

The Office of the Dean of Students coordinates the undergraduate judicial system and advises the undergraduate Honor Council. Under the current organizational structure, in addition to the undergraduate disciplinary and honor systems, three systems exist to handle disciplinary and honor infractions committed by graduate students --one for graduate students in Arts and Sciences, the School of Education and VIMS, one for graduate students in the School of Business Administration, and one for students at the Marshall-Wythe School of Law. Each of these systems is unlike the others, and all are different from the undergraduate system. As a result there can be real inconsistency in the ways in which students are treated even when the accusations are similar.

This issue was identified in the 1984 Self-Study as a cause for concern. A group composed of student, faculty and administrative representatives from the undergraduate, graduate and professional schools was formed in Spring 1995 to study the ways in which a unified disciplinary and Honor system might work, and to make specific recommendations to the Vice President for Student Affairs about implementation.

5.5.3.4 STUDENT RECORDS

Registrar

The academic records of the institution are maintained by the University Registrar. The Registrar supervises a staff of 13 in this office, and the responsibilities include registration, records maintenance, grade reporting, graduation clearance, records retention and reporting to SCHEV (the State Council of Higher Education for Virginia). In addition, the preparation of the class schedule for undergraduate courses and for graduate courses in Arts and Sciences, transcript production, enrollment verification, domicile determination and the Degree Advising Report System are also carried out by the personnel of this office.

The student records in the Registrar's Office from years prior to 1985 are backed up by microfilm and in some cases, paper copies. Records since 1985 are in the College's computer system and are backed up on tape at regular intervals by the Computer Center. At present, a new student information system is in the process of being implemented. This system will be utilized and accessed by the staff in many areas of the university, including that of the Registrar's Office. The Committee is extremely concerned about the confidentiality of student records once this long-awaited system comes on line.

A second concern of the Committee throughout this year has involved the reporting relationship of the University Registrar. The Registrar has been reporting to the Vice Provost for Telecommunications and Computing. The Committee did not support this highly unusual relationship, and believes the interests of the institution will be better served by the plan currently being implemented, in which the Registrar reports to the Associate Provost for Academic Affairs.

Other Student Records

As a major compiler and user of student records, the Office of the Dean of Students would benefit greatly from a unified student record system for the College. Given the confidential nature of the work of the Committee on Academic Status and the judicial and honor system, adequate safeguards would need to be built in to insure that records in these areas would not be available to unauthorized personnel.

The Office of Academic Advising assumes a major role as caretaker of undergraduate student academic records. The Academic Advising office houses all hard copies of undergraduate student academic files while students are enrolled. All of these records are reflected in the computer records maintained in the Registrar's student data system. When students graduate, all records from Academic Advising are physically carried to the Registrar's Office and turned over to that office. While the records are in Academic Advising, they are kept in locked file cabinets in a building which is locked during non-working hours. The staff in Academic Advising are informed about and expected to follow all regulations pertaining to the release of information, rights of privacy, etc.

Academic advisors are sent hard copies of unofficial transcripts for the individual students they advise. After major declaration, or when students change advisors, Academic Advising collects the student files from the former advisors and distributes them to the new concentration advisors. According to the Director of Academic Advising, some departments maintain files on all of their students --both current and former. Control of files at this level is more of an academic issue than a student development services issue. It is unclear if there is a policy concerning the retention and disposal of records which are maintained in the individual academic departments.

The Director of Academic Advising currently serves on the Data Policy Advisory Committee. This Committee examines and makes recommen-

dations concerning the maintenance and control of all aspects of official records.

The Counseling Center maintains adequate records which are secured by two locked doors and a locked file cabinet. It has a policy governing release of these records which is stated on both its brochure and intake form. This policy insures the confidentiality of these records except where release is required by law. For voluntary release, students must sign a student release form. If this is not done in the presence of Center staff, the signatures of students must be notarized.

At the Health Center all records are kept in folders in a records room. The only additions made to the folders are made when a student enters the College and provides the Health Center with a medical history and immunization records (a folder is then opened on the student) and when the student visits the Health Center. The Center does not have computerized records. Instead, paper records are used without back-up arrangements.

Confidentiality is preserved by the fact that only authorized staff have access to the records room and no information is given over the telephone.

Recommendation:

9. The student information system should be carefully structured to preserve the confidentiality of student records in all areas. Policies and procedures to achieve this goal should be implemented by the Task Force currently working on the system.

5.5.3.5 RESIDENCE HALLS

The Office of Residence Life (ORL) is responsible for the management of all on-campus housing. At present the College has the capacity to house 77% of all full-time undergraduates and 18% of all full-time graduate students. Since the 1984 Self-Study three new facilities have been constructed: two additional buildings at the Randolph Complex and the Graduate Student Complex.

Also, Jefferson Hall underwent major renovation following the 1983 fire, and Tyler Hall was renovated as part of the Reves complex. Currently, there are no plans to build additional housing; however, if the enrollment goal of 1290 freshmen in 2000 becomes a reality, the College will lose significant ground in the percentage of students it can accommodate. Guidelines previously set by the Board of Visitors recommend that 75% to 80% of undergraduates and 15% to 20% of graduate and professional students live in college housing.

Recommendation:

10. As enrollment increases, the College should continue to provide campus housing at the percentages recommended by the Board of Visitors.

There are three major functions performed within the ORL: management of housing, residence life programming, and maintenance of facilities.

Housing management includes responsibilities for capacity, occupancy, assignment, the contract function, budget and personnel management. The ORL has policies and procedures governing the residence halls and publishes the details of the housing agreement, the principles of self-determination, and the functions of Residence Hall Councils in the *Student Handbook*.

Residence life programming has as its cornerstone the Resident Advising system, which selects, by competitive process, student resident advisors. These Resident Assistants receive both advanced and in-service training to help them fulfill their duties. In addition to being "on-call," Resident Assistants are responsible for developing and implementing programs based on a model for student development. Guided by Head Residents and supervised by a professional staff of Area Directors, they provide programming with major emphasis on personal development, community development, and leadership development.

Facilities maintenance involves working with the Office of Facilities Management and Campus Police to provide housekeeping services, safety and security procedures, accessibility for students with disabilities, and day-to-day maintenance of the buildings. In addition, emergency repairs, preventive maintenance, and major and minor renovation projects are coordinated through the Office of Residence Life.

It is in this area where problems exist. Budget cuts in the early 1990's severely limited the ongoing maintenance services provided by the College. Over time, problems that could not be responded to as they arose became worse. The normal wear and tear on buildings and systems continued, putting a strain on the College's ability to pay for repairs. Conditions in the residence halls have deteriorated to an extremely critical degree since these budget cuts were instituted.

In response to this problem, the College has undertaken a five-year plan for improvements which is funded at 7.2 million dollars. A second

five-year plan is already in the planning stages.

Recommendation:

11. Given the current condition of the housing on campus and the growing need for maintenance, the College should identify ways to accelerate the maintenance program, and to provide more support for the delivery of preventive maintenance services.

5.5.3.6 STUDENT FINANCIAL AID

The Office of Student Financial Aid is staffed by three professionals (the Director and two others with professional status) and five classified employees (one of whom is also considered professional staff, with Assistant Director as the job title). In addition, there is one half-time graduate assistant in the office. The Director identifies two major issues that need attention in the next five years. First, congressional action will change the administration of student loans. In essence, colleges will become the lenders of federal funds. This will have a direct effect on the responsibilities of the office. Second, there has been a substantial increase in the office's responsibility for administering graduate assistance. In particular, approximately 85 percent of law school students are receiving aid of some kind, mostly in the form of student loans. The Financial Aid Office at William and Mary traditionally has been oriented to undergraduate aid programs.

The Director provided good evidence to our Committee that there is substantial and increasing unmet needs for financial aid at William and Mary. Congressional action cannot be predicted, but it seems clear the Office of Financial Aid faces both short- and longer-term problems of administration. The Director supports the creation of a separate office for graduate financial aid, and notes that some funding could come from the budget of the current office. On the other hand the 1984 Self-Study report recommends that graduate financial aid be considered together with undergraduate aid. SACS requires institution-wide coordination of all financial aid awards.

All funds for financial aid programs are audited in compliance with federal and state requirements.

Recommendations:

12. The Financial Aid office should develop an analysis of the short- and long-term financial aid needs of students in all divisions of the university. The analysis should include assessments of alternative strategies for meeting the financial needs and for coordinating ser-

vices.

13. The College must identify additional --and almost certainly *private*-- sources of financial aid for undergraduate and graduate students.

5.5.3.7 KING STUDENT HEALTH CENTER

The mission of the Health Center is to provide high-quality primary medical care for undergraduate and graduate students who become ill or experience minor emergencies, delivering a wide variety of health services. The Center has 24 members with a 21.8 FTE. The breakdown is as follows: one physician director, three and one-half staff physicians, seven registered nurses, one nurse practitioner (part-time), one health-educator, one substance-abuse educator, one laboratory supervisor, one laboratory assistant (part-time), one pharmacist, one and one-half receptionists, two house-keepers, and two and three-quarters program support posts.

Approximately 85% of the Health Center's budget is derived from the Student Health and General fee; 15% from service charges (prescriptions, injections, and the like). Approximately 1,000 students per year enroll in the College-endorsed student health insurance plan. The Health Center is not reimbursed by the insurance plans of the parents of full-time William and Mary students when students are treated at the Center.

The Center is open seven days per week: 8:00 AM - 9:00 PM Monday through Friday; 9:00 AM - 9:00 PM Saturday and Sunday. After 9:00 PM the Center phone automatically switches to Campus Police who communicate with Health Center personnel. A physician is on call at all times during the regular school year.

Until Spring 1993, the Center was open 24 hours every day. The resignation of a night nurse and the impossibility of finding a replacement occasioned the revision from three to two shifts. Until then, the staff saw two to three students after daytime hours. Since then, on average, 1.3 students are seen between 8-11 P.M. and 1.2 between 6-9 P.M.

For true emergencies, regardless of the hour, students are transported to the Emergency Room at Williamsburg Community Hospital. For non-emergency problems after hours, Campus Police transport stable students from campus to the Hospital when indicated.

During usual hours of operation, the Health Service provides ambulatory, primary medical care

for a wide variety of health problems for William and Mary students. Referrals are made to Williamsburg Community Hospital, or to other providers, when students require a more intense level of care than can be provided on campus.

Cooperation between the Center and outside agencies seems effective, except for lack of feedback on patients sent to the Community Hospital or Urgent Care. Cooperation between the Counseling Center and the King Health Center is smooth.

The Center sees itself as facilitating students' transition from dependence upon parents for access to health care to self-sufficiency as health care consumers. Students are conditioned to expect what they have received in the past: easy access, family practice, and comprehensive care. These expectations and the reality of Center resources often clash, causing client dissatisfaction. The dissatisfaction was noted in our questionnaire responses.

The Center publishes descriptive promotional literature and attends student orientation sessions and international students sessions --as well as Parents' Weekend workshops-- in order to explain its mission, services, and facilities.

Until 1992, the Center operated on a drop-in basis. Since then, however, service is by appointment. In Fall 1993 the Center conducted a survey of client satisfaction, the results of which were not yet available when this chapter was written. However, a similar survey conducted in 1990 showed a fairly high level of satisfaction. The appointment calendar fills up fast, but the Center reserves several "safety" appointments for extraordinary cases.

Reception, appointments, and inquiries are made at the front desk, which, during the day shift especially, is extremely busy. As a result, student confidentiality is frequently at risk. The staff is aware of this difficulty, takes it seriously, and is handicapped by the fact that the design of the Center did not take this problem into consideration. The only feasible solution is that of a reconfiguration for more private space for handling confidential discussion.

Recommendations:

14. An architectural/engineering study should be authorized to develop adequate accessible space that encourages and preserves confidentiality between clients and staff at the Student Health Center.

15. Time should set aside during new student orientation to explain the services and function of the King Student Health Center.

5.5.3.8 INTRAMURAL ATHLETICS

Recreational Sports functions as a subordinate Office of Student Activities, providing informal recreation on demand, organized intramural sports, support for sport clubs, a wellness-fitness program, and outdoor activities support. With 72% of all students being served in some form by a program or service of Recreational Sports, this too is a heavily used extra-curricular outlet at William and Mary. Club sports and intramural athletics continue to be a highly utilized recreational activity. Support is derived from the College in the form of staff, and various modern athletic facilities and fields. Over the past eight years there has been no decrease in the level of participation in any program area of Recreational Sports. There is some concern about the condition of facilities, as the current Recreational Sports Center has been described as deficient by many standards when compared to similar college recreational facilities. It is also described as having a poor space allocation plan. Given the high level of student and faculty use, these deficiencies represent an area of substantial concern for the future.

Auxiliary Services

Auxiliary Services consists of the following components:

1. Food Services, which are subcontracted to Marriott;
2. Parking Services;
3. Transportation Services, consisting of shuttle and charter bus service;
4. The I.D. Office, responsible for identification, debit, and credit cards; and
5. University Retail Services, encompassing all college retail operations.

Auxiliary Services attempts to provide both essential and discretionary supplemental services to students, faculty and staff at a reasonable price.

Many Auxiliary Services operations have been greatly expanded in the last few years, enhancing the convenience and security of the community. Food Services has added new dining facilities in the new University Center, and the I.D. Office has aggressively marketed the debit card as a secure and convenient alternative to cash for most on-

campus transactions. University Retail Services, which until this year (a privatization effort is underway in 1994-95) meant the college Bookstore, has opened two satellite operations in the University Center: the Student X-Change convenience store and the Copy Connection, a centralized campus printing operation that will provide more convenient and cost-effective duplicating services. Retail Services plans to open another convenience store adjacent to the graduate student housing complex, an area that is underserved by local retail businesses.

Reflecting the College's constrained finances, Auxiliary Services is trying to assess the inherent trade-offs between service levels and cost. For example, the shuttle bus services are expensive and underutilized. Studies are underway to assess whether shuttle routes should be reconfigured. Similarly, parking for the campus has been problematic, and permanent solutions have not been forthcoming.

One of the biggest issues for Auxiliary Services was to have been the planned expansion of the Bookstore. The Bookstore was scheduled for physical expansion and remodeling --with particular attention to enlarging the trade book section. General interest titles were to be increased about five-fold to provide a more weighty anchor for the intellectual life of the College community. However the College ultimately decided to privatize the bookstore; Barnes and Noble assumed control in Summer, 1994.

SUMMARY OF RECOMMENDATIONS:

1. On-line computer capability should be developed for undergraduate academic advisors to access pertinent data about their advisees. Currently all transmission of data is through paper transactions. Additionally, students should have access to specific personal or biographical data and, for example, should be able to change their home address. Obviously, certain data access or input would be restricted.

2. A system should be developed whereby Academic Advising provides a more formalized support role for departmental advisors to junior and senior students. This system should include identification of top students, information about fellowships, scholarships, professional schools, and general career development related to their field of study.

3. A clear, written policy on the admission of

international students should be developed. Until such a policy is implemented, a moratorium should be declared on all activity related to the recruitment and admission of international students.

4. Adequate support should be provided to those international students already admitted, including advising and counseling, centralized visa assistance, coordination and liaison with the community, and English as a Second Language instruction. In addition, cross-cultural training programs must be developed for faculty, administrators and staff working with international students.

5. A plan should be developed to include support for Asian and Hispanic students.

6. A plan should be developed to recruit and assist the transition of Native American students, especially from within Virginia.

7. The resources of the Office of Multicultural Affairs should be expanded to facilitate the handling of the increasing responsibilities of the office and to reflect the level of the College's commitment to a culturally diverse student body.

8. The College should adopt a policy clarifying the role of students in institutional governance.

9. The student information system should be carefully structured to preserve the confidentiality of student records in all areas. Policies and procedures to achieve this goal should be implemented by the Task Force currently working on the system.

10. As enrollment increases, the College should continue to provide campus housing at the Board of Visitors recommended percentages.

11. Given the current condition of the housing on campus and the growing need for maintenance, the College should identify ways to accelerate the maintenance program, and provide more support for the delivery of preventive maintenance services.

12. The Financial Aid Office should develop an analysis of the short- and long-term financial aid needs of students in all divisions of the university. The analysis should include assessments of alternative strategies for meeting the financial needs and for coordinating

vices.

13. The College must identify additional --and almost certainly *private*-- sources of financial aid for undergraduate and graduate students.

14. An architectural/engineering study should be authorized to develop adequate accessible space that encourages and preserves confidentiality between clients and staff at the Student Health Center.

15. Time should set aside during new student orientation to explain the services and function of the King Student Health Center.

Implementation of recommendations from the 1984 Self-Study for Student Development Services: An Update

R7.1 We recommend that the College diligently seek increased resources for student financial aid, particularly funds available to all needy students, whether they are from the Commonwealth or not.

Although grant money and student loan funds have increased, both the number of needy students and need per student have grown faster than funding due to (1) the economy, (2) fee increases in light of decreased state support, and (3) federal changes in how need is assessed. The net result is that while more funds have been disbursed, unmet needs have increased, particularly for out-of-state students. In addition, loans constitute a greater percentage of financial aid packages.

R7.2 Graduate student support should be considered together with undergraduate financial aid.

The Office of Student Financial Aid has assumed greater responsibility for administering graduate assistance, including the 85% of law students who receive some form of financial aid. As noted in 5.5.3.6, Student Financial Aid Director Ed Irish recommends reversing the 1984 recommendation, instead creating a separate graduate financial aid office.

R7.3 The Office of Student Financial Aid should be charged not only with the allocation of existing resources, but also with the advocacy for new ones.

The identification of new sources of financial aid is becoming an increasingly critical issue in light of reduced government support. If anything, the need to find private sources of aid is a greater concern today than it was in 1984.

R7.4 A high priority should be placed on the use of the computer in the Office of Student Financial Aid.

The Office of Student Financial Aid is fully computerized.

R7.5 Guaranteed Student Loans should be considered as part of the financial package.

The volume and importance of Guaranteed Student Loans (subsidized and unsubsidized Stafford Loans) have grown substantially in the past ten years. They comprise a significant portion of the financial aid packages provided to students.

R7.6 High priority should be assigned to the allocation of resources for recruiting, enrolling, and retaining minority students.

Although significant strides have been made in this area, this remains a high priority. The Office of Multicultural Student Affairs provides recruiting and counseling for minority students, with the goal of having William and Mary's student body mirror the nation's cultural diversity by the year 2000. The Office currently operates a comprehensive program for recruiting and retaining minority students, ranging from pre-college summer enrichment programs for middle-school students to counselling, tutorial support, and ethnic student organizations and programs for students who are enrolled at William and Mary. Financial aid packages for African-American students consist entirely of grants, reflecting the priority that the College has placed on increasing minority student enrollment.

R7.7 A significant effort should be made to revitalize the BSA, or a new structure to take its place.

As of 1994, there are ongoing efforts to improve student governance via organizational changes.

R7.8 A study of the discipline and Honor systems, similar to the 1976 report, should be carried out in the near future.

The discipline system was changed in the late 1980s. A task force is currently examining the Honor System.

R7.9. The College, including the School of Marine Science, should continue to explore its need for graduate housing and its options for meeting that need. The proposal for a Law School residence hall should be viewed in the larger context of the College's total need for graduate accommodations.

Recently-completed graduate student housing adjacent to the Law School is more than adequate to meet the needs of residential students at the

main William and Mary campus, and in fact is currently underutilized. However, nothing has been done to provide graduate housing accommodations for VIMS students.

R7.10 Special attention should be focused on assisting graduate student organizations, especially those which experience extensive turnovers in leadership and membership.

Graduate student organizations currently receive vigorous support from their respective schools.

R7.11 The study of recommendation 7.8 should include an examination of provisions for graduate students.

As discussed in 5.5.3.2, no actions have been taken to standardize or rationalize the various honor systems on campus.

R7.12 We recommend vigorous institutional support for the intramural and club sports programs, and renovation or replacement of Blow Gymnasium for the purpose of intramural and club sports.

Blow Gymnasium has been replaced by a new Recreational Sports Center adjacent to William and Mary Hall. As noted in 5.5.3.8, there is some concern about the adequacy of these facilities. Recreational sports programs have been enhanced by the addition of Busch Field and adjacent tennis courts, and an indoor tennis center near the Law School is currently under construction. Recreational sports has added assistant directors to help manage its programs.

R7.13 We recommend that negotiations with other members of the proposed Colonial League be completed as quickly as possible, and that William and Mary be prepared to make compromises to bring them to fruition.

The Colonial Athletic Association was founded shortly after the 1984 recommendations were submitted. William and Mary is still a member.

R7.14 The College should recognize the importance of "minor" intercollegiate sports to an academically-inclined student body with a limited commitment to "major" sports and every effort should be made to retain these "minor" sports even if it entails an across-the-board reduction in the resources of "major" sports.

The College supports twenty-five intercollegiate varsity sports. Although budget cutbacks during the early 1990s initially threatened the existence of several minor intercollegiate sports programs, all were retained (however, the recently completed Strategic Plan calls for the elimination of Fencing and Wrestling as varsity sports).

CONCLUSION

Student Development Services, as defined by the Southern Association of Colleges and Schools, covers a very broad area, and deals with many facets of campus life. In the year-long course of its work, this Committee had many avenues to explore. We found caring and concerned individuals providing student services, and doing so in a very professional manner. In this time of constrained finances, the Committee was reluctant to recommend additional funding with any frequency. However, **the Committee was particularly concerned about the situation in certain areas, in which the need for additional resources seems imperative. These areas are as follows:**

1. **International student support**
Recommendation 4
2. **The Office of Multicultural Affairs**
Recommendation 7
3. **Building maintenance**
Recommendation 12
4. **Financial Aid**
Recommendations 13 and 14

Chapter Eleven

Intercollegiate Athletics

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William and Mary's intercollegiate athletics program is at a critical point. Regardless of its future direction, the program will have significant implications for university governance, resource allocation, and the primacy of the educational experience. This critical juncture has little to do with meeting SACS accreditation standards or NCAA certification requirements. When judged by those standards and requirements, the College's program is strong. The program boasts one of the nation's highest graduation rates (87%) and does not have the significant academic or financial improprieties found in other programs around the nation. But the College's intercollegiate athletics program does face some of the pressures that led to crises in those other programs.

Intercollegiate athletics at William and Mary is no longer merely an interesting extracurricular activity occupying the time and attention of the College community on Saturday afternoons or occasional evenings. The program has become an auxiliary enterprise with a large budget. As a 1989 AAUP report notes, this fact has, on many campuses, led to the "suggestion that the intercollegiate athletic program should not be subject to the same governance structure as . . . more traditional educational endeavors."¹ This suggestion, however, ignores the important implications that intercollegiate athletics has for educational

programs. In the words of the AAUP report, the "time has come to recognize that intercollegiate athletics poses a major governance problem for American colleges and universities."²

The economic environment at William and Mary also is similar, in some basic ways, to the environment that has produced academic and financial improprieties in other intercollegiate athletics programs. In that environment, adherence to rigid academic requirements is an obstacle to winning and thus to the promise of national publicity and commercial rewards for athletic success. To date, William and Mary has resisted the temptation to lower significantly the admission requirements for student-athletes and has steadfastly insisted on the full integration of the student-athlete into the academic life of the College. Continued adherence to high academic standards is required to resist these external pressures.

When recent changes in the basic nature of intercollegiate athletics are considered in light of current fiscal and legal realities, it becomes clear that **intercollegiate athletics at William and Mary cannot continue to do business as usual.** Action must be taken to continue to ensure the academic primacy of the program and to respond to growing financial and legal pressures faced by the College. The Self-Study Committee on Intercol-

1. AAUP Special Committee on Athletics. Report on the Role of Faculty in the Governance of College Athletics" (1989), in *AAUP Policy Documents and Reports*, p. 136 (1990 ed.).

2. *Ibid.*

legiate Athletics believes that this action should include the following key components: (1) redefining the nature and scope of the College's athletic experience to include greater emphasis on participation at the club, intramural, and recreational sports level and less emphasis on participation at the intercollegiate athletics level to enable the College to provide a broad-based and fiscally responsible athletic experience; (2) ensuring the academic primacy of the program by systematically incorporating the concept of the **student-athlete** into the policies and operation of the intercollegiate athletics program, especially as cost-reduction and cost-containment measures, resource allocation principles, and recruiting policies for in-state and out-of-state athletes are formulated; (3) decreasing reliance on the student fee through implementation of effective cost-containment and cost-reduction measures, adoption of a cost-effective financial assistance package for student-athletes, and increased revenue production and private fundraising; (4) strengthening the role of the faculty in athletic policymaking to ensure a proper balance between the athletic and educational experiences and to allow more effective faculty consideration of the educational implications of athletic policies; and (5) implementing a gender equity plan that reflects a strong commitment to women's athletics and that produces an experience that is equivalent in kind, quality, and support to the experience provided male students. Each of these components will require more specific courses of action that are developed in this chapter's sections on Purpose, Administrative Oversight, Financial Control, Academic Program, and Nondiscrimination Policies and Practices.

Overview of the College's Intercollegiate Athletics Program

The College of William and Mary historically has viewed intercollegiate athletics as an integral part of the educational mission of the College. The intercollegiate athletics program currently is governed by a 1978 Board of Visitors Statement of Athletic Policy and by accompanying Board of Visitors Guidelines for the Implementation and Administration of the College's Athletic Policy and Program.³ The Board's Statement of Policy asserts the need for a "strong and viable athletic program" that "provides the College with the opportunity...to enhance the image of William and Mary as an institution of regional and national standing." The program is, according to the Board's Guidelines,

intended for the benefit of the College community as a whole and should aspire to excellence. The Guidelines further explain that excellence is to be measured "not only in terms of the record of games won or lost but in terms also of the program's success in serving the athletic and recreational needs of students and the interests of the College community at large."

A fundamental part of this effort to serve the needs of the College community is the program's goal, defined in the Board's Statement of Athletic Policy, of providing William and Mary students "with the opportunity for a high quality and broad athletic recreational experience.... [E]very reasonable effort is [to be] made to offer an intercollegiate athletic program that provides for a broad range of intercollegiate teams for men and women that are competitive and strong." William and Mary has striven to meet this goal by offering its students the broadest and most diverse intercollegiate athletics program in Virginia. The College sponsors 25 intercollegiate sports, 13 for men and 12 for women (note: the recently completed College-wide Strategic Plan recommends downsizing the athletic program to 23 sports by eliminating wrestling and fencing; the Plan is now being considered by an Implementation Committee). During the 1993-1994 academic year, 623 individuals participated in intercollegiate athletics at William and Mary --the largest such contingent in the state. If participation opportunities are counted, the number rises to 693 (422 men and 271 women).

The men's intercollegiate athletics program at William and Mary has, from its inception, competed in Division I, the highest level of competition in the NCAA. The women's program was, for many years, a multi-divisional program (I and II) under the governance of the Association of Intercollegiate Athletics for Women (AIAW). In 1983, when the AIAW dissolved and the NCAA became the sole sponsor of men's and women's national championships, the women's program became part of Division I of the NCAA. Having both the men and women participate at the Division I level helps the program fulfill its mission of satisfying the athletic needs and interests of William and Mary students and alumni and assures that the College competes athletically against traditional state rivals and institutions within its academic peer group.

In order to remain a Division I member, however, the College must meet certain NCAA require-

3. Both documents are on file in the Self-Study documents collection.

ments governing the nature and scope of the program. Division I membership, for example, requires sponsorship of at least 7 sports for men and 7 for women or 6 for men and 8 for women, and dictates a minimum number of participants and contests in each sport. Additionally, members must provide a minimum amount of financial assistance to student-athletes (currently set at either \$250,000 total or 25 full grants to both the men's and the women's athletic programs, exclusive of any grants allocated in football or men's and women's basketball). These requirements, coupled with the general financial burden of maintaining a broad-based program, carry substantial financial implications for the College.

In 1986 the Athletic Department adopted a tiering plan⁴ to contain direct Department costs and define expectations and support levels for each of the College's 25 teams. In the tiering plan, the Department set up a priority system to follow in allocating resources to teams. Tier 1 sports (which include football, men's and women's basketball, men's and women's cross country, men's and women's soccer, men's track, and women's volleyball, tennis, and lacrosse) are funded, to the extent resources permit, to ensure national and regional competition. Tier 2 sports (men's and women's gymnastics, men's baseball, tennis, and wrestling, and women's track and field hockey) offer fewer grants-in-aid and compete on a regional and statewide basis through conference affiliations. With the exception of student-athletes who were awarded scholarships before scholarship funding for their sport was cut, tier 3 sports (men's fencing, men's and women's golf, and men's and women's swimming) do not provide athletic grants and depend heavily on private financial support.

The primary conference affiliation for William and Mary's athletics program is the Colonial Athletic Association (CAA). In addition to its conference tournaments in men's and women's basketball, the CAA offers championships in 8 men's Olympic sports (all sports other than football and basketball) and 8 women's Olympic sports. The other member institutions of the CAA include American University, East Carolina University, George Mason University, James Madison University, UNC-Wilmington, Old Dominion University, and the University of Richmond (Virginia Commonwealth University was invited to join as a ninth member and accepted membership in February,

1995). All of these schools are within reasonable driving distance of the College.

William and Mary's football team joined the Yankee Conference in 1991 and became eligible for championship competition in 1993. Several of the Conference's member schools are included in William and Mary's academic peer group. The member institutions of the Yankee Conference are Boston University, Maine, *New Hampshire*, Rhode Island, *Massachusetts*, *Connecticut*, Northeastern, *Villanova*, Delaware, James Madison, and Richmond ("alternate peer group" institutions as determined in the "Report of the Advisory Working Group on Undergraduate Enrollments," March, 1990, appear in *italics*).

William and Mary also belongs to the Eastern College Athletic Conference, which offers competition for championships in track, cross country, and other selected sports. In addition, William and Mary teams compete against other state Division I institutions in selected sports offered through the Virginia Intercollegiate League.

Several significant changes in intercollegiate athletics have occurred since the adoption of the 1978 Board of Visitors Statement of Athletic Policy and since the College's last Self-Study. One of those changes concerns the emergence and restructuring of women's athletic programs nationally and at William and Mary. In the early 1980's, women's athletic programs came under the jurisdiction of the NCAA. On July 1, 1986, the College merged the men's and women's programs. The budget of the women's program at William and Mary has grown considerably since 1978. In 1977-1978, the women's program received \$169,811. In 1984, before the merger occurred, the women's budget (including administrative costs) had grown to approximately \$800,000. During 1993-1994, the women's program had 271 out of 693 participants in intercollegiate athletics (39%) and received approximately \$737,200 out of \$2,114,505 in grants-in-aid (35%), and \$319,457 out of \$1,278,945 for operating expenses (25%).

A second change concerns the emergence of more demanding but vague legal standards governing the gender equity obligations of educational institutions. One of the biggest challenges facing intercollegiate athletics programs nationwide is compliance with Title IX's mandate for the

4. Further information on the tiering plan is on file in the Self-Study documents collection.

provision of "equal athletic opportunity for members of both sexes."⁵ Evolving legal standards in the area of gender equity have necessitated changes and adjustments in intercollegiate athletics programs nationwide. One key benchmark for determining compliance with Title IX is whether opportunities for participation in intercollegiate athletics are provided to male and female students in numbers substantially proportionate to their respective enrollments. Equivalence in the awarding of athletic scholarships and in the provision of other athletic benefits and opportunities (e.g., travel accommodations) is generally required. The William and Mary athletic program has a strong tradition of leadership in women's athletics and has taken steps to address gender equity concerns. William and Mary's ratios for participation, grants-in-aid, and operating budgets, however, are considerably below the percentage of females in its undergraduate student population (55%).

The College recently adopted and is in the process of implementing a plan for achieving Title IX compliance. The College's efforts to develop a gender equity plan have raised difficult philosophical and financial issues. Unless the College's intercollegiate athletics program is significantly changed, compliance with Title IX will require a substantial increase in the Athletic Department's budget. The resources from which these additional funds can be drawn, however, are limited. The student intercollegiate athletics fee, which currently provides approximately 56% of the program's funding, is, at \$625 per student, already the third highest athletic fee in the state. Legitimate concerns, therefore, can be raised about the extent to which increases in the athletic budget can and should be absorbed by the student fee. At the same time, there appears to be considerable sentiment for the broad-based program and for maintaining the number of participation opportunities for male athletes at or near its current level. No matter how these philosophical and financial issues are resolved, it seems clear that Title IX compliance will require a reallocation of resources within the College and a heightened emphasis on cost containment.

5. 34 C.F.R. sec. 106.41(c) (1993). Title IX of the Education Amendments of 1972 states that "[n]o person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving Federal Financial assistance." 20 U.S.C. sec. 1681(a) (1988). More detailed regulations require a "recipient which operates or sponsors interscholastic, intercollegiate, club, or intramural athletics" to provide equal opportunity. 34 C.F.R. sec. 106.41(c) (1993).

6. *Policy and Procedures Manual*, p. 100-1 (Oct. 8, 1993).

ANALYSIS

Purpose

Written Statement of Goals and Objectives

The College's intercollegiate athletics program operates in strict adherence to written goals and objectives developed by the administration, in consultation with the athletic director, as required by SACS. Similarities between the 1978 Board of Visitors documents governing athletic policy and the Athletic Department's *Policy and Procedures Manual* provide evidence of this close relationship. The Board's documents stress the importance of providing William and Mary students with a "high quality and broad" athletic experience --one that is "competitive and strong" in the athletic and academic sense and that offers "a broad range of intercollegiate teams for men and women." The documents also define the aim of the program as "excellence" not only "in terms of the record of games won or lost," but also in terms of "the program's success in serving the athletic and recreational needs of students and the interests of the College community at large." The *Policy and Procedures Manual* similarly stresses the broad-based and competitive nature of the program and recognizes athletics as an "integral part of the educational experience at William and Mary."⁶ Objectives identified in the *Manual* include the development of physical skills, self-discipline, and a sense of sportsmanship, as well as exposure to positive leadership, the pressures of keen competition, and goal-sharing.

Evidence of strict adherence to the College's written goals and objectives can also be found in the actual operation of the College's intercollegiate athletics program, in the excellent athletic and academic performances of student-athletes, and in the overall satisfaction of student-athletes with their intercollegiate athletic experience. As noted earlier, the program is the most broad-based program in the state. Additionally, Division I membership ensures a keen level of competition which student-athletes have found to be highly rewarding both in the personal and athletic sense.⁷ During

the evaluation stage of the Self-Study, the Committee on Intercollegiate Athletics heard from many student-athletes who attested to the positive and rewarding aspects of the College's intercollegiate athletics program. Further evidence of the overall success of the program nationally can be found in William and Mary's 56th place ranking (out of 301 Division I schools) in the Sears Directors' Cup competition for 1993-1994.⁸ Finally, judicious use of admissions slots, careful monitoring of admissions guidelines, universal application of rigorous academic requirements to all admitted students, and the conscientious hiring of coaches committed to William and Mary's educational mission all have ensured a high caliber academic experience for student-athletes.⁹ Few Division I institutions can match the athletic and academic successes of William and Mary's student-athletes. Not only do their academic performances and graduation rates parallel those of the general student population; their graduation rates place the College in the top echelon of Division I schools as well. The latest NCAA study of six-year graduation rates reveals an 87% rate for the class of student-athletes entering the College in 1987-1988, which puts William and Mary in the top 3% of the 301 NCAA Division I schools.¹⁰

One area of concern relates to the College's commitment to a quality Division I experience for all Tier 1 sports, especially as reflected in the allocation of resources among those sports. At William and Mary, Tier 1 sports can receive between 50% to 100% of the maximum scholarship funding allowed in those sports under NCAA rules. At the present time, three Tier 1 sports are allotted at least 95% of the grants-in-aid permitted under NCAA rules: football, men's basketball, and women's tennis. With the exception of women's cross country (which is treated somewhat differently by being grouped with a Tier 2 sport, women's track, for purposes of scholarship funding), all of the other Tier 1 sports receive about 66% to 72% of the grants-in-aid allowed by the NCAA. The Committee recommends that the commitment of the Athletic Department to a Division I program be

applied more equitably to all Tier 1 sports. The Committee recognizes that a more equitable distribution may necessitate some reallocation of funding among the different sports, but believes that ethical, philosophical, and legal considerations support a more equitable approach.

A second area of concern relates to the somewhat outdated nature of the College's written goals and objectives for its intercollegiate athletics program. As explained in the overview of the College's program, several significant changes in intercollegiate athletics have occurred since the Board of Visitors adopted the Statement of Athletic Policy and the accompanying Guidelines in 1978. The Committee recommends that the College reexamine and revise its official athletics policies and guidelines to reflect more accurately the current facts and circumstances surrounding intercollegiate athletics.

Underlying Philosophy of Intercollegiate Athletics Policies

The goals and objectives governing the intercollegiate athletics program at William and Mary are in harmony with and supportive of its institutional purpose. The Mission Statement developed during this Self-Study reflects certain core values that are also recognized in policy documents governing intercollegiate athletics. That Mission Statement describes William and Mary as a public university with a "tradition of excellence," a "distinctive history," and a "learning environment that fosters close interaction among students and teachers." The Statement also stresses the importance of teaching, research, and public service to the educational mission of William and Mary and recognizes the College's "special responsibility to the citizens of Virginia through public and community service...as well as to national and international communities." Specific goals identified in the Mission Statement include: attracting "outstanding students from diverse backgrounds;" developing a diverse faculty recognized for excellence in teaching and research; providing challenging educational programs that encourage creativity, independent

7. A list of recent honors and achievements is included in the Self-Study documents collection.

8. The Sears Director's Cup is the first ever cross sectional all-sports national recognition award for combined men's and women's teams in Division I. Working in conjunction with the National Association of Collegiate Directors of Athletics, Sears awards the Cup to the "all-sports" champion in Division I.

9. For further discussion of the academic aspects of the program, see the section on the "Academic Program."

10. For more detail, see the section on the "Academic Program."

thought, and intellectual development and that prepare students for leadership roles; instilling "an appreciation for the human condition, a concern for the public well-being, and a life-long commitment to learning;" and using the talents of faculty and students to "further human knowledge and understanding" and to address pressing social problems.

Policies and philosophies of the College's intercollegiate athletics program generally are in harmony with the institutional values and goals expressed in this Mission Statement. The College historically has viewed intercollegiate athletics as an integral part of the educational mission of William and Mary. College administrators and athletic directors have, over the years, remained committed to the full integration of the student-athlete into the student population, both in the academic and the social sense. Evidence of effective integration can be found in the data on academic performances and graduation rates for student-athletes, which parallel those of the general student population, and in student survey results, which indicate that 76.6% of students responding believe that student-athletes are either fairly well (48%) or very well (28.6%) integrated into the academic and social life of the College.¹¹ The Self-Study Committee on Intercollegiate Athletics strongly supports all College policies that promote the full integration of the student-athlete into the general student population. The Committee urges the College to continue to recruit academically suitable student-athletes and to place their educational development above their role in intercollegiate athletics. The educational integrity of the program must be above reproach.

The written policies and goals governing intercollegiate athletics at William and Mary are consistent with the institutional purpose in large part because they refer to the academic success, physical and emotional well-being, and social development of student-athletes. The 1978 Board of Visitors Statement of Athletic Policy, for example, states that admitted athletes must be "judged capable of solid academic achievement" and describes William and Mary as "an institution which is dedicated to providing a high quality liberal education that is broad and thorough," that "emphasizes the development of the student as a whole individual," and that "strives to develop in-

dependent, responsive, and responsible individuals who will make significant leadership contributions" to the state and the nation. The 1978 Statement also finds that a "strong and viable athletic program," administered with "skill and wisdom, is compatible" with the educational objectives of William and Mary and should, in fact, "enhance the image" of the College as an "institution of regional and national standing."

The *Policy and Procedures Manual* of William and Mary's Athletic Department also defines the philosophy and objectives of the program in a manner that is consistent with the College's institutional purpose and with the academic, physical, emotional, and social development of student-athletes. The *Manual* defines the program's purpose as providing "a broad-based program of competitive athletics, stressing the fundamental principles of fair-play and amateur athletic competition to meet the needs of the men and women enrolled at the College." Emphasis is to be placed on "the development of each student's physical skills and sense of sportsmanship to complement the liberal education." As the *Manual* explains, the "lessons involved in athletics --self-discipline, learning to deal with the pressure of keen competition, goal-sharing and physical development-- have important carry-over values beyond the classroom experience." Success, while important, is not to be achieved "at the expense of the student's well-being or academic achievement, the coach's character or the College's integrity."¹²

Apart from the strong academic performance of William and Mary's student-athletes, perhaps the most distinguishing characteristic of the College's athletics program is its size and scope. With 25 intercollegiate sports (the recently completed College Strategic Plan recommends downsizing to 23 sports, and an Implementation Committee has just begun to meet) and over 600 student-athletes, William and Mary offers the largest and most diverse intercollegiate athletics program in the state of Virginia. The broad-based nature of the program is considered by many students and faculty to be one of its greatest strengths. There appears to be considerable sentiment within the College community for the broad-based program and for maintaining the number of intercollegiate sports and participation opportunities at or near the current levels. At the same time, there also appears

11. For further survey results, see Tables 1 and 2 on pages 113 and 114.

12. *Policy and Procedures Manual*, p. 100-1 (Oct. 8, 1993).

to be considerable support for maintaining a program that can compete successfully at the Division I level. Successful on-the-field performance in Division I has long been viewed as an integral part of the program's mission to serve the interests of William and Mary students and alumni.

In addition to the desire for a broad-based program that can operate successfully at the Division I level, concern has been expressed, particularly by faculty, about the portion and amount of the student fee that is allocated to the intercollegiate athletics program (currently \$625 out of a \$1,684 fee). The student athletic fee is already the third highest in the state and could possibly rank in the top 10% in the country among institutions which identify athletic fees as a separate item. In the wake of dramatic increases in tuition and fees over the past few years, many fear that William and Mary may eventually price itself out of the market for many outstanding students. At a time when the needs of some of the College's academic programs are not being fully met because of fiscal constraints, many faculty believe that the student athletic fee should be capped or reduced.

The issues relating to the funding of the intercollegiate athletics program are further complicated by the College's legal obligations under Title IX. Achieving gender equity will, in all likelihood, increase the cost of the athletics program and the dependency on the student athletic fee unless the Athletic Department reorders its fiscal priorities.

The Self-Study Committee finds that some of the philosophies and demands underlying the intercollegiate athletics program are in conflict with one another. Given the fiscal constraints now facing the program and the College, the Committee believes that the desire to maintain a competitive Division I program is, to some extent, inconsistent with the concept of a broad-based program. William and Mary has long offered a broader range of intercollegiate athletics opportunities than most comparable Division I institutions, and it has done so within the constraints of a comparatively smaller athletics budget. In light of the College's fiscal situation and the program's Title IX obligations, however, it seems unlikely that the broad-based program can be maintained at its current size and Division I scope. Before William and Mary plans for the future of its athletics program, the conflicts in its athletics philosophy need to be resolved.

The Self-Study Committee generally supports William and Mary's commitment to a broad-based athletic program and, in an ideal world, would

prefer current participation levels to be maintained or increased in future years. The Committee acknowledges, however, that current fiscal realities facing the College make it impossible for William and Mary to maintain the present number of intercollegiate programs and participation opportunities and still compete successfully at the Division I level. In order to continue to provide a broad range of participation opportunities for its students, William and Mary will have to place more emphasis on participation at the club, intramural, and recreational sport levels and less emphasis on participation at the intercollegiate level. The Committee recommends, then, that the College define a broad-based program in terms of the total athletic experience at the College, whether it is at the intercollegiate, intramural, recreational, or club sport level. The Committee thus would support some degree of downsizing from the intercollegiate to the club, intramural, or recreational sport level in order that the College's goal of providing a broad-based athletic experience to its students may continue to be accomplished.

The Committee recognizes that any downsizing of the intercollegiate athletics program will, in all likelihood, include a reduction in the current number of intercollegiate sports offered at the College. Any decisions on downsizing will undoubtedly be difficult to make. The Committee strongly urges the College to focus on the student-athlete as a guiding principle, giving some priority to those teams with a recent record of outstanding academic achievement by their student-athletes and strong academic leadership from their coaches when decisions to cut teams or reallocate resources are made. If the athletics program is to be viewed as an integral part of William and Mary's educational mission, then those teams that best represent the scholar-athlete ideal must be given some priority over teams with less impressive academic performances.

One of the underlying issues in the debate about the program's size and scope is the student athletic fee. State law prohibits the use of state funds to support the intercollegiate athletics program. Revenues derived from private gifts and endowments, ticket sales and game guarantees, and Division I revenue-sharing cover less than half of the program's expenses. As a result, the program depends heavily on the student fee as a source of funding (about 56% of the program's budget in FY 1993-1994 was generated by the student athletic fee). The Committee believes that the program's current dependence on the student athletic fee is too great and that, in the long run,

the fee should be capped and gradually reduced. The Committee acknowledges, however, that in light of the College's Title IX obligations and in light of rising costs generally, reducing the student fee may not be possible at this time.

The Committee further believes that greater flexibility in the allocation and use of the student fee can and should be developed. The Committee envisions a system in which students would be allowed to decide how a relatively small portion of their fee is spent within the athletics program. Under this system, a student could, for example, allot a portion of his or her athletic fee to, say, club sports. To the extent allowed by state law, greater flexibility could also include reallocating some portion of the fee to pressing academic needs. Any such change in the student fee would, of course, need to be implemented on a long-term and incremental basis to minimize the financial repercussions of the change.

Finally, the Self-Study Committee is committed to the principle of equity. The Committee's definition of equity envisions not only the provision of equitable participation opportunities for male and female student-athletes, but also the active recruitment and hiring of women and minorities for employment in key decisionmaking positions in the athletic administration and on the coaching staffs of William and Mary teams. Additionally, in the gender equity context, the Committee contemplates that compliance with Title IX mandates will be interpreted not only on the basis of the number of women participating on athletic teams, but also in terms of the quality of their athletic experience. Equality should be reflected in the quality of coaching, the accessibility to athletic support services, and, above all, the opportunity to compete in intersarsity events. The Committee does not support increases in the squad sizes of women's teams without regard for the quality of their experience when the only purpose for such increases is to narrow the gap between the participation rates of men and women. Adding women to teams without regard for their opportunity to actually contribute and compete appears, at least on the surface, to be more an attempt to manipulate the numbers than a genuine attempt to achieve gender equity. The College should, both in policy

and practice, fully embrace the commitment to gender equity in intercollegiate athletics.

Regular Evaluation of the Intercollegiate Athletics Program

The College's intercollegiate athletics program is evaluated regularly and systematically to ensure that it is an integral part of the education of athletes in keeping with the educational purpose of the institution and with conference guidelines. Every five years, William and Mary completes a comprehensive athletics certification process mandated by the NCAA. As part of this newly developed certification process, the College conducts an NCAA-prescribed self-study of the intercollegiate athletics program.¹³ The self-study must be verified and evaluated by an external peer review team. The first such peer review will occur in 1995, following the completion of the NCAA-prescribed self-study that is now in progress. A preliminary study occurred in 1991 when William and Mary participated in a pilot program conducted by the NCAA. In addition to the five-year certification requirement, the College's chief executive officer makes an annual institutional eligibility certification attesting that a number of conditions specified in the NCAA manual have been satisfied.¹⁴

The intercollegiate athletics program at William and Mary is evaluated in several other ways. In accordance with NCAA Financial Audit Guidelines, the state auditor's office performs an annual audit of the Athletic Department Business Office, while the firm Coopers and Lybrand conducts the annual audit of the William and Mary Athletic Educational Foundation. Individual teams and Athletic Department operations are also reviewed every two years by the Colonial Athletic Association's (CAA's) compliance officer and are subject to spot checks every Fall to ensure adequate monitoring and compliance procedures. Summary reports of various aspects of William and Mary's intercollegiate athletics program are also presented on a regular basis to the Board of Visitors, the President, and to the Faculty Athletic Policy Advisory Committee.

As part of the Self-Study survey, faculty and students were asked questions about the intercollegiate athletics program. Some of the results are summarized in Tables 1 and 2.¹⁵ Attitudes about

13. See NCAA Rule 6.3.1.1.

14. See NCAA Rules 30.3 to 30.3.6.

15. Not all of the survey questions and responses relating to intercollegiate athletics have been reported in Tables

Table 1: Faculty Survey¹⁶

Questions	Responses				
	Very Positive	Moderately Positive	Moderately Negative	Very Negative	No Opinion
1. How compatible is W&M's intercollegiate athletics program with the College's academic mission?	21.1%	34.0%	24.2%	NA	20.6%
2. How satisfied are you with the current level and scope of W&M's intercollegiate athletics program?	15.8%	32.1%	19.0%	9.8%	23.4%
3. Should student-athletes be given special consideration in admissions, provided they are judged capable of solid academic achievement?	8.4%	40.0%	45.8%	NA	5.8%
4. How well integrated into the mainstream of student life, both academically and socially, are student-athletes at W&M?	14.9%	32.0%	12.2%	NA	40.9%
5. How would you rate the academic performance of student-athletes at W&M?	25.7%	37.7%	7.1%	NA	29.5%
6. How appropriate are the College's methods of funding its intercollegiate athletics program?	9.7%	24.3%	40.5%	NA	25.4%
7. How appropriate is the level of funding for intercollegiate athletics?	9.5%	29.6%	29.1%	NA	31.8%
8. Is the student athletic fee an appropriate way for the College to support the financing of its athletics program?	11.7% (yes)	36.1% (yes, but amount isn't)	NA	32.2% (no)	20.0%
9. How adequately does the College monitor the financing of athletics at W&M?	9.3%	15.7%	16.9%	NA	58.1%

1 and 2. Additionally, the survey responses have been put into the general categories appearing at the top of each table for the convenience of the reader, with minor deviations indicated when appropriate. Only valid percentages have been reported in the tables. Copies of the questionnaires and complete data on responses are on file with the Self-Study documents collection.

16. See *supra* note 15.

Table 2: Student Survey¹⁷

Questions	Responses				
	Very Positive	Moderately Positive	Moderately Negative	Very Negative	No Opinion
1. Did the level and scope of intercollegiate athletics at W&M influence your decision to attend?	NA	21.8% (positively)	4.2% (negatively)	73.9% (no influence)	NA
2. If W&M did not have a Division I program, would that fact have influenced your decision to attend?	11.8% (yes)	NA	NA	63.0% (no)	25.2%
3. How satisfied are you with the level and scope of intercollegiate athletics at W&M?	11.3%	37.4%	12.2%	4.3%	24.3% (10.4% ambivalent)
4. Would you like to see the fee structure reflect more emphasis on recreational, club, and intramural sports and less on intercollegiate athletics?	43.0% (yes)	NA	NA	24.3% (no)	32.7%
5. If you are participating in intercollegiate athletics, how satisfied are you with your overall experience?	46.7%	33.3%	13.3%	6.7%	NA
6. If you are a participant in intercollegiate athletics, does your program provide sufficient academic support for you?	60.0% (yes)	NA	NA	6.7% (no)	33.3%
7. How well integrated into the mainstream of student life, both academically and socially, are student-athletes at W&M?	28.6%	48.0%	11.2% (not very well)	NA	12.2%

17. See supra note 15.

the intercollegiate athletics program are generally favorable; 55.1% of faculty respondents found the program to be compatible with William and Mary's academic mission, while 47.9% of faculty respondents and 48.7% of student respondents were satisfied with the level and scope of the program. Although most of the responses do not suggest the need for a significant change in the program, the student response to the question about restructuring the student fee to place more emphasis on recreational, club, and intramural sports and less on intercollegiate athletics was interesting: 43% supported such restructuring, while 24.3% did not and 32.7% had no opinion. Both the faculty and student survey results were noteworthy for the large percentage of respondents who had "no opinion" about certain aspects of intercollegiate athletics at William and Mary. While it is difficult to tell precisely why these respondents had "no opinion," many of the responses are probably due to insufficient knowledge about intercollegiate athletics. To the extent that lack of information is the reason for the "no opinion" response, improved communication between the Athletic Department and the College community should help.

Administrative Oversight

Administrative and Institutional Control

The College maintains full administrative and institutional control of the intercollegiate athletics program, as required by SACS. Moreover, the College provides guidance to the program through participation of faculty and students and oversight by the Board of Visitors. Evidence of the College's control, guidance, and oversight includes: (1) the organizational structure of the Athletic Department, which ensures departmental, administrative, and institutional control; (2) the role and functioning of the Faculty Athletic Policy Advisory Committee and the Athletes' Advisory Council, both of which provide the framework for faculty and student participation; and (3) provisions in the *Policy and Procedures Manual* defining the program's organization and setting forth specific procedures and guidelines to be followed in a number of different areas relating to the operation of the intercollegiate athletics program.

1. Organizational Structure. The organizational structure of the program ensures that the Athletic Director is fully responsible for the operation of the program¹⁸ and that the Director reports

directly to the President. Additionally, the Athletic Director reports regularly to the Board of Visitors on various aspects of the program. The Board's Subcommittee on Athletic Policy plays an active role in monitoring the operation of the program and in overseeing the formulation of athletic policy.

Although the Self-Study Committee on Intercollegiate Athletics finds the organizational structure to be more than adequate to ensure administrative and institutional control of the program, the Committee believes that the senior female administrator (who is the Associate Athletic Director and who is also in charge of Olympic sports) needs to play a more prominent role in the College's decisionmaking process. More specifically, the Committee recommends that the senior female administrator be more visibly involved in all College decisions affecting the women's program and that this involvement include attendance at the majority of meetings between the Athletic Director and the President, as well as continued attendance at meetings with the Board of Visitors. The Committee further recommends that the senior female administrator always be one of the top-ranking administrators in the Athletic Department. William and Mary has a strong tradition of leadership in women's athletics and needs to recognize more formally the importance of continuing that tradition.

2. The Faculty Athletic Policy Advisory Committee and the Athletes' Advisory Council.

The Faculty Athletic Policy Advisory Committee, a university-wide committee of the Faculty Assembly, advises the President, the Athletic Department administration, and the Faculty Assembly on matters pertaining to intercollegiate athletics at the College. The Committee consists of four faculty representatives from Arts and Sciences and a faculty representative from the School of Business, from the School of Education, and from the School of Law, as well as student representatives and Athletic Department administrators. The Committee's chairman, who is appointed by the President from the Committee's faculty representatives, is also the College's NCAA Faculty Athletics Representative. In a report to the Faculty of Arts and Sciences, the current chairman of the Committee described it as "an oversight committee that seeks to insure the continued integrity of athletics at the College and the compatibility of athletics with the College's academic mission."

18. An organizational chart of the Athletic Department is on file with the Self-Study documents collection.

Faculty and student participation in intercollegiate athletics policymaking needs to become more effective. Although key athletic policy issues affecting the College are usually brought to the attention of the Faculty Athletic Policy Advisory Committee, the Committee primarily plays a reactive, as opposed to advisory, role. The College needs to seek the advice of the Committee on a more consistent basis before key policy decisions are made. Although the Self-Study Committee on Intercollegiate Athletics recognizes that the advice of the Faculty Athletic Policy Advisory Committee will not always influence decisions made by the Athletic Department and the College, the Self-Study Committee believes that the intercollegiate athletics program would, in the long run, benefit from more effective and systematic use of the Faculty Athletic Policy Advisory Committee. As a 1989 AAUP report explains, athletic policy issues that do not involve the athlete's educational experience may nevertheless have "important educational implications and thus are legitimately of concern to the faculty."¹⁹ Accordingly, the Self-Study Committee recommends that the College provide for more meaningful faculty participation in athletic policymaking and that this participation include consultation of the Faculty Athletic Policy Advisory Committee before, during, and after all major athletic policy decisions are made. Appointments made to the Faculty Athletic Policy Advisory Committee also need to reflect a good plan for continuity.

In addition to the Faculty Athletic Policy Advisory Committee, an Athletes' Advisory Committee was formed, according to the *Policy and Procedures Manual*, "to provide a communications link between the athletes and the athletic administration" and "to assist the athletic department in reviewing and developing all policies affecting student athletes."²⁰ The Council is advised and directed by the Associate Athletic Director and includes one representative from each sport, one student trainer, and one cheerleader. The Self-Study Com-

mittee commends the formation of the Athletes' Advisory Council, which ensures that the interests of student-athletes are considered in the formulation and implementation of athletic policy.

3. Provisions in the Policy and Procedures Manual. The Athletic Department's *Policy and Procedures Manual* provides ample evidence of effective administrative and institutional control of intercollegiate athletics. Besides setting forth the roles of the Board of Visitors Subcommittee on Athletic Policy, the Faculty Athletic Policy Advisory Committee, and the Athletes' Advisory Council, the *Manual* also explicitly states the key responsibilities of all Athletic Department administrative personnel.²¹ In addition, the *Manual* sets forth specific procedures and guidelines to be followed in the operation of the athletics program. Among other topics, the procedures and guidelines provisions define the duties of coaches and certain other Athletic Department personnel. For example, in the area of student-athlete admissions, the *Manual* states that coaches are "expected to work through the Asst AD-Education/Support, who is the departmental liaison with the Admission Office."²² The document later describes some of the admissions related duties of the coaches and the Assistant AD-Education/Support (e.g., the Assistant AD's duty is to provide a weekly printout of each prospect's current status in the admissions process, and the coaches' responsibility is to keep their lists of prospects updated).²³

In addition, the *Manual* mentions the role of such administrative units as the Office of the Registrar, the Office of Admission, and the Office of Student Financial Aid in the operation of the intercollegiate athletics program. The section on Student-Athlete Eligibility, for instance, sets forth the NCAA requirement that an athlete's eligibility must be certified by the Office of the Registrar in order for the athlete to practice or compete.²⁴ Some other examples include descriptions of the roles of the Dean of Admissions and the Faculty Admis-

19. AAUP Special Committee on Athletics, "Report on the Role of Faculty in the Governance of College Athletics" (1989), in *AAUP Policy Documents and Reports*, p. 138 (1990 ed.).

20. *Policy and Procedures Manual*, p. 100-1 (Oct. 8, 1993).

21. *Ibid.* pp. 100-5 to 100-9.

22. *Ibid.* p. 400-1.

23. *Ibid.* p. 400-3. Similar information is provided in the Athletic Department's *Compliance Handbook*.

24. *Ibid.* p. 400-1.

sions Committee in the admission process.²⁵ Similar information is also provided in the Athletic Department's *Student Athlete Handbook*.

Chief Executive Officer Responsibility

Ultimate responsibility for administrative and institutional control of intercollegiate athletics at William and Mary rests with the President. The Bylaws of the Board of Visitors delegate to the President "operating responsibility and accountability for the administrative, fiscal and program performance of the College." In addition, under the College's organizational structure, the Athletic Director reports directly to the President, and the Athletic Director is included in the College's top administrative group, attending bimonthly meetings of the President's Office and participating in key university-wide planning groups (such as Strategic Planning and the University Policy Advisory Committee). Further evidence of the President's ultimate responsibility for intercollegiate athletics can be found in the President's consultations with the Chairman of the Faculty Athletic Policy Advisory Committee and the President's role in the formulation of conference-wide athletic policy. Recently the President's leadership was instrumental in securing an agreement among the presidents of the Colonial Athletic Association member institutions to prohibit conference members from admitting student-athletes who fail to meet NCAA freshman eligibility requirements.²⁶

While the President's assumption of ultimate responsibility for intercollegiate athletics is clear, the College does not appear to have a provision in an institutional or athletic policy document that explicitly describes the President's responsibilities for athletics. Such an explicit statement would serve an important symbolic function, reminding the College community of the importance of administrative and institutional control of intercollegiate athletics. The Self-Study Committee on Intercollegiate Athletics thus recommends that the College develop such a statement.

The Self-Study Committee also suggests that the President meet regularly with the entire Faculty Athletic Policy Advisory Committee, and not just with the chairperson. These meetings would ex-

pose the President to more diverse faculty and student opinions and thus would serve as a source of informed criticism and advice in intercollegiate athletic matters. The meetings also would help to ensure that the Faculty Athletic Policy Advisory Committee has adequate opportunity to consider the educational implications of athletic policy.

Explicitness of Roles and Responsibilities

Responsibilities for the conduct of William and Mary's intercollegiate athletics program and for its oversight are explicitly defined and clearly understood by those involved. As explained earlier, the Athletic Department's *Policy and Procedures Manual* defines the roles and responsibilities of the Department's administrators. In addition, the *Manual* sets forth explicit procedures and guidelines describing the responsibilities of coaches, Athletic Department administrative personnel, and appropriate College administrative units and personnel in all key areas of the program's operation. The *Manual* serves as an internal reference guide for all Athletic Department personnel. Interviews with key College and Athletic Department administrators suggest that they not only understand their roles and responsibilities for intercollegiate athletics --they also have developed good working relationships with one another.

Roles and responsibilities of Department personnel are further defined by the Department's *Compliance Handbook*. The *Handbook* describes the policies and procedures that Department personnel must follow to ensure compliance with NCAA mandates. In addition to outlining the administrative structure and staff education aspects of the Department's compliance efforts, the *Compliance Handbook* describes the appropriate procedures and NCAA-mandated paperwork to be used in the areas of recruiting, eligibility, financial aid, and playing and practice seasons.

In addition to the *Manual* and the *Compliance Handbook*, the *Student Athlete Handbook* defines key aspects of the program for the student-athlete and sets forth the roles and responsibilities of the student-athlete. In addition to addressing such topics as the class attendance policy and academic regulations, the *Handbook* describes the policy for

25. *Ibid.* pp. 400-1 to 400-3.

26. Implementation of this agreement is being delayed until the NCAA considers changes in the definitions of terms used in the eligibility requirements.

Athletic Department financial aid, the Student Athletes' Policy Advisory Council, the Substance Abuse Policy, and various support services.

Because of its ties to faculty, students, the College President, and the Athletic Director, the Faculty Athletic Policy Advisory Committee should serve as an effective vehicle for reviewing institutional control of William and Mary's intercollegiate athletics program. The Self-Study Committee thus recommends that the Faculty Athletic Policy Advisory Committee review appropriate documents at least annually to ensure that the College continues to provide an adequate framework for institutional control of the program.

Financial Control

Administrative and Institutional Control of Fiscal Matters

All fiscal matters pertaining to the intercollegiate athletics program at William and Mary are controlled by the College administration, with ultimate responsibility resting with the President. All fiscal transactions relating to the Athletic Department are approved by the Athletic Director (or a designee), who is appointed by and reports directly to the President. The Athletic Department's *Policy and Procedures Manual* states that "WMAA employees do not have the authority to commit College funds for any expenditure without prior approval of the WMAA Business Office" and that "[a]ll financial transactions are handled through the WMAA Business Office."²⁷ When doubt exists about the proper course of action, the *Manual* directs employees to consult the Assistant AD-Business,²⁸ who is responsible for the WMAA Business Office and who reports to the Athletic Director. Furthermore, key budget allocations relating to intercollegiate athletics must be approved by the President or a designated representative. All of these administrative and institutional oversight mechanisms are strengthened by frequent communication between the Athletic Director and the President and by regular reporting to the Board of Visitors.

Administrative and Institutional Control of External Units Related to Intercollegiate Athletics

The Athletic Educational Foundation (AEF) is the only unit external to the College that raises or expends funds for athletic purposes. A private foundation, the AEF is approved and carefully controlled by the administration and must regularly submit to independent audits. Although the AEF has an external board, its executive director is the Assistant AD-Development and other Athletic Department personnel are heavily involved in the AEF's activities. The Assistant AD-Development reports to the Athletic Director to ensure tight control of AEF activities. The bylaws of the AEF, which were approved by the voting members of the AEF, state that the primary purpose of the AEF is to raise funds to defray the costs of grants-in-aid for student-athletes.

The AEF solicits restricted funds, which are designated for a specific sport, and unrestricted funds, which are primarily used for football and men's basketball, with a small portion (about 7.5%) going to women's athletics. Restricted funds raised by the AEF are placed in individual accounts for the benefit of the designated sport. These funds are built into the budgets for selected Olympic sports. At the end of the fiscal year, the funds are drawn against the particular team's AEF account to the extent of actual expenditures. Additionally, at the beginning of each year, the AEF commits to raising a certain amount of unrestricted funds. That amount is included in the budget for that fiscal year and is spent during the course of the year. At the end of the fiscal year, unrestricted AEF funds are turned over to the College to the extent that unrestricted AEF funds were included in the budget for the fiscal year. Any unrestricted funds that the AEF raised in excess of the amount budgeted for the fiscal year remain in the AEF account. If, at the end of the year, the AEF has not raised the amount committed for that year, an elaborate system is followed to make up the shortfall. That system first involves assessing each

27. *Policy and Procedures Manual*, p. 600-1 (Oct. 8, 1993). When teams need to purchase essential equipment not included in the budget or items related to fundraising, they sometimes draw money directly from their separate Athletic Educational Foundation (AEF) account without going through the WMAA Business Office. All such transactions, however, must be approved by the Associate Athletic Director (if Olympic sports are involved) or the Athletic Director or a designee (if revenue sports are involved). The administrator signs the request and then sends it, along with a receipt, to the AEF. The AEF then pays the bill, drawing money from the specific sport's account.

28. *Ibid.*

of the Olympic sports up to 10% of the amount raised by the AEF for that sport and, if the assessments fail to make up the difference, borrowing until the AEF can pay the debt.

Both restricted and unrestricted funds are administered and audited in accordance with standard College policies and procedures. The separate accounts, income, and expense funds of the AEF are audited annually by an independent accounting firm (Coopers and Lybrand). Because an auditor acting under the direction of the state auditor's office conducts an annual audit of the Athletic Department and is thoroughly informed about its financial operations, the Self-Study Committee on Intercollegiate Athletics recommends that the College consider, for the sake of continuity and fiscal prudence, having the same auditor conduct the annual audit of the AEF.

Further evidence of institutional control of the AEF can be found in the 1978 Guidelines to the Board of Visitors Statement of Athletic Policy. Those Guidelines provide that AEF fundraising is to be "conducted in a manner which is consistent with and planned in conjunction with the College's overall development effort."

Administration of Scholarships, Grants-in-Aid, Loans, and Student Employment

The administration of athletic scholarships, grants-in-aid, loans, and student employment are included in the College's regular planning, budgeting, accounting, and auditing procedures. All scholarships related to intercollegiate athletics are a line item in the Athletic Department budget and are broken down by sport in accordance with NCAA policies and regulations. Individual student-athlete financial aid award letters are approved and signed by the Athletic Director and by the Director of the Financial Aid Office. More specifically, after the NCAA National Letter of Intent, William and Mary Financial Aid Agreement, and other relevant forms have been completed by Department staff, they are submitted for approval to either the Associate AD (if Olympic sports are involved) or the Athletic Director (if revenue sports are involved), with the Athletic Director ultimately signing all financial aid agreements and letters of renewal.

When the forms have been signed and returned by the athlete, the signed Letter of Intent is filed in the Athletic Director's office and the Financial Aid agreement is filed in the business office.²⁹

Additionally, the NCAA requires the Department to submit squad lists outlining, by team, all countable and noncountable financial aid. The Colonial Athletic Association compliance officer also has a copy of the squad lists on file. As part of the compilation of the squad lists, projected team rosters are forwarded to the Financial Aid Office, which then completes and returns to the Department a report of all aid received by each individual athlete.³⁰

Institutional Oversight of Athletics Income and Expenditures

At William and Mary, all intercollegiate athletics income and expenditures have appropriate oversight by an office of the institution that is independent of the athletics program. The Financial Policy and Procedures Section of the Department's *Policy and Procedures Manual* describes the budget planning process for the Athletic Department.³¹ In January of each year, the College's Office of Budget and Planning issues general guidelines for the new fiscal year budget and the Assistant AD-Business prepares an initial budget in accordance with those guidelines. Athletic Department administrators then develop line-item budgets for their respective accounts. The Assistant AD-Business works with the coaches to prepare their preliminary budgets. Each sport's budget is submitted on a budget summary form and reviewed first by the Associate AD and ultimately by the Athletic Director. In April, the entire Athletic Department budget is submitted to the Board of Visitors for approval. The coaches are presented with approved budget figures for the next school year in May, and the approved budget becomes the operating plan for the new fiscal year in July. Throughout this whole process, the Athletic Director meets regularly with the President.

The Athletic Department budget thus is developed with substantial input and oversight from the Office of Budget and Planning and from the President. Furthermore, the Athletic Depart-

29. For a description of the policies and procedures governing the approval and issuance of Financial Aid Contracts and Letters of Intent, see *Policy and Procedures Manual*, p. 400-5 (Oct. 8, 1993).

30. See *ibid.* pp. 400-8 to 400-9.

31. *Ibid.* p. 600-1.

ment operates under the same financial policies and procedures as other areas of the College. Institutional offices or units external to the Athletic Department that play a role in the fiscal oversight of intercollegiate athletics include the President's Office, the College's Administrative Budgetary Group (consisting of the Provost, the Vice-President for Administration and Finance, and the Vice-President for Budget and Planning), the Office of Budget and Planning, and the Board of Visitors. Together these units and offices maximize institutional control over the intercollegiate athletics program.

Auditing of Intercollegiate Athletics Income and Expenditures

All income and expenditures for the athletics program are appropriately audited. As explained earlier, intercollegiate athletics income and expenditures are subject not only to the same policies and procedures governing other fiscal activities of the College, but also to the audit requirements of the NCAA.

Pressing Fiscal Issues

Many of the fiscal issues currently facing the intercollegiate athletics program at William and Mary can be traced in one way or another to limitations on the financial resources the program has at its disposal. Because of the state's prohibition on the use of state monies to fund intercollegiate athletics and because of the insufficiency of the resources derived from private gifts and endowments, ticket sales and game guarantees, and Division I revenue-sharing, the athletics program depends heavily on the student athletic fee as a source of revenue (about 56% in FY 1993-1994). In the wake of significant tuition increases and diminishing state support for public colleges and universities, many members of the College community believe that the program's reliance on the student fee should be reduced. Although the financial burden of maintaining a broad-based Division I program, along with the increased cost of Title IX compliance, will make any reduction in the student fee unlikely in the near future, the program's dependence on the athletic fee eventually must be lessened. The Athletic Department thus must aggressively pursue opportunities for cost-containment initiatives and continue to endow and underwrite existing programs through private fundraising.

The athletics program at William and Mary generally operates on a smaller overall budget than other programs of comparable size and scope. The

operating budgets, recruiting expenditures, and levels of scholarship funding of the various intercollegiate sports generally are no more and usually less than those of the College's athletic competitors. Furthermore, most of the salaries for William and Mary coaches are among the most conservative in the nation. In light of these facts and in light of the pressing fiscal constraints mentioned earlier, it seems increasingly unlikely that the College will be able to continue to offer a broad-based and competitive Division I program without redefining the nature and scope of the program to include greater emphasis on club, intramural, and recreational sports.

The burden of meeting the rising costs of the College's broad-based program clearly should not be borne entirely, or even largely, by the student athletic fee. In the long-term, the Self-Study Committee on Intercollegiate Athletics recommends that the athletic fee should be capped and eventually reduced. The Committee acknowledges, however, that in the short-term, legal obligations and current fiscal conditions may make such action impossible. This acknowledgement, however, is not intended to justify unduly heavy reliance on the fee as a means of absorbing rising costs. Such reliance should not, in the Committee's view, be tolerated. The athletics program must continue to improve its ability to contribute to its own financial well-being by implementing effective cost-containment and cost-reduction measures and by increasing its revenue production.

The Self-Study Committee thus recommends that the College should continue to work for the adoption of cost-containment measures at the national and conference levels. The Committee further recommends that the College develop a more flexible and cost-effective financial assistance package for student-athletes, one that would use the academic reputation of the College, in combination with limited financial assistance, to attract student-athletes. In particular, the possibility of converting a limited number of "full-ride" grants-in-aid to grants for tuition and fees only should be explored. If such a change could be made on a conference-wide basis, the program could reduce its costs without hurting the ability of William and Mary teams to compete successfully. Finally, the Committee recommends that the Athletic Department increase its levels of private fundraising in a manner that is consistent with the overall fundraising priorities of the College. The ultimate goal of private fundraising should, in the Committee's view, be to increase the Athletic Department's reliance on private revenues and decrease its de-

pendence on the student fee to the point where most, if not all, increases in the Department's budget are covered by private funds.

Academic Program

Policies Governing Recruiting, Admissions, Financial Aid, and Continuing Eligibility of Student-Athletes

William and Mary has clear, written policies governing recruiting, admissions, financial aid, and continuing eligibility of student-athletes and, with faculty participation, annually monitors compliance with these policies. The Board of Visitors Statement of Athletic Policy, the Board's Guidelines to its Statement of Athletic Policy, the Athletic Department's *Policy and Procedures Manual*, the Department's *Compliance Handbook*, and the *Student Athlete Handbook* all contain provisions defining College policy in these areas. The Board's Statement of Athletic Policy and the Department's *Manual*, for example, set forth policies on the type of student-athletes who can be recruited and who can receive special admissions consideration. The *Policy and Procedures Manual* states that "[i]t is essential to recruit only those student-athletes who have the credentials to succeed academically and graduate from the College."³² The Board of Visitors Statement of Athletic Policy provides that "men and women with unusual talent, ability and interest in athletics are extended special consideration in admissions, provided they are judged capable of solid academic achievement."

The *Manual*, *Compliance Handbook*, and the *Student Athlete Handbook*, in particular, provide detailed guidance on College policies and NCAA rules governing a wide range of issues related to the academic program. The Student Athlete Section of the *Manual*, for example, deals with eligibility, admissions, recruiting, financial aid, scholarship renewal and nonrenewal, squad lists, academic advising, use of the book room, and transfers. The *Compliance Handbook* covers these same areas in considerable detail as well. While not as comprehensive, the *Student Athlete Hand-*

book covers such topics as class attendance policy, academic regulations, the role and responsibility of the student-athlete, financial aid policy, and awards and scholarships.

In addition to the Board's and the Department's documents, the Office of Admission has, in consultation with the faculty Admissions Policy Committee, developed Admission and Athletic Recruiting guidelines. These guidelines address such topics as the in-state/out-of-state requirement, the evaluation process for applications, athletic slot requirements, and transfer students. The guidelines clearly state that the Athletic Department cannot request a review of an athletic candidate's admissions evaluation "without the approval and support of the Dean of Admission."

Compliance with the policies governing recruiting, admissions, financial aid, and continuing eligibility is monitored annually by Colonial Athletic Association self-checks, every two years by CAA audits, every ten years by College accreditation self-studies, periodically by the state auditor's office, and by the NCAA certification process. In addition, the Faculty Athletic Policy Advisory Committee routinely monitors various aspects of the academic performance of student-athletes --team GPAs, selection of major fields of study, graduation rates, success of athletes admitted by "committee decision," to name a few. The admission of student-athletes also is carefully controlled by the faculty Admissions Policy Committee.

Appropriate College personnel also use Forms 48-C and 48-H to certify the initial eligibility of incoming students. Form 48-H, which requests a list of the student's core courses, is available at the high schools of William and Mary athletic recruits. After the form is sent to the Assistant to the Dean of Admission in charge of certifying the initial eligibility of student-athletes, the Assistant then compiles the information on Form 48-C, checks to see that the recruit has met the initial eligibility requirements, and certifies the initial eligibility of the recruit.³³

32. *Policy and Procedures Manual*, p. 400-3 (Oct. 8, 1993).

33. Effective August 1, 1994, this process changed. Division I and II schools are now required to "utilize an initial-eligibility clearinghouse approved by the [NCAA] Council to determine the validity of the information on which the initial eligibility of a student-athlete is based." See NCAA Rule 14.1.2.1. Under the NCAA clearinghouse system, a recruit and his or her guidance counselor are responsible for sending the recruit's board scores and high school transcript to the NCAA-approved clearinghouse. The clearinghouse is responsible for certifying the initial eligibility of the recruit. After the Athletic Department submits the names of its recruits to the clearinghouse, the clearinghouse lets the Department know whether the recruit has been certified to compete.

William and Mary's admissions policy allows the College to admit students from particular groups whose academic qualifications are not equal to those of other students. Student-athletes are one such group. Under the current admissions policy, the athletic program is granted a total of 111 designated admissions slots each year. These slots can be used to admit student-athletes who would not be admitted on the strength of their academic credentials alone. The slots also can be used to facilitate early admission decisions on student-athletes who are being recruited by other schools for athletic purposes. Although there is some concern on campus about the slot system, admission standards for the majority of athletes are not substantially lower than those for other students. The median SAT for all slotted athletes in the entering class for the 1993-1994 academic year was 1140 (compared to a median of 1240 for all members of the entering class).

Of somewhat greater concern is the annual admission of a few athletes whose qualifications are below what is normally required for admission to the College. These admissions are few in number, typically involving about seven to ten students per year, and are carefully overseen by the faculty Admissions Policy Committee. Furthermore, the evidence suggests that most of these "committee decision" student-athletes are able to obtain their degrees.³⁴

Perhaps the greatest concern about the admission of student-athletes is the ratio of in-state to out-of-state students. Although this ratio is roughly two to one in-state to out-of-state for the general student body, current Athletic Department and College practice allows the percentage of in-state slotted athletes to be as low as 23%. This practice detrimentally affects the College in at least two ways. First, because out-of-state applicants are allotted only about one-third of the seats in each entering class, the competition for those seats is especially keen, and a large number of highly qualified applicants must be turned away. The admission of out-of-state students under lesser standards because of their athletic ability imposes even further limits on the number of highly talented out-of-state applicants that the College can admit. Second, given the costs of out-of-state recruiting and tuition, it makes little economic

34. For example, for 1988-1989, 8 out of 10 athletes admitted after committee review graduated, 1 withdrew, and 1 failed. More information is on file with the Self-Study documents collection.

sense to select such a large percentage of student-athletes from the out-of-state applicant pool.

The Self-Study Committee on Intercollegiate Athletics believes that the College needs to develop a more demanding policy concerning the in-state/out-of-state ratio for slotted student-athletes. The Committee suggests that an in-state/out-of-state target of 50% be established as a long-term goal. The Committee recognizes that the intercollegiate athletics program needs out-of-state admission slots in order to field competitive teams at the Division I level. It is our belief, however, that a 50% goal is compatible with the program's general philosophy of maintaining a competitive Division I program, and it is certainly our hope that this ratio will be achieved in a manner that promotes the program's competitive philosophy. The Committee also recognizes that the available pool of academically and athletically suitable in-state talent fluctuates to some extent from year to year and that it may not be possible to achieve the 50% goal with every entering class. The Committee strongly recommends, however, that an overall in-state/out-of-state goal of 50% should be vigorously pursued and eventually achieved within a reasonable time as agreed upon by the Provost and Athletic Director.

Implementation of Academic, Admission, and Financial Aid Policies

At William and Mary, the implementation of academic, admission, and financial aid policies is the primary responsibility of administrators and faculty not connected with the athletics program. The Office of Admission and the faculty Admissions Policy Committee carefully monitor and control the admission of student-athletes, while the Office of the Registrar is responsible for certifying the continuing eligibility of student-athletes and the Office of Student Financial Aid is involved in the administration and monitoring of financial aid to athletes. Key decisions about admissions, continuing eligibility, and financial aid are made by these administrators and faculty, and not by the Athletic Department. The Dean of Admission, for example, has full authority to reject recommended candidates for athletic slots and to refuse to bring a candidate before the Athletic Review Subcommittee of the Admissions Policy Committee. Similarly, the Office of Financial Aid will not send out a

financial aid agreement until a student has been approved for admission to the College. Furthermore, the Board of Visitors has taken an interest in the academic and athletic success of student-athletes, periodically receiving academic and athletic performance reports from the Athletic Director. Finally, the College strives to integrate the student-athlete into the general student population from the beginning of his or her first year. Besides having to go through the same orientation procedures as non-athletes, student-athletes must meet the same academic performance requirements.

Special Admissions

The College admits student-athletes under special circumstances in a manner that is consistent with the institutional policy on special admissions for other students and that is under the control of regular academic policies, procedures, and structures. The Office of Admission applies the same special admission guidelines and procedures to student-athletes as it does to other students. Furthermore, as explained earlier, the special admission process is carefully controlled by the Office of Admission and the faculty Admissions Policy Committee.

Maintenance of Good Academic Standing

William and Mary applies the same academic policies for maintenance of academic good standing and fulfillment of curricular requirements to student-athletes as it applies to other students. The Athletic Department's *Policy and Procedures Manual* states that student-athlete eligibility depends on William and Mary Continuance Standards and NCAA Eligibility Standards.³⁵ The NCAA Eligibility Standards require that student-athletes maintain "satisfactory progress" and "good academic standing." Those phrases are interpreted at each member institution by the academic officials who determine the meaning and application of such phrases for all students.³⁶ The College bases its Continuance Standards on total hours passed and accumulated grade point average.

With substantial oversight and assistance from the Office of the Registrar, the Assistant AD-Education/Support carefully monitors the maintenance of good academic standing by William and Mary athletes. Through a computer hook-up with the Office of the Registrar, the Assistant AD-Education/Support is able to keep track of the academic performance of athletes. At the beginning of each semester, the Assistant AD-Education/Support reviews athletes' academic records and identifies athletes with academic problems, then notifies the athletes and their coaches of the problem and of appropriate corrective action that must be taken in order for the athletes to maintain their eligibility (e.g., enroll in summer school or take a certain number of hours in the major field of study). Using the computer hook-up with the Office of the Registrar, the Assistant AD-Education/Support can also keep track of day-to-day eligibility problems. Ultimate responsibility for certifying the continuing eligibility of athletes, though, lies with the Registrar.

In addition to monitoring academic performance, the Assistant AD-Education/Support is responsible for compiling the data for the graduation rates disclosure form. The appropriate data is found in the Initial Certification of Eligibility forms prepared by the Office of Admission and in the records and registration information obtained from the Office of the Registrar. The information on the form is verified by the Registrar.

At the present time, the evidence concerning the academic performance of student-athletes is largely positive. The evidence reveals a healthy distribution of majors among the College's student-athletes --one that is comparable to the distribution for the general student population.³⁷ Many of the teams are achieving highly respectable cumulative grade point averages (GPAs), and many individual athletes are the recipients of academic awards and accolades. Although the GPAs of a few teams are not especially impressive, most of the players on those teams complete their studies and receive their degrees. The aggregate GPA for student-athletes is similar to that for all students,³⁸ while the graduation rates for student-athletes

35. *Policy and Procedures Manual*, p. 400-1 (Oct. 8, 1993).

36. See NCAA Rule 14.02.5; see also NCAA Rule 14.01.1.

37. Data on file with the Self-Study documents collection.

38. Data on file with the Self-Study documents collection.

closely approximate the rates for the student body as a whole, routinely ranging from 85% to 90% or higher. The graduation rate for the class of student-athletes entering William and Mary in 1987-1988 was 87% --the highest among state schools. The evidence thus reveals no reason to suspect that athletes at William and Mary are not students in the fullest sense of the word.

One particular area of concern is academic support and advising. Although academic support services are, in theory, available to all student-athletes, it seems clear that, in practice, Olympic sport athletes do not have the same access to these services that the football and men's basketball players enjoy. For example, of the fifty-seven student-athletes who received tutoring in one recent academic year, only four were women and three were men's Olympic sport athletes; the remaining fifty were football and men's basketball players. These numbers suggest a fundamental inequity in the way academic support services are provided to revenue and Olympic sport athletes. The reasons for the inequity are not entirely clear. Interviews conducted during the Self-Study process indicate that Olympic sport athletes are not adequately informed of the availability of academic support services and that most of the administrative time spent in arranging these services appears to be devoted to helping the "revenue" sport athletes.

Regardless of the reasons for the inequity, the Self-Study Committee on Intercollegiate Athletics recommends that academic support services be provided to all student-athletes on an equal basis without regard for the particular sport in which the athletes compete. Implementation of this recommendation will strengthen the academic primacy of the intercollegiate athletics program and will remove the appearance of favoritism existing under the current system. The Committee also believes that the academic support program should eventually be organized and operated by the Office of Student Affairs, rather than the Athletic Department. This reallocation of responsibility will help to ensure that the same academic support services will be offered to all athletes and that those services will be similar to the academic support services offered to non-athletes. By providing more uniform services for all students, the College will be promot-

ing "the athlete's fuller integration into the student body."³⁹

The Committee is also concerned about evidence suggesting that certain Athletic Department personnel informally provide academic advising services to student-athletes. To the extent that this practice is occurring, it raises questions about the appropriateness and soundness of the advice. The practice, for example, raises the concern that the advice could be offered for the purpose of maintaining a student-athlete's athletic eligibility without regard for the student-athlete's educational needs. Additionally, the Athletic Department's role in academic advising creates a situation in which student-athletes receive advice from two sources: the Athletic Department's advisor and the student-athlete's faculty advisor. This situation inevitably leads to confusion and uncertainty, and is ultimately not in the best interests of the student-athlete. Nor is it consistent with the primacy of the faculty's responsibility for the athlete's educational experience. The faculty are a natural "counterbalance [to] the pressures in college sports that would subvert the athlete's educational" experience and thus must maintain control over that experience.⁴⁰ The Self-Study Committee recommends that academic advising services for student-athletes be provided exclusively by those College personnel authorized by the Provost to provide academic advice.

Nondiscrimination Policies and Practices

Under Title IX of the *United States Code*, recipients of federal aid must provide equal athletic opportunities to members of both sexes. Although the precise standards for evaluating intercollegiate athletics under Title IX have yet to be fully articulated by the courts, a three-prong test has emerged. The first prong concerns whether opportunities for participation in intercollegiate athletics are provided to male and female students in numbers substantially proportionate to their respective enrollments. The second prong focuses on educational institutions which have members of one sex underrepresented in intercollegiate athletics and asks whether those institutions can show a history and continuing practice of program expansion which is demonstrably responsive to the developing interest and abilities of the members of the under-

39. AAUP Special Committee on Athletics, "Report on the Role of Faculty in the Governance of College Athletics" (1989), in *AAUP Policy Documents and Reports*, p. 139 (1990 ed.).

40. *Ibid.*

represented sex. The third prong asks whether an institution which cannot establish either of the above can nevertheless demonstrate that the interests and abilities of the members of the underrepresented sex have been fully and effectively accommodated by the present program.⁴¹

The first prong of the test, substantial proportionality in participation opportunities, provides a "safe harbor" for those institutions which do not want to engage in extensive compliance analysis. Simply by maintaining "gender parity" between the student body and the athletic lineup, these institutions may comply with Title IX.⁴² The other two prongs recognize that in certain circumstances something other than proportionality may be sufficient. The second benchmark makes it clear that a university does not have to achieve compliance immediately as long as it can demonstrate a history and continuing practice of program expansion. The third benchmark recognizes that a school may comply "if the underrepresented sex's discernible interests are fully and effectively accommodated."⁴³

A Policy Interpretation developed by the Department of Health, Education and Welfare in 1979 provides more specific guidance on the meaning of equal opportunity in athletic programs. That Policy Interpretation identifies three main areas that must be examined: (1) financial assistance; (2) equivalence in other athletic benefits and opportunities, including equipment and supplies, scheduling of games and practice times, travel and per diem allowances, availability and compensation of coaches and academic tutors, provision of locker rooms and practice and competitive facilities, availability of medical and training facilities and services, provision of housing and dining facilities and services, and publicity; and (3) effective accommodation of the interests and abilities of both sexes, including an examination of the athletic interests and abilities of students, the selection of sports offered, and the level of competi-

tion available.⁴⁴ A school will not comply with Title IX if it establishes equivalence in financial assistance and other athletic benefits and opportunities yet has not effectively accommodated the interests of the underrepresented sex. As one court explained: "[A]n institution that offers women a smaller number of athletic opportunities than the statute requires may not rectify that violation simply by lavishing more resources on those women or achieving equivalence in other respects."⁴⁵

According to the 1979 Policy Interpretation, Title IX requires institutions to provide female students with an intercollegiate athletics experience that is equivalent in kind, quality, and availability to the experience provided male students. Equivalency should be evaluated by comparing the availability, quality, and kinds of benefits, opportunities, and treatment afforded members of both sexes to see if they are equal in effect. Identical benefits, opportunities, and treatment are not required if differences have an overall negligible effect or result from nondiscriminatory factors. Unique aspects of particular sports or athletic activities, for example, may result in differences based on nondiscriminatory factors. Differences in particular program components may be justifiable if sport-specific needs are met equivalently in both men's and women's programs.

The College of William and Mary is committed to ensuring full compliance with Title IX's mandate of "equal athletic opportunity for members of both sexes." Evolving legal standards in the area of gender equity have necessitated changes and adjustments in the College's program. The Athletic Department has already addressed some gender equity concerns by, among other things, assuring comparable compensation for head coaches at the Tier 1 level, by adjusting the salaries of some Tier 2 coaches, and by adding more athletic scholarships to the women's program.⁴⁶ Furthermore, beginning with the 1994-1995 academic year, travel accommodations for similarly situated teams

41. *Cohen v. Brown University*, 991 F.2d 888, 897-98 (1st Cir. 1993).

42. *Ibid.*

43. *Ibid.* p. 898.

44. *See* 44 Fed. Reg. 71415 (1979).

45. *Cohen*, 991 F.2d at 897.

46. In 1995, the women's budgets for salaries, operating expenses, and grants-in-aid will increase about \$312,000. Furthermore, in the past four years, the overall women's athletic budget has increased over \$700,000.

will be the same; the women's basketball team, for example, will not make a trip by van if the men's team would make the same trip by chartered bus. In addition, the portion of the recruiting budget allocated to women's sports has been increased significantly for FY 1995. Finally, the College has begun implementing a gender equity plan that was developed to ensure equal athletic opportunity for members of both sexes.

The Self-Study Committee on Intercollegiate Athletics urges the College to implement the plan in a way that reflects an unwavering commitment to gender equity. Female students make up approximately 55% of William and Mary's current student body and pay over \$2 million in student intercollegiate athletic fees. The College should respond to the significant financial and academic contributions of its female students by implementing its gender equity plan in a way that provides female students with an athletic experience equivalent in effect to the experience offered male students. Furthermore, the Athletic Department and College administration should ensure that this commitment is reflected in their policies, practices, and guidelines. While the Title IX Policy Interpretation allows different treatment that is negligible or that results from nondiscriminatory factors, Title IX clearly applies to revenue sports like football and men's basketball.⁴⁷ Policies, practices, and guidelines that generally prefer revenue sports without justifying the preference in terms of the unique aspects of a particular sport or athletic activity need to be reexamined. Because the revenue sport category currently excludes all women's sports, any policies, practices, and guidelines based on this category pose the risk of discriminatory treatment unless their nondiscriminatory rationale is clearly identified. The Self-Study Committee thus believes that a strong commitment to gender equity should be reflected in all institutional or departmental statements on athletic policies, guidelines, and procedures and recommends that these statements be reviewed to ensure a nondiscriminatory basis or effect.

The College's gender equity plan also should be implemented in a comprehensive manner, addressing all key aspects of the intercollegiate athletics program: athletic financial assistance; operating expenses, benefits, and support services; and participation opportunities or other appropriate methods of effectively accommodating the interests of female students. During the 1993-1994 fiscal year, William and Mary would have difficulty meeting any of the three prongs of the evolving Title IX test. Differences between participation rates and student enrollment rates presently are too large for the College to comply with Title IX under the first prong.⁴⁸ Although a gender equity plan that expanded the women's program would help the College to meet the second prong, a plan that primarily cut men's sports to enable the College to move towards compliance would not be considered a program expansion. Although the College may, in time, be able to show full and effective accommodation of women's athletic interests and abilities through appropriate assessment of interests, abilities, sport offerings, and level of competition, the third prong is, as a practical matter, difficult to meet once a group of female students expresses interest in having a particular varsity sport and the interest is sufficient to "sustain a viable team."⁴⁹ The College is best served, then, by developing a comprehensive gender equity plan that reflects the intent to comply in all key areas identified by the Title IX Policy Interpretation.

In one of those key areas, athletic financial assistance, the courts have not resolved questions about the relationship between the 1979 Policy Interpretation and the evolving proportionality doctrine. The Policy Interpretation requires the total amount of scholarship aid made available to men and women to be substantially proportionate to their participation rates. If, under the courts' evolving Title IX standards, the participation rates of men and women must be substantially proportionate to their respective enrollments, then this 1979 guideline would seem to require that scholarship monies eventually be allocated to men and

47. See 44 Fed. Reg. 71413, 71412 (1979).

48. For the 1993-1994 academic year, 55% of the College's undergraduate students were female, while only 39% of student-athletes were female.

49. *Cohen v. Brown University*, 991 F.2d 888, 898 (1st Cir. 1993). The mere fact that some female students are interested in a sport does not require a university to provide a varsity team. But interest and ability are sufficient when they could "sustain a viable team and a reasonable expectation of intercollegiate competition for that team." *Ibid.* (quoting the 1979 Policy Interpretation, 44 Fed. Reg. at 71418).

women in amounts substantially proportionate to their respective enrollment rates as well.

Regardless of how the courts eventually define the standard for financial assistance to athletes, the College's commitment to gender equity should be an internal mandate for awarding athletic scholarships to female student-athletes in amounts equivalent to the respective enrollment rates of female students in the College. During 1994-1995, 39% of grants-in-aid will be awarded to female student-athletes --a figure which just matches the women's participation rate for 1993-1994. The Self-Study Committee strongly recommends that the College allocate grants-in-aid to men and women in amounts substantially proportionate to their enrollment rates.

In the second key area, equivalence in other athletic benefits and opportunities, the College has already taken some steps to address gender equity concerns. As explained earlier, significant changes are being made in travel accommodations and recruiting budgets. Additionally, the Athletic Department's current efforts and accommodations in the provision and maintenance of equipment and supplies, the scheduling of games and practice times, and the provision of medical services generally appear to be satisfactory. The Faculty Athletic Policy Advisory Committee should monitor all of these areas on a yearly basis to ensure compliance with Title IX guidelines. Equivalency should, in the Committee's view, be measured from a sport-specific perspective, as well as a bottom-line perspective.

One particular area of concern is the opportunity to receive coaching and academic tutoring. In order to provide equitable access to quality coaching, the Department should, as a general rule, apply the same ratio of coaches to athletes to all similarly situated sports. Similarities in the quality of coaching must be reflected not only in the coach-athlete ratio, but also in the responsibilities and compensation of the coaches; restricted-earnings coaches in the women's program cannot be expected to do the work of full-time assistant coaches in the men's program. The Self-Study Committee encourages the College to include adjustments in the quality and number of women's assistant coaching positions in the gender equity plan.

With respect to the availability of academic support services, the Self-Study Committee acknowledges that these services are theoretically available to all William and Mary student athletes. As explained earlier, however, it seems clear that

football and men's basketball players actually enjoy greater access to these services than women and other Olympic sport athletes. To avoid even the appearance of a gender equity problem, the Self-Study Committee reiterates its recommendation that tutoring, book subsidies, and other academic support services be provided to all student-athletes without regard for the particular sport in which they compete.

Improvement is needed in several other areas as well. The College's gender equity plan, for instance, should include provisions for equitable access to locker room and practice facilities. Apparently because of a current shortage of locker room space, many women athletes find it more convenient to dress for practices and games in their dorm rooms. Also, some problems with practice facilities arise during rainy weather. Although recent expenditures by the Athletic Department have improved locker room facilities, the Athletic Department needs to continue to assess its provision of locker room, practice, and competitive facilities by examining the equivalence for men and women of the quality, availability, and exclusivity of these facilities.

Although it is not strictly a gender equity concern, the access of Olympic sports teams --both men's and women's-- to weight training facilities and personnel must also be improved in future years. Because the revenue sport teams have, according to the Athletic Department's *Policy and Procedures Manual*, priority access to the weight training facility, Olympic sport teams tend to experience difficulty arranging times to use the facility. Further, even when access is provided, a lack of receptiveness to female athletes appears to be a problem. The Self-Study Committee acknowledges that the large size of the football team may necessitate some special arrangements to ensure that all of the team's members have access to weight training services. However, greater efforts to accommodate the weight training needs of Olympic sport athletes should be made.

Implementation of the gender equity plan also should include provisions for more equitable access to publicity services. The Department's *Manual*, once again, gives priority to the revenue sports. Although some preference in the marketing and promotion of those sports seems justifiable, comments made during the Self-Study process reveal inadequate services for other sports. The Athletic Department's sports information and marketing offices need to devote more time and resources to the coverage and publicity of women's

and other Olympic sports. The Athletic Department also needs to reexamine its marketing and promotions policies to ensure that rational and nondiscriminatory justifications support current practices.

The Self-Study Committee also recognizes the importance of effective assessment of the athletic interests and abilities of William and Mary students. The Committee recommends that the assessment of student athletic interests be conducted by the Office of Student Affairs rather than the Athletic Department, in part because the assessment must examine club and intramural sport interests in addition to intercollegiate sport interests. The scope of Title IX includes club and intramural sports as well as intercollegiate athletics. Because comprehensive assessment of student interests in club, intramural, and intercollegiate athletics is thus necessary and because the Office of Student Affairs should be able to assess student interest more conveniently and effectively through its mailings to admitted students, that office appears to be the more appropriate place to put the assessment responsibility.

Finally, the Self-Study Committee recommends that the Athletic Department's commitment to equity should extend not only to the provision of equitable opportunities for male and female student-athletes, but also to the recruitment and hiring of qualified women and minorities for positions in the athletics administration and on the coaching staffs of William and Mary teams. The Committee encourages the Department and the College to develop a plan to employ more women and minorities in key decisionmaking positions in the athletic administration and for coaching positions within the Department.

CONCLUSION

The intercollegiate athletics program at William and Mary is a strong program that is academically sound, administratively well managed, financially responsible, and generally compatible with the educational mission of the College. The College easily meets all of the SACS requirements regarding the purpose, administrative oversight, financial control, and academic quality of the program. The College, however, faces a critical policy choice involving the program. William and Mary can choose to increase financial support for intercollegiate athletics to ensure compliance with Title IX and otherwise meet rising costs -- all at a time when academic programs and resources are financially strapped and under pressure to redefine, restructure, and

economize. Or the College can choose to redefine the broad-based athletic experience that it strives to offer to include the entire spectrum of athletic opportunities and thus reduce the breadth and scope of its intercollegiate athletics experience. The Self-Study Committee believes that the latter option is more consistent with fiscal realities and with the educational mission of the College.

RECOMMENDATIONS

I. Purpose

A. Written Statement of Goals and Objectives

1. The Athletic Department's commitment to a Division I program should be applied more equitably to all Tier I sports. The Self-Study Committee recognizes that a more equitable distribution may necessitate some reallocation of funding among the different sports, but believes that ethical, philosophical, and legal considerations support a more equitable approach.

2. The College should reexamine and revise its official athletics policies and guidelines to reflect more accurately the current facts and circumstances surrounding intercollegiate athletics.

B. Underlying Philosophy of Intercollegiate Athletics Policies

1. The Self-Study Committee strongly supports all College policies that promote the full integration of the student-athlete into the general student population. The Committee urges the College to continue to recruit academically suitable student-athletes and to place their educational development above their role in intercollegiate athletics. The educational integrity of the program must be above reproach.

2. In light of current fiscal realities, the Self-Study Committee recommends that the College redefine its commitment to a broad-based program in terms of the total athletic experience at the College, whether that experience occurs at the intercollegiate, intramural, recreational, or club sport level. The Committee supports some degree of downsizing from the intercollegiate to the club, intramural, or recreational sport level to enable the College to meet its goal of providing a broad-based and competitive athletic experience to its students in a fiscally responsible and realistic manner.

3. When decisions to cut teams or reallocate resources are made, the College should focus on the student-athlete as a guiding principle, giving

some priority to those teams with a recent record of outstanding academic achievement by team members and strong academic leadership from their coaches.

4. The Self-Study Committee believes that the athletic program's current dependence on the student intercollegiate athletic fee is too great, and thus recommends that, in the long run, the fee should be capped and gradually reduced. The Committee acknowledges, however, that in light of the College's Title IX obligations and in light of rising costs generally, reducing the student fee may not be possible at this time.

5. The Committee believes that greater flexibility in the allocation and use of the student fee can and should be developed. Any change allowing for greater flexibility in the deployment of the student fee would, of course, need to be implemented on a long-term and incremental basis to minimize the financial repercussions of the change.

6. The Self-Study Committee believes that the College should, both in policy and practice, fully embrace a commitment to equity in intercollegiate athletics. This commitment to equity should be reflected not only in the provision of equitable participation opportunities for male and female student-athletes, but also in the quality of the athletic experience and in the active recruitment and hiring of women and minorities for employment in key decisionmaking positions in the athletic administration and on the coaching staffs of William and Mary teams. Compliance with Title IX should not be interpreted only on the basis of the number of women participating in athletic activities.

II. Administrative Oversight

A. Administrative and Institutional Control

1. The Self-Study Committee believes that the senior female administrator (who currently is the Associate Athletic Director and who is also in charge of Olympic sports) needs to play a more prominent role in the College's decisionmaking process. More specifically, the Committee recommends that the senior female administrator be more visibly involved in all College decisions affecting the women's program and that this involvement include attendance at the majority of meetings between the Athletic Director and the President, as well as continued attendance at meetings with the Board of Visitors. The Committee further recommends that the senior female administrator always

be one of the top-ranking administrators of the Athletic Department.

2. The Self-Study Committee believes that the intercollegiate athletics program would, in the long run, benefit from more effective and systematic use of the Faculty Athletic Policy Advisory Committee. Accordingly, the Self-Study Committee recommends that the College provide for more meaningful faculty participation in athletic policymaking and that this participation include consultation of the Faculty Athletic Policy Advisory Committee before, during, and after all major athletic policy decisions are made. Appointments to the Faculty Athletic Policy Advisory Committee also need to reflect a plan for continuity.

B. Chief Executive Officer Responsibility

1. The College should develop a formal policy statement that explicitly describes the President's responsibility for administrative and institutional control of the intercollegiate athletics program.

2. The President should meet regularly with the entire Faculty Athletic Policy Advisory Committee, and not just with the Committee's Chairman. Such meetings would expose the President to more diverse faculty and student opinions and thus would serve as a source of informed criticism and advice in intercollegiate athletics matters.

C. Explicitness of Roles and Responsibilities

1. The Faculty Athletic Policy Advisory Committee should review appropriate documents at least annually to ensure that the College continues to provide an adequate framework for institutional control of the intercollegiate athletics program.

III. Financial Control

A. Administrative and Institutional Control of External Units Related to Intercollegiate Athletics

1. The Committee recommends that the College consider, for the sake of continuity and fiscal prudence, having the state auditor's office conduct the annual audit of the AEF (as it already does for the Athletic Department).

B. Pressing Fiscal Issues

1. The burden of meeting the rising costs of the intercollegiate athletics program should not be borne entirely, or even largely, by the student intercollegiate athletic fee. The athletics program must continue to improve its ability to contribute to its own financial well-being by implementing

effective cost-containment and cost-reduction measures and by increasing its revenue production.

2. The College should continue to work for the adoption of cost-containment measures at the national and conference levels. The Self-Study Committee believes that a more flexible and cost-effective financial assistance package for student-athletes is needed, and that the possibility of converting a limited number of "full-ride" grants-in-aid to tuition and fees only on a conference-wide basis should be explored.

3. The Athletic Department must increase its levels of private fundraising. The ultimate goal of private fundraising should be to increase the Athletic Department's reliance on private revenues and decrease its dependence on the student fee to the point where most, if not all, increases in the Department's budget can be covered by private funds.

IV. Academic Program

1. The College needs to develop a more demanding policy concerning the in-state/out-of-state ratio of slotted student-athletes. The Self-Study Committee suggests that an in-state/out-of-state target of 50% be established as a long-term goal.

2. Academic support services should be provided to all student-athletes without regard for the particular sport in which they compete. The academic support program should, to the extent permitted by NCAA rules and regulations, be organized and operated by the Office of Student Affairs rather than the Athletic Department.

3. Academic advising services for student-athletes should be provided exclusively by those College personnel authorized by the Provost to provide academic advice.

V. Nondiscrimination Policies and Practices

A. Gender Equity

1. The College should implement a gender equity plan that reflects a strong commitment to

gender equity and that is comprehensive in scope, addressing all key aspects of the intercollegiate athletics program. Further, this commitment should be reflected in all institutional or departmental statements on athletic policies, guidelines, and procedures. A review of all athletics policies, practices, and guidelines should occur to ensure a nondiscriminatory basis or effect.

2. The Self-Study Committee recommends that the College allocate grants-in-aid to men and women in amounts substantially proportionate to their enrollment rates.

3. The gender equity plan also should ensure equal opportunities to receive coaching by applying the same coach-to-athlete ratio to all similarly situated sports and by making adjustments in the number and compensation of women's assistant coaches to reflect similarities in responsibilities.

4. The Self-Study Committee recommends that the gender equity plan provide for more equitable access to locker room and practice facilities, to weight training facilities and personnel, and to sports promotion and publicity services.

5. The Self-Study Committee recognizes the importance of effective assessment of the athletic interests and abilities of William and Mary students and recommends that this assessment be conducted by the Office of Student Affairs.

B. Hiring

1. The Athletic Department should develop a plan to recruit and hire women and minorities for key decisionmaking positions in the athletic administration and for coaching positions within the Department.

Chapter Twelve

Organization and Administration

Roger G. Baldwin, Chair (Associate Professor of Education)

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Introduction

This report is divided into five sections (numbered according to Southern Association *Criteria*) concerned with the organization and administration of the College. The Committee's primary sources in preparing this report included relevant published materials (e.g., Bylaws of the Board of Visitors, Bylaws of the Faculty Assembly, and the 1984 Self-Study report) and interviews with key administrators, faculty, staff, and students.

6.1 Organization and Administration

6.1.1 Descriptive Titles and Terms

The Code of Virginia officially titles the institution as The College of William and Mary in Virginia. The Bylaws of the Board of Visitors specify the principal academic and administrative divisions of the College. The Board's Bylaws also title the College's administrative heads and detail their various duties. The College awards arts and sciences degrees at the bachelor's, master's, and doctoral levels and offers professional degrees in business, education, and law as well. William and Mary's program offerings and the various degrees the College awards are described in the *Undergraduate Program Catalog* and the catalogs published by the College's various schools.

6.1.2 Governing Board

The College of William and Mary is authorized under Title 23, Chapter 5 of the Code of Virginia and the 1693 Royal Charter of the College of William and Mary in Virginia. The Board of Visitors is the governing authority and primary policy-making body of the College. The duties and responsibilities of the Board are outlined in the Bylaws of the Board of Visitors. The Board is charged with the responsibility of establishing policies and supervising the

operation of the College. The Governor of Virginia holds the Board accountable for the administrative, fiscal, and program performance of the agencies for which it is responsible.

The Board is empowered to select a Rector, a Vice Rector, and a Secretary, and to appoint a President, a Faculty, and such other employees as in their judgment may be necessary or appropriate to conduct the activities of the College.

The Board is composed of seventeen members appointed by the Governor. Members serve for a term of four years and may be reappointed for one successive term. Continuity on the Board is assured by a staggered appointment process. Each year some vacancies occur, but appointment of the full Board takes place over a four year cycle.

The Board meets in regular session four times each year on dates designated by the Rector of the College. Special meetings may be called by the Rector, or in the Rector's absence or disability, by the Vice Rector, or at the request of any five members of the Board.

The Board conducts its work through an Executive Committee and eight standing committees. The Executive committee includes the Rector, who serves as chairperson, the Vice Rector, the Secretary of the Board, the Chairperson of the Committee on Financial Affairs, and three members of the board at large appointed by the Rector. The Executive Committee exercises the powers and transacts the business of the Board of Visitors between meetings of the Board.

The Board's standing committees are Financial Affairs, Buildings and Grounds, Academic Affairs,

University Advancement, Student Affairs, Athletic Policy, Honorary Degrees, and Audit. The Rector appoints, subject to Board approval, the standing committees and also names the chairperson of each committee. According to the Bylaws, the Rector serves as chairperson of the Committee on Honorary Degrees.

The Bylaws clearly distinguish between the responsibilities of the Board and the College's Administration. The Bylaws outline the policy-making role of the Board in general and each of the Board's standing committees. The Bylaws specifically state that the Board of Visitors, as the governing authority, delegates to the President operating responsibility and accountability for the administrative, fiscal and program performance of the College.

The President of the College serves as the primary communications link between the Board and faculty, students, and other college constituencies. The President keeps the Board informed of important issues through periodic mailings from his office. In addition, faculty and student liaisons to the Board of Visitors meet regularly with Board committees to keep Board members apprised of significant issues on campus.

Although a spirit of goodwill pervades Board relations with faculty and students, both Board members and student and faculty liaisons to the Board interviewed by the Committee expressed a desire to improve their mutual communication. The Committee **recommends** that the Board take steps to enhance its formal and informal communication with faculty and student representatives. Actions the Board should consider include:

- Reserving more time on its agenda for discussions with faculty and student liaisons.
- Scheduling faculty and student reports earlier on the Board's agenda.
- Providing feedback on actions the Board takes in response to concerns raised by faculty and student liaisons.
- Planning more opportunities for informal interaction between Board members and student and faculty representatives. The Committee recommends that, at appropriate times during the academic year, the Board host receptions or casual dinners to encourage more Board dialogue with the College's students and faculty.

In addition, the Board of Visitors should familiarize itself more thoroughly with the individual academic units to provide a firm base of information for decision making. The Committee recommends that Board members physically visit on a regular basis the various schools of the College. Regular visits to individual academic units would enable Board members to meet and get acquainted with faculty members and students who do not serve as official representatives to the Board.

In its quest to become the best small public university in the United States, William and Mary requires a first class Board of Visitors. The Committee encourages the Governor to solicit nominations to the Board from many sources as the Governor seeks highly qualified candidates who can bring a diverse array of perspectives and needed skills to the task of leading this university into the 21st century.

6.1.3 Advisory Committees

The role of lay advisory committees is not addressed in any of the principal governing documents of the College. The Board of Visitors presently does not use lay advisory committees, but it does grant authority to the administration to hire outside consultants as needed.

6.1.4 Official Policies

The Bylaws of the Board of Visitors are printed, periodically updated, and widely distributed to the College community. These Bylaws describe in detail the duties of administrative officers as well as the Board. In addition, organizational charts, clarifying the College's administrative structure are regularly updated and disseminated throughout the campus.

The Constitution and Bylaws of the Faculty Assembly, likewise, detail the purpose, responsibilities, and operation of the College's faculty governance system. These documents are readily available to the faculty and administration.

The *Faculty Handbook* outlines College policies concerning faculty appointments and responsibilities, including faculty evaluation and tenure and promotion guidelines. The *Handbook* currently serving as official College policy was adopted in 1982. The 1984 Self-Study report criticized this document, stating it included irrelevant material, lacked clarity, and was poorly written. The passage of ten additional years only serves to emphasize this criticism. The 1984 report recommended the *Faculty Handbook* undergo significant revision and

careful editing. This process has been underway for some time, and a new *Handbook* exists in draft form. However, an officially approved *Handbook* is still not available to the College's faculty. The 1994 Self-Study Committee **recommends** that the process of revising the *Faculty Handbook* be completed promptly.

6.1.5 Administrative Organization

The organizational structure of the College (see chart on page 136) reflects changes that have occurred since the 1984 Self-Study. The Dean of Students position has been elevated to Vice President for Student Affairs reporting directly to the President. In addition, a Vice President for Community Relations and Public Service position has been created. As mentioned in Section 6.1.4, the responsibilities of each major administrative position are detailed in the Board of Visitor's Bylaws. The duties of the new Vice President for Community Relations and Public Service should be described in the Board's Bylaws and distributed to the College community as soon as possible. The Committee recommends that all executive job descriptions be widely circulated annually through the *William and Mary News*. This would help to assure clear, widespread understanding of the roles, responsibilities, and scope of authority of the College's chief administrators.

College administrators are formally evaluated every five years. The College's President meets annually with the Rector for purposes of reviewing the President's performance. Although there is no formal written process for evaluating the President, the Board is satisfied that the process currently employed is a satisfactory means of assessing the President's performance. The Committee believes more formality may be warranted in this area and recommends that the Board meet annually to set measurable performance standards for the College, the President, and for themselves as members of the Board of Visitors, and that the Board review performance against those standards at least every two years.

There is no agreed upon absolute standard of an appropriate ratio of expenditures for administration to those made for instruction. However, the Committee employed a methodology recommended by the American Association of University Professors¹ to determine whether the College's administrative expenditures relative to

instructional costs are in line with peer institutions (see Table 1 on page 135). The data comparing William and Mary with similar institutions across the country and with other Virginia higher education institutions generally showed the College's administrative expenditures to be in line with similar universities. Recently, the College's administrative expenditures relative to instructional costs have actually fallen below those of many peer institutions. These findings suggest that, relatively, the College is not spending an inappropriate percentage of its resources on administrative operations.

Overall, the evidence gathered by the Organization and Administration Committee of the Self-Study suggests that the College's administrative organization functions effectively. However, interviews with faculty and administrators revealed some areas where modifications in organizational structure or procedures could improve the College's operations. Generally, the following recommendations advocate improved coordination of administrative functions to increase efficiency, more fully utilize limited resources, and improve services to the College community.

Recommendations Concerning Administrative Organization:

1. Strengthen coordination of information technology, especially computing and instructional technology. "One-stop-shopping" should be the objective of structural improvements in the technology realm. This should include the expansion and unification of "user services" in technology areas. Currently, instructional development and instructional technology operate as unrelated services. Similarly, computing support separates services for computing hardware and software. Such disjointed structural arrangements inhibit the effective incorporation of technology into the educational and administrative operations of the College. Improved coordination of information technology would enable William and Mary to employ this vital resource more effectively than is the case at present.

2. Centralize or improve the coordination of student, personnel, and other basic university data bases. Various academic and administrative areas across campus maintain separate data bases that sometimes overlap but are not necessarily consistent with similar data bases

1. Bergman, Barbara R. (1991) Bloated Administration, Blighted Campuses, *Academe* 77 no. 6:12-16. [this paper is on file with the Self-Study documents collection]

maintained by other offices. Better management of key data bases would improve William and Mary's ability to update and utilize information and would make more efficient use of limited university resources.

3. Centralize the scheduling of space on campus. At present three offices plus individual schools schedule space in campus buildings. Centralizing the scheduling of most public space at the College would ease the process of space scheduling and resolve more efficiently problems generated by the sometimes competing needs of the academic, administrative, and student life domains of William and Mary.

4. Strengthen the support structure within the Provost's Office. This is necessary to enhance the Provost's ability to act effectively as chief academic officer for the College. This support structure should include personnel specifically charged with responsibility for promoting faculty development, especially in the area of effective instruction, as well as research and grant development. The Provost's Office should also oversee a housing placement service for visiting faculty. Such a service is needed at a dynamic university to ease the transition of professors who serve the institution on a temporary basis.

5. Appoint legal counsel for the College. William and Mary is the only doctoral granting university in Virginia without full-time legal counsel on campus. At present, as a state agency, the College is represented by an Assistant Attorney General appointed by the Office of the Attorney General to provide legal advice. This can be problematic when the Attorney General's Office is extremely busy or a particularly difficult case emerges. Complex issues commonly confronting higher education institutions today include tenure disputes, civil rights complaints, student disciplinary cases, intellectual property issues, and procurement problems. To assure that the College is adequately represented when legal questions arise, the Committee recommends that the College appoint its own legal counsel.

6. Enhance coordination of functions among William and Mary's various schools. The Committee advocates the development of a coordinating mechanism (e.g., a coordinating committee of deans, an associate provost charged with this responsibility) to improve communication and policy development among the College's individual schools on issues of mutual concern. These include such topics as graduate education, student recruitment, technology, and faculty development.

7. Streamline the administrator evaluation process. Although its objective is meritorious, as currently structured the formal administrator evaluation system takes an inordinate amount of faculty and staff time. The system should be reviewed as a means to devise a more cost effective evaluation strategy. Consistent with this effort to improve administrator assessment, the College's central administration should report to the university community how administrator salary increases relate to the evaluation process and how these increases are determined annually.

8. Engage hourly and classified employees more fully in the administrative operation of the College. Representatives of the Hourly and Classified Employees Association (HACE) expressed concern about the nature of their communication with faculty and professional staff, their treatment by other College personnel, and the quality of their involvement in the operations of the College. The staff we interviewed indicated a need for more direct and timely communication about administrative issues that pertain to their jobs. Also, the HACE representatives suggested that appropriate classified staff members be included in consultations about potential new policies, facilities, or technologies before the College makes a commitment. This would help avoid unintended, sometimes costly consequences that occur when a decision is made without involving all knowledgeable parties. Based on the Committee's interviews with HACE representatives and the common knowledge of Committee members, we recommend that the College:

- Identify concrete ways to improve communication between hourly and classified employees and the College's administration (e.g., updates on college news, policies and procedures via electronic bulletin board, a president's adviser on classified staff issues).
- Provide for staff representation on appropriate College committees (e.g., UPAC [University Policy Advisory Committee]).
- Address the role and proper treatment of hourly and classified staff in faculty and professional staff orientation programs.
- Train supervisors in effective staff management.
- Appoint a staff ombudsman or arbitrator to investigate staff problems with supervisors.

9. Strengthen the link between the College's administration and the shared governance system. During interviews with faculty and administrators, we became aware of weaknesses in the shared governance system that should be addressed. The Committee recommends:

- Revising the College's committee structure to minimize duplication of responsibility and overlapping committee membership. The current committee structure requires administrators to make multiple, and often redundant, reports on the same issues to different governance bodies. This needlessly consumes valuable staff and faculty time. The Faculty Assembly should fulfill its responsibility to maintain a lean and efficient committee structure.
- The College maintain only one policy and planning advisory committee. At present UPAC and the College-wide Strategic Planning Committee are duplicating this function.
- The Faculty Assembly, in consultation with the President and Provost, should clarify the Assembly's proper relationship to the College's administration. Our interviews uncovered some confusion on what types of issues and decision making opportunities fell within the purview of the Faculty Assembly and which fell exclusively within the domain of the administration. The Assembly has now been in existence for five years and is a viable entity. A self-assessment by the Assembly of its domain and key activities would improve its functioning.

Table 1: Comparison of Administrative Expenditures: Academic Support (less Libraries) and Institutional Support as % of Instruction

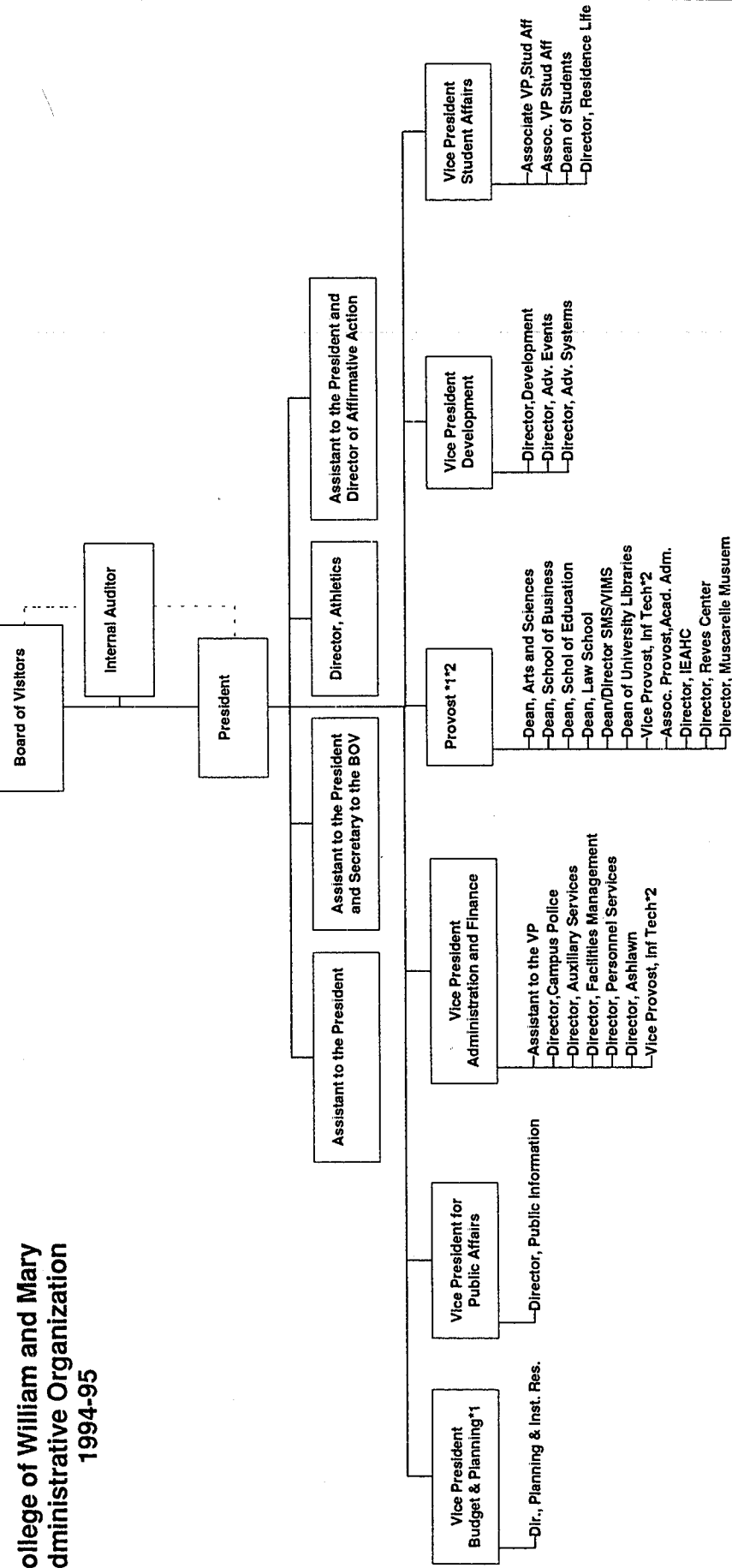
Group/Institution	Average of Each Institution's Administrative Percent		
	1989	1990	1991
State Salary Peer Group	40%	38%	39%
Virginia Public Senior	45%	44%	41%
Alternate Peer Group	43%	42%	41%
Carnegie Doctoral I	46%	45%	45%
William and Mary	46%	41%	38%

State Salary Peer Group Institutions: U. Cal. Santa Barbara, U. Colorado, U. Delaware, Florida State U., U. Notre Dame, U. Kansas, Boston College, Clark U., Dartmouth College, U. New Hampshire, SUNY Albany, SUNY Binghamton, UNC Chapel Hill, Wake Forest U., U. North Dakota, U. Rhode Island, U. Vermont, U. Connecticut, William and Mary (excludes Tulane because of incomplete data, and U. North Dakota in 1989)

Virginia Public Senior Institutions: Christopher Newport U., Longwood College, James Madison U., Old Dominion U., Radford U., Virginia Commonwealth U., Mary Washington College, Clinch Valley College, George Mason U., Virginia Military Institute, Virginia Tech, Virginia State U., Norfolk State U., U. Virginia, William and Mary (James Madison U. excluded in 1989 for incomplete data)

Alternate Peer Group Institutions: U. Cal. Berkeley, U. Colorado, Wesleyan U., Georgetown U., U. Miami, Miami U. Oxford, U. Illinois Urbana, U. Notre Dame, Boston College, U. Massachusetts Amherst, Dartmouth College, U. New Hampshire, Princeton U., SUNY Albany, SUNY Binghamton, SUNY Buffalo, Wake Forest U., U. Pennsylvania, Villanova U., Brown U., U. Vermont, Rutgers U., U. Virginia, U. Connecticut, William and Mary (Miami U. Oxford excluded in 1989 and Boston College in 1990 for incomplete data)

Carnegie Doctoral I Institutions: U. Alabama, U. Arkansas, U. Cal. Riverside, U. Cal. Santa Cruz, U. Northern Colorado, U. Denver, American U., Nova U., Georgia State U., Illinois Institute of Technology, Loyola U. Chicago, Northern Illinois U., Ball State U., U. Notre Dame, U. Louisville, Boston College, Tufts U., Western Michigan U., U. Mississippi, U. Southern Mississippi, St. Louis U., U. Montana, Fordham U., St. Johns U. Jamaica, SUNY Binghamton, SUNY C Env Sci/Frst, Bowling Green State U., Kent State U., U. Akron, U. Toledo, Lehigh U., Memphis State U., U. North Texas, Rice U., Texas Tech U., Texas Womans U., U. Houston, Marquette U., William and Mary (U.S. International, Catholic U., American, and Tulane excluded because incomplete data)



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College of William and Mary
Administrative Organization
1994-95

*1 joint reporting responsibility on budget planning and institutional research
*2 joint reporting responsibility on computing policy and implementation

Chapter Thirteen

Institutional Advancement

- David H. Finifter, Chair (Professor of Economics and Director, Public Policy Program)
- Ronald H. Rosenberg, Steering Committee Liaison (Professor of Law)
- W. Barry Adams (Executive Vice President, Alumni Society)
- Erin R. Brewster (Law Student)
- John B. Delos (Professor of Physics)
- Stewart H. Gamage (Vice President for Community Relations and Public Service)
- John D. Haskell, Jr. (Associate Dean, University Libraries)
- Carl Hershner (Associate Professor of Marine Science)
- Robert P. Maccubbin (Professor of English)
- Timothy G. Slavin (Undergraduate)
- Dennis Slon (Vice President for Development)
- Amy E. Stoakley (Graduate Student, Public Policy)
- Kevin J. Turner (Undergraduate)

INTRODUCTION

The College of William and Mary has a complex and comprehensive institutional advancement structure. In defining institutional advancement, SACS notes that such a program "... may include programs in development and fundraising, institutional relations and alumni affairs." SACS stipulates this program "... must be directly related to the purposes of the institution..." and that a "... Qualified person should be responsible for the administration of the program." In the discussion that follows, we describe the current structure of the institutional advancement offices, evaluate their performance, and trace the recent history of the offices performing the various institutional advancement roles.

This is a particularly interesting time to examine the units involved in William and Mary's institutional advancement efforts for at least three reasons. First, the university has just completed the highly successful Campaign for the Fourth Century (raising in excess of \$150 million in gifts and commitments) and celebrated its Tercentenary year with high quality activities bringing national, international, regional, and local recognition highlighting the institution's strengths --past, present, and future. Second, in recent years, the College has been receiving significantly less support from the Commonwealth. This places extra pressure to secure private funding to allow the College to maintain its level of excellence and develop further. Third, two of the three offices involved in institu-

tional advancement activities (Office of Development and Office of Community Relations and Public Service) recently have been significantly reorganized, redefined, and have new leadership.

Our analysis concludes that the three offices --Office of University Development, Office of Community Relations and Public Service, and the Society of the Alumni-- are, in the main, effective and are run by qualified professionals. This conclusion notwithstanding, we make several recommendations in regard to each office. The 1984 Self-Study report referred to the relations between the offices involved in development and university relations and the Society of the Alumni as having gone through a decade of "... contention rather than cooperation" in the prior ten years. Without question, the "decade of contention" is over, and the decade since the last Self-Study has been one of increased harmony and cooperation, especially demonstrated in the twin successes of the Campaign and the Tercentenary Celebration. Clearly, the relations among the three units is at an all time high and many of their activities are so intertwined, it is difficult to assign costs and benefits with any degree of accuracy.

CURRENT STRUCTURE OF INSTITUTIONAL ADVANCEMENT OFFICES

In the discussion which follows, we examine in some detail each of the three offices involved in institutional advancement activities. The current