

Supplement to the Michigan Alumnus

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A Report on University Athletics

*Prepared By a Committee Appointed By Acting President Alfred H. Lloyd, May 15, 1925
Consisting of Dean Edmund E. Day, of the School of Business Administration, Professor
Ralph W. Aigler, Chairman of the Board in Control of Athletics, Joseph A. Bursley,
Dean of Students, Alfred H. Lovell, Professor of Electrical Engineering and A. E. Boak,
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THE Committee making this report was appointed in response to a resolution of the Senate Council at its meeting of May 11, 1925. The Council, following a report by Professor R. W. Aigler, the representative of the Board in Control of Athletics, had discussed the desirability of a new stadium. In the course of this discussion, certain members of the Council had expressed the opinion that intelligent handling of the problem of a new stadium requires information regarding all phases of the athletic situation. At the close of the discussion, the President was requested by the Council to appoint a Senate Committee to study the entire athletic situation. Acting President Lloyd announced the appointment of such a committee under date of May 15th. This Committee has since met at frequent intervals. It has conferred with various members of the University staff, and has communicated in one way or another with numerous officials responsible for athletics at other institutions. It has followed rather closely the current discussion of athletics in both the public and the collegiate press. It submits herewith its findings. It ventures also to present certain specific recommendations.

Scope of Committee's Survey

In making its study, the Committee has adopted a broad interpretation of its commission. The problems of intercollegiate athletics, particularly of intercollegiate football, were bound to be included in the study. The broader issues of competitive sport, intramural as well as intercollegiate, seemed also to fall inevitably within the survey. The Committee has gone beyond these subjects and has given attention as well to questions of general physical education. In brief, the Committee has construed its task to include the study of all matters having to do specifically with the student's bodily training and development.

The Place of Physical Education in the University
So conceived, the Committee's study has become part of a more general inquiry—the inquiry into the means and ends of American collegiate education. For, after all, physical education is a phase of general education. Bodily development has significance and value primarily as it is associated with corresponding growth of mind and character. In so far as physical health and strength, and accompanying habits of physical exercise and exertion, make possible a fuller realization of other capacities—be they mental, moral,

or spiritual—the development of a sound and disciplined body becomes an integral part of any comprehensive educational program. Adopting this line of reasoning, the Committee has regarded its study as concerned primarily with the means by which physical education is to be made a valuable element in general collegiate training.

The present athletic situation has significance, however, in other connections. Intercollegiate athletics especially—other competitive sports in some measure as well—have developed certain important lateral effects. Many of the strongest influences of undergraduate days gather around the more important intercollegiate games. For the players, these influences are of one sort; for the vastly larger number of students who do not participate, they are of an entirely different character. Some of the influences are wholesome, some of questionable value, some undoubtedly objectionable. Whatever may be the values set upon these influences, they are doubtless among the most potent of undergraduate life. The present athletic situation involves experiences which many a student—not to mention the alumni—has come to regard as most vital.

University Responsibility
THE Committee would not take the position that the University must assume complete responsibility for all phases of the life of its student-body. Doubtless there are persons in the community who will charge the University with such responsibility; persons who will indite the University for whatever evils may appear in student life. But college ways will always reflect in part the ideals and habits which the students bring to the college. This follows inevitably from the fact that a large measure of personal liberty is the student's indubitable right. It would be unfortunate indeed if college experience did not comprehend the difficulties and dangers of personal freedom. But there are no greater guarantees of success here than elsewhere in college work. The results students obtain in dealing with the issue of personal liberty depend upon countless factors, the most important of which antedate college life. Parents, schools, associates, alumni, press—to mention only a few—must share the responsibility for the evil as well as the good of college ways. There are aspects of student life for which the University is not to be held accountable.

But the Committee is not of the opinion that the University can on these grounds avoid responsibility for all but the mental development of its students. Many of the extra-curricular influences of undergraduate life are under

direct University auspices. Many others are easily subject to University control. In so far as the University authorities are in a position to determine the scope and character of these influences, the University must accept responsibility for their effects upon student life whether or not these effects be connected with the students' scholarly activities.

The Purpose of Education Furthermore, to argue that the college is essentially an "educational" organization and hence concerned only with the scholarly interests of its students is to give "education" too confined a meaning. After all, the function of the undergraduate American college is to educate for life, not for the practice of this or that trade or profession. Education for life is not to be had exclusively from books and teachers, however great in influence some of these may be. Countless contacts of other sorts play their part. Student organizations, competitive contests, recreational activities, personal associations offer experiences which often fundamentally mould ideals and character. Education for life involves a training of mind and body and will. It is not enough for the student to acquire a store of learning, a quickened imagination, a deepened appreciation of the treasures of art; ideals of personal conduct must be elevated and strengthened, the will must be tried and tempered, bodily health must be preserved and the developed, healthful habits must be cultivated and established—the whole man must be coordinated and disciplined. There must be provision furthermore for wise relaxation and wholesome recreation and play. The upbuilding of men and women is a complex process. The college must broaden its program of training accordingly. It must take a positive interest in the sum-total of undergraduate experiences. This does not necessarily imply that the college should place its students under more rigorous control; it does suggest, however, that the college should do what it can to offer to its students every inducement and facility for the development of those capacities and habits of mind and body and will which are designed to enrich and ennoble the after-years.

Athletics and Education The present athletic situation is to be analyzed and appraised under this broad concept of what may be properly demanded of our institutions of higher learning. The study of the athletic situation thus becomes the study of a phase of the general educational situation. The fundamental question is: to what extent do athletics as conducted at the University now form a valuable part, and to what extent may they be made to form a more valuable part, of a comprehensive program of education for life?

Present Athletic Organization To answer this question, it is first necessary to learn as nearly as possible just what is the present athletic situation at the University. Three distinct lines of activity are to be considered: (1) the program of required physical education; (2) intramural sports; and (3) intercollegiate athletics. The first two of these—required physical education and intramural sports—are in charge of a department of the University—the Division of Hygiene, Public Health, and Physical Education—of which Dr. John Sundwall is the present director. The third—intercollegiate athletics—is under the supervision of the Board in Control of Athletics, a board of eleven members consisting of four representatives of the University Senate nominated to the Regents by the Senate, three representatives of the alumni appointed by the Regents, three representatives of the students elected by the male members of the Athletic Association (which includes all students who have paid the annual physical education fee of the University) and finally the Director of Intercollegiate Athletics (at present, Mr. Fielding H. Yost), *ex officio*. Required physical education and intramural sports are clearly an officially-constituted athletic interest of the University; intercollegiate athletics bear a somewhat less definite relationship to the formal educational program of the University. All three forms of athletic

activity are to be studied in any comprehensive examination of the present athletic situation.

Present System of Physical Education and Intra-Mural Sports

Required Course For Men

PHYSICAL training is required at Michigan of all men in the first-year classes of the College of Literature, Science, and the Arts, the Colleges of Engineering and Architecture, and the College of Pharmacy. Though the work is required, it is granted no formal credits in semester hours. On the basis of a medical and physical examination, all men who are not excused on order of a physician and the Dean of the College in which they are enrolled are classified for the work in physical education in four groups—A, B, C, and D:

- Group A. Students who are qualified for competitive athletics and are released during the active practice seasons to the regular freshman squads in the major and minor sports;
- Group B. Students who pass a physical efficiency test and are given more advanced work in special sections;
- Group C. Students who are assigned to the regular physical education classes;
- Group D. Students who need special corrective work and are required to do corrective exercises in addition to the regular classes.

At the beginning of the present college year, 1463 freshmen were listed for physical training. Eighty-nine men were excused. Nine hundred and seventeen men have been in the regular class sections. One hundred and twenty men have been in the sections for advanced work, and one hundred and twenty-five have been doing corrective exercises. The work given at the gymnasium in the regular physical education classes consists of calisthenics, apparatus work and tumbling, and mass athletics. Certain major and minor sports may, during their respective seasons, be substituted for the regular work at the gymnasium. Lack of staff and of facilities prevents the offering of other desirable alternative forms of exercise, and in general renders difficult the conduct of the work at the gymnasium. After the freshman year, the work for men is entirely voluntary.

Intramural Sports For Men

Intramural sports differ from required physical education in that instruction is not ordinarily offered and participation by the students is voluntary. Intramural sports were first formally recognized in 1913 when the Department of Intercollegiate Athletics at the University set up the first definite program. Administration of this program was continued in the Department of Intercollegiate Athletics until July 1, 1921, when it was placed in the hands of the University Division of Hygiene and Public Health. A wide variety of games and competitive activities are fostered. Among the most popular are basketball, playground ball, speedball, tennis, and swimming. A full list of the sports with the numbers taking part in 1924-1925 is given in the following table:

Table A. Number of Students Participating in 1924-25 in Each of the Recognized Intramural Sports.

Sport	Number of Students
Basketball	1550
Playground Ball (Soft Ball)	1310
Baseball	150
Track (Indoors and Outdoors)	510
Tennis	704
Swimming	450
Bowling	864
Cross Country	294
Golf	300
Soccer	100
Volley Ball	342

work, instead of one, is required of women students in the College of Literature, Science, and the Arts, and the Colleges of Engineering and Architecture. All women freshmen and sophomores in these colleges must complete satisfactorily, without credit in semester hours, a specified course in Physical Education. The work is carefully related to a medical and physical examination which all entering students are required to take. In the fall and spring, the work consists of elective sports: archery, baseball, hockey, tennis, soccer, track, and field. During the winter—approximately from the middle of November until sometime in the month of April—the work takes the form of class gymnastics, games, natural and folk dancing, swimming, and individual gymnastics. The pursuit of elected activities is encouraged. There appears to be with the women a less definite separation of physical education and intramural sports, probably because the two are under the same general direction. An encouraging number of the women—eight hundred is the number recently estimated—voluntarily continue systematic exercise after having completed the two-year required course. In general, the work appears to be well organized and administered.

Serious Lack of Facilities Like the work of the men, however, it suffers from lack of facilities. Barbour Gymnasium is inadequate and Palmer Field, in its present condition, quite unfitted for the most part to serve as an athletic field. The so-called field house is nothing more than a small bare cottage. In consequence, the women are compelled to use Barbour Gymnasium for ordinary locker accommodations, and have to walk through the streets to and from the field before and after play. In general, the facilities for women are distinctly less satisfactory than those for men. The need for improvements at Palmer Field has seemed to the Committee so imperative that a special study has been undertaken by Professor Lovell and comprehensive plans prepared for regrading the fields and adding materially to the present equipment. Early action is clearly in order. The work of the women, as now conducted, suffers most unfortunately from the lack of satisfactory facilities.

General Results Obtained The general results obtained through the programs of required physical education and intramural sports for both men and women are as valuable as could possibly be expected in view of the conditions under which the work is conducted. The students are taught the essentials of personal hygiene and healthful exercise. Some start habits of play and exercise which are likely to persist. Others become permanently interested in particular lines of sport. But the program as a whole is not as valuable as it should be. It needs to be more definitely recognized by the University authorities as an important part of the students' education. It needs to be more definitely appreciated by the students as a valuable part of college experience. The means by which these changes are to be effected will be discussed later.

Present System of Inter-Collegiate Athletics

Department of Intercollegiate Athletics THE athletic situation in so far as it relates to intercollegiate athletics is better known. This branch of athletics at Michigan is conducted through the Department of Intercollegiate Athletics, differing from others in the University organization in that it is controlled by a separate body, and aside from the salary of director, draws no financial support from the University. The Department of Intercollegiate Athletics has charge of all Varsity, reserve, and freshman training and competition. Ten intercollegiate sports have been officially recognized: football, baseball, basketball, track, cross-country, tennis, swimming, hockey, golf, and wrestling. The number of men taking part in the different sports in 1924-25 was as follows:

Table B. Number of Students Participating in 1924-25 in Each of the Recognized Intercollegiate Sports.

Sport	Number of Students
Football	343
Basketball	175
Track	185
Baseball	241
Cross-Country	40
Swimming	68
Golf	50
Hockey	87
Wrestling	81
Tennis	85

Some men participate, of course, in more than one line; but making allowance for such cases, it is safe to say that approximately one thousand different men engage in the course of a year in the athletic activities which fall under the jurisdiction of the intercollegiate department.

Administrative Organization The Department of Intercollegiate Athletics operates with a numerous staff. In 1924-25 the administrative organization consisted of the director, two assistant directors, a business manager, a publicity manager, and a secretary. The coaching staff consisted of twelve full-time men besides four others giving assistance on a part-time basis without pay. In addition, there was a training staff consisting of three full-time men with part-time assistants. In general, it appears that the Department of Intercollegiate Athletics is adequately manned to carry on all parts of the intercollegiate athletic program.

Plant and Equipment On the side of plant and equipment also, the Department is in excellent shape. In Ferry Field the Department has ample space for the accommodation of Varsity, reserve, and freshman teams engaged in the various outdoor sports. As far as the coaching and training of the players is concerned, the present equipment for football, baseball, and track leaves little to be desired. The same is true of the equipment for indoor intercollegiate activities during the winter months. The Yost Field House with its immense floor space affords ideal opportunities for indoor track training and contests, for basketball, and for practically any form of indoor sport. The old Club House recently converted into an administration building, provides thoroughly satisfactory quarters for the business activities of the Department. In general, the Department's physical plant offers every facility for the satisfactory development of intercollegiate athletics.

Need for New Stadium The only serious problem of plant and equipment in the Department of Intercollegiate Athletics relates to the football stadium. The present football stands at Ferry Field are largely of a temporary character. Only about one-fourth of the total seating capacity is provided by the permanent concrete section on the south side of the playing field; the balance of the stands are of wood. Some of the wooden sections are allowed to stand throughout the year; others are taken down and later reconstructed each season at considerable expense. Moreover, the wooden stands as a whole have been so long in use that they threaten to become unsafe in the near future. New stands must soon be constructed. The Department of Intercollegiate Athletics is entirely right in insisting that at this point the physical plant is at present unsatisfactory and must have early attention.

As far as organization, equipment, and management are concerned, the Department of Intercollegiate Athletics clearly sets high standards in the athletic activities of the University. But what is to be said of the results obtained? Are intercollegiate athletics to be regarded as a desirable element in the general athletic program, this program being appraised in terms of general educational values? Answer is to be made on the basis of three possible contributions of intercollegiate sport: (1) the training of those who actually participate; (2) the stimulation of the entire system of competitive sport at the University; (3) the develop-

ment of certain enthusiasms and loyalties among those who follow the games but do not take part. These three distinct lines of influence call for separate consideration.

Training Received By Players

UPON the whole, the direct training afforded by intercollegiate athletics appears to be valuable. Physical development; special skills; courage and stamina; subordination of self in team play; sustained effort—these are some of the more important results to be had from intercollegiate athletics by those who are able to take part in the training and contests. Doubtless in some cases the sport becomes unduly tense and severe. Certainly there is grave danger of this in the case of football; at most colleges and universities the latter has become a rather serious business. Commonly, the game requires too much time of the players; still more commonly it absorbs too much of their thought; and altogether too commonly, it has ceased to be for the players a pleasurable sport. But these are features of intercollegiate athletics which are by no means inherent. Almost any line of activity may be made a grind if it is overdone. The problem here is merely to keep intercollegiate athletics on the level of good sport; and in the opinion of the Committee it is quite possible to accomplish this end. The more intelligent coaches are already beginning to see that the best results are not obtained through any period of training which the players find to be a hard grind. Under proper supervision, intercollegiate athletics should furnish a valuable experience for any properly qualified participant.

Varsity and Intramural Competition

Intercollegiate athletics may be advocated in the second place because of their influence upon the general system of competitive sport at the University. The Varsity squad constitutes the "honors group" in this particular line of undergraduate endeavor. There is substantial good to be had from the general desire among the students to work up in any line of physical education or intramural sport until they can make the "Varsity." This sort of spur is employed in other lines of undergraduate activity and may well be employed in athletics. The danger of the present situation is that the connections between intercollegiate and intramural sport will not be sufficiently close. It is important to keep wide open all the avenues through which students may move from the lower levels of physical endeavor into the higher. Under a properly constituted system, intercollegiate athletics should serve as an effective energizer of the general program of physical education at the University. In the opinion of the Committee it would be unfortunate if intercollegiate athletics on a fairly large scale were not maintained for this purpose. They virtually set the standards of proficiency for other parts of the athletic system.

Enthusiasms and Loyalties

Intercollegiate athletics may be supported in the third place on the ground that they engender and give play to certain enthusiasms and loyalties which are valuable to alumni and students, and serviceable to the University. Intercollegiate contests are among the few occasions at which the entire student-body comes together. The sense of common interest which animates the crowd at a football game plays a part in the development of common loyalties. There is no reason to believe that enthusiasms developed in connection with the support of athletic teams interfere seriously with the development of enthusiasms for other University interests and organizations. On the contrary, it may well be argued that the association and concerted action developed among alumni and students in connection with intercollegiate athletics actually break the way for the development of association and concerted action on behalf of other and more important University projects. The danger lies in the appearance of a kind of college spirit that is little more than vociferous support of athletic teams. There is more danger of this sort of development among the alumni than among the undergraduates. One of the most serious difficulties in intercollegiate football at the

present time is the insistence of the alumni upon *winning* teams. Efforts must be made to keep alumni opinion essentially sane and conservative in matters of athletic policy, and furthermore, to develop among alumni an interest in phases of University activity other than the purely athletic. Intercollegiate athletics in so far as they help to keep alive a continuing interest in the University, in so far as they kindle pleasant memories of college days, and foster loyalties to the University, serve purposes which are important, though their significance doubtless may be exaggerated.

Some Evils of Intercollegiate Sports

THE Committee would not ignore the evils which have appeared from time to time in intercollegiate athletics. Some of these are common to practically all the sports. Thus, proselyting—which doubtless has been reduced, and as far as official agencies are concerned almost entirely eliminated—still persists unofficially, and remains, as it long has been, one of the objectionable features of intercollegiate athletics. Excessive and unwise publicity is another general evil. Here the newspaper press is probably more responsible than any of those immediately in charge of athletics. Undue emphasis upon intercollegiate sport is a serious failing among both undergraduates and alumni; it is difficult to retain a rational set of academic values on the eve of important intercollegiate contests. The hero worship which accompanies intercollegiate competition is another regrettable feature. All of these evils are common to practically all branches of intercollegiate athletics.

Evils in Football

In football, some of these evils are just now particularly serious. Proselyting in no sport is as widespread as it is in football. Publicity is in no line as excessive as it is in this sport. The aggrandizement of the individual player has been carried to most unfortunate extremes in the case of our football stars. If there is any sport in which the individual should be rarely singled out for praise it is in football, for in no other sport does success depend so completely upon the coordinated effort of all members of the team; yet the spotlight of newspaper publicity is commonly centered on the man who makes the pass or receives it, or the man who happens to carry the ball in some open play. The inevitable result appears in the almost irresistible temptation offered football stars to join professional teams at extraordinary salaries. Still another evil which seems to be at its worst in football is the pre-eminence of the coach. Football teams are referred to as if they were the personal possession of the head of the coaching staff. It would appear at times as if the coaches used the players as pieces upon a great chess board, with the stakes consisting largely of the reputations of the respective coaches. Meanwhile, alumni insistence on winning teams makes it difficult to adopt measures which would reduce the influence of the professional experts who have the teams in charge. All of these features of football are evils, the seriousness of which the Committee would not for a moment deny. Unless the evils can be largely eradicated, intercollegiate football will not stand the test of time. But the present evils are not to be dealt with by any precipitate action. They require careful study by those who are most intimately acquainted with the athletic situation. Furthermore, they probably can be satisfactorily dealt with only through joint action by a number of associated institutions.

The foregoing account of the existing athletic system suffices to bring out one fundamental point. The system is not so seriously defective at any one point as it is essentially out of balance. Intercollegiate athletics, notably football, have been so largely developed, that other interests—athletic as well as scholarly—have fallen behind. Intercollegiate athletics appear to have grown out of all proportion to the importance of the purposes which they serve. In the complex com-

ground of academic interests, intercollegiate athletics, like all other activities, should be maintained only in reasonable proportion. As matters now stand, intercollegiate athletics may be said to exist "in excess."

Proposed Changes

This disproportion or lack of balance may be dealt with in two ways: (1) through a reduction of intercollegiate athletic competition; (2) through an enlargement of rival forms of student and alumni interest and activity. Measures of the first sort will be restrictive in character; measures of the second sort, expansive in character. Measures of the first sort have been more frequently proposed and may be considered first.

Restrictive Measures—Are They Practicable Measures designed to reduce the amount of time and effort now given to intercollegiate athletics have been given serious consideration in many quarters. It must be confessed, however, that measures of this sort, even when impelled by the best of intentions, have not been, thus far, particularly fruitful. Yet something worth while probably can be accomplished by placing certain restraints on the present system of intercollegiate competition. Among the restrictive measures which the Committee regards with most favor are: (1) limitation of the amount of time which may be demanded of members of Varsity squads; (2) limitation of the number of Varsity competitions in which the individual athletes are allowed to engage; (3) reduction of the length and severity of schedules of games; (4) restriction of the functions and activities of professional coaches, particularly while the teams are on the playing fields. Considerable improvement of the present situation may be effected by measures along these lines.

But success in this direction depends upon certain factors of organization. In the first place no institution working by itself can institute a restrictive program satisfactorily: conditions of intercollegiate competition are made too unequal. What is needed is joint action by a number of associated institutions, such as come together in the Western Intercollegiate Conference or in the less formal combinations of the East. A further requisite is more direct participation in the formation of policies by those directly in charge of the general educational policies of our colleges and universities. In this connection, modification of the customary forms of athletic control are in order. The Committee has suggestions to offer on the latter point. In general, the Committee is of the opinion that early experimentation with reasonable restraints on intercollegiate sport is highly desirable.

The Question of a Stadium IN connection with the general policy of restriction, one further issue requires consideration—the issue of the football stadium. It has already been pointed out that this issue at Michigan is acute. The existing stands will soon become unsafe. New stands must soon be constructed. The only questions are: Where shall they be located? Of what materials and in what style shall they be built? What shall be their capacity? Far-sighted answers to these questions are much needed.

Not on Ferry Field It is the opinion of the Committee that the football stadium should not be located on Ferry Field. The sub-soil of the Field is of such a character as to present serious difficulties in the building of a permanent structure. The surface and drainage conditions at the Field would make it necessary to build largely above ground, with consequent heavy expense. Extension of the present concrete stand would crowd the available space and result in a stadium of unattractive appearance. Finally, the present location is needed for the accommodation of intramural sports; the north end of Ferry Field is more accessible to the Campus

than any other available tract of land and should not be devoted to a structure used but a few times a year and then chiefly for the accommodation of a vast crowd of spectators. In brief, then, Ferry Field is not the place at which to locate a new stadium.

A Satisfactory Site Possible The new stadium, if built, should be constructed on a site chosen with special reference to economies of construction and accessibility to the main arteries of transport and vehicular travel. Careful regard for favorable drainage levels and surface contours, followed by the use of the most improved mechanical equipment for necessary digging and filling will reduce the costs of a stadium to a minimum. Location outside the built-up sections of the city but in close proximity to the main lines of travel will reduce to manageable proportions the problem of traffic congestion. Fortunately, a number of sites appear to meet these requirements satisfactorily. The problem of the location of a new stadium can be solved without serious difficulty.

Type of Construction In general design and type of construction, any new stadium should represent the utmost simplicity. No attempt should be made to give it the form of a monument or memorial. Of course, attractiveness of appearance cannot be entirely neglected; but if the site upon which the stadium is built is so selected and graded that the structure lies largely below ground, the minimum requirements of general appearance can be met without heavy outlay. The general plan should be to secure every economy consistent with safety and convenience. A football stadium is used only a few times each year and then merely for the accommodation of spectators who watch an athletic contest. The total investment in the structure should be kept as low as possible.

Methods of Financing With an economical plan of construction, the sound financing of a new stadium should not be difficult. The Committee is opposed to any plan which involves the sale of bonds carrying the privilege of preferred football-ticket application; the distribution of football tickets should be kept free of any such encumbrances. Furthermore, no such concession as this should be required to obtain the necessary funds. The Board in Control of Athletics has a substantial surplus already in hand. It will have a considerably larger surplus in its possession by the time payments on a new stadium have to be made. Without either resorting to a drive or borrowing excessively, a new stadium can be financed from the present and prospective surplus revenues of intercollegiate athletics.

Stadium Size The question of the size of a new stadium involves greater complexities. The Committee does not subscribe to the view that the University is bound to provide accommodation for all who wish to attend the games and are able and willing to pay a reasonable price of admission; nor even to the more moderate view that accommodation must be assured in any case to all students, alumni and citizens of the State of Michigan. The obligations of the University to the people of the State are not to be questioned for one moment. In countless ways the University is bound to serve the State unreservedly as best it can. But the University is just as clearly bound to protect its educational integrity. It is an institution of higher learning, not a purveyor of popular entertainment. The people of the State surely can take no exception to measures unmistakably designed to preserve and promote the educational interests of the University. Mass attendance at intercollegiate contests involves educational hazards serious enough to justify restrictive measures.

Restrictions on Attendance Restrictions on attendance at intercollegiate contests are of two different sorts: (1) those imposed by the physical limits of the stands in which the spectators have to be accommodated; and (2) those imposed as a matter of policy in

attempts to control the character of the crowd. Restrictions on attendance usually have their immediate cause in the limited capacity of the stands; but the fundamental justification of restrictions on attendance at intercollegiate contests lies in the influence of the character of the crowd on the character of the game. The more difficult problems of intercollegiate athletics are fully as much in the stands as on the playing field. Spectators, whether they be college men or not, who are guilty of poor sportsmanship or disorderliness, constitute a liability which no intercollegiate sport can afford to carry. Furthermore, crowds that watch the game in the same spirit in which they would follow a professional baseball game or an ordinary theatrical performance do not provide the proper setting for intercollegiate competition. Displays of the right sort of college spirit are the saving feature of popular attendance at intercollegiate contests. In the interest of right-spirited sport, crowds at football games should be primarily crowds of college men and women.

Present Allotment of Tickets

WHETHER restrictions on attendance be undertaken because of limited facilities or in an effort to control the character of the crowd, they inevitably involve difficult questions in the distribution of tickets. No more troublesome problem confronts our athletic managers than the problem of ticket distribution. In general, the problem seems to have been exceptionally well handled at this University. Nevertheless, in the opinion of the Committee, certain modifications of the existing system of ticket distribution at Michigan are to be seriously considered.

Under the present plan, ticket application forms are mailed well in advance of the games to officers and students of the University and to alumni. Persons who are not in any way connected with the University may secure application blanks by communicating at any time with the office. The available sections of the stands, after withdrawals for officers and faculty of the University, the team, the "M" Club, the complimentary list, and the visiting institution, are divided equally between (1) students and (2) alumni and others. Allotments are subsequently made in these two divisions in the order in which ticket applications are received after specified opening dates.

Suggested Change in Allotment

It seems to the Committee that the present method of distributing tickets can be improved. The Committee recommends the serious consideration of the adoption of a system of preferential ratings under which applications received from students and alumni shall have precedence over those received from applicants who have never been students at the University. Following the alumni, citizens of the State of Michigan might well be given preferred rating over citizens of other states. Whatever the basis of allotment, every effort should be made to make applicants feel some responsibility for the proper use of the tickets for which they apply. Those who obviously misuse their applications should be denied the privilege of subsequent application. Doubtless the business of ticket distribution will continue to present many difficulties. At best it will be a trying phase of the management of intercollegiate athletic contests. It is a phase, however, which is sufficiently important to call for the best thought and attention of those charged with general supervision of our intercollegiate athletics.

Given a wise distribution of tickets, the size of the crowd at football contests ceases to be a major issue in the athletic situation. The Committee is unable to see that an attendance of 60,000 will involve problems which do not appear with an attendance of 45,000. The Committee is therefore not opposed to the construction of a stadium with 60,000 seating capacity, provided the stadium is properly located, built with the utmost economy, and subsequently filled under a system of ticket distribution which offers substantial guarantees as to the character of the crowd.

Stadium Dependent Upon Other Measures

It should be definitely understood, however, that this approval of the proposal of a new and somewhat larger stadium is conditional upon the adoption of certain other measures. In the first place, the construction of a new stadium should be coupled with the development of equally satisfactory facilities for required physical education and intramural sports for the entire student-body; and, in the second place, a reorganization of athletic control should be undertaken with a view to placing the formation of athletic policy under the authority of those charged with the determination of more general educational policy. These matters call for further consideration.

It was pointed out earlier in this report that the present excessive emphasis on intercollegiate athletics, may be rectified, not only by restricting intercollegiate athletics, but also by expanding other student interests and activities. Intercollegiate athletics have not encountered enough competition. Strong rival interests are sadly needed among both alumni and undergraduates.

Other Interests Should be Developed

MANY types of interest might be mentioned. Among the undergraduates scholarship needs to be more attractive. The obstacles here are serious but not insurmountable. Among alumni the more fundamental problems and policies of the University need to be presented and discussed. Much can be accomplished along these lines by intelligent organization and action. But such matters beyond the province of the present Committee. The counter-balancing interests with which the Committee has specifically to deal are those involved in the students' bodily training and development. Here the problem is one of developing more worth-while activity along the lines of physical education and intramural sports.

Further Development of Physical Education

The program of required physical education at the University is inadequate. Two years of work are now prescribed for women; one year of work for men. Two years should be required of men as soon as necessary staff and facilities can be provided; the desirability of increasing the requirement for both men and women to three or even four years should be carefully considered. It is the opinion of the Committee that physical training should constitute an integral part of collegiate education. If it is to become such at Michigan it must be given greater support and attention. Formal credits for work in physical education—perhaps one hour each semester—might well be added to the requirements for the bachelor's degrees. Ample and attractive facilities must be provided. A new, larger, and better-equipped gymnasium, located close to the campus, should be included in the University's immediate building program. Furthermore, physical education should be closely dovetailed with intramural sports of every variety. Students should be given options in their programs of systematic exercise: the present wide variety of games and exercise should meet the tastes and needs of all. Interest should be stimulated through the organization and development of natural competitive units. Every effort should be made to develop among the students durable habits of healthful exercise. In general, the program of required physical education must be regarded more seriously and given more liberal support.

And of Intramural Sports

Intramural sports should be developed correspondingly. In part, intramural sports are a necessary complement of more formal varieties of physical training; in part, they are a desirable supplement, promoting play and exercise on a voluntary basis. Facilities for intramural sport at Michigan are inadequate. There should be additional ball and hockey fields, swimming pools, and tennis courts; a golf course; a skating rink with equipment for artificial ice; a men's minor-sports building for such games as handball and squash-raquets; a field house for the women. All this equipment should be kept in the best of condition. In-

structors and necessary officials should be available for the different sports. Much can be done to place systematic exercise, among men and women alike, upon a more satisfactory basis than it is at present.

Intercollegiate Athletics Should Help Support Other Activities The affluence of intercollegiate football makes this sport a natural source from which to draw financial support for other athletic activities. Certain intercollegiate sports which can never be made to pay their own way have always drawn heavily on intercollegiate football. Intramural sports also have been aided in considerable measure by the Department of Intercollegiate Athletics at Michigan: the tennis courts, and baseball fields on Ferry Field and the space recently added in south Ferry Field for intramural activities have all been provided out of the revenues of intercollegiate athletics. But the principle here involved has not been carried far enough. Intramural sports are just as deserving of support as intercollegiate, and in the judgment of the Committee have just as legitimate a claim on the revenues from intercollegiate contests. The Committee believes that much larger sums than have been drawn in times past should be taken from the revenues of intercollegiate athletics and applied to the development of desirable facilities for physical education and intramural sports. In this connection the Committee definitely recommends that if and when a new stadium is constructed there be built concurrently a minor-sports building for the accommodation of indoor intramural athletics among the general student-body. Furthermore, the Committee, as has been stated, has been much impressed with the imperative need of improvements in the facilities for women, and urges early action to improve conditions at Palmer Field.

Athletics Subordinate to Educational Interests **E**VEN more important, however, than the development of any particular element of physical education or intramural sport is the reorganization of the means of control. The evils which are evident in the present situation are not to be removed by any short and quick action. Steady pressure over a period of years will be necessary to bring physical exercise among students to the place it should occupy. It is of the utmost importance that during the period in which the situation is being reconstituted, the administration of athletic affairs be in the hands of well-informed, far-visioned educators. There is just one place in which to center responsibility for athletic policy and that is the place in which is centered responsibility for educational policy. No other position can possibly be taken if it be granted that athletics find their real justification in general physical education, and physical education is regarded as a phase of education as a whole. Athletics cannot remain a thing apart. There must be no state within the state; no athletic system independent of the educational system. The control of athletics must be made subordinate to the control of education.

To accomplish this purpose, it is necessary in the first place to bring all parts of the athletic program under unified control; and in the second place, to give the President and faculties of the University the prevailing voice in the agencies which control the total athletic situation. The Committee recommends the following specific changes of organization as essential to a rectification of the present athletic situation.

A Change in Board in Control In the first place, the composition of the Board in Control of Athletics should be modified through the inclusion of five additional members: one—an *ex officio* member—to be Director of the University Division of Hygiene, Public Health and Physical Education, the remaining four to be additional representatives of the University

Senate appointed from this body by the President of the University. With these additions, the Board in Control of Athletics will consist of sixteen members: two—the Director of the Department of Intercollegiate Athletics and the Director of the Division of Hygiene, Public Health and Physical Education serving *ex officio*; eight representing the University Senate; three representing the alumni, and three appointed from the student-body. It is suggested, furthermore, that the present procedure be changed so that all eight of the representatives of the University Senate be appointed by the President with the consent of the Regents rather than in part through nomination by the Senate. It is believed that this reorganization will place the development of athletic policy definitely and squarely in the hands of those charged with the development of the University's more general educational policy.

Responsibilities of Reconstituted Board In the second place, the reconstituted Board should be charged with responsibility for all parts of the general athletic program at the University—required physical education and intramural sports as well as intercollegiate athletics. The Board should formulate each year a comprehensive budget covering the work in both the Division of Hygiene, Public Health, and Physical Education, and in the Department of Intercollegiate Athletics, and should determine all matters of policy arising in the prosecution of this work. In other words, it should be the function of the new Board in Control of Athletics to develop an effective unified administration of all parts of the University athletic program. Unified control in the proper hands should work fundamental changes in the present situation.

Conclusion Unsatisfactory as the present athletic situation is, it suggests at many points the splendid possibilities of physical education and physical exercise in the life of the fully educated man. The objectives set forth at the beginning of this report are not to be obtained by exclusive attention to the scholarly side of undergraduate life. Wholesome habits of both mind and body should be inculcated. In general, the University should play its part in offering all reasonable inducements and facilities for physical as well as mental training. A wise and far-sighted program along these lines can only be developed gradually after careful study of all the elements of the situation. It is believed, however, that with the proper sort of control and with adequate financial support, a highly valuable program of athletics for all may take its place in the broader educational plans of the University.

In bringing this report to a close, the Committee would acknowledge its indebtedness to those at other institutions as well as at our own University, who have given so willingly and freely of their time and thought in furthering the Committee's deliberations. The Committee is especially appreciative of the spirit shown by those in charge of the present program of athletics here at Michigan. Without the fine cooperation which all these have shown, this report could not have been rendered.

Respectfully submitted,

Ralph W. Aigler

A. E. R. Boak

J. A. Bursley

A. H. Lovell

Edmund E. Day, Ch.

My relationship with the Board in Control of Athletics as now constituted seems an obvious reason for asking to be excused from any participation in that part of the report dealing with the recasting of the governing committee.

Ralph W. Aigler

January 18, 1926