EXECUTIVE SUMMARY

The April of 2015, the Big Ten Conference issued *Education First, Athletics Second: The Time for a National Discussion is Upon Us*, white paper proposing freshmen ineligibility for Division I football and men’s basketball players. The white paper argues that freshman ineligibility would benefit athletes academically, but that it should only apply to men’s basketball and football players because (1) their graduation rates lag behind those of athletes in other sports and (2) football and men’s basketball are the sports in which most NCAA academic infractions occur. The Drake Group\(^1\) notes that according to current research, “red shirting” (e.g., prohibiting an athlete from playing in the freshman year) by selected sport teams results does not result in improved academic performance. In fact, research indicates that athletes who did not compete were more likely than those who competed to end the year in poor academic standing even when admitted under normal admission requirements.

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2 The Drake Group is a national organization of faculty and others whose mission is to defend academic integrity in higher education from the corrosive aspects of commercialized college sports. The Drake Group’s goals include: (1) ensuring that universities provide accountability of trustees, administrators, and faculty by publicly disclosing information about the quality of the educations college athletes receive; (2) advancing proposals that ensure quality education for students who participate in intercollegiate athletics; (3) supporting faculty and staff whose job security and professional standing are threatened when they defend academic standards in intercollegiate sports; (4) influencing public discourse on current issues and controversies in sports and higher education; and (5) coordinating local and national reform efforts with other groups that share its mission and goals. The Drake Group is “in residence” at the University of New Haven. For further information see: http://thedrakegroup.org or contact Gerald S. Gurney, President at geraldgurney@gmail.com
Three negative impacts of such a proposal are noteworthy: (1) academically capable students will be penalized by lack of access to extracurricular activities; (2) academically capable students who wish to complete four years of athletic eligibility will have to stay in school for one or two additional semesters, increasing the cost of education to these students or to institutions that provide athletic or other scholarship assistance (estimated to be $94.5 million); and (3) non-scholarship (walk-on) athletes who may be outstanding students will see their graduation dates delayed if they wish to compete for four years. Absent a demonstrated positive academic impact and considering the adverse economic and academic consequences, freshmen ineligibility seems misguided for athletes generally, for all participants in revenue sports, or for football and men’s basketball players only.

Freshmen ineligibility proposals mask the real problem, which research findings support: the recruitment of unprepared students, who often secure admission by means of exceptions to normal admission standards, and then experience excessive athletically related time demands.

The Drake Group supports the practice of special admissions. Institutional decisions related to diversification of the student population and advancing educational opportunities and access to higher education for underserved and lower socio-economic populations are ethically justified. Access to higher education should not be denied to disadvantaged groups. However, access to higher education should not mean open-door eligibility for underprepared athletes.

Any student whose academic profile (high school grade point average and standardized test score) is more than one standard deviation below the academic profile of his or her incoming class should be subject to national athletic governance association rules. Those rules should not only prohibit athletics eligibility during the freshman year, but should also require the institution admitting the athlete to provide (1) athletic scholarship assistance to support the athlete during a year of transition and remedial learning if necessary; (2) academic skills and learning disability testing; (3) if necessary, a remediation program supervised by academic authorities; (4) if necessary, a reduced college credit course load to accommodate the time required for remediation; (5) a 10 hours per week participation restriction applicable to athletics-related activities (practice, meetings, etc.); and (6) tenured faculty oversight of the student’s academic progress throughout his or her enrollment at the institution.

Further, The Drake Group believes that institutions must address athletes’ academic underperformance compared to their non-athlete peers throughout their college careers, which independent research reveals but the NCAA denies. To address this deficiency, the Drake Group recommends the following: (1) full enforcement of the 20 hours per week limit on all athletically related activities when classes are in session; (2) no competition during final examination periods; (3) adoption of institutional policies by faculty senates approving the maximum percentage of classes that may be missed due to scheduled athletic competitions; (4) no athletic department requirement that athletes select majors and courses that are
compatible with athletics practices, meetings or competitions, (5) the scheduling of football games on weekends exclusively, because both athletes and students who are non-athletes are likely to attend; (6) the provision of athlete academic support services by academic units only, not by the athletic department; and (7) adoption of NCAA continuing eligibility standards requiring that any athlete with a cumulative GPA less than 2.0 be ineligible to participate in athletics, be restricted to a maximum of 10 athletics practice or meeting hours per week, and remain ineligible until a cumulative 2.0 GPA is achieved. The Drake Group believes that any lower continuing-eligibility standard fails to make academic success an institutional priority.

Introduction

The April 2015 Big Ten Big Conference Education First, Athletics Second: The Time for a National Discussion is Upon Us white paper proposes freshmen ineligibility for Division I football and men’s basketball players and is rooted in the belief that freshman ineligibility would benefit athletes academically and that such restrictions should only target football players and men’s basketball because they lag behind athletes in other sports academically. The Big Ten offers the following evidence in support of these contentions:

- Football and men’s basketball are the only sports with graduation rates less than 75 percent across the NCAA;

- Men’s basketball and football players lag behind other sports in terms of academics, according to data provided in the document. Among the 34 sports listed in the Graduation Success Rate data, football and men’s basketball ranked last in the 2004 to 2007 cohort, according to the document. Among the 38 sports listed in the Academic Progress Rate data from 2009 to 2013, those two sports also ranked last.

- Football and men’s basketball student-athletes account for less than 19 percent of Division I participants, yet they account for more than 80 percent of academic infraction cases.  

These data are not being questioned. However, the suggestion that freshmen ineligibility alone would improve these numbers is supported by intuition rather than fact. The purpose of this position paper is to document research-supported facts and to suggest policy positions that will have a positive impact on college athlete academic success.

Research Refutes Alleged Positive Academic Impact of “Redshirt” Rules

Research, though sparse, does not support the contention that a year of ineligibility has a positive academic effect. Gurney and Stuart's 1987 research on Division I-A (today's Football Bowl Subdivision) institutions found no relationship between the practice of “red shirting” (e.g., not playing in the freshman year) and academic success. In fact results revealed that athletes who did not compete were more likely than those who competed to end the year in poor academic standing despite having been admitted under normal admission requirements. A 2014 study by Wilkes of the effect of redshirting on Montana State University football players resulted in a similar negative coefficient on grade point average during the freshmen and sophomore years. 

A 2015 PowerPoint presentation by the NCAA Research staff to the Division1-A FAR Association Board of Directors Meeting showed a statistically insignificant GPA gain in men’s basketball redshirts after controlling for high school academic preparation for the 2012-2013 cohort. NCAA research found a generally small gain in GPA relative to high school academic preparation. Further, football redshirts were more likely to lose retention APR points. 

We also know that making any group of freshmen athletes ineligible simply because they are freshmen will have at least the following negative impacts.

1. Academically capable students (both non-scholarship and scholarship) will be penalized by lack of access to intercollegiate athletics, a bona fide and beneficial extracurricular activity.

2. Academically capable students who wish to complete college in four years and exhaust their athletic eligibility will have to stay in school for one to two additional semesters. This will increase the cost of education to these students or to institutions that provide athletic or other scholarship assistance. The Big Ten estimates these costs to be $94.5 million. Cost increases in athletics are already too high with only 20 of the NCAA’s 1,076 member institutions earning more money from sports than they spend.

With no demonstrated positive academic impact and these economic downsides, freshmen ineligibility for athletes generally or all participants in football and men’s basketball or any specific sport should not be seriously considered. Still, The Drake Group supports

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freshmen ineligibility for an institution-specific targeted academically underprepared athlete population.

Failure to Address the Real Problem – Recruiting Underprepared Students Who Cannot Compete in the College Classroom and Subjecting Them to Excessive Time Demands in Season

The NCAA regularly boasts the results of aggregate data showing that college athletes overall perform better than non-athletes in the classroom. For the most recently available six year cohort (2007), the NCAA reports a 66% athlete Federal Graduation Rate (FGR) compared to a 65% all students FGR and an 82% NCAA Graduation Success Rate (GSR). The NCAA GSR has no general non-athlete student comparator and thus, is a manufactured statistic applicable only to athletes. The Drake Group contends that this statistic was purposefully created to overstate athlete academic success. The FGR for all students includes all entering full-time students but excludes transfers in or out. The GSR however, adjusts institutional rates for transfers even though there is currently no method of verifying that athletes who transfer out actually graduate. The FGR is also inflated compared to the GSR because it includes many entering full-time students who often drop down to part-time status and take longer to graduate, whereas athletes are required to be full-time students making normal progress toward a degree. The GSR also includes 11,000 Ivy League and Military Academy students who (1) do not receive athletic related aid, (2) are not admitted as athletes, and (3) are considered properly as regular students in the FGR. In other words, the GSR is “spin” and “padded.” Use of the FGR to represent athlete graduation success overall should be further suspect because female athletes graduate at significantly higher rates than male athletes. Thus, the FGR for athletes overall masks the significant underperformance of male athletes.

Other research studies refute NCAA conclusions regarding the academic success of athletes compared to non-athletes. “College athletes do not perform as well in the classroom as their nonathletic peers,” they enter college underprepared compared to their classroom peers with average SAT scores significantly lower and high school ranks 20 percentage points below non-athletes, and they graduate at lower rates. Separating football and men’s basketball players from the athlete population as a whole, these subsets have a lower class rank, lower high school GPA’s and lower SAT scores than athletes in non-revenue sports and evidence supports the conclusion that their in-season time demands are significantly greater than those of athletes in non-revenue sports. Football and men’s basketball student athletes


Ibid.
have lower entering board scores and lower core high school GPAs than other student athletes. Ample evidence exists for these lower academic measures. Division I institutions regularly admit disproportionate numbers of football and men’s basketball players who do not meet published admissions standards. Thus, NCAA data and other research support the contention that student athletes participating in football and men’s basketball receive preferential admissions treatment by universities and this practice has increased over time.

Disturbingly, research also reveals that the practice of recruiting underprepared athletes in Division I football and men’s basketball is racially exploitive:

- Minority players are significantly overrepresented in football and men’s basketball. They enter college with lower GPAs and SAT scores than non-white athletes, are more likely to be enrolled in clustered majors, and graduate at significantly lower rates than white athletes.

- Harper, Williams and Blackman at the Center for the Study of Race and Equity in Education at the University of Pennsylvania report:

  - Between 2007 and 2010, Black men were 2.8% of full-time, degree-seeking undergraduate students, but 57.1% of football teams and 64.3% of basketball teams.
  - Across four cohorts, 50.2% of Black male student-athletes graduated within six years, compared to 66.9% of student-athletes overall, 72.8% of undergraduate students overall, and 55.5% of Black undergraduate men overall.
  - 96.1% of these NCAA Division I colleges and universities graduated Black male student-athletes at rates lower than student-athletes overall.
  - 97.4% of institutions graduated Black male student-athletes at rates lower than undergraduate students overall. On no campus were rates exactly comparable for these two comparison groups.

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Ibid.

At one university, Black male student-athletes graduated at a comparable rate to Black undergraduate men overall. On 72.4% of the other campuses, graduation rates for Black male student-athletes were lower than rates for Black undergraduate men overall.16

Neither the NCAA nor its member institutions separately track the academic success of these “special admits” or segment this group by race, but most experts point to this recruiting and admissions practice as the primary cause of lower graduation rates in football and men’s basketball and the increasing number of cases of academic fraud and misconduct in these sports. Because these students cannot compete in the classroom with their academic peers, coaches and academic advisors push them into less demanding courses and majors and require them to participate in tutoring and academic support programs, many of which are administered by athletic departments, creating a conflict of interest and increasing the potential of misconduct by academic support personnel in collaboration with friendly faculty.

Thus, a great need exists for transparency of academic data related to special admits. The recent University of North Carolina academic fraud debacle is only the tip of the proverbial iceberg. The NCAA enforcement unit reports an increase from one to twenty cases of academic misconduct in the past year alone.17 Few coaches and administrators will deny that these special admits, many who read below the 6th grade level, face daunting pressure in the college classroom. The NCAA has the ability to conduct such an analysis and should do so immediately so we have the most accurate picture of who these college athletes are and how they are affected.

Support for the Practice of Institutional Determination of Student Population to Be Served

The Drake Group supports the practice of special admissions by institutions of higher education. Institutional decisions related to diversification of the student population and advancing educational opportunities and access to higher education by underserved and lower socio-economic populations are ethically justified. Access to higher education should not be denied to disadvantaged groups. However, access to higher education should not automatically translate to eligibility for intercollegiate athletics. Any student who enters the University underprepared should focus on remediation of academic skills as a first priority. This population should be the primary focus of a “year of readiness” and athletics ineligibility as freshmen, especially considering the research that supports the importance of academic success during the first year of college as a predictor of graduation success.18


http://chronicle.texterity.com/chronicle/20150130a?pg=13#pg13

Athletic Scholarship and Eligibility Rules That Support Underprepared College Athletes

A 2012 study by Winters and Gurney of specially admitted student-athletes indicated that students who scored below a combined 17 ACT or 820 SAT threshold were likely to have significant reading skill shortcomings as indicated by basic academic skills deficiencies in the areas of word recognition, sentence comprehension, and spelling.19 The Drake Group contends that any freshman student whose academic profile (high school grade point average and standardized test score) is more than one standard deviation below the academic profile of the institution’s previous year’s class should be subject to national athletic governance association rules that not only prohibit athletics eligibility during the freshman year but require the institution recruiting such athlete to provide: (1) athletic scholarship support for the athlete during a year of remedial learning so he or she does not have to work; (2) academic skills and learning disability testing; (3) if necessary, a remediation program supervised by academic authorities; (4) if necessary, a reduced course load to accommodate for appropriate remediation; (5) a 10- hour restriction for participation in practice or other athletics-related activities; and (6) tenured faculty oversight of the student’s academic progress throughout that student’s enrollment at the institution.

The Drake Group recommends that NCAA rules enable and that institutions embrace the following or a similar remedial program model. The model below can be customized to meet the assessed needs of any athlete whose academic profile (high school GPA and standardized test score) is more than one standard deviation below the mean academic profile of his or her institution’s entering class.

- Summer prior to freshman year
  - full athletic scholarship up to full cost of attendance permitted
  - required learning disability and academic skills baseline testing
  - no requirement for enrollment in college courses
  - required full-time commitment to a readiness program designed to address academic skill deficiencies and college preparedness
  - prescriptive remediation plans including course load limitations based on assessment from professionals outside the athletics department
  - ineligibility for competition and involvement in practice or other athletics related activities limited to ten hours per week

- Freshman year
  - full athletic scholarship up to full cost of attendance permitted
  - if necessary, college course enrollment of a reduced course load
  - academic skills testing at the end of each semester
  - If necessary, enrollment in a remedial program to address academic skill deficiencies

• ineligibility for competition and involvement in practice or other athletics related activities limited to ten hours per week

  • Summer prior to sophomore year
    • full athletic scholarship up to full cost of attendance permitted
    • no requirement for enrollment in college courses
    • required full-time enrollment in remedial program addressing academic skill deficiencies
    • ineligibility for competition and involvement in practice or other athletics related activities limited to ten hours per week
    • academic skills testing at the end of each summer session

The above commitment to remediation or similar measures that address the individual needs of underprepared college athletes is essential to restore integrity to the recruiting process and the presumption that big time college sports is integral to the mission of higher education. Most experts agree that high school and college students with low reading, writing or math capabilities can make significant progress if provided with intensive proven programs. Providing needed remediation and reducing course loads to accommodate such a program will encourage academic performance, and reduce the incidents of academic fraud and misconduct by promoting academic competence.

Current NCAA rules mandating enrollment in a full-time program (12 hours) of college coursework and the expectation of college athletes committing twenty to fifty hours per week to their sport put underprepared students in an impossible position. We know that in-season football and basketball involvement exceeds 40 hours per week and that these sports generally ignore the 20-hour limitation. Underprepared students have insufficient time to participate in the remedial programming necessary to address their academic deficiencies, and failure to address these realities has negative long-term academic impacts.

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[21] Putnam County Sentinel. (2014) Bowlsby’s Vision – College Sports Needs Some Changes. (March 20, 2014) Retrieve at: http://www.putnamsentinel.com/Content/State-World-Sports/State-World-Sports/Article/Bowlsby-s-vision--College-sports-need-some-changes/102/182/18652 Reporting on a Big Twelve Conference forum held in Miami, quoting Big Twelve Commissioner Bob Bowlsby, "The 20-hour rule is a joke. There's [sic] too many exemptions to it and it is routinely ignored on most campuses, even to the point of falsification of records. The practice schedules for young people in not just football but in lots of sports, doesn't [sic] even approximate the 20-hour rule."
The Division I models showed that student-athletes who are less well prepared academically as they enter college are more likely to suffer seasonal drops in academic performances. This would have the highest impact in the sports of men’s basketball and football, as those are the sports whose participants typically have the lowest level of average academic preparation for their student-athletes. This issue is important because severe fluctuations in credits earned or GPA might be expected to affect not only eligibility for future seasons of competition but also the likelihood of meeting standards of progress toward a degree at that university. Eventually, this type of behavior will reduce the likelihood of student-athlete graduation.22

Institutions that insist on waiving admission standards for talented athletes should be willing to provide remediation programs to ensure that underprepared students have the necessary skills to pursue the baccalaureate degree.

Beyond the Issue of Freshmen Ineligibility for Underprepared Athletes

The issue of freshman eligibility should not hide data that reveal the need to address athlete academic underperformance generally in all sports, not only during the first year in college but as they continue through graduation. A 2013 research study conducted on college athletes at The Ohio State University Center for the Study of Student Life found lower cumulative grade point averages and less academic growth than among their non-athlete counterparts.23 Not only are athletes underperforming academically compared to their non-athlete peers, but research by Adler and Adler demonstrates what the Division I pressure-filled athletics culture does to depress the academic aspiration of athletes:

First, we show that although most college athletes ultimately become disillusioned with and detached from academics, many begin their college careers idealistically, caring about academics and intending to graduate. Second, we show that the structure of college athletics fosters the academic de-individuation of athletes....We describe how their academic goals and behavior become increasingly influenced by their athletic involvement...gradually give way under the force of the structural conditions athletes encounter...Thus, by the time athletes complete their eligibility requirements, their academic attitudes and goals closely resemble each other’s. This process, which reduces individual differences between athletes, is

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accompanied by collective academic detachment and diminished academic performance.\textsuperscript{24}

Thus, The Drake Group supports the following additional recommendations to broadly address the collegiate athletics culture, moving it decisively from an athletics to an academics focused environment:

- Full enforcement of the 20 hours per week limit on all athletically related activities when classes are in session;
- No competition scheduled during final examination periods;
- Adoption of institutional policies by faculty senates approving the maximum percentage of classes that may be missed due to scheduled athletic competitions and prohibiting the athletic department from requiring that athletes select majors or course schedules that are compatible with athletics practices, meetings or competitions;
- A requirement that football contests be scheduled on weekends given the fact that these events are heavily attended by both athletes and non-athlete students;
- A requirement that academic units, not the athletic department, provide academic support services for athletes;
- Adoption of NCAA continuing eligibility standards requiring that any athlete with a cumulative GPA less than 2.0 be ineligible to participate in athletics and remain ineligible until the cumulative 2.0 GPA is achieved. Any athlete with a cumulative GPA of less than 2.0 should be restricted to a maximum of 10 athletics practice or meeting hours per week. The Drake Group believes that any standard below a 2.0 cumulative GPA fails to make academic success an institutional priority.

The Drake Group also commends the NCAA for recently increasing its initial eligibility standards for freshman and transfer participation\textsuperscript{25} and encourages the NCAA to more consistently


\textsuperscript{25} 14.3.1.2 Academic Redshirt. An academic redshirt may receive institutional athletically related financial aid but may not compete during the first academic year in residence. An academic redshirt may practice only on campus or at the institution’s regular practice facility during the first regular academic term in residence. An academic redshirt must successfully complete nine semester or eight quarter hours of academic credit in each applicable regular academic term in order to be eligible for practice in the immediately subsequent term of the first academic year (see Bylaw 14.4.2.1). An academic redshirt is defined as one who is a high school graduate and who presented the same academic qualifications applicable to qualifiers (see Bylaw 14.3.1.1) except for the following: (Adopted: 10/27/11, Revised: 4/26/12 effective 8/1/16; for student-athletes initially enrolling full time in a collegiate institution on or after 8/1/16)
enforce its existing APR standards with regard to post-season championship ineligibility penalties.

No single action or simplistic approach like freshman ineligibility for football and men’s basketball players will address the current need for a major course correction to restore academic integrity to the conduct of intercollegiate athletic programs.

1. (a) The required minimum cumulative grade-point average and minimum combined score on the SAT critical reading and math sections or a minimum sum score on the ACT as specified in Bylaw 14.3.1.2.1;
2. (b) Bylaw 14.3.1.1-(c) shall not apply.
Completion of 10 of the required 16 core courses before the start of his or her seventh semester (or the equivalent) of high school. Seven of the 10 core courses must include English, mathematics and natural or physical science. The 10 core courses used to fulfill this requirement and the grades achieved in such courses shall be used in determining the student-athlete’s eligibility for financial aid, practice and competition during his or her first academic year in residence and shall not be replaced by courses or grades achieved in subsequently completed core courses, including courses completed after the core-curriculum time limitation pursuant to Bylaws 14.3.1.2.1.1 or 14.3.1.2.1.2. (See Bylaw 14.3.1.2.6.) delayed effective date. See specific date below. 14.5.4.2 Non-qualifier.
14.5.4.2.1 Eligibility for Financial Aid, Practice and Competition. A transfer student from a two-year college who was a non-qualifier (per Bylaw 14.3.2.1) is eligible for institutional financial aid, practice and competition the first academic year in residence only if the student: (Revised: 8/2/12 effective 8/1/16; for students initially enrolling full time in a collegiate institution on or after 8/1/16)
1. (a) Has graduated from the two-year college;
2. (b) Has completed satisfactorily a minimum of 48 semester or 72 quarter hours of transferable-degree credit acceptable toward any baccalaureate degree program at the certifying institution, including six semester or eight quarter hours of transferable English credit, three semester or four quarter hours of transferable math credit and three semester or four quarter hours of transferable natural/physical science credit;
3. (c) Has attended a two-year college as a full-time student for at least three semesters or four quarters (excluding summer terms); and
4. (d) Has achieved a cumulative grade-point average of 2.500 (see Bylaw 14.5.4.5.3.2).