fact that almost all of these issues were also raised in the 2004 Task Force report. In the conclusion of that report, the Task Force strongly recommended that renewed attention be given to the statement of "Principles Governing Intercollegiate Athletics" developed by the Athletics Department and included in its *Handbook for Student-Athletes*. These principles stated that "the goals of the athletics program are subservient to the goals of the general academic program," and that athletics programs "must support, not detract from, the university's educational program." The Task Force wrote:

If it is truly the case that the athletic program on our campus serves to *support*, rather than to detract from, our educational program, it is the responsibility of those administering the athletics programs, as well as those administering the campus, to ensure that these athletes have every opportunity to develop their intellectual, moral, and social faculties so that they may be able to graduate from our campus as educated men and women.¹⁸

Findings and Recommendations

Advising and Academic Support

The Athletics Department has made measurable progress in advising and academic support since the 2004 Task Force report was issued. In 2004 there was not a full-time Compliance Officer to see that athletes satisfied the course enrollment and academic progress requirements of the National Association of Intercollegiate Athletics (NAIA). The 2008 hiring of Alison Fitzgerald as Assistant Director of Athletics for Compliance filled this gap. In 2004 no one outside the Athletics Department was charged with overseeing the academic advising of students who were athletes. Mae Noll of the Undergraduate Academic Advising Center now serves as the Academic Advising Coordinator for student-athletes, functioning primarily in a liaison role. Despite these changes, concerns remain about the ability of UIS to address the advising needs of students who are athletes.

These advising problems are not unique to student-athletes. The Campus Senate Committee on Admissions, Recruitment, and Retention (CARR) has identified advising as an area in need of improvement to enhance the retention and graduation rates of all students. But

¹⁸ 2004 Task Force Report, p. 12 (*italics in Task Force report*).

the consequences of advising problems for athletes are more immediate and more severe. If student-athletes do not enroll in necessary prerequisite courses or fail to make adequate progress toward their intended degree, they may lose their eligibility and the scholarship support that goes with it even though their overall GPA is satisfactory.

The Committee was particularly concerned that there do not appear to be adequate processes in place to ensure that student-athletes meet with an academic adviser in their major before registering. Many students rely instead on the university's Degree Audit Reporting System (DARS) to track their academic progress. In its online "DARSweb For Students Information" document, the UIS Office of Records and Registration advises against this, stating:

The self-generated web audit does NOT take the place of regular academic advising sessions. It should NOT be used to make decisions about future course selections.¹⁹

The Committee found that coaches can play an important role in encouraging athletes to meet with their academic advisers on a regular basis. Meeting regularly with an academic adviser ensures that student-athletes are aware of the academic requirements that they must fulfill and can receive the guidance they need to plan appropriate academic schedules. As the 2004 Task Force noted, while Athletics Department staff may be able to advise athletes on the number of hours and the GPA they must maintain, they "are not equipped to advise students on which classes satisfy their majors, or are best suited to their progress toward graduation." When academic advisers meet regularly with student advisees and work with them to plan their schedules, they are also in a better position to help resolve scheduling and degree planning problems that may arise.

RECOMMENDATION 5.

The Intercollegiate Athletics Committee (IAC) recommended in its 2008 report that the campus academic advising structure should have oversight of and regularly review the academic advising of student-athletes, and that this review should be presented to the Campus Senate yearly. The Committee agrees, and recommends that the first of these annual reports be submitted to the IAC and the Campus Senate before the end of the 2010-2011 academic year. It may be appropriate for the Athletic Academic Advising Coordinator to prepare this report, but input must be obtained from campus academic programs, as only programs can assess progress towards degree completion. The actual assignments for those involved in the review should be made by the Associate Vice Chancellor for Undergraduate Education or the Provost.

A preliminary written assessment of the state of academic advising for student-athletes, including both accomplishments and concerns, should be presented to the IAC in April, 2010, or at the start of the 2010 fall semester if the earlier date is not feasible. This will allow the IAC to provide guidance as to what should be included in the full report in 2010-2011. The Annual Report should include recommendations for improving the

¹⁹ DARSweb for Students Information (capitalized words in original document; original statement entirely in **boldface**). Available online at: <http://www.uis.edu/registration/documents/DARS-DARSWEBFORSTUDENTSINSTRUCTIONS2-12-09.pdf>

academic advising process as they are developed. This focus on academic advising as it applies to student-athletes could serve as a way of testing improvements in the system or process of advising that could improve the advising available to all students.

The Committee shares the concern expressed by some faculty and academic professionals about the limited academic support services available to students on the UIS campus. Just as with academic advising, the need for more and better academic support services is not limited to students who are athletes. But the limited assistance currently available has particularly serious consequences for athletes, since a single problem semester can result in athletic ineligibility and the loss of athletic scholarship assistance. The IAC recommended a “best practices” approach in its 2008 report that would improve the support services provided to all students, including student-athletes (Recommendation 9 in Section VI of this report).

The Athletics Department and team coaches can assist in the development of the full range of support services by providing a structured and supportive study environment for student-athletes. Some possible approaches include the creation of “study tables,” the establishment of a regular study schedule for team members, and designated study time on away trips.

RECOMMENDATION 6.

The Committee supports the approach to academic support services recommended by the Intercollegiate Athletics Committee (IAC) in its 2008 report. UIS needs to acknowledge that the expansion of support services for all students is an essential element of building an athletics program in a fair and equitable manner. Student-athletes should not be privileged over other students in their access to academic support services. In the development of future budgets, some resources should be designated for a program of expanded academic support services available to both student-athletes and non-student-athletes, and operated through the Division of Academic Affairs. If this is not immediately possible due to budget constraints, Academic Affairs and the Athletics Department should indicate in their respective budget planning documents how they intend to respond to this need in future years.

Oversight of Student-Athlete Behavior

Questions about the behavior of student-athletes were a major concern of the 2004 Task Force. Although the Assistant Dean of Students at that time received reports of policy infractions and rule violations from Campus Housing, Campus Police, and the Athletics Department, few systematic records were maintained. In order to ensure that accurate information would be available, the Vice Chancellor for Student Affairs (VCSA) established a new policy requiring the Assistant Dean of Students to keep a cumulative record of all reported infractions by student-athletes, from all sources, and to create a report that would be immediately provided to the IAC chair. The report was to include information on the infraction, including any sanction imposed, as well as the athlete’s sport. The cumulative nature of the report would

allow for the identification of repeat offenders and the review of sanctions imposed for comparable incidents.²⁰

Within a few years this report was no longer being compiled or provided to the IAC, limiting its ability to identify and understand problems as they arise.²¹ With no standard reporting process or report, incidents involving student-athletes are not always reported promptly to the IAC and the information about them is often incomplete. This lack of information can promote the spread of rumor on campus and makes it extremely difficult for the IAC to exercise its advisory and oversight roles.

The Committee attempted to obtain comparable information for Fall 2009 but found no single source of information. The Office of Housing and Residential Life (HRL) keeps records of student infractions that take place in residence halls, but information on violations committed by athletes is not easily accessible. The Associate Dean of Students addresses infractions by students that occur on campus other than in the residential areas. The documentation of these infractions is maintained separately from the records maintained by HRL. The Campus Police Department keeps records of campus infractions when the campus police are involved; some of these involve student-athletes. Campus police records include events that occur on campus outside of housing and involve students who do not live on campus, but they also include some housing infractions. It is not clear whether anyone is tracking infractions of team rules or state law by student-athletes who live off campus.

Information on housing infractions involving student-athletes is provided to the Director of Athletics (AD) by John Ringle, the Director of Housing and Residential Life, but not to the IAC. Information on campus infractions involving student-athletes is provided to the Chancellor's Office and the AD by the Chief of Police, but again that information is not provided to the IAC. As far as the Committee can tell, there is no comprehensive database that includes the records of all on-campus infractions involving students.

The information provided to the Committee by HRL showed that student-athletes, who made up 6 percent of the students in campus housing, were involved in 13 percent of the incidents recorded by HRL over a 14-week period in Fall 2009. The data also showed a substantial rise in the total number of incidents reported, compared to 2008-09. The Committee is unwilling to draw any conclusions from these data due to questions about the completeness of the data and how the information that is included was categorized.

The Committee concluded that a comprehensive database of campus incidents, participants, and UIS responses would be useful to a variety of parties on campus. The reporting practice initiated by the VCSA in 2004 was apparently limited to student-athletes, due to the focus of the Task Force, but DSA needs to be aware of problems involving all students on

²⁰ Details of the report are described in the IAC's 2005-06 Year-end Report to the Campus Senate, Section on "Student-athlete housing violations."

²¹ In its 2006 report the IAC reported that it had received no reports from the Assistant Dean of Students since FY05.

campus. A better reporting system will improve the university's ability to identify incidents that suggest a cause for concern, and to respond to them more quickly.

The Committee understands that privacy issues are involved in sharing information about individual students. However, the IAC cannot perform its oversight duties if it does not have information about the events in question and the students involved. The privacy of individual students can be protected by assigning code numbers. This was the approach taken by the VCSA in 2004, allowing the IAC to be aware of repeat offenders and team patterns without knowing the identity of the individual students involved.

RECOMMENDATION 7.

The Committee recommends that a complete database on campus infractions be maintained within the Division of Student Affairs (DSA), and that information on infractions involving student-athletes be provided to both the Athletics Department and the Intercollegiate Athletics Committee (IAC) in a timely manner. A report should be made at least once a month. The report should include new incidents and any updates on previously reported incidents. For example, an incident involving allegations should be updated regularly until final action is taken. A report should be generated even if there are no incidents to report. DSA should also be responsible for maintaining records on off-campus incidents involving student-athletes, particularly those involving alleged violations of criminal law. A progress report on the development of this system should be presented to the IAC before the end of the 2009-2010 academic year. The system itself should be in place by the start of Fall Semester, 2010.

RECOMMENDATION 8.

In cases where the Director of Athletics or other Athletics Department personnel are the first to know about an infraction committed by a student-athlete, they should be obligated to report the infraction in a written report to the office or person designated by the Vice Chancellor for Student Affairs (VCSA) to receive such reports. The VCSA should develop a standard form to be used for this purpose. The same form, or a comparable one, should be used to report infractions that are known to HRL or the Associate Dean of Students. Events known to Campus Police may be reported using either the form developed by the VCSA or the Police Department's incident report form, as long as the Police Department's incident report includes all the elements required by the VCSA-developed form.

The Committee also looked into the implementation and enforcement of team rules and regulations. Individual coaches develop their own team rules, although there is some overlap among teams. Every coach is required to include the Athletics Department's "Zero Tolerance" policy on alcohol and illegal drugs in the team rules.²² The Committee reviewed team rules for

²² The Athletics Department's "Zero Tolerance" policy covers all student-athletes who violate a UIS campus or housing policy regarding the use of alcohol and/or illegal drugs, or are charged with violating an Illinois law regarding alcohol or illegal drugs during their sport season. A first offense will result in suspension from the next two scheduled athletic contests or for two weeks, whichever occurs first; a second offense results in dismissal from the team for the

the 2009-2010 season, and found considerable variation among them. For example, the rules for five teams prohibited all use of alcohol during the season; the rules for the other five did not, although they did require athletes to follow UIS and Athletics Department rules on alcohol, including the “Zero Tolerance” policy.²³ Six teams included a statement in their team rules that team members must attend class, while team rules for four sports did not include this requirement.²⁴ Coaches have discretion in enforcing team rules, and violations are not reported in the same way that infractions of campus rules and regulations are.

The Committee recognizes the AD’s desire to allow coaches the responsibility for developing team rules that are appropriate to their sport. However, the Committee concluded that having different rules for different sports on matters as important as drug and alcohol policy makes it more difficult to enforce behavioral standards in this area. As a result, despite the language used in team rules, the actual standard becomes the “Zero Tolerance” policy, which applies only when an athlete is charged with violating UIS policy or state law related to alcohol or drugs.²⁵

RECOMMENDATION 9.

The Athletics Department should develop a general framework for team rules that includes agreed-upon language regarding the use of alcohol, drugs, and tobacco. Individual coaches may include additional team rules, but all student-athletes would be guided by the same policy and requirements regarding drug and alcohol use.

The *Student-Athlete Handbook* for 2009-2010 states that an athlete who has a complaint “concerning personal rights or team rules” should report the issue to either the Athletics Director or the Senior Woman Administrator (the Assistant Director of Athletics for Compliance). An appeal may be taken from that decision to the Athletics Advisory Committee, made up of the AD, the Senior Woman Administration (SWA), and the FAR. Student-athletes who have a complaint about discipline imposed for violations of their sport’s team rules or for violations of Athletics Department policies may appeal the discipline to the Assistant Director of Athletics for Compliance (the SWA), and may appeal her decision to the Director of Athletics. According to the *Handbook* “The Director of Athletics decision is FINAL.”

remainder of the season; a third offense results in permanent elimination from the UIS Athletics Program and immediate termination of any athletic scholarship. A copy of the Athletics Department “Zero Tolerance” policy statement is provided in Appendix Five.

²³ The five teams whose rules explicitly prohibited the consumption of alcohol during the season were men’s basketball, men’s soccer, women’s volleyball, and men’s and women’s tennis.

²⁴ The six teams that included a specific requirement to attend all classes were men’s basketball, men’s soccer, women’s soccer, women’s softball, women’s volleyball, and women’s golf. Most of the other team rules had some language addressing academic responsibilities, but did not make include a team rule that class attendance was mandatory.

²⁵ For example, public reports relating to the events of October 3, 2009 indicated that alcohol was involved. However, because no charges relating to alcohol were formally made, the “Zero Tolerance” policy was not triggered.

The Committee was concerned that there is no provision for any complaint or appeal to be taken beyond the Athletics Department. It is particularly troubling that existing policies do not include the Associate Chancellor for Access and Equal Opportunity (AEO), who would normally deal with student complaints alleging discrimination or sexual harassment or related mistreatment. A student-athlete might feel more comfortable discussing these issues with someone outside the Athletics Department. The emphasis on internal resolution of all complaints may be in violation of some UIS policies that apply to all students or of the requirements of external agencies such as the Illinois Department of Human Rights.

For example, the Student Grievance Code covers any grievance “brought by a student against another member of the Campus community,” although it does not include “disciplinary matters.” Any student who is not satisfied with informal resolution efforts has the right to file a formal compliance with the Vice Chancellor for Student Affairs (VCSA). The Student Grievance Code states:

A grievance under this procedure is a complaint by a student at the Campus which alleges that s/he has been treated unfairly or that rights or privileges guaranteed to that student by the Board of Trustees and/or University; and/or Campus policies, regulations, or rules; and/or relevant law have been adversely affected by another member of the Campus community. This Grievance Code applies to both academic and non-academic grievances.

Similarly, under the UIS Sexual Harassment Policy, a student has the right to file a harassment complaint directly with the Associate Chancellor for Access and Equal Opportunity. Section 4 of the policy states:

[A]dministrators, supervisors, managers, and faculty must report promptly every allegation of sexual harassment of which they are made aware to the access and equal opportunity officer (AEO). Staff are encouraged to make their supervisors aware of any complaints of sexual harassment they receive. Faculty, staff, and students are encouraged to advise the complainant to report the incident(s) to the AEO.

RECOMMENDATION 10.

The Athletics Department’s *Student-Athlete Handbook* should clearly inform student-athletes of the university policies that allow them to bring a complaint or file a grievance outside of the Athletics Department, and provide access to information on how to do so.

RECOMMENDATION 11.

Complaints involving discriminatory or harassing conduct or related inappropriate personal behavior by members of the Athletics Department should be referred directly to the Associate Chancellor for Access and Equal Opportunity (AEO) for guidance and discussion of alternatives. The Department’s Policy and Procedures Manual should document the obligation of staff members, under the UIS Sexual Harassment Policy, to report promptly every allegation of sexual harassment to the AEO.

Relationship of Campus Health Services with the Athletics Department

The 2004 Task Force report documented a dispute between the Athletics Department and Campus Health Services (CHS). The report stated that:

For almost twenty years under the first Dean of Students, then Vice Chancellor for Student Affairs, and the prior Athletics Director there was a “practice,” but no policy, that the Campus Health Services would be responsible for the examination of athletes and certification of “fitness.”²⁶

The Task Force found that both Athletics and Campus Health Services (CHS) wanted a written policy that would clearly state which unit was responsible for conducting physical examinations and who had final authority to determine an athlete’s fitness to play. A policy was developed under then-VCSA Chris Miller, confirming that CHS was responsible for conducting physical exams for UIS student-athletes and that the Medical Director of CHS, an M.D., had final authority to determine fitness to play. Unfortunately, this agreement was not reduced to written form or formally adopted as UIS policy. As a result, some of the same issues arose under the current Director of Athletics.

Discussions with AD Jehlicka and CHS Director Lynne Price, led by Associate Chancellor for Constituent Relations Ed Wojcicki, took place in 2008 and resulted in agreement that the existing understanding should remain in place and be formalized as written policy. This has not yet occurred, and the policy agreement currently exists only as an email document. The importance of properly evaluating an athlete’s personal health and fitness was dramatically illustrated this season when University of Southern Indiana basketball player Jeron Lewis collapsed and died of a previously undiagnosed heart condition during a game with Kentucky Wesleyan, less than two weeks after playing against UIS.²⁷

RECOMMENDATION 12.

The existing informal agreement on Campus Health Services (CHS) responsibilities should be put into written form by the Chancellor’s Office, preferably by the administrator who drafted the preliminary understanding. The written policy should be adopted as official UIS policy before the start of the 2010-2011 academic year.

Expectations for Coaches

Coaches often have close and influential relationships with the student-athletes on their teams because of the intensity of practice sessions and competitive events and the coach’s control over the team environment. Coaches play a particularly important role in setting team

²⁶ *Final Report*, Athletics Review Task Force, July 2004 (Section II.C); text underlined in original.

²⁷ Marcia Martinez, “UIS shocked by death of Southern Indiana’s Lewis,” *State Journal-Register*, Jan. 15, 2010.

and player priorities, including the relative emphasis on athletic and academic accomplishments. Coaches also influence student-athletes through the mentoring process, including the examples set by their own behavior and the guidance they provide to athletes facing personal and performance-related choices. For all these reasons, the Committee believes it is important for UIS and the Athletics Department to establish behavioral guidelines and ethical standards for coaches that will help to guide their interaction with student-athletes.

NCAA ethics standards do little to address the issues that can arise in coach-player relationships. This is an area where the university's responsibility for the safety and well-being of its students goes beyond the minimum requirements imposed by NCAA rules. The Committee found that insufficient attention is currently given at UIS to standards of appropriate or ethical conduct by coaches in their relationships with student-athletes. The orientation that new coaches receive upon their arrival at UIS provides only limited guidance in this area.

The *Student-Athlete Handbook* includes a "Code of Ethics for Athletes," but includes no comparable code of ethics for coaches. Beyond the general commitment to following NCAA regulations, there are only a few policies in the *Handbook* that apply to coaches. Coaches and Athletics Department staff members, along with student-athletes, are obligated "to report any violations or potential violations of NCAA or University rules, of which they are aware" ("Rule Violation Reporting Policy," p. 11). The current alcohol policy states that "The consumption of alcohol by a student-athlete or *an athletic coach* is prohibited during any official intercollegiate team function" ("Alcohol Policy," p. 27, emphasis added). The limited attention to coaches illustrates the need for a Athletics Department Policies and Procedures Manual separate from the *Student-Athlete Handbook*.

Given the issues that were raised in the 2004 Task Force Report, the events that led to the creation of this committee, and concerns that were raised several times in the years between those events, the Committee believes it is essential to have a code of ethics for the Athletics Department and athletics personnel, and that it be disseminated to all athletics personnel. Several models exist. The National Association of Basketball Coaches (NABC) adopted a code of ethics in 1987,²⁸ and the Women's Basketball Coaches Association (WBCA) adopted a separate code of ethics in 2006.²⁹ Other coaches' organizations that have also adopted a code of ethics include the American Volleyball Coaches Association (AVCA)³⁰ and the American Baseball Coaches Association (ABCA).³¹ Each of these codes recognizes the powerful position held by coaches and the importance of ethical and professional behavior toward the student-athletes they coach.

²⁸ NABC Code of Ethics at http://www.nabc.org/nabc_programs/nabc_programs-ethics-code-of-ethics.html

²⁹ WBCA Code of Ethics at <http://www.wbca.org/CodeOfEthics.asp>

³⁰ AVCA Code of Ethics at <http://www.avca.org/about/code-of-ethics/>

³¹ ABCA Code of Ethics at

http://www.abca.org/ViewArticle.dbml?DB_OEM_ID=18900&ATCLID=1245540

RECOMMENDATION 13.

The UIS Athletics Department should adopt a code of conduct for coaches that addresses issues beyond compliance with NCAA and GLVC rules. The Department may choose to adopt separate codes for specific sports, based on nationally recognized models, or a single code for all sports. The Intercollegiate Athletics Committee (IAC) should be consulted, and should have an opportunity to provide advice early in the process and to review the proposed code before it is adopted. An approved code or codes should be in place before the start of the 2011-2012 intercollegiate athletics playing season. The obligations imposed by a code of conduct should be a part of an orientation to UIS expectations that every coach should receive each year before the start of the academic year. This orientation should be provided by the Associate Chancellor for Access and Equal Opportunity.

The Events of Spring, 2009

As part of its charge to investigate the policies and operation of the Athletics Department, this Committee gathered information about the events of Spring, 2009. The events, which involved members of the women's softball team, culminated in the resignation of two head coaches from UIS. The Committee believes that it is not possible to assess the overall compliance of the Athletics Department with a broad range of recommendations without examining the way in which it has handled critical incidents. The Committee's focus throughout has been to determine what actions were taken by the University and why, what worked well in the process, and what could be improved to make similar incidents less likely in the future and to allow UIS to respond to them more effectively. As part of the Committee's investigation members spoke to many of the parties who were involved in responding to the events, included the Chancellor, the Associate Chancellor for Constituent Relations, the Director of Athletics, the Senior Woman Administrator in the Athletics Department, and some of the student-athletes who were involved. The Committee did not speak with either of the coaches who were directly involved.

The Committee concluded that while the university administration appeared to have acted in good faith to protect the safety and well-being of the students involved, its decision to exclude the IAC, which represents faculty, from the decision-making process contributed to the rumor-filled atmosphere on campus. The administration response team's lack of consultation with the IAC also made it more difficult to resolve some of the issues at stake. As a result, the Committee recommends that the administration work with the IAC and the Campus Senate to develop a set of practices that it intends to follow in the future, based on what it has learned from this incident. Those practices should include the involvement of the IAC and the FAR, who have an understanding of athletics and a legitimate interest in the operation of the UIS Athletics Department. This could begin the process of documenting UIS's "best practices" when responding to critical incidents, and will improve the university's ability to respond in a planned manner rather than to simply react to events as they unfold.

In the course of its investigation, the Committee identified a number of points that deserve attention, and presents them here in summary fashion.

- Earlier complaints about at least one coach in the Athletics Department had been investigated internally and judged at that time to be without merit. Although the VCSA participated in this process, the Athletics Department did not involve anyone else outside the department other than the VCSA in its investigations.
- Despite earlier problems involving alcohol, the Athletics Department in 2009 had no clear policy on alcohol use by coaches or student-athletes of legal age. Individual team rules imposed some restrictions, but they varied from team to team. The Department's "Zero Tolerance" policy did not address some important issues because it covered only alcohol consumption that was in violation of the law.
- Members of the softball team were interviewed by the Senior Woman Administrator within the Athletics Department. Regardless of the way in which she carried out this responsibility, the absence of an outside party in the investigation raises concerns about the process. In one interview the Committee was told that a written document had been prepared; in another the Committee was told that no report existed, and that the only records consisted of individual interviews. The Committee was not given access to any written document that may have been prepared.
- The two coaches involved were allowed to resign. The administration pointed out that there is no process for the termination of an Academic Professional, which coaches are, except through contract nonrenewal. Nonrenewal requires three or six months notice depending on the length of the coach's tenure. Some Committee members noted that it is possible to place an employee on paid leave of absence during the investigation of an allegation that may result in disciplinary action. The fact that a leave of absence will cost the institution money, while a resignation will not, should not be the primary factor in making this decision.
- The administration did not negotiate a written resignation agreement that addressed post-resignation behavior with either of the coaches. As a result, there were no restrictions or limits on either coach's ability to return to campus or to contact team members, and at least one coach did so regularly.
- No systematic records were made of the response team's meetings. Committee members found that participants at times could not recall clearly, or disagreed about, the timing of events, the people involved, and the actions that were taken. At a minimum, summary records that document the parties involved, the decisions reached, and who had responsibility for implementing or following up on decisions should have been kept.
- In his discussions with the Committee, the Chancellor indicated that it probably would have been a good idea to have a written incident report, a memorandum of record, or some other written record of the incidents that occurred, the actions that were taken and the decisions that were made.

- To the best of the Committee's knowledge there is no written policy or set of guidelines for dealing with major incidents involving student-athletes away from campus. There does not appear to be agreement on who should be involved or on what procedures should be followed. Several administrators told the Committee that it would be difficult and, in their opinion, not very helpful to create such a policy, since each event is unique.
- The IAC Chair and the FAR were not part of the group that responded to the Spring, 2009 incident. Neither of them was consulted by the administration in connection with the incident, and they were not informed in a timely or consistent manner about the incident or the actions that were taken. In fact, much of the information they had was obtained from press reports. These circumstances made it almost impossible for either of them to reassure the campus community that appropriate actions were being taken.
- Because no public statement was issued by UIS, there was no formal acknowledgement by the administration to the university community or to the larger Springfield-area community of the seriousness of the events that took place. The fact that resignations were obtained does not eliminate the need to make a statement about what happened. By not doing so UIS lost an opportunity to reassure constituencies that appropriate actions had been taken by the administration. The lack of information fueled rumors, rather than quieting them.
- Members of the UIS community who criticized the way in which the incident was handled were accused of damaging the university's reputation and of harming UIS. The Committee agrees that civil discourse is always in order on a university campus but also recognizes the need for open and critical discussion of administrative decisions. In the final analysis the university's reputation is harmed by actions, not by the honest discussion of those actions.

RECOMMENDATION 14.

To build trust within the UIS community and increase confidence in the actions taken by UIS, the UIS administration must develop adequate oversight mechanisms and response procedures for incidents involving inappropriate behavior by coaches and/or student-athletes. These policies should involve the Intercollegiate Athletics Committee (IAC) in an active capacity, since it is the only governance body specifically charged with oversight of the intercollegiate athletics program at UIS. The IAC should be kept apprised of all complaints involving Athletics Department personnel and any investigations as they are being carried out, not just informed of the outcome after an investigation has been completed.

RECOMMENDATION 15.

Written guidelines or policies should be developed to ensure appropriate consultation and coordination, satisfactory investigation, and consistent handling of significant behavioral incidents involving UIS students, staff, or faculty. Such guidelines should include, but not be limited to, the points listed separately in the next paragraph of this report. The development of such guidelines will make a statement to the entire community that UIS is

committed to becoming an institution with a “high level of responsiveness to students . . . [where] respect and civility prevail in all interactions,”³² and will boost confidence that the UIS administration will respond appropriately in these difficult situations.

Recommended Guideline components:

1. the identification of a response team that can immediately confer when a significant incident occurs in order to develop appropriate responses to protect student welfare, the nature of UIS as an educational institution, and the reputation of UIS;
2. the development of criteria to help identify significant incidents that affect student welfare or the reputation of UIS;
3. the creation of an incident report form that is completed to document the facts surrounding significant behavior incidents and the actions taken in response to them;
4. procedures for the collection and review of data concerning significant incidents to identify trends or areas in need of improvement;
5. a review of existing policies, including how well they met the university’s needs, or the need for new policies and procedures to avoid or respond more effectively to similar incidents in the future; and
6. regular review of such guidelines to ensure they are updated to best meet the needs of UIS, the welfare of its students, and the concerns of the community at large.

The Events of October, 2009

The Committee did not investigate the events of October 3, 2009 in depth, since they were still in progress as this report was being written. The Committee notes that the administration involved more people in the early stages of its response, and appeared to be more effective in responding to this event in a planned and coordinated manner. However, the Committee identified two areas where it had major concerns.

Consultation with the Intercollegiate Athletics Committee and the Faculty Athletics Representative

The current bylaws of the Campus Senate, approved on September 25, 2009, include a revised description of the responsibilities and duties of the IAC, jointly negotiated and approved by the Chancellor’s Office as well as the Campus Senate. The section on “Duties” includes the following statement:

In cases of emergency or crisis, the Chancellor and/or Athletics Director shall inform the chair of the IAC and consult with the Faculty Athletics Representative (FAR) and shall

³² UIS Strategic Plan, Executive Summary, Goal 4 (available online at <http://www.uis.edu/strategicplan/plan/summary.html>).

keep the chair of the IAC and FAR apprised of the situation and solutions as they unfold.”³³

When an emergency situation arose one week later concerning students involved with intercollegiate athletics, neither the Chancellor nor the Director of Athletics (AD) carried out the full range of consultation and informational activities described in the bylaws.

Both the Chancellor’s Office and the AD have asserted at some time that the events of October 3, 2010 did not constitute an emergency or crisis related to intercollegiate athletics, since none of the students involved were currently playing on an intercollegiate team. The Committee’s investigation found that one of the students arrested was listed on the soccer team roster at the time of the incident, although he had been injured and was “medically ineligible.” Another had played on the team the previous year and was academically eligible, but was “red shirting” (choosing not to participate) during the 2009-2010 season. The third student had practiced with the team, although he was currently ineligible to play. At least two of the three students were considered eligible for substance-abuse testing under the 2009-2010 *Student-Athlete Handbook* policies. In addition, the AD was one of the first administrators contacted. These factors led the Committee to conclude that the October 3rd incident was precisely the kind of “crisis or emergency” envisioned as part of the newly-defined responsibilities of the IAC. The administration’s failure to keep the IAC Chair and the FAR “fully apprised” or to consult with the FAR undermines its expressed willingness to consult with governance.

RECOMMENDATION 16.

The Director of Athletics (AD) or the Chancellor’s Office should prepare a set of criteria that will allow the AD to readily identify an emergency or crisis that triggers his obligation to inform and consult the Intercollegiate Athletics Committee (IAC) Chair and the FAR. The list should be prepared in consultation with the IAC, and should be completed before the start of the 2010-2011 athletics season.

Faculty and the “Legitimate Educational Interest” Exception to FERPA

The campus community was informed, through information published in the local newspaper, that the three students who had been arrested in this incident had been suspended and removed from campus housing. The newspaper story did not specify that the suspension was a temporary “interim” suspension, and no one was informed when the “interim” suspension ended and the students were permitted to return to classes. As a result, students who had believed that the individuals were not on campus were surprised to encounter them in classes or public campus spaces. Equally important, faculty in whose classes these students were enrolled were not told when the suspensions began or ended. Because there was no consultation with governance (through the IAC) or with other faculty, the legitimate concerns of these parties were not addressed when deciding who should be informed of the change in student status. Consultation

³³ Campus Senate Bylaws, Article VI.2.J (pp. 16-17); complete bylaws available at http://www.uis.edu/campussenate/docs/documents/2009-09-25Bylawsamended_000.pdf

with the IAC and with concerned students on campus could also have helped the administration make a more informed judgment about the potential risks or dangers involved.

The administration stated that under the Family Educational Records and Privacy Act (FERPA) members of the campus community could not be informed about disciplinary matters. The Committee believes that faculty teaching students have a “legitimate educational interest” in knowing whether a student is prohibited from attending class or authorized to return. This interest entitles them to information under the “legitimate educational interest” exception to FERPA. The Committee was told that individual instructors could receive information on a student’s status if they initiated a request for it, but the university could not provide faculty with the information unless it was requested.

RECOMMENDATION 17.

The administration should clarify the extent and applicability of the “legitimate educational interest” exception in FERPA. If this review upholds the position that faculty must initiate the status update, the Vice Chancellor for Student Affairs (VCSA) should establish a simple process for doing so and inform faculty of that process by the start of the 2010-2011 academic year.

IV. CAMPUS GOVERNANCE OF INTERCOLLEGIATE ATHLETICS

Shared governance is a core principle of American higher education. Although the Chancellor has the authority to make final decisions in many areas, shared governance recognizes the right and obligation of faculty and staff to participate in significant institutional decisions. The University of Illinois Statutes specifically authorize the Campus Senate to “exercise legislative functions in matters of educational policy” (Article II, Section 1(b)), but also recognize that faculty and staff have legitimate interests in many aspects of university policy and operation. For example, Article II, Section 2 of the Statutes authorizes the Faculty and Professional Advisory Committees to “make such investigations and hold such consultations as it [the Committee] may deem to be in the best interest of the University.” Faculty are also generally acknowledged to have important responsibilities for those aspects of student life which relate to the educational process and the educational environment on campus.

The American Association of University Professors (AAUP) addressed these issues in its “Statement on Government of Colleges and Universities,” adopted in 1967.³⁴ The statement noted that the “variety and complexity” of the tasks performed by universities calls for “full opportunity for appropriate joint planning and effort,” and that effective planning “demands that the broadest possible exchange of information and opinion should be the rule” when setting priorities and framing long-range policies. The statement particularly identified budgeting as an essential area for joint effort. Because the allocation of resources among competing demands is central to the responsibilities of everyone in the university, all parties “should receive appropriate analyses of past budgetary experience, reports on current budgets and expenditures, and short- and long-range budgetary projections.” Shared governance rests on the assumption that the perspectives of all members of the university community are important in making the best decisions about allocating resources and setting priorities.

The Campus Senate has concluded that the policies and decisions which guide the UIS intercollegiate athletic program are within its governance responsibilities. The UIS Athletics Department acknowledges the role of the IAC in the first of ten objectives that were adopted “to serve as a guide for intercollegiate athletics.”³⁵ This objective states that “it is the responsibility of the University Administration, the Athletic Director, and all the coaches to administer all aspects of the programs with oversight and advisement by the Intercollegiate Athletic Committee.”

³⁴ *Statement on Government of Colleges and Universities*, jointly formulated by the AAUP, the American Council on Education (ACE), and the Association of Governing Boards of Universities and Colleges (AGB) and adopted by the AAUP at its annual meeting in 1967. Full statement available online at <http://www.aaup.org/AAUP/pubsres/policydocs/contents/governancestatement.htm>

³⁵ *UIS Student-Athlete Handbook, 2009-2010*, p. 7 (“Objectives”); see Appendix Six for the complete list of objectives.

The NCAA Division II Philosophy Statement emphasizes the connection between athletics and educational policy. It begins with the following statement:

Members of Division II believe that a well-conducted intercollegiate athletics program, based on sound educational principles and practices, is a proper part of the educational mission of a university or college and that the educational well-being and academic success of the participating student-athlete is of primary concern.³⁶

In its 2008 report the IAC noted that schools who wish to move to Division II of the NCAA often have to implement a form of campus athletics board similar to the IAC. The IAC and comparable advisory bodies at other institutions are part of the checks and balances system for administering and overseeing the intercollegiate athletics program. One of their most important roles is to ensure that the university and the Athletics Department do in fact make the educational well-being and academic success of the student-athletes their primary concern.

Findings and Recommendations

The 2004 Task Force recommended that the Chancellor and the VCSA “abide by the principles of shared governance by working collaboratively with the Intercollegiate Athletics Committee and the Campus Senate.”³⁷ The administration has said it agrees with the recommendation in principle, but during the five years since the Task Force made its report the overall pattern has not been a consistent one of active collaboration. Instead, the administration has often waited for the IAC or the Campus Senate to ask about a specific issue.

In his July, 2009 memo to the Chancellor, Associate Chancellor Wojcicki stated that although the administration had addressed many of the IAC’s recommendations, it had not formally responded to them nor engaged in dialogue with the IAC about the recommendations in the year since they had been released. During the period observed by this Committee (FY10) the Chancellor met with the IAC once, in December, 2009, to present the FY10 Athletics Department budget. The IAC cannot fulfill its responsibility under the Campus Senate Bylaws and the Athletics Department’s Objectives to provide advice on “matters of budget and finance, personnel, and operational aspects of the intercollegiate athletics program” unless items of concern are brought to it before the policy has been set or the decision made.

The Campus Senate amended its bylaws in September, 2009 to clarify the dual role of the IAC: a governance committee with responsibilities toward the faculty and the Campus Senate, and an advisory committee to the Chancellor and the Athletic Director. These changes provide a

³⁶ NCAA Division II Philosophy Statement, revised January 14, 2008. For a discussion of membership requirements related to this position, see “Summary of Membership Requirements for Division II Provisional and Reclassifying Institutions,” dated August 19, 2008. Available online at <http://www.ncaa.org> .

³⁷ *Report, Athletics Review Task Force (2004)*, p. 11.

framework for collaborative efforts, but the real work of presenting proposals to the IAC, seeking input, and considering its advice remains to be done.

The IAC's 2008 recommendations identified several specific areas where consultation should take place on a regular basis, including decisions to add or eliminate sports, the initiation of major capital projects, and major personnel decisions. The IAC recognized that its role was to provide input, to ask questions, at times to make recommendations, but not to make the final decision. A starting point for this consultation might be a discussion of the obligations and expectations associated with adding baseball as a sport at UIS, and the various plans the Athletics Department has to meet them.

RECOMMENDATION 18.

The role of the Intercollegiate Athletics Committee (IAC) is to provide input, advice, and oversight. The Chancellor and the Athletics Director should actively consult with the IAC by bringing significant issues relating to athletics to the IAC early in the decision-making process and providing the information and context necessary for informed advice.

The IAC also recommended that the IAC and the Campus Senate should be consulted by the Athletics Department in connection with major personnel decisions, including the hiring of the AD (Recommendation 14b in Section VI). The Director of Athletics makes decisions and implements policies that affect the entire campus, and all major constituencies should be represented in the search process. The established hiring process on campus that includes faculty, academic professionals, and civil service staff should be followed. The IAC will naturally be involved in interviewing and evaluating candidates for the AD position. Given its advisory role on personnel, it should also be consulted on other key personnel decisions.

However, the Committee has concerns about specifically requiring consultation with the Campus Senate, in essence privileging the governance body that consists primarily of faculty. Such consultation is not required for other unit heads, Deans, or Directors, and could set an unintended precedent for other AP hires. Any search for a Director of Athletics should be careful to schedule sufficient time for interested members of all constituencies to attend sessions with the candidates, to structure opportunities for those attending to evaluate the candidates, and to take those evaluations into consideration in making a hiring recommendation, as is done for the hiring of other Directors on campus.

RECOMMENDATION 19.

The Committee does not recommend modifying the hiring process for the Director of Athletics or other key Athletics Department personnel to include consultation with the Campus Senate. Rather, the same campus hiring processes used for Directors across campus should be followed for the Director of Athletics. If the Campus Senate wishes to take action on this recommendation by the Intercollegiate Athletics Committee (IAC), the Committee recommends that it consult with the Academic Professionals Advisory Council (APAC) to ensure that proposed changes are acceptable to its members.

In the course of its investigation the Committee identified concerns among Academic Professionals (APs) that they are no longer represented on the IAC. The Committee recognizes that this issue was considered when the composition and responsibilities of the IAC were modified in September, 2009, and the Campus Senate decided at that time not to add an Academic Professional to the proposed membership. Because this concern is strongly felt by some APs, the Committee recommends that further consideration be given to the arguments made by APAC for an AP member. Both the Campus Senate and this Committee have taken the position that decisions related to intercollegiate athletics affect all members of the UIS community. If so, a strong argument can be made that APs may deserve a voice on the committee that provides both advice and oversight to the Athletics Department and the Chancellor on these matters. Because the Athletics Department currently has *ex officio* representation, any decision to add an AP representative should specify that the member not be involved with athletics on campus and have no expressed interest in becoming part of an athletics-related part of the University.

V. FISCAL RESPONSIBILITY

Concerns about the financial status of intercollegiate athletics at UIS predate the university's decision to move from the National Association of Intercollegiate Athletics (NAIA) to NCAA Division II, but have become more pronounced since that decision was made in 2007. The IAC supported the decision, but expressed a number of concerns in its 2007 report that have yet to be fully addressed. In its 2008 report the IAC again expressed these concerns, noting that finding the resources needed for the increased expenses associated with NCAA affiliation was, and remained, "a crucial concern given strained institutional budgets." In addition to analyzing specific fiscal issues, the IAC's 2008 report also included several recommendations designed to increase the transparency of the intercollegiate athletics budget and to ensure the integrity of the program's fiscal operation.

The Committee began by gathering available information on the Athletics budget at UIS. It discussed budget issues with administrators in the Athletics Department, the Chancellor's Office, and the Division of Student Affairs, and with the current and former business managers for the Athletics Department. The annual budget reports were sometimes hard to understand. Information was not always presented in the same format each year, making it difficult to compare spending and revenue from year to year. The Committee reached its findings based on its best understanding of available documented information.

The Committee commends the Chancellor's Office for improving and standardizing the budget reporting process for the Athletics Department, integrating Department records with the Banner system so that monthly and year-to-date reports can be readily produced. This allowed an accurate year-end budget report for FY09 to be produced in December, 2009. Athletics Department staff have also worked directly with University Administration personnel to improve internal financial procedures.

The Committee also recognizes the efforts by the Chancellor's Office and by the Office of Development to increase private funding for athletics at UIS. This effort raises a number of questions that the Committee considers in its discussion of fundraising later in this section. However, the Committee commends the Chancellor for acknowledging the limits on state funds and student fees, and for seeking to fund a larger portion of the Athletics budget with outside resources.

Findings and Recommendations

In an environment where UIS is dealing with a budget shortfall that has already led to hiring freezes, furlough days, pay reductions, and lay-offs, where every expenditure is being scrutinized, the Athletics budget continues to increase. This decision to continue to prioritize intercollegiate athletics at UIS should only be made with meaningful input from all stakeholders. The current process of compiling and disseminating fiscal information does not promote the transparency needed for full and informed deliberation by members of the UIS community.

Transparency

In its 2008 report the IAC recommended that “The Athletic Department’s budgets, revenues and expenditures should be transparent and aligned with the mission, goals and values of the institution.”³⁸ Transparency has no single definition, but the concept normally includes public access to the information needed to understand the basis for a decision and to participate in meaningful discussion of related issues. A University of California Task Force recently defined transparency as “full, proactive, and timely disclosure of information.”³⁹ The NCAA also recognizes the need for transparency in athletic budgets and financing.⁴⁰

The Committee reviewed budget information beginning in FY07 (2006-2007) in order to understand the budget processes and the dollar amounts involved in the intercollegiate athletics program budget. The Committee’s review identified a number of transparency issues.

The entire Athletics budget is not presented in a single UIS budget document.

- State-appropriated funds budgeted for the Athletics Department are reported in the University of Illinois *Budget Summary for Operations* (known as the “Orange Book” because of its orange cover),⁴¹ as part of the budget for the Chancellor’s Division. UIS reported a budget of \$75,000 for FY09, but that was only 6 percent of the complete Athletics budget in FY09. The publication of a budget showing substantially less in state funds than UIS plans to spend for athletics is confusing and may be misleading to many on campus. This was illustrated by the questions asked about the Athletics budget during the project on budget priorities organized by the Campus Planning and Budget Committee in Fall, 2009.
- State funds (also referred to as “General Revenue Fund” or GRF funds) are internally allocated to athletics by the Chancellor during the year, but are not reported in the Orange Book because they are not considered part of the base budget of Athletics. The total amount of GRF funding may not be apparent until the final budget report is prepared after the end of the fiscal year. The FY09 year-end report showed that a total of \$218,250, or 16 percent of

³⁸ IAC, *Follow up report regarding the potential move to NCAA Division II, AY 2007-2008* (Recommendation 19 in Section VI of this report).

³⁹ Task Force on UC [University of California] Compensation, Accountability, and Transparency. *Report* (April, 2006), p. 10. Available at: <http://www.universityofcalifornia.edu/regents/regmeet/nov09/c1attach.pdf>

⁴⁰ See, for example, the recommendations of the NCAA Presidential Task Force, Fiscal Responsibility Subcommittee, submitted in May 2006, part of the White Paper series available online at <http://www.ncaa.org>. See also the 2010 NCAA State of the Association speech, delivered by Interim President Jim Isch on January 15, 2010 and available online at <http://www.ncaa.org>.

⁴¹ The *Budget Summary* documents for FY09 and FY10 are available in .pdf format at: <http://www.obfs.uillinois.edu/obfshome.cfm?level=2&path=aboutobfs&xmldata=budgets>.

the final expenditures for Athletics, came from state GRF funds. The year-end FY09 budget report and the FY10 budget, showing budgeted expenditures and sources of revenue, were provided to the Committee by the Chancellor's Office. The Committee concluded that these documents are the best source of accurate information on the current athletics budgets, and have included them in this report as Appendix Seven.

- A University of Illinois report to the Board of Trustees known as the "Gray Book" (despite its white cover) lists the salaries of employees paid from the university's budget and the units to which those salaries are charged. A copy of each year's report is kept as a reference book in the UIS library. The Committee reviewed this report for the past several years and found that it included salary information for some, but not all, coaches. In FY09 only 30 percent of reported Athletics Department salaries were covered by GRF funds. It is not clear what revenue is used to pay salaries that are not covered by GRF funds; at least some of these salaries are covered by funds collected through the student athletics fee.
- The largest source of funding for athletics is the Student Athletics Fee. In FY09 this fee generated \$800,000 for athletics, approximately 58 percent of the final total budget.⁴² This figure is reported in internal UIS budget reports. For some previous years the Committee was unable to determine whether a final report of actual revenue and expenditures was ever prepared or presented.
- Budget information for the Athletics Department is not made available electronically or posted on the university's web site in a way that can be accessed by UIS staff, students, or faculty.
- The Athletics budget does not accurately reflect total operating costs for intercollegiate athletics at UIS. The funding of The Recreation and Athletic Center (TRAC) is the most significant example of indirect support that is not documented in the budget. TRAC houses both the Athletics Department and the Recreational Sports Department (part of the Division of Student Affairs). The Athletics Department currently has exclusive use of about 10 percent of the total space in TRAC; it shares use of the basketball arena and various fitness and training facilities with Recreational Sports. TRAC is funded almost entirely through the Recreation Center fee paid by UIS students. In FY10 the fee is \$194 per semester; paid by both full- and part-time students.
- Proposed capital projects and funds committed to capital projects are not currently included in the budget presented to the IAC. The UIS master plan, which appears to include some of these projects, has not been reviewed with the IAC in recent years.

⁴² This and other budget figures have been rounded for ease of understanding. Exact figures may be found in the FY09 year-end budget report included in Appendix Seven.

RECOMMENDATION 20.

The Athletics Department and the Chancellor's Office should work together to prepare a budget document that includes all sources of funding for Athletics and all Athletics Department expenditures. This document should include information on funds raised by or from external sources, including booster organizations. The document should provide as much detail as possible to allow the Intercollegiate Athletics Committee (IAC) to properly carry out its advisory responsibilities relating to budget and finance.

RECOMMENDATION 21.

Whenever possible current budget information for the Athletics Department should be made available electronically or posted on the university's web site in a way that can be accessed by UIS staff, students, and faculty.

Budget information is not presented to the IAC in a timely manner.

- In recent years the report of the Athletics Department's actual expenditures in one fiscal year has not been presented to the IAC until late November or December, almost half-way through the next fiscal year. The proposed Athletics Department budget is generally presented to the IAC in November or December, too late for the IAC to provide advice or input since the fiscal year started on the previous July 1. Implementation of Recommendation 21 above will help to remedy this problem.

RECOMMENDATION 22.

The proposed annual budget for the Athletics Department should be presented to the Intercollegiate Athletics Committee (IAC) as early as possible before the start of the fiscal year, for purposes of review and consultation. The Athletics Department should prepare an analysis of progress on generating external revenue and reducing the cumulative deficit to accompany the proposed budget. The actual approved budget for the current fiscal year should be presented to the IAC as early as possible in the fall semester, with an analysis of any changes from the proposed budget previously provided to IAC. A final year-end accounting of actual expenditures and revenues should be provided to the IAC within six months of the end of the fiscal year, no later than January of the next fiscal year.

The cumulative deficit for Athletics is not clearly documented or explained.

- The FY10 budget shows an operating deficit of \$68,000. This deficit, combined with a negative beginning fund balance of \$188,962, results in an estimated negative ending fund balance (or "deficit") of \$257,601. The Committee was unable to determine the primary cause or causes of this deficit. It was also unclear to the Committee how the actual expenditures that have created this deficit have been paid from year to year.

- The Committee was unable to determine whether the Athletics Department or the Chancellor's Office has a plan to reduce or eliminate the existing deficit. Any existing plan should be presented to the IAC for its review and response. The information presented to the IAC should be as specific as possible, so that it can consider how likely the plan is to succeed and what will be required for its success.

RECOMMENDATION 23.

The Chancellor should provide the Intercollegiate Athletics Committee (IAC) with an explanation of what the cumulative Athletics deficit is, how the cumulative deficit is currently managed, and what plans exist to reduce or eliminate it. Proposed plans should be as specific as possible, to allow the IAC to fulfill its advisory and oversight responsibilities.

The current system of budget reports makes it difficult to track fund transfers and reallocations or to determine their impact.

- Provost Harry Berman confirmed that the administration had increased the recurring budget for athletics in FY10 by reallocating funds from the Division of Student Affairs (DSA) to the athletics budget in the Chancellor's Division. Some of the reallocated funds may have come from cutting positions or not filling vacancies in DSA. The Committee was unable to determine which programs within Student Affairs would be most affected by this budget reallocation or what its impact will be on DSA programs and services.

RECOMMENDATION 24.

Each year the proposed Athletics Department budget should identify whether additional General Revenue Funds (GRF) and Student Fee funds have been included, and if so, their source. This analysis should distinguish between new, previously unallocated revenue and reallocated funds. If reallocated funds are made available through a general, campus-wide reallocation, the report should include information on which Division or Unit budgets were reduced in the reallocation process.

Information about contractual and consulting relationships is not provided to the IAC or a comparable oversight body.

- Information is not currently provided to the IAC about contractual or consulting relationships that may exist between Athletics Department staff and outside organizations, or about the expenses associated with sports camps. Questions that arise about the nature of these relationships cannot be readily answered using publicly-available information. The principle of transparency should extend to all sources of revenue for the Athletics Department.

Expenses Associated with NCAA Division II and Great Lakes Valley Conference (GLVC) Affiliation

Expenses associated with UIS's affiliation with NCAA Division II and the GLVC have been higher than anticipated, and are expected to continue to rise. The Athletics Department is currently relying on GRF (state) funds for almost 30 percent of its budget. In a time of financial constraints and budget shortfalls when there are increasing demands on state-appropriated funds, decisions about funding priorities should be made with information that is as complete and accurate as possible.

In its 2007 report on the decision to move to NCAA Division II, the IAC expressed concerns about inadequate provision for the larger number of full-time coaches that would be required, the continuing use of "reserve" funds to balance the Athletic Department's budget, and the proposed reliance on a higher student athletic fee to support the NCAA intercollegiate program. The Committee examined budget reports in order to assess the accuracy of projections, and identified the following issues.

- Baseball (a men's sport) is a mandatory sport in the GLVC. To qualify for full membership, UIS is adding this sport several years earlier than it had originally planned.
- In the application documents UIS submitted to NCAA Division II, the Athletics Department stated that it "will be looking to add another women's sport program" in 2013 or 2014.⁴³ Some UIS projections of the cost of NCAA affiliation include FY13, but do not include an additional women's sport. The administration has not provided the Committee with information on projected costs or funding plans for adding this sport.
- Planning documents and projections did not include the costs of constructing or leasing required athletic facilities. Although the Athletics Department has hired a baseball coach and recruited players for next year's team, no projections on facility costs have been provided to or discussed with the IAC.⁴⁴
- A "Five-Year Plan" for NCAA Division II membership was developed by DSA and presented to the IAC in 2007. The plan projected that UIS would continue to hire part-time head coaches in most sports. The IAC first raised questions about this assumption in its 2007 report. UIS currently has seven full-time head coaches (in every sport except tennis and

⁴³ UIS Year Two Report, Application for Membership in NCAA Division II, prepared and submitted to NCAA Division II in May 2008.

⁴⁴ In an article published in the *State Journal-Register* on Oct. 20, 2008, AD Jehlicka stated that the UIS master plan includes construction of a baseball stadium on university-owned land. In that same interview the AD pointed out that a football stadium was also on the UIS master plan. In an article published in the *State Journal-Register* on Jan. 20, 2010, after the GLVC adopted football as a conference sport, Jehlicka was quoted as saying "It [football] will not happen. Absolutely not."

golf). The plan also projected part-time assistant coaches. There are assistant coaches in every sport except golf, all of them part-time. However, full-time assistant coaches are common in the GLVC, and many UIS coaches have indicated that a full-time assistant coach is important to effective recruiting and coaching. Transforming part-time positions into full-time positions would further expand salary costs beyond the projections in the original Five-Year Plan.⁴⁵

- The number and value of athletic-related scholarships has increased substantially at UIS, partially due to the Chancellor's decisions to increase the dollar value of tuition waivers available to the Athletics Department. The Chancellor has said that UIS awards less in scholarship money than other GLVC institutions, and that UIS needs to increase the number and value of its athletic scholarships to be fully competitive in the GLVC. A comparison of the UIS scholarship budget with those of other GLVC schools that do not include football was prepared by the Committee and is included as Appendix Nine. UIS appears to be far behind the other GLVC schools when athletic financial assistance is analyzed by team. Examining the average amount awarded per athlete shows that while UIS is still in the bottom third of the GLVC, it awards almost 70 percent of the GLVC average per student-athlete.

RECOMMENDATION 25.

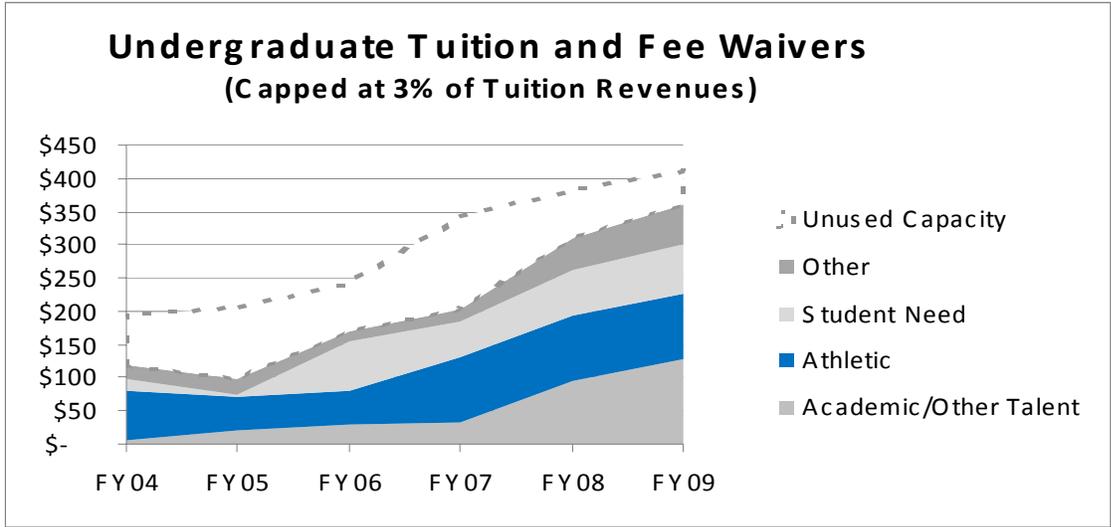
The Athletics Department and the Chancellor's Office should develop a realistic multi-year plan for projected expenditures and anticipated revenue for the Athletics Department. This plan should include fiscal and budgetary planning for all additional sports and facilities within the period covered by the plan. The first iteration of this plan should be presented to the Intercollegiate Athletics Committee (IAC) no later than December, 2010.

Tuition Waivers and Athletic Scholarships

An important source of financial assistance to student-athletes is tuition waivers. UIS is allowed to award discretionary tuition waivers up to the equivalent of 3 percent of the tuition that it collects in a given year. Other tuition waiver programs exist, but the university does not have the same discretionary authority over them. Most of the discretionary tuition waivers fall into three categories: Need-based waivers, Academic merit-based waivers, and Athletic scholarships. Together these categories represent from 75 percent to 90 percent of the total pool of discretionary waivers. The chart on the next page graphically shows how each of these has increased since FY06. In FY05 and FY06 the total for athlete tuition waivers was capped at \$50,000. In FY07 Athletics was authorized to award up to \$100,000 in tuition waivers. In FY10 the Chancellor approved an increase in athletic tuition waivers to \$150,000.

⁴⁵ See Appendix Eight for the DSA Five Year Plan documents. The Five Year Plan serves as the basis for discussions in the reports submitted by the IAC in 2007 and 2008.

Graph 1. Undergraduate Tuition and Fee Waivers, FY04 through FY09



The Chancellor makes the final decision on how tuition waivers will be distributed among the various categories of possible use. Given the importance of financial aid to many students, the Committee believes that the Divisions of Student Affairs (where Financial Assistance deals with need-based applicants) and Academic Affairs (which deals with applicants seeking financial assistance on the basis of academic merit) must be fully involved in the discussions that lead to this decision.

UIS uses only a portion of its potential tuition waivers. As the number of scholarships awarded has increased, UIS has come closer to the 3 percent cap on this form of assistance. In FY09 only \$50,000 of the maximum available waiver amount (12 percent of the available total) was *not* allocated. In FY10, as noted previously, the Chancellor increased the waiver amount allocated to Athletics by \$50,000. The campus is approaching the point where various categories of waivers will be competing with one another for a limited pool of tuition waiver funding. Before that point arrives, the administration should have a system in place for weighing and considering the full range of financial assistance needs and the implications of the tuition waiver allocation process.

RECOMMENDATION 26.

The Chancellor should consult with the Vice Chancellor for Student Affairs and the Vice Chancellor for Academic Affairs before determining the annual allocation of tuition waiver funds, allowing each administrator to present information on the uses to which tuition waivers in their Division would be put.

Continuing Reliance on Student Fees to Fund the Athletics Department

In presenting proposed student fee increases to the Student Government Association (SGA) the administration has frequently referred to a “Five-Year Plan” for increases in the student Athletic Fee. The Chancellor’s Office provided the Committee with a copy of the “Five-Year Plan” document for student fee income. It is presented below, in its entirety. The document gives no indication of how much of the projected fee increase is expected to come from higher fees and how much is expected to come from increases in enrollment.

Table 3. Proposed Five-Year Plan for NCAA Division II – Student Fee Income

Student Athletic Fees	FY08 Projected	FY09 Projected	FY10 Projected	FY11 Projected	FY12 Projected
Projected 8% increase per year	\$788,000	\$851,040	\$978,696	\$1,056,992	\$1,141,551

Source: Chancellor’s Office; initially prepared by VCSA C. Miller

According to the final FY09 report provided to the Committee, actual income from the Student Athletic fee in FY09 was 94 percent of the projected figure (actual fee income of \$799,795). The budgeted income from student fees in the FY10 budget is \$925,000.

In both its 2007 and 2008 reports the IAC expressed concerns about the way in which the growing Student Athletics Fee was placing a financial burden on many students. Although UIS had never increased the fee beyond what was approved by the SGA, the IAC remained concerned that students were becoming responsible for what it called “a disproportionate amount of funding for Athletics.”⁴⁶ The IAC was concerned that projected Athletics Fees could become burdensome on students and could be perceived by many as outweighing the benefits of NCAA intercollegiate athletics at UIS. The Student Athletics fee has increased by about 40 percent in three years, as the table on the next page shows.

The Student Athletics Fee and the Recreation Center (TRAC) Fee

The Athletics Fee must be considered in the context of other fees paid by students. The Recreation Center (TRAC) Fee is a mandatory fee that imposes an additional financial burden on students, even though they receive the benefit of using TRAC. Other fees, unrelated to athletics, also add to the costs faced by students. These fees have a particular impact on part-time students. The Campus Senate Committee on Admissions, Recruitment, and Retention (CARR) recently concluded that the current system of fees, taken as a whole, places “an undue and

⁴⁶ Intercollegiate Athletics Committee, *Follow up report regarding the potential move to NCAA Division II, AY 2007-2008*.

inequitable burden on part-time students who have been the foundation of the UIS student base.”⁴⁷ The Graduate Council has also expressed its concern about the heavy burden of fees on part-time graduate students.

Table 4. Student Athletics Fees for Full- and Part-time Students at UIS, FY07 through FY10

Semester	Full-Time Students		Part-Time Students	
	Fee Amount	% Increase over Previous Year	Fee Amount	% Increase over Previous Year
Fall 2006 (FY07)	\$ 96	no increase	\$ 80	no increase
Fall 2007 (FY08)	102	6 %	85	6 %
Fall 2008 (FY09)	115	13 %	97	14 %
Fall 2009 (FY10)	132	15 %	112	15 %
Total % Increase, FY10 over FY07		38 %		40 %

The Athletics Fee makes up 17 percent of the total fee amount paid by an undergraduate student attending UIS on a full-time basis in FY10. The Recreation Center (TRAC) Fee, which benefits both Recreational Sports and Intercollegiate Athletics, accounts for 24 percent of the total fee amount. Together, they amount to 40 percent of the total. To better understand the fee burden faced by students, the Committee identified all mandatory fees and analyzed their impact on students in different enrollment situations. That analysis is presented on the next page.

Over time, all UIS students are paying more in fees, which make up a higher proportion of the total cost of tuition and fees than they did in the past. Undergraduates enrolled on a part-time basis for two classes (6 credit hours) paid approximately one dollar in fees for every three dollars in tuition in FY10. A graduate student who had completed course work but was required to enroll for one credit hour while completing a thesis or graduate project was hit hardest by fees. A graduate student enrolled for a single credit in FY07 paid more than three dollars in fees for every two dollars in tuition. In FY10 a graduate student enrolled for one credit hour pays closer to four dollars in fees for every two dollars of tuition.

⁴⁷ Recommendation from CARR to the Campus Senate, February, 2010.

Table 5. Tuition and Fees for Students at UIS, FY07 through FY10

	Undergraduate Students		Graduate Students		
	Full-time (15 credit hrs)	Part-time (6 credit hrs)	Full-time (12 credit hrs)	Part-time (6 credits hrs)	Continuing Status (1 credit)
Fall 2009 (FY10)					
FY10 Fees	801.90	545.66	758.82	545.66	473.86
FY10 Tuition	3,701.25	1,480.50	3,195.00	1,597.50	266.25
Fall 2008 (FY09)					
FY09 Fees	695.00	492.00	668.00	492.00	447.00
FY09 Tuition	3,607.50	1,443.00	3,072.00	1,536.00	256.00
Fall 2007 (FY08)					
FY08 Fees	656.05	460.02	630.04	460.02	416.67
FY08 Tuition	3,180.00	1,272.00	2,712.00	1,356.00	226.00
Fall 2006 (FY07)					
FY07 Fees	546.95	354.98	521.96	354.98	313.33
FY07 Tuition	2,790.00	1,116.00	2,361.00	1,180.50	196.75

Undergraduate tuition is in-state tuition for students matriculating at UIS in that fiscal year.

Fees total does not include student-to-student grant or health insurance fees (which may be waived), special class or major charges, or online course fees.

Source: UIS historical and current information on tuition and fees

RECOMMENDATION 27.

As an advisory body to the Athletic Director and the Chancellor on matters related to athletics, the Intercollegiate Athletics Committee (IAC) should be informed of and consulted about any proposal to raise the Student Athletic Fee.

RECOMMENDATION 28.

The Division of Student Affairs should study and report on the impact that current student fee levels have on recruitment, enrollment, retention, and diversity at UIS. The Committee understands that some student fees fund programs that contribute to these goals, and every effort should be made to take those effects into consideration.

The Online Student Services Fee

Students who are fully admitted to a UIS online degree program and who are enrolled only in online courses do not pay many of the student fees that are required of other students. Beginning in FY08 students enrolled in an Online Degree Program and taking only on-line courses were required to pay an Online Student Services Fee of either \$132 (for full-time students) or \$66 (for part-time students) per semester. The Online Student Services Fee was approved to support “Student Enhancement Initiatives” that would provide services to online students or improve their student life experience at UIS. The initial proposed budget allotted approximately one-fourth of the first year’s anticipated revenue to athletics, to support the presentation of athletic competitions online over Internet radio and by providing interactive, real-time information through the Internet. Table 6 shows the proposed budget allocation for the fee.

Table 6. FY08 Proposed Budget for On-Line Degree Seeking Student Enhancement Initiatives

Budget Category	Annual Budget	% of Total
Athletics (radio equipment, web coordinator, other staff)	\$ 65,000	26 %
Enrollment Management (equipment and staff)	85,000	34 %
Health and Counseling Interactive Sessions	60,000	24 %
Student Organizations	40,000	16 %
Total Budget for Enhancements	\$ 250,000.00	

Source: Budget for Enhancement Initiatives prepared by Division of Student Affairs (DSA)

Efforts began in FY08 to implement the proposed online presentation of athletics. The Committee is unclear about whether the original DSA intent was implemented, and if so, to what extent. The Chancellor made the decision to transfer \$50,000 in revenue from the Online Student Services Fee to the Athletics Department budget in FY09 and again in FY10. The Chancellor told the IAC that one reason for doing this was the strong support for intercollegiate athletics among the online students. The Committee found no indication that the VCSA was consulted or given an opportunity to make a case for alternative uses for the fee revenue prior to the reallocation. Based on an analysis of Fall 2009 enrollment data, \$50,000 represents between 20 and 25 percent of the estimated annual revenue from the Online Student Services Fee.

RECOMMENDATION 29. Changes in the allocation of General Revenue Fund (GRF) revenue from one Division to another should be transparent, and discussed as part of the budget and planning process. Changes in the allocation of student fees should only be carried out when the reallocation serves the purpose for which the fee is assessed.

Introduction of Specialized Fund-Raising for Athletics and Athletic Scholarships

In Fall, 2009 the Chancellor initiated a program involving consultants outside the Office of Development to concentrate on raising additional private funds to support the Athletics program at UIS. Although the IAC serves as an advisory committee to the Chancellor on matters of budget and finance, it was not consulted about this program. Private fundraising provides an opportunity to decrease the Athletics Department's reliance on student fees and state funds. However, the Committee is concerned that a focused fundraising program for athletics alone may affect the ability of UIS to raise external funds for other purposes or restrict the access of non-athletics programs to external resources.

Discussion of this decision should take place in the context of contemporary research findings regarding the relationship between intercollegiate athletics and university fundraising. The NCAA has commissioned several studies to examine the cost and net profitability of athletics programs in Division I, most notably a study by Litan, Orszag, and Orszag (2003), updated in Orszag and Orszag (2005).⁴⁸ These studies analyzed ten years of Division I data (1993-2003). They found "little or no robust relationship between changes in operating expenditures on football or basketball. . . and alumni giving (either to the sports program or the university itself)."⁴⁹ A more recent study by Humphreys and Mondello (2007), also limited to NCAA Division I, found some evidence to support the idea that athletic success leads to increased donations under certain circumstances. Their research showed that while post-season football bowl games and Division I basketball tournament appearances were associated with significant increases in restricted giving to athletics in the following year, there were no associated increases in unrestricted giving to public institutions.⁵⁰

The Committee believes that any discussion about focused fundraising efforts should be grounded in empirical research where possible. It encourages interested faculty to do further research in this area, and to share their findings with their colleagues.

RECOMMENDATION 30.

The Chancellor's Office and the Director of Athletics (AD) should provide the Intercollegiate Athletics Committee (IAC) with a copy of any fundraising plan or proposal developed by external consultants or private booster organizations, and articulate the elements of any internal plan that focuses on athletics. The Chancellor's Office and the AD should provide written yearly progress reports to the IAC on the status of such fundraising efforts, including information on pledges received and realized income.

⁴⁸ Litan, Robert E., Orszag, Jonathan M., & Orszag, Peter R. (2003, August). *The Empirical Effects of Collegiate Athletics: An Interim Report*. Commissioned by the National Collegiate Athletic Association. See also Orszag, Jonathan M. & Orszag, Peter R. (2005, April). *The Empirical Effects of Collegiate Athletics: An Update*. Commissioned by the NCAA.

⁴⁹ Orszag & Orszag (2005), p. 7.

⁵⁰ Humphreys, Brad R. and Michael Mondello. (2007). "Intercollegiate Athletic Success and Donations at NCAA Division I Institutions," *Journal of Sport Management*, 21, 265-280.

Intercollegiate Athletics and Recruiting

Both the Chancellor and the Provost have spoken this year about the impact of athletics on the general student recruiting process. The basic argument is that having an intercollegiate athletics program at UIS provides increased visibility and a campus climate that encourages applications from students who would not otherwise consider applying to or enrolling at UIS. While many college administrators express a belief in this position, the empirical evidence is inconclusive.

Most of the studies that have been done have focused on NCAA Division I schools, and have studied the effect of a winning football or basketball season or publicized post-season appearances on applications for admission. UIS is not yet in any of these positions. Overall the studies cannot identify or confirm a consistent recruiting effect from athletics. While an athletics program may attract students, research studies have confirmed that strong academic programs attract students to a university. These findings are consistent with the NCAA's own study of choices by Division II student-athletes, which found that the quality of academic programs was the most important influence on student-athletes' choices of which school to attend.⁵¹

Any discussion of this issue on the UIS campus should be based at least in part on the available empirical evidence. The Committee provides these references to three recent studies:

Devin G. Pope and Jaren C. Pope. (2009). "The Impact of College Sports Success on the Quantity and Quality of Student Applications," *Southern Economic Journal*, 75(3): 750-780.

Thomas A. Rhoads and Shelby Gerking. (2000). "Educational Contributions, Academic Quality, and Athletic Success," *Contemporary Economic Policy*, 18 (2): 248-258.

Congressional Budget Office. (2009). "Research on Certain Benefits of Intercollegiate Sports," Appendix in *Tax Preferences for Collegiate Sports*, A CBO Paper. CBO: Washington, D.C.

Each of these publications is available online.

Other Fiscal Responsibility Recommendations

The 2004 Task Force recommended that a Business Manager be appointed in the Division of Student Affairs (where Athletics was then located). This was done, but the Business Manager stayed in DSA when the Athletics Department was moved to the Chancellor's Division. The Athletics Department hired another business manager in 2008 who is responsible for the budgets of the Athletics Department and of all sports teams.

⁵¹ NCAA Division II, *Strategic Positioning Initiative: Quantitative Research Report* (May 2006).

The NCAA Division II *Manual* requires member institutions to undergo a financial review at least once every three years of “all expenses and revenues and capitalized expenses for or on behalf of a Division II member institution’s intercollegiate athletics programs,” including any expenditures or revenues “by any affiliated or outside organization, agency, or group of individuals.”⁵² The financial report generated by this process must be presented to the chancellor no later than January 15 after the end of the fiscal year being reviewed. Although UIS submitted excerpts from the University of Illinois external audit as part of its NCAA application, it is not clear to the Committee whether this provides an adequate review of the Athletics Department’s finances. The Athletics Department stated that although the department was included in the audit, Athletics is not reviewed separately and no audit results are reported specifically for Athletics.

RECOMMENDATION 31.

The Chancellor’s Office should determine whether the existing University of Illinois audit process will satisfy the NCAA financial review requirement, and report its finding to the Intercollegiate Athletics Committee (IAC). Copies of all financial review and audit documents should be provided to the IAC when they are received.

⁵² 2009-2010 NCAA Division II *Manual*, Article 6.2.3.1 (“Financial Report Requirement”).

VI. IMPLEMENTATION STATUS OF RECOMMENDATIONS CONTAINED IN THE 2008 INTERCOLLEGIATE ATHLETICS COMMITTEE (IAC) REPORT AND THE 2004 ATHLETICS REVIEW TASK FORCE REPORT

The Committee has made a total of 31 recommendations in the body of its report, all based on the areas included in the 2008 IAC report or the 2004 Task Force report. Some of these recommendations are new; others repeat and emphasize recommendations made by the IAC or the Task Force in their earlier reports.

To complete its charge, the Committee here presents its assessment of the extent to which the UIS administration has implemented the earlier recommendations. The recommendations are grouped by the organizing principles of the Committee’s report and the IAC’s 2008 report. The 2008 IAC recommendations are presented in their report order, while the 2004 Task Force recommendations have been placed at the end of the appropriate category. The language of the original recommendations has been used as much as possible.

Academic Integrity and Quality Recommendations

- 1a. Student-athletes at UIS should be admitted based on their potential for academic success and not primarily on their athletic contribution to the institution. (2008 IAC recommendation)

Status	Implementation
Current policy	Admissions states that no places are specifically reserved for athletes; all applicants must meet the same admissions standards. Any plan to reserve or guarantee admission slots to recruited student-athletes would require approval by the Campus Senate as a matter of educational policy.

- 1b. The IAC should be increasingly involved in developing and overseeing campus policies regarding recruiting of student-athletes. (2008 IAC recommendation)

Status	Implementation
Not implemented	The Athletics Department has emphasized understanding and implementing the NCAA requirements on recruitment of student-athletes. Athletics and the IAC should both be involved in reviewing NCAA requirements and considering how they will be applied within the UIS setting. IAC has not been consulted by Admissions or Athletics regarding review or oversight of campus policies for recruitment of student-athletes.

- 2a. General admissions policies at UIS should be the same for all students, student-athletes and non-student-athletes. (2008 IAC recommendation)

Status	Implementation
Current Policy	All applicants currently must meet the same admissions standards.

- 2b. General registration policies at UIS should be the same for all students, student-athletes and non-student-athletes. (2008 IAC recommendation)

Status	Implementation
Not implemented	Student-athletes are able to register before most students due to their “priority registration” status. However, other registration policies are the same for all students.

- 2c. Campus administrators and campus governance bodies should work together to develop admission policies consistent with the educational mission of UIS. (2008 IAC recommendation)

Status	Implementation
Partially implemented	CARR (Committee on Admissions, Recruitment, and Retention), a Senate Committee, is working collaboratively with Admissions. IAC has not been part of this discussion as it relates to student-athletes.

3. The academic profiles of freshmen or transfer student-athletes as a group and by sport should be similar to those of the entering freshman class or the non-athlete transfer cohort. Data on the academic profiles of entering student-athletes and non-student-athletes should be reviewed at least annually by the IAC. (2008 IAC recommendation)

Status	Implementation
Partially implemented	Profiles currently appear to be similar (see Appendix One). The FAR prepares this comparison for student-athletes as a group, but not by sport. Data should be routinely compiled by the Office of Institutional Research (OIR) each year and provided to the Athletic Department, the IAC, and the FAR.

4. Special admissions of freshman and transfer student-athletes should reflect the same philosophy as special admissions of non-student-athletes. Data on the academic performance of student-athlete special admits should be reviewed at least annually by the IAC. (2008 IAC recommendation)

Status	Implementation
Current policy	UIS Admissions Policy, restated in 2009, does not allow special admissions. No such policy should be instituted without full consideration and approval by the Campus Senate.

5. No academic departments or majors should be designed specifically for student-athletes or created for the purpose of allowing student-athletes to maintain their eligibility. Qualified student-athletes should be encouraged to pursue the major of their choice and to have the same access to academic classes and programs as other students without explicit or implicit athletic consequences. (2008 IAC recommendation)

Status	Implementation
Partially implemented.	Student-athletes are enrolled in a variety of majors. Some student-athletes report difficulty in reconciling sports or team expectations with the requirements of certain majors. Athletics Department does not yet have a clear policy against imposing housing requirements that prevent student-athletes from participating in the Capital Scholars Honors program.

- 6a. The IAC should monitor student-athlete enrollment by course. (2008 IAC recommendation)

Status	Implementation
Not implemented	Student-athlete course enrollment is not currently monitored or reported. Student Affairs has indicated its willingness to work with the IAC to compile the information needed to review course enrollment patterns by student-athletes.

- 6b. Data on student-athletes' choice of major should be gathered and evaluated by the IAC and should also be provided to all prospective recruits. (2008 IAC recommendation)

Status	Implementation
Not implemented	Student Affairs has indicated its willingness to collect this information. The Athletics Department has indicated its willingness to include data on majors in recruiting packets. This should also include specializations that exist only as minors, such as Teacher Education (TEP).

7. Academic Progress Rate (APR), Graduation Success Rate (GSR) and other available graduation rate data at UIS should be reviewed annually by the IAC to sustain processes that will improve the academic success and graduation rates of student-athletes. (2008 IAC recommendation)

Status	Implementation
Partially implemented	The FAR currently obtains information on GPA, retention rates, and graduation rates for student-athletes and presents his analysis to IAC. OIR has indicated its willingness to routinely compile and report this data. Where possible these metrics should be calculated for past years as well so that the impact of membership in NCAA Division II can be studied.

8. To ensure that student-athletes are acquiring the educational foundation leading to a degree, athletic eligibility shall be dependent on the maintenance of a minimum cumulative GPA of 2.0 on a 4.0 scale. (2008 IAC recommendation)

Status	Implementation
Current policy	Policy is stated in the <i>Student-Athlete Handbook</i> prepared by the Athletics Department, and enforced through UIS Compliance Committee, which reviews student-athlete eligibility each semester.

- Consultation with and consent of the Vice Chancellor for Student Affairs must be obtained prior to either contacting faculty member/instructor concerning a student-athlete's grades or contacting academic support staff regarding certification or eligibility of a student-athlete. (2004 Task Force recommendation)

Status	Implementation
Implemented	Current policy implements a different approach that complies with the basic purpose of the 2004 recommendation. The Committee recommends that the Assistant AD for Compliance or a designated Athletics Department administrator be responsible for insuring that each athlete returns a signed contract from every instructor by a set date in the semester.

Student-Athlete Welfare Recommendations

9. Academic advising and academic support (e.g., access to tutoring) for student-athletes should be no different than what is available to their non-athlete peers. Furthermore, it should be structured to help student-athletes have as valuable and meaningful an educational experience as possible and not just to maintain their athletic eligibility. The goal of academic counseling is education, not athletic eligibility. This goal cannot be accomplished in a setting that is compromised by pressure to produce winning athletic teams. (2008 IAC recommendation)

Status	Implementation
Implemented	Student-athletes do not receive special treatment or special services. Some needs for academic advising and academic support services are not met.

10. The academic advising services available to student-athletes should be developed within and report through the existing academic advising structure and not through the Athletics Department. A suitable number of academic advisors should be trained in NCAA DII eligibility requirements and should work for the campus academic advising structure and not for the Athletics Department. (2008 IAC recommendation)

Status	Implementation
Partially implemented	Academic advising for student-athletes who have not declared a major or who need assistance with general education requirements is coordinated through the Undergraduate Academic Advising Center (UAAC). The Athletic Academic Advising Coordinator has received training in NCAA Division II eligibility requirements, but major advisers are generally not aware of these requirements.

11. The current campus academic advising structure should have oversight of and regularly review the academic advising of student-athletes. The IAC recommends that this review be presented to the campus senate yearly. (2008 IAC recommendation)

Status	Implementation
Not implemented	A systematic review of advising is not carried out by UAAC or through Academic Affairs. No report has been submitted to the Campus Senate. CARR is currently working on academic advising issues.

12. Individual athletic competitions and associated travel should be scheduled to minimize lost class time. Institutional policies designed to minimize lost class time should be described. (2008 IAC recommendation)

Status	Implementation
Partially implemented	As the IAC stated in its 2007 report to the Campus Senate, the move to NCAA Division II has many advantages over NAIA in this area. Great Lakes Valley Conference (GLVC) policy is to schedule athletic competitions and travel to minimize lost class time. GLVC reduced the length of most athletic seasons in January, 2010. Written institutional policies do not appear to exist. No reports documenting the extent to which competition schedules involve lost class time have been prepared.

13. Life skills and personal development programs for student-athletes should have as a goal the integration of the student-athlete into the rest of the student population. The IAC would like to see more of these types of programs available for athletes (2008 IAC recommendation)

Status	Implementation
Partially implemented	The Athletics Department currently coordinates some volunteer activities with the Volunteer and Civil Engagement Center, and intends to participate in the NCAA's CHAMPS/Life Skills program.

- A written policy [should] be adopted setting out the role, responsibility and authority of the Campus Health Services in relation to the Athletic Department and student-athletes. (2004 Task Force recommendation)

Status	Implementation
Partially implemented	This policy has been informally agreed to but has not been reduced to a formal written policy.

- An investigation [should] be conducted into whether or not athletic employees have been intoxicated on institutional time or property. (2004 Task Force recommendation)

Status	Implementation
Investigation completed.	The Vice Chancellor for Student Affairs (VCSA) conducted an investigation and reported that he had implemented new policy to deal with the problem. It is not clear if the policy was formalized. Student Affairs now requires employees to complete an alcohol and substance abuse module as part of the orientation or employee development process.

- The Office of Student Affairs in conjunction with the Intercollegiate Athletic Committee, [should] investigate all teams which have disproportionate numbers of violations/ infractions committed by student-athletes and propose a plan of remediation. (2004 Task Force recommendation)

Status	Implementation
Investigation completed	A comprehensive report covering violations in housing and on campus was prepared in 2005. The IAC concluded in its 2006 report that the events that had prompted this recommendation were a one-time occurrence.

- A policy/plan [should] be adopted for compiling and reporting to the Athletic Department all violations/infractions committed by student-athletes, on or off campus. (2004 Task Force recommendation)

Status	Implementation
Initially implemented, but not sustained	No campus office currently compiles a comprehensive list of violations and infractions committed by students or by student-athletes.

- A plan [should] be adopted immediately for providing academic advising to student-athletes. (2004 Task Force recommendation)

Status	Implementation
Partially implemented	Athletic Academic Advising Coordinator, located in UAAC, has been named. No plan for coordinating advising by the UAAC and advising in the major has been presented. See Recommendation 10 above.

Campus Governance of Intercollegiate Athletics

- 14a. Major athletic department decisions (e.g., changes in the total number of intercollegiate sports, initiation of major capital projects, etc.) should be made in consultation with the IAC and the campus senate. (2008 IAC recommendation)

Status	Implementation
Not implemented	The Athletics Department and the Chancellor's Office have not consulted with the IAC on major Athletics decisions, although these decisions are usually reported to the IAC.

- 14b. Major athletic department decisions (e.g., hiring of the athletic director and key athletic department personnel) should be made in consultation with the IAC and the campus senate. (2008 IAC recommendation)

Status	Implementation
Partially implemented	Athletics Department searches currently follow the process established for AP hires in general. For reasons discussed in the report, the Committee does not recommend implementing this recommendation without further consultation with the Academic Professionals Advisory Council (APAC).

15. The Athletic Director, Faculty Athletics Representative (FAR) and the IAC chair should report at least once a year to the campus senate. Their reports should include major athletic department decisions, a focus on academic benchmarks including the APR (Academic Progress Rate), GSR (Graduation Success Rate), graduation rates and the percentage and progress of student athletes, and the success or lack thereof regarding the extent to which the IAC has been able to execute its charge. (2008 IAC recommendation)

Status	Implementation
Partially implemented	The IAC currently prepares an annual written report. The FAR presents information to the IAC, but does not report directly to the Senate. Much of the specified information must be submitted to the NCAA, and the Chancellor's Office agrees that it "should be widely shared." The AD does not currently make an annual report to the Senate. The Senate may wish to ask the IAC to include an assessment of its ability to execute its charge in its annual report.

16. The campus senate should report annually to the University Chancellor (1) that the IAC has been able to fulfill its responsibilities, or (2) that it has not, in which case the report should specify the obstacles that have prevented it from doing so. These reports should be made available to the NCAA. (2008 IAC recommendation)

Status	Implementation
Partially implemented	The Chancellor's Office has stated that if the Campus Senate issues such a report, it will make this report available to NCAA.

- That the Chancellor and Vice Chancellor for Student Affairs abide by the principles of shared governance by working collaboratively with the Intercollegiate Athletics Committee and the Campus Senate. (2004 Task Force recommendation)

Status	Implementation
Intermittent implementation	The spirit of this recommendation is one of active collaboration. During the period observed by this Committee (FY10) the Chancellor has not been proactive, but he has responded to some requests from the IAC.

Fiscal Responsibility Recommendations

17. Plans to reduce the use of students affairs reserve monies to fund Athletics [should] be created. (2008 IAC recommendation)

Status	Implementation
Not implemented	Reserve monies (“one-time funds”) continue to be used to fund Athletics. To the extent that they have been reduced, it is due to an increase in GRF funding. No clear plan to reduce these subsidies has been presented.

18. Plans to increase the non-Athletic fee revenue for Athletics [should] be created. (2008 IAC recommendation)

Status	Implementation
Not implemented	The Student Athletic Fee remains the primary source of funding for the Athletics Department, including coaches’ salaries and athletic scholarships provided to student-athletes. Consultants have been engaged to develop a plan to generate more revenue from private sources. No developed plan has been provided to IAC for its input or review.

19. The Athletic Department’s budgets, revenues and expenditures should be transparent and aligned with the mission, goals and values of the institution. The University Chancellor should take the lead to ensure that fiscal reports, including dash board indicators as listed in the 2006 NCAA Presidential Task Force report, are issued annually and made available to the campus faculty governance body. The Chancellor should work closely with the IAC, other existing faculty committees, and athletic department personnel to achieve these goals. (2008 IAC recommendation)

Status	Implementation
Not implemented	See Section V of the Committee’s report (“Fiscal Responsibility”) for a discussion of transparency issues.

20. The overall annual growth rate in the Athletic Department’s operating expenditures should be no greater than the overall annual growth rate in the university’s operating expenditures, taking into consideration the increased costs incurred during transition from NAIA to NCAA DII. (2008 IAC recommendation)

Status	Implementation
Not implemented	The Athletics budget continues to grow faster than the UIS budget. The Committee recommends that a revised and more realistic five-year plan be developed for review by and discussion with the IAC (see discussion of this recommendation in Section V of this report).

- 21a. The University Chancellor should take the appropriate steps to fuse athletic fundraising efforts into those of the rest of the university such as establishing faculty representation on the board of the institutional fund-raising entity. (2008 IAC recommendation)

Status	Implementation
Partially implemented	The Chancellor has not followed this specific recommendation, but he has continued to work directly with UIF (the University of Illinois Foundation). Policies governing the relationship between private fundraising groups and UIS need to be established.

- 21b. Commercialization policies in athletics should be comparable to other commercialization policies conducted throughout the University and should include meaningful faculty participation in their oversight. (2008 IAC recommendation)

Status	Implementation
Not implemented	Commercialization policies are not clearly stated or known outside the Athletics Department.

22. With regard to athletics, contracts between booster and other 501(c)(3) organizations and the university should require financial transparency to protect university integrity. In the absence of contracts, best practices should be developed regarding the relationship between the university, its athletics department, and external entities such as booster clubs, foundations that support athletics and independent operations, e.g., sports camps. (2008 IAC recommendation)

Status	Implementation
Partially implemented	The Chancellor’s Office reports that there are contracts with all corporate sponsors. Transparent explanation of those arrangements, including control over or monitoring of booster organizations, has not been provided to the IAC. UIS has not identified or designated “best practices” for the campus.

23. Financial incentives for winning should never be included in coaching contracts. If the institution endorses the collegiate model, contracts should reward effective training in athletic performance, leadership, integrity, discipline, and sportsmanship. Contracts should focus on academic success and all around development of athletes and recruitment of athletes who exemplify how athletic and academic successes complement one another. (2008 IAC recommendation)

Status	Implementation
Current policy	Coaching contracts contain no financial incentives for winning. Contracts and position descriptions focus on “running a successful program,” but do not have specific academic performance expectations or incentives. Academic performance standards are included in some coaches’ contracts at other institutions. For a discussion of this possibility, see the 2006 program review conducted by the University of Wisconsin System (available at http://www.uwsa.edu/audit/coachcontracts.pdf).

2004 Task Force recommendations

- A policy/plan [should] be adopted to move athletic scholarships to realized income, rather than projected funds. (2004 Task Force recommendation)
- The Scholarship clearing CFOPAL [should] have a zero balance at the end of each semester. Depending on the funding source, the posting of athletic scholarship expenditures should occur each semester to athletic gift CFOPAL or the particular athletic team CFOPAL. (2004 Task Force recommendation)
- The Scholarship clearing CFOPAL balance and athletic gift CFOPAL activity [should] be included in the monthly financial reports submitted to the Vice Chancellor. (2004 Task Force recommendation)

Status	Implementation
Current policies	Budget and accounting procedures have been improved, with better understanding and control of scholarship awards. Monthly financial reports are now available to the Chancellor’s Office and the AD.

- A Business Manager [should] be appointed in the Division of Student Affairs. (2004 Task Force recommendation)

Status	Implementation
Current policy	A Business Manager was hired in DSA, but remained in Student Affairs when the Athletics Department was moved to the Chancellor’s Division. A Business Manager was hired in Athletics in FY09.

APPENDICES

- Appendix One: UIS Admissions Data
- Appendix Two: Comparative Academic Profiles of Enrolled Student-Athletes and Non-Athletes
- Appendix Three: Declared Majors, UIS Student-Athletes
- Appendix Four: Student-Athlete Course Enrollment, Fall 2009
- Appendix Five: UIS Athletics Department Zero Tolerance Policy
- Appendix Six: UIS Athletics Department Student-Athlete Handbook, 2009-2010 Statement of Mission, Objectives, and Principles
- Appendix Seven: UIS Budget Documents for FY09 and FY10
- Appendix Eight: Five-Year Plan Documents prepared by the Division of Student Affairs for the Intercollegiate Athletics Committee
- Appendix Nine: Athletic Scholarship Information for UIS and Great Lakes Valley Conference
- Appendix Ten: Administrative Response and Committee Comments

APPENDIX ONE

Academic Profiles of Freshman Student-Athletes and Entire Freshman Class,
Fall 2005 through Fall 2009

	Fall 2005	Fall 2006	Fall 2007	Fall 2008	Fall 2009
Freshmen Admitted by UIS					
ACT Average					
Student-Athletes	24.0	22.7	22.1	23.0	22.7
Entire Freshman Class	24.4	23.4	22.7	22.4	22.9
High School GPA Average					
Student-Athletes		3.52	3.50	3.50	3.37
Entire Freshman Class		3.35	3.26	3.29	3.32
Class Rank % Average					
Student-Athletes	72.7%	67.8%	72.6%	74.2%	62.3%
Entire Freshman Class	71.4%	66.6%	67.3%	68.6%	69.8%
Freshmen Enrolled at UIS					
ACT Average					
Student-Athletes	24.0	22.8	22.1	23.2	22.7
Entire Freshman Class	24.5	22.7	22.5	22.5	22.9
High School GPA Average					
Student-Athletes		3.50	3.50	3.50	3.40
Entire Freshman Class		3.35	3.20	3.30	3.20
Class Rank % Average					
Student-Athletes	72.7%	67.4%	72.3%	74.2%	62.3%
Entire Freshman Class	73.7%	64.1%	63.1%	67.4%	66.6%

Source: Division of Student Affairs

APPENDIX ONE

Academic Profiles of Transfer Student-Athletes and Entire Cohort of Transfer Students,
Fall 2005 through Fall 2009

		AY 2005-2006		AY 2006-2007	
		Fall	Spring	Fall	Spring
Transfer Students Admitted by UIS					
Transfer GPA Average					
Student-Athletes		2.85	2.71	2.90	2.83
All Entering Transfer Students		2.99	2.91	2.95	2.91
Transfer Students Enrolled at UIS					
Transfer GPA Average					
Student-Athletes		2.83	2.28	2.90	2.80
All Entering Transfer Students		2.98	2.89	2.98	2.87

		AY 2007-2008		AY 2008-2009		AY 2009-2010
		Fall	Spring	Fall	Spring	Fall
Transfer Students Admitted by UIS						
Transfer GPA Average						
Student-Athletes		2.74	3.05	2.92	3.10	2.86
All Entering Transfer Students		2.99	2.95	2.97	2.90	2.96
Transfer Students Enrolled at UIS						
Transfer GPA Average						
Student-Athletes		2.74	3.08	2.92	3.10	2.87
All Entering Transfer Students		2.99	2.97	2.97	2.87	2.97

Source: Division of Student Affairs

APPENDIX ONE

REPORT PREPARED FOR THE INTERCOLLEGIATE ATHLETIC COMMITTEE (IAC) BY THE FACULTY ATHLETICS REPRESENTATIVE (FAR) MARCEL YODER, 2007-2008

I have reviewed the admissions statistics for newly admitted, first year students (honors + non-honors) during the fall 2007 and have concluded that, generally speaking, athletes have slightly higher admissions statistics than their non-athlete counterparts.

Lori Giordano provided statistics for athletes and non-athletes. The average scores for the three admissions criteria, along with the variability for each group (i.e., the standard deviation, in parentheses) are as follows:

Group	2007-2008			
	ACT	HS class rank	HS GPA	N
Non-athletes	22.8 (3.92)	67.2 (20.8)	3.2 (.62)	256
Athletes	22.5 (3.36)	74.3 (16.6)	3.4 (.48)	17

I discourage simply comparing the averages of these two groups for the purpose of making judgments regarding the academic preparedness of the students. Any comparison between the two groups must account for the natural variability with the groups. The question to ask here is simple: do student-athletes, as a group, lie within the heart of the bell-shaped curve of non-athletes admission statistics. The fact that athletes may be slightly higher or lower is meaningless. What really matters is that the athletes are in the middle of the pack. Only if athletes are significantly outside the middle range of scores would there be reason for concern (or jubilation). Cohen's *d* is a popular measure of effect size used to give a sense of where one group lies in relation to another while accounting the natural variability that occurs within each group:

$$d = \frac{\text{Athlete average} - \text{Nonathlete average}}{\text{Combined variability of both groups}}$$

A positive value indicates that athletes have a higher average than non-athletes, a negative value indicates athletes have a lower average than non-athletes. The closer *d* is to 0 the closer to the heart of the non-athlete curve the athletes fall. The farther *d* is from 0 the farther into the tails of the non-athletes curve the athletes fall. These are general guidelines for interpreting *d* scores: .2 would indicate a weak effect, .5 is considered moderate, and .8 and higher is strong.

For high school GPA the *d* score is .55, which indicates a moderately strong effect. Athletes are slightly above the heart of the curve.

For high school class rank the *d* score is .34, which indicates a weak to moderate effect. In this case, athletes are within the heart of the curve, and on the positive side, but closer to the middle than they were for high school GPA.

For ACT the *d* score is -.08, which indicates no meaningful difference. Athletes are right in the middle of curve, a trivial distance below the peak of the curve.

Taken together, these results show that athletes are generally no different than non-athletes, but that when there is a difference, athletes have higher scores than non-athletes. Honestly, if the signs of these numbers were reversed (i.e., d scores for GPA of $-.55$ and class rank of $-.34$), I *might* be *slightly* concerned, so the fact that they are positive is a good indication, in my opinion.

I hesitate to draw firm conclusions based on the small sample size of athletes. Over time, trends may become apparent. I'm working with Lori Giordano to get data from prior years.

APPENDIX TWO

UIS Student Term Grade Point Average (GPA)
 Student-Athletes and All Undergraduate Non-Athletes, Fall 2007 through Fall 2009

Semester	Student-Athletes				All Undergraduate Non-Athletes			
	Number	Mean	(Std. Dev.)	Median	Number	Mean	(Std. Dev.)	Median
Fall 2007	98	2.94	(.79)	3.00	2,661	2.84	(1.20)	3.19
Spring 2008	88	3.05	(.82)	3.08	2,477	2.96	(1.07)	3.27
Fall 2008	125	2.95	(.75)	3.06	2,658	2.92	(1.09)	3.23
Spring 2009	91	3.13	(.64)	3.27	2,605	2.97	(1.07)	3.27
Fall 2009	114	2.94	(.75)	3.03	2,807	2.95	(1.05)	3.25

Note: Students who withdrew completely from UIS during the academic term are excluded.

Source: Office of Institutional Research (OIR)
 Enterprise Data Warehouse; Census Universe -- Final Grade Snapshot

APPENDIX THREE

Majors Declared by Student-Athletes at UIS, by Semester and Major

Declared Major	AY 2006-2007		AY 2007-2008		AY 2008-2009		AY 2009-2010
	Fall 2006	Spring 2007	Fall 2007	Spring 2008	Fall 2008	Spring 2009	Fall 2009
Accountancy		5	6	4	6	6	7
Biology		7	6	5	12	9	10
Business Administration		16	25	23	28	21	24
Chemistry		1	1	1	4	2	4
Communication		8	12	13	12	8	15
Computer Science		2	2	2	2	2	2
Criminal Justice		3	10	5	6	6	11
Economics		1	2	2	3	3	2
English				1	1	1	2
History		1	2	2	5	3	7
Legal Studies		2	3	3	4	4	5
Liberal Studies		3			1	1	4
Management	3	4	4	5	3	2	2
Mathematical Sciences	2	1	2	2	2	1	1
Political Studies	1	2	1	1	2	1	1
Psychology	16	13	14	11	16	11	9
Social Work	1		2	1	3	2	1
Sociology			1	1	2	1	2
Visual Arts	3	2	3	3	6	4	3
Undergraduate Undecided	8	4	3	3	7	3	2
Total No. Student-Athletes	34	75	99	88	125	91	114

Source: Division of Student Affairs

APPENDIX FOUR. Student-Athlete Course Enrollment, Fall 2009

Major	# Student-Athletes Enrolled in Courses in the Major	# Courses in Major in which Student-Athletes are Enrolled	Average # Student-Athletes per Course in Major	Course(s) with Highest # of Student-Athletes Enrolled	# Student-Athletes in Highest-Enrolled Course
ACC	5	2	2.50	AAS 433	4
ACC	18	9	2.00	ACC 211	5
ART	17	9	1.89	ART 101	5
ASP	10	2	5.00	ASP 101	9
BIO	20	7	2.86	BIO 106	8
BUS	30	6	5.00	BUS 302	9
CAP	28	6	4.67	CAP 102, 111, 122	6
CHE	27	10	2.70	CHE 103	6
COM	42	12	3.50	COM 112	10
CRJ	26	13	2.00	CRJ 221, 312	3
CSC	11	6	1.83	CSC 442	5
ECO	17	4	4.25	ECO 201	11
ENG	33	10	3.30	ENG 101	11
ENS	2	2	1.00	ENS 201, 251	1
EXL	3	2	1.50	EXL 320	2
GBL	2	1	2.00	GBL 331	2
HIS	35	10	3.50	HIS 440	8
LES	8	7	1.14	LES 488	2
LIS	2	1	2.00	LIS 301	2
LNG	7	4	1.75	LNG 121	3
MAT	27	13	2.08	MAT 121	6
MGT	20	5	4.00	MGT 301	8
MIS	9	3	3.00	MIS 352	6
MPH	20	6	3.33	MPH 438	8
MUS	2	2	1.00	MUS 281, 305	1
PHI	3	2	1.50	PHI 440	2
PSC	18	7	2.57	PSC 171, 373	4
PSY	30	13	2.31	PSY 301, 323	5
SOA	17	10	1.70	SOA 101	4
SWK	5	3	1.67	SWK 333	3
TEP	6	4	1.50	TEP 201	3
THE	2	1	2.00	THE 273	2
WGS	2	2	1.00	WGS 133, 454	1
UNI	26	2	13.00	UNI 101*	12
				UNI 301**	14

* Student-athletes enrolled in 7 different sections of UNI 101; enrollment in individual sections ranged from 1 to 3 student-athletes.

** Student-athletes enrolled in 6 different sections of UNI 301; enrollment in individual sections ranged from 1 to 4 student-athletes.

Source: Division of Student Affairs

ZERO TOLERANCE POLICY

The University of Illinois at Springfield and the Intercollegiate Athletic Department has a **ZERO TOLERANCE POLICY** that all student-athletes are required and expected to follow from the official start date of their sport's practice until their team is eliminated from their sports post season championships. For the sports of volleyball, men's and women's soccer, softball, men's and women's golf and tennis the policy is in affect as stated above during the championship segment of your sport and from the first date of practice until the last practice date or scheduled competition during the non-championship segment of your sport.

Any student-athlete(s) who violates a UIS campus or housing policy, or is charged with violating a State of Illinois law regarding the use of alcohol and/or illegal drugs during the time period stated in the above paragraph will be in violation of the UIS Intercollegiate Athletic Department's **ZERO TOLERANCE POLICY**.

Violations will be handled as follows:

FIRST OFFENSE -Suspension from the next two scheduled athletic contests or two weeks which ever occurs first. Student-athlete may practice with the team during the suspension at the discretion of the Head Coach.

SECOND OFFENSE -Suspension and dismissal from the team for the remainder of the season in which the violation occurred. Student-athlete will not be allowed to practice with the team and athletic scholarship aid may not be awarded for the next season at the discretion of the Head coach and the Director of Athletics on a case by case basis.

THIRD OFFENSE - Suspension, dismissal and elimination from the Athletic Program at the University of Illinois at Springfield for the rest of their eligibility, athletic scholarship aid will be terminated immediately upon a third violation of the UIS in season ZERO TOLERANCE POLICY.

All coaches are expected to review the ZERO TOLERANCE POLICY with ALL of the student-athletes and assistant coaches who are part of your sport program. This policy must be included in all sports team rules and policies.

UIS does not tolerate student-athletes using, possessing or selling non-therapeutic drugs. As a member institution of the NCAA, the UIS Intercollegiate Athletics Program strongly supports and enforces this policy. Our policy also does not tolerate the use, sale, and/or possession of alcoholic beverages during team activities, team travel, in lodging provided for team use, or in vehicles provided for team transportation.

UIS may randomly test for drugs. In order to be eligible for participation, you will be asked to sign a Consent to Drug Testing form. UIS student-athletes shall also adhere to the UIS policy on alcohol and other drugs as delineated in the UIS Student Disciplinary Code. Further, any criminal conviction and/or University sanction related to the involvement with non-therapeutic drugs or alcoholic beverages could result in suspension of one's scholarship, and/or suspension from the team, and/or disciplinary action from higher authorities. UIS Policy and Procedures for Alcohol and Other Drugs is included in this handbook.

APPENDIX SIX

UIS STUDENT-ATHLETE HANDBOOK, 2009-2010

MISSION STATEMENT

The Intercollegiate Athletics Department will provide a competitive, culturally diverse, gender-equitable sports program; one which will serve as a window to the University in an environment of integrity and equality that enables student-athletes to achieve excellence in their academic and athletic pursuits.

The department strives to recruit academically sound student-athletes who have the desire and motivation to graduate and become responsible citizens. The Intercollegiate Athletics Department personnel and student-athletes shall act with honesty and sportsmanship at all times while representing the honor and dignity of their sport, as well as the University of Illinois at Springfield.

The Intercollegiate Athletics program is dedicated to a belief that athletic participation promotes the development of sportsmanship, good character and a strong work ethic. The overall physical and mental well-being of the student-athlete is our top priority. University spirit and community pride will be developed through a successful athletics program.

PHILOSOPHY STATEMENT

It is paramount that the Intercollegiate Athletics Department works in harmony with the values outlined in the mission statement of the University of Illinois at Springfield.

The goal of the University of Illinois at Springfield and its Intercollegiate Athletics Department is for the student-athletes to receive a quality experience both in the classroom and in their athletic pursuits. To ensure that each student-athlete achieves this goal, the University is committed to the academic and financial integrity of the Intercollegiate Athletics Programs by exercising solid institutional control. It is the responsibility of the University and the Intercollegiate Athletics Department to follow all regulations set in place for the governance of intercollegiate athletics by the National Collegiate Athletic Association, Division II. Additionally, it is the responsibility of the University and its agents to educate and enforce the NCAA regulations among all boosters, alumni, and all groups or individuals who represent the athletic interests of the University of Illinois at Springfield.

A STUDENT-ATHLETE is defined as any student whose enrollment was solicited by a member of the athletics staff or other representative of athletics interest with a view toward the student's ultimate participation in the intercollegiate athletics program. Any other student becomes a

student-athlete only when the student reports for an intercollegiate squad that is under the jurisdiction of the athletics department, as specified in NCAA Bylaw 3.2.4.4 of the NCAA manual. A student is not deemed a student-athlete solely on the basis of prior high-school athletics participation. (NCAA Bylaw 12.02.5).

OBJECTIVES

The University of Illinois at Springfield (UIS) has adopted the listed objectives to serve as a guide for intercollegiate athletics.

1 The Intercollegiate Athletic Program is an integral part of UIS and it is the responsibility of the University Administration, the Athletic Director, and all the coaches to administer all aspects of the programs with oversight and advisement by the Intercollegiate Athletic Committee. Support and involvement by alumni, supporting groups and others are necessary and welcome and help serve the outreach mission of intercollegiate athletics, but all activities by such groups and/or individuals affecting the intercollegiate athletic programs must be undertaken in conformance with applicable regulations and under the strict control of appropriate UIS personnel.

2 The educational goals and mission of UIS determine the standards by which we conduct the Intercollegiate Athletic Program.

3 The Intercollegiate Athletic Program shall be administered with the highest ethical standards reflecting sportsmanship by continually practicing the values of respect, fairness, civility, honesty, and responsibility.

4 UIS shall maintain compliance with all institutional, conference, and NCAA rules and regulations governing amateurism, recruiting, eligibility, playing and practice seasons, and program finance.

5 The Intercollegiate Athletic Program at UIS will provide unique opportunities for experiential learning; skills, competencies, and knowledge that can only be developed and expressed in a highly competitive environment.

6 The intercollegiate environment at UIS will embrace and promote gender and cultural diversity among administration, coaches, and student-athletes.

7 Academic progress is expected to accompany athletic participation. Academic success, as well as athletic success, will always be promoted at UIS.

8 UIS will conduct an Intercollegiate Athletic Program that will provide the physical and general well-being of all student-athletes and will be addressed through a comprehensive program of prevention, treatment, and rehabilitation of athletic injury and a substance abuse education and testing program.

9 The UIS Intercollegiate Athletic Program will make other contributions to the student-athletes, the campus and the surrounding communities it serves (e.g. by enhancing character development and other tertiary benefits which result from involvement, contributing to a balanced educational program, and will provide a sense of identity).

10 The Intercollegiate Athletic Program and the Academia at UIS will continue to foster a symbiotic relationship as UIS becomes one of the “Top Five” Small Liberal Arts Universities in the country.

APPENDIX SEVEN

FY09 END-OF-YEAR BUDGET REPORT FOR ATHLETICS

FY10 BUDGET FOR ATHLETICS

University of Illinois Athletics at Springfield -- FY09 Final Budget Report
Actual Revenues and Expenditures, Final FY09

Athletics Budget FY09		Year-End - Revenue / Expense					
	FY09 budget	State	Gifts	Operations	Waivers	Totals	Budget Balance Remaining
<u>Revenues</u>							
Student Fees	809,992.00			799,795.04		799,795.04	10,196.96
Private Funds (Sponsors/Gifts)	51,300.00		92,063.71			92,063.71	-40,763.71
Private Funds (Sport Fundraising)	15,620.00		57,189.95			57,189.95	-41,569.95
Tickets Sales and Camps	23,360.00			47,841.56		47,841.56	-24,481.56
Online Fees	0.00			50,000.00		50,000.00	-50,000.00
Gender Equity Waivers	25,000.00				25,000.00	25,000.00	0.00
Other Tuition Waivers	138,000.00				100,000.00	100,000.00	38,000.00
One Time Funds	60,000.00	60,000.00				60,000.00	0.00
NCAA Enhancement Funds	0.00					0.00	0.00
General Revenue Funds (Other)	0.00	28,124.93		55,136.73		83,261.66	-83,261.66
General Revenue Funds	75,000.00	75,000.00				75,000.00	0.00
Total Revenues	1,198,272.00	163,124.93	149,253.66	952,773.33	125,000.00	1,390,151.92	-191,879.92
<u>Operating Expenditures</u>							
Men's Basketball	31,930.00		7,432.75	30,272.22		37,704.97	-5,774.97
Women's Basketball	31,930.00		3,853.76	29,928.59		33,782.35	-1,852.35
Men's Tennis	7,479.00		540.10	5,115.82		5,655.92	1,823.08
Women's Tennis	7,479.00		60.00	5,434.19		5,494.19	1,984.81
Women's Volleyball	20,600.00		4,671.79	19,765.85		24,437.64	-3,837.64
Men's Soccer	20,600.00			11,551.20		11,551.20	9,048.80
Women's Softball	22,100.00		2,609.25	23,310.91		25,920.16	-3,820.16
Women's Golf	12,260.00		5,033.95	14,279.49		19,313.44	-7,053.44
Men's Golf	12,260.00		4,787.53	17,219.52		22,007.05	-9,747.05
Women's Soccer	20,600.00			14,468.81		14,468.81	6,131.19
Cheerleading	3,000.00		1,810.27	3,314.97		5,125.24	-2,125.24
Training	10,000.00			6,082.35		6,082.35	3,917.65
Baseball	0.00			0.00		0.00	0.00

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University of Illinois Athletics at Springfield

Actual Expenditures, Final FY09

General Office	42,000.00	81.36	23,831.57	35,407.32	59,320.25	-17,320.25
Private Funds (Sponsors/Gifts)	0.00				0.00	0.00
Private Funds (Sport Fundraising)	0.00				0.00	0.00
Camps	0.00			27,482.91	27,482.91	-27,482.91
Concessions/Merchandise/Tickets	0.00			17,050.21	17,050.21	-17,050.21
Sports Info/Promotions	0.00			0.00	0.00	0.00
Post-Season Team Travel	35,000.00			10,715.25	10,715.25	24,284.75
Administrative Travel - GLVC/NCAA	8,500.00	1,843.88		6,519.34	8,363.22	136.78
GLVC/NCAA Dues & Memberships	2,550.00			2,550.00	2,550.00	0.00
Total Operating Expenditures	288,288.00	1,925.24	54,630.97	280,468.95	0.00	337,025.16

Salary Expenditures

Total Salary Expenditures	527,879.00	156,926.00	0.00	404,256.00	0.00	561,181.00	-33,302.70
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	<u>FY09 budget</u>	<u>State</u>	<u>Gifts</u>	<u>Operations</u>	<u>Waivers</u>	<u>Totals</u>	<u>Budget Balance Remaining</u>
<u>Scholarships & Waivers</u>							
Women's Volleyball	85,000.00			54,870.73	16,716.00	71,586.73	13,413.27
Women's Soccer	40,000.00			3,379.57		3,379.57	36,620.43
Men's Soccer	85,000.00	4,274.17	1,464.33	16,188.17	44,531.60	66,458.27	18,541.73
Women's Basketball	110,000.00			52,418.44	8,753.00	61,171.44	48,828.56
Men's Basketball	110,000.00			66,442.49	38,067.40	104,509.89	5,490.11
Women's Tennis	39,681.00		2,000.00	35,233.60		37,233.60	2,447.40
Men's Tennis	39,681.00		3,000.00	38,200.00		41,200.00	-1,519.00
Women's Golf	22,600.00			21,000.00		21,000.00	1,600.00
Men's Golf	22,600.00			23,500.00		23,500.00	-900.00
Women's Softball	64,884.00			39,705.32	16,932.00	56,637.32	8,246.68
Men's Baseball	0.00			0.00		0.00	0.00
Freshman Housing/Founders / Add'l Scholarships	25,000.00		54,712.64	49,002.25		103,714.89	-78,714.89
Student Fee Waivers	0.00			58,716.61		58,716.61	-58,716.61
Total Scholarships & Waivers	644,446.00	4,274.17	61,176.97	458,657.18	125,000.00	649,108.32	-4,662.32

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University of Illinois Athletics at Springfield
Actual Expenditures, Final FY09

	<u>FY09 budget</u>	<u>State</u>	<u>Gifts</u>	<u>Operations</u>	<u>Waivers</u>	<u>Totals</u>	<u>Budget Balance Remaining</u>
Grand Total Exenditures	1,460,613.00	163,125.41	115,807.94	1,143,382.13	125,000.00	1,547,314.48	-86,702.18
Gain (Loss)	-262,341.00	-0.48	33,445.72	-190,608.80	0.00	-157,162.56	-105,177.74
Beginning Fund Balance (Deficit)		0.00	35,644.42	5,140.88	0.00	40,785.30	40,785.30
Ending Fund Balance (Deficit)	-262,341.00	-0.48	69,090.14	-185,467.92	0.00	-116,377.26	-64,392.44

University of Illinois Athletics at Springfield – FY10 Budget

YTD Revenue / Expense For the Period Ending October 31, 2009

	<u>FY10 budget</u>	<u>State</u>	<u>Gifts</u>	<u>Operations</u>	<u>Waivers</u>	<u>Totals</u>
<u>Revenues</u>						
Student Fees	925,000.00			412,793.92		412,793.92
Private Funds (Sponsors/Gifts)	100,000.00		89,447.27			89,447.27
Private Funds (Sport Fundraising)	0.00		38,708.10			38,708.10
Tickets Sales and Camps	30,000.00			23,047.07		23,047.07
Online Fees	50,000.00					0.00
Gender Equity Waivers	25,000.00				11,454.50	11,454.50
Other Tuition Waivers	150,000.00				70,922.32	70,922.32
One-Time Funds	130,000.00					0.00
NCAA Enhancement Funds	0.00					0.00
General Revenue Funds (Other)	48,954.00					0.00
General Revenue Funds	255,000.00	195,000.00				195,000.00
Total Revenues	1,713,954.00	195,000.00	128,155.37	435,840.99	82,376.82	841,373.18
<u>Operating Expenditures</u>						
Men's Basketball	40,000.00			3,266.99		3,266.99
Women's Basketball	40,000.00			3,017.33		3,017.33
Men's Tennis	10,500.00			3,594.38		3,594.38
Women's Tennis	10,500.00			2,966.33		2,966.33
Women's Volleyball	32,250.00			25,725.01		25,725.01
Men's Soccer	26,550.00			15,255.38		15,255.38
Women's Softball	34,000.00			2,167.62		2,167.62
Women's Golf	20,000.00			10,046.72		10,046.72
Men's Golf	20,000.00			12,350.61		12,350.61
Women's Soccer	26,550.00			18,658.91		18,658.91
Cheerleading	3,000.00			3,441.55		3,441.55
Training	10,000.00			7,417.62		7,417.62
Baseball	20,000.00			3,412.25		3,412.25
General Office	30,000.00			7,833.68		7,833.68

Continued on next page

University of Illinois Athletics at Springfield – FY10 Budget

YTD Revenue / Expense For the Period Ending October 31, 2009

	FY10 budget	State	Gifts	Operations	Waivers	Totals
<u>Operating Expenditures (Continued)</u>						
Private Funds (Sponsors/Gifts)	0.00		7,518.66			7,518.66
Private Funds (Sport Fundraising)	0.00		5,725.00			5,725.00
Camps	0.00			15,727.21		15,727.21
Concessions/Merchandise/Tickets	0.00			3,167.26		3,167.26
Sports Info/Promotions	7,500.00			4,204.51		4,204.51
Post-Season Team Travel	6,000.00			0.00		0.00
Administrative Travel - GLVC/NCAA	15,000.00			1,900.12		1,900.12
GLVC/NCAA Dues & Memberships	34,000.00			37,180.00		37,180.00
Total Operating Expenditures	385,850.00	0.00	13,243.66	181,333.48	0.00	194,577.14
<u>Salary Expenditures</u>						
Total Salary Expenditures	677,296.00	139,015.00	0.00	43,092.00	0.00	182,188.00
<u>Scholarships & Waivers</u>						
Total Scholarships & Waivers	719,446.00	0.00	4,600.00	153,978.00	82,376.82	240,955.00
Grand Total Exenditures	1,782,592.00	139,015.00	17,843.66	378,403.48	82,376.82	617,720.14
Profit (Loss)	-68,638.00	55,985.00	110,311.71	57,437.51	0.00	223,653.04
Beginning Fund Balance (Deficit)	-188,962.96	0.00	64,402.52	-188,962.96	0.00	-124,560.44
Ending Fund Balance (Deficit)	-257,600.96	55,985.00	174,714.23	-131,525.45	0.00	99,092.60

APPENDIX EIGHT: FIVE-YEAR PLAN DOCUMENTS

Proposed Five-Year Plan for NCAA Division II

Prepared by the Division of Student Affairs, February 2007

		FY08 Projected	FY09 Projected	FY10 Projected	FY11 Projected	FY12 Projected
	<u>% increase per year</u>					
<u>Revenue</u>						
Student Fees	8%	\$788,000.00	\$851,040.00	\$978,696.00	\$1,056,991.68	\$1,141,551.01
Corporate Sponsorships & Advertising	30%	\$20,000.00	\$26,000.00	\$33,800.00	\$43,940.00	\$57,122.00
Student Affairs Reserves		\$50,000.00	\$50,000.00	\$50,000.00	\$50,000.00	\$50,000.00
Chancellor's Reserve		\$60,000.00	\$60,000.00	\$60,000.00	\$60,000.00	\$60,000.00
NCAA Enhancement funds/grants					\$20,000.00	\$20,000.00
Donations, Fundraising, Guarantees	50%	\$38,000.00	\$57,000.00	\$85,500.00	\$128,250.00	\$192,375.00
Ticket Sales and Camps	10%	\$30,000.00	\$33,000.00	\$36,300.00	\$39,930.00	\$43,923.00
State Appropriated		\$25,000.00	\$25,000.00	\$25,000.00	\$25,000.00	\$25,000.00
Total Revenue		\$1,011,000.00	\$1,102,040.00	\$1,269,296.00	\$1,424,111.68	\$1,589,971.01

Operating Expenditures and Salaries

Men's Basketball	3%	\$62,250.00	\$64,117.50	\$66,041.03	\$68,022.26	\$70,062.92
Women's Basketball	3%	\$60,000.00	\$61,800.00	\$63,654.00	\$65,563.62	\$67,530.53
Men's Tennis	3%	\$14,850.00	\$15,295.50	\$15,754.37	\$16,227.00	\$16,713.81
Women's Tennis	3%	\$14,850.00	\$15,295.50	\$15,754.37	\$16,227.00	\$16,713.81
Women's Volleyball	3%	\$47,000.00	\$48,410.00	\$49,862.30	\$51,358.17	\$52,898.91
Men's Soccer	3%	\$50,000.00	\$51,500.00	\$53,045.00	\$54,636.35	\$56,275.44
Women's Softball	3%	\$49,000.00	\$50,470.00	\$51,984.10	\$53,543.62	\$55,149.93
Women's Golf	3%	\$19,760.00	\$20,352.80	\$20,963.38	\$21,592.29	\$22,240.05

Men's Golf	3%	\$19,760.00	\$20,352.80	\$20,963.38	\$21,592.29	\$22,240.05
Women's Soccer	3%		\$66,895.00	\$68,901.85	\$70,968.91	\$73,097.97
Men's Baseball	3%					\$83,155.00
Administrative	3%	\$240,740.00	\$247,962.20	\$255,401.07	\$263,063.10	\$270,954.99
Cheerleading	3%	\$5,740.00	\$5,912.20	\$6,089.57	\$6,272.25	\$6,460.42
Training	3%	\$41,715.00	\$42,966.45	\$75,000.00	\$77,250.00	\$79,567.50
TOTAL OPERATING AND SALARIES		\$625,665.00	\$711,329.95	\$763,414.41	\$786,316.84	\$893,061.34
Men's Basketball Scholarship		\$75,000.00	\$110,000.00	\$140,000.00	\$150,000.00	\$160,000.00
Women's Basketball Scholarship		\$75,000.00	\$110,000.00	\$140,000.00	\$150,000.00	\$160,000.00
Men's Tennis Scholarship	3%	\$38,526.00	\$39,681.78	\$40,872.23	\$42,098.40	\$43,361.35
Women's Tennis Scholarship	3%	\$38,526.00	\$39,681.78	\$40,872.23	\$42,098.40	\$43,361.35
Women's Volleyball Scholarship		\$67,000.00	\$85,000.00	\$104,000.00	\$110,000.00	\$128,000.00
Men's Soccer Scholarship	3%	\$82,400.00	\$85,000.00	\$87,550.00	\$90,176.50	\$92,881.80
Women's Softball Scholarship	3%	\$62,995.00	\$64,884.85	\$66,831.40	\$68,836.34	\$70,901.43
Women's Golf	3%	\$22,000.00	\$22,660.00	\$23,339.80	\$31,000.00	\$31,930.00
Men's Golf	3%	\$22,000.00	\$22,660.00	\$23,339.80	\$31,000.00	\$31,930.00
Women's Soccer	3%		\$40,000.00	\$41,200.00	\$65,000.00	\$75,000.00
Men's Baseball	3%					\$60,000.00
SCHOLARSHIP w/o waivers		\$483,447.00	\$619,568.41	\$708,005.46	\$780,209.64	\$897,365.93
LESS GENDER EQUITY		(\$25,000.00)	(\$25,000.00)	(\$25,000.00)	(\$25,000.00)	(\$25,000.00)
LESS ATHLETIC WAIVERS	5%	(\$100,000.00)	(\$105,000.00)	(\$110,250.00)	(\$115,762.50)	(\$121,550.63)
LESS MISC WAIVERS	10%	(\$30,000.00)	(\$33,000.00)	(\$36,300.00)	(\$39,930.00)	(\$43,923.00)
TOTAL SCHOLARSHIPS PAID		\$328,447.00	\$456,568.41	\$536,455.46	\$599,517.14	\$706,892.30
TOTAL TEAM EXPENDITURES		\$954,112.00	\$1,167,898.36	\$1,299,869.87	\$1,385,833.98	\$1,599,953.64
PROFIT / LOSS		\$56,888.00	(\$65,858.36)	(\$30,573.87)	\$38,277.70	(\$9,982.63)

Men's Operating and Salaries Expenditures	\$146,860.00	\$151,265.80	\$155,803.77	\$160,477.89	\$248,447.22
Women's Operating and Salaries Expenditures	\$190,610.00	\$263,223.30	\$271,120.00	\$279,253.60	\$287,631.21
Administrative Operating and Salaries Expenditures	\$288,195.00	\$296,840.85	\$336,490.63	\$346,585.35	\$356,982.91
Men's Expenditures	23%	21%	20%	20%	28%
Women's Expenditures	30%	37%	36%	36%	32%
Administrative Expenditures	46%	42%	44%	44%	40%
Men's Scholarship Offered	\$217,926.00	\$257,341.78	\$291,762.03	\$313,274.90	\$388,173.15
Women's Scholarship Offered	\$265,521.00	\$362,226.63	\$416,243.43	\$466,934.74	\$509,192.78
Men's Scholarship Offered Percentage	45%	42%	41%	40%	43%
Women's Scholarship Offered Percentage	55%	58%	59%	60%	57%
CUMULATIVE CASH CARRYOVER	\$56,888.00	(\$8,970.36)	(\$39,544.23)	(\$1,266.52)	(\$11,249.15)

APPENDIX NINE

UIS ATHLETIC SCHOLARSHIP INFORMATION for FY 09 (2008-2009)

Sport	Maximum FSEs* allowed permitted by NCAA	FSEs given at UIS, FY09	No. of UIS players receiving athletic aid*	UIS FSEs As percent of NCAA maximum	Total value, athletically-related assistance
Men's Basketball	10.0	7.27	16	72.7%	\$113,462
Men's Golf	3.6	1.54	8	42.8%	\$29,500
Men's Soccer	9.0	3.97	15	44.1%	\$66,186
Men's Tennis	8.0	1.91	7	23.9%	\$38,200
Men's Baseball	9.0	No baseball team in 2008-2009			
Women's Basketball	10.0	6.68	15	66.8%	\$112,998
Women's Golf	5.4	1.42	5	26.3%	\$25,000
Women's Soccer	9.9	0.85	5	8.6%	\$15,000
Women's Softball	7.2	4.28	11	59.4%	\$57,743
Women's Tennis	6.0	2.33	8	38.8%	\$40,266
Women's Volleyball	8.0	5.38	14	67.3%	\$83,749
TOTALS	77.1	35.62	101	46.2%	\$582,103
			*3 players received aid in 2 different sports		

FSE (Full Scholarship Equivalent) is financial assistance equivalent to 100% assistance (commonly known as a "full ride") for one athlete. Actual aid may be divided among more than one athlete.

Athletic scholarship information from UIS Application Documents to NCAA
 NCAA scholarship numbers from NCAA D2 Manual, pp. 148-149.

APPENDIX NINE.

Comparison of Athletics Financial Aid Expenditures at GLVC “Non-Football” Institutions

Institution	Total "Athletically-Related" Aid	Athletic Aid as % of Total Athletic Expenses	Number of Teams	Average Aid per Team	Number of Athletes	Average Aid per Athlete
Bellarmine University	2,157,589	44.2%	15	143,839	363	5,944
Drury University	2,342,931	39.4	15	156,195	363	9,046
Lewis University	2,075,074	38.7	16	129,692	290	7,155
Northern Kentucky University (NKU)	1,414,875	24.4	13	108,837	249	5,682
Rockhurst University	2,145,120	61.5	11	195,011	268	8,004
Univ. of Missouri – St. Louis (UMSL)	1,431,821	35.7	11	130,166	177	8,089
University of Southern Indiana	970,882	29.2	13	74,683	245	3,963
Univ. Wisconsin – Parkside	926,667	33.4	11	84,242	224	4,137
Average, Division II GLVC Non-Football Schools, FY08	\$1,683,120	37.8%	13	\$128,238	259	\$6,489
University of Illinois Springfield (UIS)	\$582,104	41.6%	10	\$58,210	129	\$4,512

Source: Data submitted to Dept. of Education by Institutions in FY09 Title IX Report
 U.S. Department of Education Equity in Athletics Data, available online at <http://ope.ed.gov/athletics>

Note: UIS is *not* included in GLVC average.

APPENDIX TEN

ADMINISTRATION RESPONSE of February 25, 2010

COMMITTEE COMMENTS

ADMINISTRATION RESPONSE AND COMMITTEE COMMENTS

Framework for Administration Response

December 15, 2009: The Committee met with Associate Chancellor Wojcicki .

December 18, 2009: The Associate Chancellor e-mailed the Committee Chair to say that he and Vice Chancellor Berman had discussed “how we might work with you as you deliberate about facts, findings and recommendations” and would like to meet with the Committee about this “sometime not too far into the next year.”

January 7, 2010: The Associate Chancellor sent another e-mail to the Committee Chair saying “If you want us to put the request in writing instead of doing it by meeting, let me know.”

January 8, 2010: The Committee Chair responded, asking the Associate Chancellor to send the proposal in writing for the Committee’s consideration.

February 3, 2010: The Associate Chancellor sent a memo from himself and Vice Chancellor Berman proposing a process similar to that used in a full-scale audit, in which the auditor, prior to releasing a report, gives the organization a chance to respond to “concerns” or “questions” or “findings” or “recommendations” that will appear in a report. Their full memo is attached as part of this portion of the report.

February 8, 2010: The Committee accepted this proposal. The Committee confirmed that the administration’s response should identify any factual statements with which it disagreed and provide information that would allow the Committee to correct any factual errors that might be present in its report. The Committee also asked the administration to respond to the specific recommendations in the report, indicating agreement or disagreement and describing intended actions that the administration planned to take. This memo is also attached.

In order to remain close to a report schedule previously set with the Campus Senate, the Committee agreed to provide its report to the administration on February 15, 2010 and asked the Associate Chancellor and the Provost to respond within ten days, by February 24, 2010. Because the actual report was not delivered until early on February 16th, the Committee extended its response period to February 25, 2010.

February 25, 2010: The attached “Initial Response” from Associate Chancellor Wojcicki was received at 10 p.m. As agreed, the Committee is including the administration’s response, in its entirety, as part of our report document. The Committee’s comments in response follow.

Initial Response to
“Report of the Committee to Investigate
Intercollegiate Athletics”

From: Ed Wojcicki, Associate Chancellor for Constituent Relations
February 25, 2010

This is the administration’s initial response to the draft “Report of the Committee to Investigate Intercollegiate Athletics,” dated February 15, 2010. We appreciate receiving an advance copy of the report and the chance to respond before the report becomes public. In the spirit of collaboration with which the report was compiled, we expect that the report and our response will become the basis of positive dialogue in the UIS community.

I. Introductory comment

We have read the report and the 31 recommendations in the agreed-upon, compressed time frame since we received it on February 16. The recommendations are directed literally at all of the institution’s divisions, not just the Department of Athletics, and so many will require further review. Nonetheless, we are able to make some initial comments.

II. General comment about the committee’s charge

The committee’s charge was “to assess the progress made in implementing the recommendations” in two prior reports about athletics, one in 2004 and the other in 2008. There were a total of 34 recommendations in those two reports.

The administration never held the position that any of those advisory recommendations must be implemented. They were advisory. Therefore, to the extent that the new report implies that we should have implemented those recommendations, we regret the misunderstanding. We did present the committee with our detailed response to all 34 recommendations, and we talked to the committee about those recommendations that we did not agree with. That does not seem to be reflected in the committee’s report.

We respect the fact that the committee carried out its charge relating to the review of previous recommendations, but we submit that its charge was not entirely consonant with what the UIS administration or the Department of Athletics was actually doing, or supposed to be doing, in the last six years.

III. Responses to the 31 recommendations – agreement on eight of them

We wish, frankly, that the language in many of the recommendations had been shorter and less complex. We might agree with some parts of a longer recommendation, for example, but not with every part. That made it more difficult for us to analyze, and it makes us reluctant to say, “We agree with that recommendation.” It will also make it more difficult for all of us to analyze later whether the recommendation *in toto* was accepted and/or implemented.

With that in mind, we believe we will be able to implement the spirit, if not the complete letter, of eight of the recommendations. They are:

RECOMMENDATION 4: The current policy requiring Athletic Department personnel seeking information about the academic status of a student-athlete to communicate with the FAR, and not directly with academic instructors or advisers, should be retained.

RECOMMENDATION 9. The Athletics Department should develop a general framework for team rules that includes agreed-upon language regarding the use of alcohol, drugs, and tobacco. Individual coaches may include additional team rules, but all student-athletes would be guided by the same policy and requirements regarding drug and alcohol use.

RECOMMENDATION 10. The Athletics Department's *Student-Athlete Handbook* should clearly inform student-athletes of the university policies that allow them to bring a complaint or file a grievance outside of the Athletics Department, and provide access to information on how to do so.

RECOMMENDATION 20. The Athletics Department and the Chancellor's Office should work together to prepare a budget document that includes all sources of funding for athletics and all Athletics Department expenditures. This document should include information on funds raised by or from external sources, including booster organizations. The document should provide as much detail as possible to allow the IAC to properly carry out its advisory responsibilities relating to budget and finance.

RECOMMENDATION 23. The Chancellor should provide the IAC with an explanation of what the cumulative athletics deficit is, how the cumulative deficit is currently managed, and what plans exist to reduce or eliminate it. Proposed plans should be as specific as possible, to allow the IAC to fulfill its advisory and oversight responsibilities.

RECOMMENDATION 25. The Athletics Department and the Chancellor's Office should develop a realistic multi-year plan for projected expenditures and anticipated revenue for the Athletics Program. This plan should include fiscal and budgetary planning for all additional sports and facilities within the period covered by the plan. The first iteration of this plan should be presented to the IAC no later than December, 2010.

RECOMMENDATION 26. The Chancellor should consult with the Vice Chancellor for Student Affairs and the Vice Chancellor for Academic Affairs before determining the annual allocation of tuition waiver funds, allowing each administrator to present information on the uses to which tuition waivers in their Division would be put.

RECOMMENDATION 28: The Division of Student Affairs should study and report on the impact that current student fee levels have on recruitment, enrollment, retention, and diversity at UIS. The Committee understands that some student fees fund programs that contribute to these goals, and every effort should be made to take those effects into consideration.

IV. Responses to the 31 recommendations – general comment about IAC

Many recommendations have language about the role of the Campus Senate's Intercollegiate Athletics Committee and/or consulting with the IAC. The IAC has two roles. One is an advisory role to the chancellor, but the language of some of the recommendations suggests that the role is more than advisory. We believe that many of the recommendations that mention the IAC require further discussion between the administration and the Campus Senate.

V. Responses to the 31 recommendations – areas of disagreement on four of them

RECOMMENDATION 5: The IAC recommended in its 2008 report that the campus academic advising structure should have oversight of and regularly review the academic advising of student-athletes, and that this review should be presented to the Campus Senate yearly. The Committee agrees, and recommends that the first of these annual reports be submitted to the IAC and the Campus Senate before the end of the 2010-2011 academic year. It may be appropriate for the Athletic Academic Advising Coordinator to prepare this report, but input must be obtained from campus academic programs as only programs can assess progress towards degree completion. The actual assignments for those involved should be made by the Vice Chancellor for Undergraduate Education or the Provost. A preliminary written assessment of the state of academic advising for student-athletes, including both accomplishments and concerns, should be presented to the IAC in April, 2010. This will allow the IAC to provide guidance as to what should be included in the full report in 2010-2011. The Annual Report should include recommendations for improving the academic advising process as they are developed. This focus on academic advising as it applies to student-athletes could serve as a way of testing improvements in the system or process of advising that could improve the advising available to all students.

OUR RESPONSE: This is an example of a long recommendation with sub-recommendations and assumptions that need to be thought through and discussed. The issue of academic advising at UIS is an important one for all UIS students, not just student-athletes. Also, we are not convinced that a pilot program for advising should be in the Department of Athletics.

RECOMMENDATION 7. The Committee recommends that a complete database on campus infractions be maintained within Student Affairs, and that information on infractions involving student-athletes be provided to both the Athletics Department and the IAC in a timely manner. A report should be made at least once a month. The report should include new incidents and any updates on previously reported incidents. For example, an incident involving allegations should be updated regularly until final action is taken. A report should be generated even if there are no incidents to report. Student Affairs should also be responsible for maintaining records on off-campus incidents involving student-athletes, particularly those involving alleged violations of criminal law. A progress report on the development of this system should be presented to the IAC before the end of the 2009-2010 academic year. The system itself should be in place by the start of Fall Semester, 2010.

OUR RESPONSE: We partially agree with this recommendation. We agree that a database of on-campus infractions should be maintained, and this information should include all infractions dealt with by Student Affairs.

We disagree to the extent that unless an athlete self-identifies we will not know if she or he is an athlete. We also disagree that Student Affairs should be preparing a report on infractions of athletes on a monthly basis. This is just one additional report that takes someone's time to write. We also disagree that Student Affairs should maintain a record of incidents that take place off-campus, including alleged violations of criminal law. Again, Student Affairs will have no way of knowing if incidents off-campus involve an athlete, or for that matter, any UIS student, unless they self-identify or unless information about the incident states it is a UIS student.

Our recommendation is that if an incident involves an athlete that we know about, we will contact the coach and the coach and Student Affairs should independently deal with the violation of policy: Student Affairs as it relates to the University Student Code of Conduct and Athletics as it relates to team policy or character of the team.

RECOMMENDATION 11. Complaints involving discriminatory conduct or inappropriate personal behavior by members of the Athletics Department should be referred directly to the Associate Chancellor for Access and Equal Opportunity (AEO) for investigation and possible action. The Department's Policy and Procedures Manual should document the obligation of staff members, under the UIS Sexual Harassment Policy, to report promptly every allegation of sexual harassment to the AEO.

OUR RESPONSE: Our major concern with this recommendation is with the phrase "or inappropriate behavior" in the first sentence. That is too broad; it suggests "all inappropriate behavior" should be reported to the AEO because it does not state otherwise, and therefore, it goes way beyond the responsibility of the AEO. Also, we do not disagree with the last sentence, but merely point out that requirements to report certain behavior already apply to all UIS employees, and need not be restated in the Athletics Department's procedures.

RECOMMENDATION 16. The Director of Athletics or the Chancellor's Office should prepare a set of criteria that will allow the AD to readily identify an emergency or crisis that triggers his obligation to inform and consult the IAC Chair and the FAR. The list should be prepared in consultation with the IAC, and should be completed before the start of the 2010-2011 athletics season.

OUR RESPONSE: We believe the language in the current Campus Senate bylaw is sufficient. Any attempt to prepare a "set of criteria" ultimately would fail to be complete, and past experience indicates that the next incident that might trigger such emergency notification might not be covered in any list, no matter how much good faith went into preparing the list.

VI. Responses to the 31 recommendations – the other 19 recommendations

We believe the other 19 recommendations require additional analysis and review by multiple administrative units across the university, as well as with faculty and others as applicable. We are willing to discuss them with the existing committee or with another group designated by the Campus Senate.

The chancellor hereby designates Ed Wojcicki, Associate Chancellor for Constituent Relations, to take the lead in putting together an administrative team, as a next step, to discuss the report and its recommendations.

VII. Other comments about the draft report

- A. We are grateful to the committee for inviting many administrators to provide their insights into the issues addressed.
- B. We thank the committee, also, for pointing out the ways that UIS has improved the management of the Department of Athletics. The report favorably mentions our work with compliance and with budget reports, for example.
- C. The committee comments on page 4 that the administration did not make available certain documents related to incidents from the spring of 2009. That is correct. The impression that might leave, however, is that the administration was not responsive to the committee in recent months. Since the committee made an issue of not getting those documents, we are disappointed that the committee did not make note of the many documents and records that were not only *given* to the committee at its request, but were actually *prepared* for the committee upon request. From the chancellor on down, we made our best effort to cooperate with the committee and share whatever information we could.
- D. Vice Chancellor Barnett has brought to UIS some new, good ideas about the appropriate relationship between Campus Health Services and Athletics, and we will work these out and implement a plan by the summer of 2010.
- E. We believe that the Department of Athletics should run the department, with appropriate consultation that should occur at a public university. UIS will benefit from more dialogue about “appropriate consultation” about this, because we do not agree with many of tasks seemingly assigned to the IAC in this report.
- F. The committee concludes on page 26 that “during the five years since the Task Force made its report, the overall pattern has not been one of collaboration” between administration and the Campus Senate/IAC.

We disagree with this finding. Athletics was still administratively located in Student Affairs in 2004. Immediately after the 2004 report, Vice Chancellor Chris Miller sent staff to all IAC meetings, and he personally gave a number of budget presentations. Division staff interacted frequently with the IAC. The vice chancellor himself interacted frequently with the IAC chair. The committee seems to have ignored some printed and verbal statements from the committee chair himself about the communications improvement in the past few years. When Athletics moved to the Chancellor's Division, there was a gap in interaction during the time of transition, but then, Associate Chancellor Wojcicki was in regular contact with IAC members. There are still disagreements between the administration and Campus Senate about the IAC's role. That is why the chancellor has appointed Wojcicki to lead the administrative effort to resolve differences and misunderstandings that remain.

Conclusion

We remain grateful for this opportunity to review the document and respond, albeit in a very limited time frame and therefore, in a limited way. We look forward to a continuing conversation after the committee presents this report to the Campus Senate.

COMMITTEE COMMENTS

Prepared by Committee Chair Barbara Hayler

The Committee is pleased that the administration has not identified any factual errors and has not expressed disagreement with the facts presented in the report. The Committee believes that this agreement clears the way for action on issues that have been identified.

The Committee stands by the accuracy of its report and the importance of the recommendations that it has made. The administration is correct in pointing out that those recommendations involve all major divisions on campus: the Chancellor's Division, where Athletics is housed organizationally and where final decisions on policies relating to athletics are made; the Division of Academic Affairs, which has responsibility for ensuring the academic integrity and quality of educational programs at UIS; and the Division of Student Affairs, which has responsibility for admissions, registration, housing, TRAC, and a wide variety of programs related to student life. Since the original recommendations that the Committee was asked to review involved Academic Affairs and Student Affairs as well as the Athletics Department, this was to be expected.

The administration states that it has never agreed that the 34 recommendations made by the Task Force in 2004 and the Intercollegiate Athletic Committee (IAC) in 2008 must be implemented. Neither has the Committee, which agrees that these are recommendations and therefore not mandatory. However, little progress can be made without clear statements about which recommendations the administration will implement, and how that implementation will occur. The Campus Senate charged the Committee with assessing the status of administrative implementation. That is what the Committee did, without stating or implying that the administration is required to implement all of the recommendations as originally presented.

The Committee agrees that the administration prepared a document presenting what it described then as "brief responses" to 34 recommendations from the Task Force (2004) and the IAC (2008). This document was a memo from Associate Chancellor Wojcicki to Chancellor Ringeisen, and was described to the Committee as a private document not prepared for public release. If the administration wishes to release the report as a public document, the Committee will be happy to make it available in connection with this report.

The Committee appreciates the administration's commitment to implement Recommendations 4, 9, 10, 20, 23, 25, 26, and 28. It will be important for the administration to let the Campus Senate know its plans for implementing each of these recommendations, including the intended time frame within which actions will be taken and the parties who will be responsible for the implementation.

In the section headed "Responses to the 31 recommendations – general comment about IAC," the Committee disagrees with the administration's view that it has presented the relationship between the IAC and the Chancellor as more than advisory. The Committee agrees that the IAC has two roles, one an advisory role to the Chancellor and the other a governance

role with the Campus Senate. The Committee repeatedly referenced the description of the IAC's responsibilities in the Campus Senate Bylaws, which include serving "as an advisory committee to the Chancellor and the Athletic Director on matters of budget and finance, personnel, and operational aspects of the intercollegiate athletics program." The bylaws specifically direct the IAC to "provide advice to the administration on matters relating to the athletics budget, sports configuration, gender equity/Title IX, facilities, and fair and equitable treatment of women and other minorities," to "develop policies to promote the educational welfare of student athletes and monitor the implementation of such policies." Senate Resolution 39-6, which amended the bylaws in September, 2009, is attached to this response.

There may be some confusion about the consultative role in shared governance. Edgar Schein, a Sloan Fellows Professor of Management who specializes in the study of organizational culture and process consultation, has identified three levels of consultation that involve varying degrees of participation and involvement. They are:

- *Public Participation* ("We want you to help us develop our options and decide our actions."). Participants have a significant voice in the planning and decision-making process. Public participation implies that no pre-determined decisions have been made, and that the decision-maker is willing to be led or influenced by feedback.
- *Public Consultation* ("Here are our options, what do you think?"). Participants are invited to express their views, usually on a range of options, and decision-makers are willing to use public opinion as an important criterion for deciding on a particular course of action.
- *Public Information* ("Here is what we are going to do."). The administration informs people of its intentions, procedures and practices, but stakeholders are not expected to influence decisions.

The Committee envisions a consultative role at the level of "Public Participation" or "Public Consultation." In the Committee's view, a willingness to provide information on policies ("Public Information") does not satisfy the consultative role for the IAC envisioned in the Campus Senate Bylaws.

The Committee was careful to use language in its recommendations that recognized the advisory and consultative role of the IAC with respect to the Chancellor. For example:

- Recommendation 1: New policies on recruitment that might affect student-athletes "should be referred to the IAC for its consideration."
- Recommendation 5: The 2010 report on the advising process for student-athletes should be submitted to the IAC so that it "can provide guidance as to what should be included in the full report" for FY11 and subsequent years.
- Recommendation 13: The IAC "should be consulted, and should have an opportunity to provide advice early in the process and to review the proposed code [of conduct for coaches] before it is adopted."
- Recommendation 14: While the administration is responsible for developing adequate oversight mechanisms and response procedures for incidents involving coaches and/or student-athletes, these policies "should involve the IAC in an active capacity, since it is the only governance body specifically charged with oversight of the intercollegiate athletics program at UIS."

Recommendation 14 recognizes the provision in the Campus Senate Bylaws that directs the IAC to “monitor compliance with state and federal law” and to “review and recommend policy or procedures on student-athlete welfare issues such as . . . personal conduct of student-athletes and other matters pertaining to athletic programs and personnel.” The description of the IAC’s responsibilities also directs it to “develop policies to promote the educational welfare of student athletes and monitor the implementation of such policies,” including policies that involve the physical welfare of student athletes.

The Committee fails to see how any of its recommendations expand the responsibilities of the IAC beyond the boundaries of the Campus Senate bylaws. If the administration disagrees, it should make the nature of its disagreement clear so that it can be addressed and resolved before another major issue or incident arises to test these views.

In the section headed “Responses to the 31 recommendations – areas of disagreement on four of them,” the administration discusses four recommendations in detail. The Committee disagrees with aspects of the administration’s response, and stands by its recommendations.

Recommendation 5. The Committee is pleased to note the administration’s agreement that academic advising is an important issue that deserves attention. Although the nature of the Committee’s charge precluded it from considering the issue of advising generally, the Committee addressed the problems and challenges faced by student-athletes seeking to complete their degrees in a timely manner. The Committee agrees with the administration that Athletics may not be the best place for a pilot program for advising. That is why the Committee did not recommend a pilot program, noting only that lessons might be learned from improvements that could be made for student-athletes. The Committee stands by its recommendation, which is discussed in Section III (pages 13-15) of the Report.

Recommendation 7. The Committee notes the administration’s agreement that a consolidated record or database of on-campus infractions should be maintained by Student Affairs. The Committee disagrees with the administration’s implication that this should include information only on infractions dealt with by Student Affairs. Any limitation that removes some cases from the database has the potential to recreate the existing pattern of multiple and unrelated sets of records.

The Committee is puzzled about the administration’s statement that the involvement of student-athletes cannot be ascertained unless they “self-identify” as athletes. Athletes are routinely identified to determine eligibility, to ensure that they have informed their instructors about possible class absences due to athletics, and to publish the team rosters that are available publicly online and at competitive events. The Committee acknowledges that off-campus activities pose more challenges, but stands by the position that it is the event that should determine inclusion in the campus database, not the location of the event. If an event comes to the attention of university personnel, it should be reported to the Division of Student Affairs for inclusion in their records. The university’s past experience tells us that off-campus events may eventually come to campus or have implications for student welfare on campus. The administration appears to endorse this position, stating that “if an incident involves an athlete that we know about, we will contact the coach and Student Affairs”.

The Committee's recommendation applies to all UIS students, including student-athletes. The Committee concluded that a separate compiled report of infractions by student-athletes was a necessary part of the process by which the IAC and Student Affairs monitor actions that are committed by or affect student-athletes. This needs to be routinely done on a regular basis, so that the process is in place if an incident occurs that involves special publicity or disclosure issues. The Committee recommended monthly reports as a first step, to determine how frequently and in what detail the reports should be prepared. If IAC and Student Affairs later agree that a different schedule is more appropriate, that would remain within the spirit of this recommendation. The Committee stands by its recommendation and refers readers to a fuller discussion of its reasoning in Section III (pages 15-17) of the Report.

Recommendation 11. The Committee believes that the Athletics Department, like other units on campus, should err on the side of caution and refer complaints to the Associate Chancellor for Access and Equal Opportunity (AEO) to determine whether they are within that office's jurisdiction. The Committee acknowledges the administration's concern over the broad wording of Recommendation 11, and has revised the recommendation to make it clear that not every instance of inappropriate personal behavior must automatically be referred to the Associate Chancellor for AEO. The Committee stands by its conclusion that any student who thinks he or she may be experiencing discrimination or harassing conduct may consult with the Associate Chancellor for AEO for guidance and discussion of alternatives. Student athletes should have the prerogative of directing allegations or concerns to the Associate Chancellor for AEO in these types of matters involving UIS employees or students as is the case for every other UIS student.

The Committee agrees that current UIS policy requires that allegations involving sexual harassment be reported, and that the policy applies to all university employees. The Committee found that this policy has not always been followed within the Athletics Department, and concluded that it was appropriate to reinforce university policy by specifically including it in the Athletics Department Policies and Procedures Manual. The Committee stands by its original recommendation.

Recommendation 16. The Committee disagrees with the administration's statement that current language in the Campus Senate Bylaws is sufficient. Recent experience in 2009 indicates that it is *not* sufficient, since a situation that was viewed by the Campus Senate and the Intercollegiate Athletics Committee (IAC) as an emergency or crisis did not lead to the actions agreed to in the bylaws. The Committee presents its discussion and analysis of the problem in Section III (pages 22-26) of the Report. The Committee stands by its recommendation for increased clarity in identifying emergencies or crisis situations in which the IAC Chair and the Faculty Athletics Representative should be informed and consulted.

The Committee's recommendation is similar to the approach taken in UIS's own Emergency Response Plan. That plan states that "individual units must develop emergency action plans for situations that may develop within their areas of responsibility," including situations involving people.⁵³ Such a plan for athletics would "characterize areas of responsibility and outline an administrative framework to respond to emergency or crisis

⁵³ The complete Emergency Response Plan may be found at http://www.uis.edu/police/Emergency_Response_Plan.htm

situations” involving athletics. The plan will allow the administration to respond quickly and adapt to events as they unfold. Furthermore such a plan enhances the sentiment among stakeholders that UIS and its administration can and will respond quickly and appropriately.

The Committee recognizes that it is not possible to describe in detail every possible situation that might arise. However, the Committee concluded that the administration should attempt to identify the major types of situations that it believes will trigger the “inform and consult” obligation. Once a preliminary policy is in place, it becomes easier to modify and improve it based on experience.

In the section headed “Responses to the 31 recommendations – the other 19 recommendations,” the administration proposes further discussion of these recommendations with a committee or group designated by the Campus Senate. The Committee shares the view that further discussion to reach agreement on policies to be implemented would be useful. However, following the Audit Model first proposed by the administration, the next step would normally be for the administration to identify those recommendations it intends to implement and to explain how it intends to implement them.

The administration response takes note of “the many documents and records that were not only **given** to the committee at its request, but were actually **prepared** for the committee upon request.” The Committee agrees that the administration provided a number of documents for the committee, including the following:

- Provided by Chancellor Ringeisen: Associate Chancellor Wojcicki’s memo of July 7, 2009 on implementation of recommendations from the Task Force (2004) and the IAC (2008)
- Provided by Associate Chancellor Wojcicki: FY09 year-end budget report and FY10 year-to-date report (included as Appendix Seven of the report); five-year plan for student athletic fees (included in the report on page 40); salary data for Athletics Department.
- Provided by Athletics Director Jehlicka: *Student-Athlete Handbook* for FY09 and FY10; team rules for 2009; position descriptions for major Athletics Department personnel; summary of end-of-season evaluations completed by student-athletes; access to application documents provided to NCAA.
- Provided by the Division of Student Affairs: Information on distribution of tuition waivers; academic profile information on student-athletes and non-athletes; information on student violations from Housing and Residential Life; information on student fees and TRAC expenses.
- Provided by the Office of Institutional Research: Information on student retention and graduation; academic profile information on undergraduate students; statistical material compiled for the Athletics Department NCAA membership application.

In several cases the Committee requested information that it assumed would be readily available, only to find that it had to be compiled specifically in response to the Committee’s request. This led the Committee to recommend routinizing several of these reports (see recommendations 2, 3, 5, 7, 8, 22, 23, 27, and 31).

The administration states that it intends to implement a plan dealing with the appropriate relationships between Campus Health Services and Athletics by summer of 2010. A year ago the

Associate Chancellor wrote that an agreement had been reached in 2008 and was in the process of being formalized as written policy. The Committee hopes that this notice of intent indicates the administration's intent to implement Recommendation 12 (Section III, page 20 of the Report).

The Committee concluded that despite a recommendation from the 2004 Task Force that the Chancellor and the Vice Chancellor for Student Affairs (VCSA) should work collaboratively with the Intercollegiate Athletics Committee (IAC) and the Campus Senate, the overall pattern had not been one of active collaboration. The administration disagreed with this finding, pointing to actions taken by the VCSA in the years immediately after the Task Force report and to "regular contact" between the Associate Chancellor and the IAC since 2008. The Committee stands by the findings in its original report. The issues of active collaboration and shared governance are discussed in Section IV of the report.

ATTACHMENT A:

February 2, 2010

TO: Barbara Hayler
FROM: Ed Wojcicki and Harry Berman
Re: The investigation of Athletics at UIS

We appreciate the many opportunities given to UIS staff administrators to provide information to the committee. There is one more way that we would like to provide input into this process.

Our proposal is similar to the process used when an auditor reviews the processes of an organization. What happens is that, prior to releasing an audit, the auditor gives the organization a chance to respond to “concerns” or “questions” or “findings” or “recommendations” that will appear in the report. Then the organization is given a short amount of time to respond, and the organization’s responses appear in the report. Then the auditor gets the last word, and can “accept” the response or have some other comment.

So our proposal is this:

1. For the committee to give the administration an opportunity to respond, prior to publication of its report, to concerns, findings and recommendations, and that our responses appear as part of the report. Our responses will be as brief as possible.
2. That the committee then respond, if it wishes, to our responses, and proceed to release its report.

The reasons we ask for this opportunity:

1. It would allow the kind of honest dialogue that has gone on for several months to continue.
2. It would provide insights, and possibly some clarifications, that would allow readers a broader understanding of various points of view.
3. The intensity of the discourse around the subject of Athletics in the spring was, on the whole, not good for UIS. The first Campus Senate resolution called for the dismissal of the Director of Athletics, but the writer of that resolution publicly apologized to him later for putting that in writing, but only after a considerable amount of public discussion. Allowing administrative input into the current report would, in our opinion, result in a more fruitful dialogue that benefits our student-athletes and UIS.

ATTACHMENT B:

TO: Ed Wojcicki, Associate Chancellor for Constituent Relations
Harry Berman, Vice Chancellor for Academic Affairs and Provost

FROM: Barbara Hayler, Chair, Committee to Investigate Intercollegiate Athletics

DATE: February 8, 2010

RE: Proposed Response Process to the Committee's Report

In an e-mail attachment dated February 2, 2010 you proposed a process, similar to that used in an audit, to provide the administration with an opportunity to respond to concerns, findings and recommendations in the Committee's report prior to its public release. You asked that your response, which you would make "as brief as possible," appear as part of the report.

The Committee discussed this proposal at its scheduled meeting last week, and also conferred with the Chair of the Campus Senate. The Committee has no objections to this suggested process, and welcomes additional input from the administration. However, the Senate Chair has asked the Committee to submit its final report to the Senate before spring break, which begins on March 15, 2010. In order to meet that deadline, the Committee will need your response as soon as possible, preferably within a week. It should help that you are already aware of the recommendations that were made by the 2004 Task Force and by the Intercollegiate Athletics Committee in its 2008 report, which provided the framework for the Committee's investigation. I will deliver an electronic version of our report to you on Monday, February 15th, the date previously set for delivery of the report to the Chair of the Campus Senate. I will also provide a copy of the draft report to Senate Chair Tih-Fen Ting at this time. Please provide your response directly to me no later than Wednesday, February 24th.

As suggested in your initial proposal, the administration's response should identify any factual statements with which you disagree and provide information that will allow the Committee to correct factual errors in its report. The Committee also requests that you respond to the specific recommendations in the report, indicating whether you agree or disagree with them and describing any intended actions that the administration plans to take. Please provide your response in an electronic document, referring to our report by page number, heading or recommendation number as needed to make the point of reference clear. We will, of course, be happy to receive a paper copy of your response as well.

The Committee asks that you keep the contents of its report as confidential as possible during the review and response period. This is in accordance with the Chancellor's request last July, when the Committee first met, to avoid providing information to the press or other interested parties before the release of the report to the campus community. I know that we share an interest in seeing that the report and its findings are considered as a whole in a context that promotes thoughtful consideration and discussion.

Approved
Campus Senate Meeting
September 25, 2009

**UNIVERSITY OF ILLINOIS AT SPRINGFIELD
CAMPUS SENATE AY 2009/2010
RESOLUTION 39-6**

Changes to the UIS Campus Senate Bylaws – Intercollegiate Athletics Committee

WHEREAS the Intercollegiate Athletics Committee has been a Senate Standing Committee since 2002; and

WHEREAS UIS is in the process of becoming part of NCAA Division II; and

WHEREAS NCAA Division II recommends an Athletics Committee appointed by the Chancellor with a membership including representation from all stakeholders in the intercollegiate athletics program; and

WHEREAS the Chancellor agrees that there is no need to create an Athletics Committee that will duplicate the functions of Intercollegiate Athletics Committee; and

WHEREAS the Campus Senate should consider broadening the membership of the Intercollegiate Athletics Committee to reflect the range of shareholders in UIS athletics;

THEREFORE, BE IT RESOLVED THAT: the University of Illinois at Springfield Campus Senate approve the changes to the Intercollegiate Athletics Committee in the Senate Bylaws.

J. INTERCOLLEGIATE ATHLETICS COMMITTEE

Because the Chancellor and the Campus Senate recognize the primacy of educational integrity and the central role that faculty must play in overseeing a successful intercollegiate sports program at UIS, the Intercollegiate Athletics Committee (IAC) has duties and responsibilities to the faculty through the Senate and to the administration, including the Chancellor. Both the Chancellor and the Senate recognize that achieving educational integrity requires clear and frequent communication, transparency, and cooperation across organizational divisions and constituencies. The IAC is responsible to the Campus Senate for the intercollegiate athletic program as it pertains to the university's academic and educational objectives as defined by the Senate. The IAC also serves as an advisory committee to the Chancellor and the

Athletic Director on matters of budget and finance, personnel, and operational aspects of the intercollegiate athletics program.

(1) Duties

The IAC shall make recommendations to and advise the Senate on all campus programs, operations, and policies that are designed to assure academic integrity in intercollegiate athletics, including those which meet or exceed standards set by intercollegiate governing associations.

It shall provide advice on campus athletic needs, including the creation of new sports teams. It shall monitor compliance with state and federal law. It shall also review and recommend policy or procedures on student-athlete welfare issues such as the academic performance of students, including progress on degrees and graduation rates, summary statements from student-athlete exit interviews, personal conduct of student-athletes and other matters pertaining to athletic programs and personnel. It shall report to the Campus Senate at least once a year.

The Chancellor shall meet with the IAC at least once a semester.

The IAC shall provide advice to the administration on matters relating to the athletics budget, sports configuration, gender equity/Title IX, facilities, and fair and equitable treatment of women and other minorities. The committee will develop policies to promote the educational welfare of student athletes and monitor the implementation of such policies. In some cases, these policies can involve the physical welfare of student athletes. In cases of emergency or crisis, the Chancellor and/or Athletic Director shall inform the chair of the IAC and consult with the Faculty Athletic Representative (FAR) and shall keep the chair of the IAC and FAR apprised of the situation and solutions as they unfold.

The Chancellor and the Athletic Director shall provide the IAC with the documents and reports necessary to execute its responsibilities, including but not limited to copies of the annual financial audit and other budget documents, EADA submissions, graduation and persistence rate reports, injury surveillance reports, medical hardship waiver requests, a summary of rules violations reported and a summary of any student-athlete reinstatement requests.

(2) Membership, Terms and Chair

The Committee shall consist of eight voting members, three non-voting members, and three ex-officio members. There will be five faculty voting members: four appointed by the Campus Senate as well as the campus FAR to the NCAA. The Student Government Association shall appoint one non-athlete student, who will be the voting member, to the committee. The Student Athlete Advisory Committee shall appoint one male athlete and one

female athlete to the committee, and designate a voting member between them. One designee of the Chancellor will serve on the committee as a voting member. Also on the committee are two community members, which may include alumni, appointed by the Chancellor. None of the community members are voting members. Ex-officio members are the Athletic Director, Senior Woman Administrator, and Compliance Officer. Students and the community members shall have one-year terms. Faculty shall be appointed to staggered terms of one, two and three years, and members may be reappointed. A faculty member shall serve as the Chair of the Committee; the FAR will not be eligible for the position of Chair.

(3) Faculty Athletic Representative

The Chancellor and the chair of the Campus Senate shall jointly select a faculty member to serve a three-year term as the faculty athletic representative (FAR) to the NCAA. The FAR may be reappointed. During the third year of the term, the chair of the Campus Senate and the Chancellor shall conduct a joint evaluation of FAR in anticipation of reappointment. Resources such as non-instructional assignments and summer salary for the FAR shall be provided as agreed upon by the administration and the Campus Senate chair.