

AN ANALYSIS OF RULES AND REGULATIONS  
OF STATE ACTIVITY ASSOCIATIONS IN  
THE UNITED STATES

by

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# AN ANALYSIS OF THE RULES, REGULATIONS, AND PRACTICES OF STATE ACTIVITY ASSOCIATIONS

## Chapter I

### Introduction

High school athletic associations are of comparatively recent origin. Prior to 1900 no state athletic associations existed, but since 1915 the majority of states have created such organizations. State athletic associations grew out of a real need. Before the advent of these organizations, inter-school athletic contests were generally conducted in a manner that contributed little to educational values. In contests, players were frequently used who were ineligible; while in some instances they were not even connected with the school they represented. Rough tactics, unfair play, serious injuries, inferior and unethical supervision characterized athletic contests. In many cases, school athletics grew completely beyond the control of the school and became the plaything of local sporting and civic groups. Naturally, the athletic program suffered, and certainly the relationship it bore to the rest of the educational program was negative. Something had to be done.

With the advent of extensive extra-curricular activity programs in schools throughout the country, athletics were given an important place. School administrators were confronted with the problem of directing and controlling athletic activities to the end that they might be made to contribute some positive values to the participant's

education. In Illinois, where, in 1900, the first state athletic association was organized, the superintendents and principals met and outlined a plan for solving the problem. They formulated a state athletic association that embodied two fundamental principles which have directly influenced the organization of every state athletic association, and have contributed to sound athletic policy in the high schools of this country. Stated briefly, the principles are: first, that interscholastic athletics, to be of educational value, must be carefully supervised and controlled; and, second, that the control and supervision of athletics must rest in the hands of competent school administrators, who are the exponents of the best educational procedure in their respective communities. Other states followed the lead of Illinois, and, today, each of the forty-eight states has some form of organization or some officer to control and direct athletic activities.

State athletic associations have made a notable contribution toward improving the standards of athletic contests, and in correlating athletic activities with the educational program. In some states the athletic associations have extended their influence and control over other school activities, such as debate, music, extemporaneous speaking, dramatics, contests in the academic subjects, and intramural play programs. It should be noted that this broadening function of the associations is of recent origin and



appears to indicate a definite trend. Since many of the states have associations that have extended their function to activities other than those of athletics, they cannot correctly be called "athletic associations." For this reason the term "activity association" is used in the title of this study.

Many of the state associations have efficient organizations and well-formulated athletic programs. Their policies are strictly in line with the best educational objectives. Such organizations are playing significant roles in integrating athletics, health education, and physical education with the rest of the school program. Other state associations have not progressed quite so far. Improvement in these associations will come by incorporating into their organizations good practices, and eliminating poor ones. Such reorganizations can best be made by those associations that study the good and the bad practices existing in other state organizations. Prompted by the idea that the Oregon Association might be improved by applying such a procedure, the writer undertook this study.

#### Statement of the Problem

The purpose of this study is to analyze the constitutions, rules, and regulations of the activity associations in the various states of this country. This study will concern itself with the rules, regulations and practices

that apply to athletic activities in the state associations, but will not consider non-athletic activities. The analysis will indicate rules and practices that are followed in the majority of states and also variations of general practices that occur in individual states. Finally, a comparison will be made between the rules and practices of the Oregon High School Athletic Association and those of other states. Recommendations, applicable to the Oregon association, that grow out of the comparison will be presented.

#### Value of the Study

This study was made primarily at the suggestion of Troy D. Walker, Executive Secretary of the Oregon High School Athletic Association, 602 Studio Building, Portland, Oregon. In many respects the work of this association has been satisfactory, but in some particulars improvements could be made. It is the opinion of the Secretary, as well as that of many experienced school men in Oregon, that there are many inherent weaknesses in the rules and practices of the Oregon Association. If the Association is to make a maximum contribution to the control and supervision of athletics in Oregon high schools, these weaknesses must be eliminated. It is also the opinion of many school men in the state that the Athletic Association must extent its influence beyond mere control and supervision of interschool athletics. These men contend that the sponsoring

of intramural play programs, health education, and physical education programs is logically a function of the association. By determining good and bad practices in the other state associations, needed improvements may be noted and weaknesses eliminated in the Oregon Association. The chief value of this study will be that of presenting valid and usable recommendations for the improvement of the Oregon Association. This study should also be valuable to any individual desirous of knowing the rules and practices that are used in any particular state association, together with the variations that exist in rules and practices among the states. Finally, certain charts covering association regulations and eligibility requirements in the various states should provide a valuable reference for the athletic association of any state.

#### Source and Treatment of Data

The material for this study was secured through the assistance of the Secretary of the Oregon High School Athletic Association. A letter requesting a copy of their constitutions, rules, and regulations was sent to the athletic association of each state.

This study is based upon the material which was received from each of the state associations. A list of states with the titles of materials submitted is found in the appendix. Nearly all states sent their rules and regu-



lations in handbook form. A few submitted materials in bulletin and leaflet forms, while the only information from two associations came by letter. Detailed information concerning the rules and regulations was not available from the associations in Nevada and North Dakota.

The materials containing the rules, regulations, and practices were analyzed; and the following items were found to be of sufficient importance to be considered in this study:

#### I. Nomenclature, Function, Fees, and Membership of Association

##### A. Names and functions of association

##### B. Fees of association

###### 1. Flat fee

###### 2. Graduated fee

###### a. minimum fee

###### b. maximum fee

##### C. Membership of association

###### 1. Public schools

###### 2. Private schools

###### 3. Special provisions

#### II. Personnel, Powers, and Duties of Administrative Body

##### A. Number of members on board of control

##### B. States employing full-time secretary

C. Powers and duties of board of control

1. Exert general supervision
2. Interpret rules of association
3. Delegate powers and duties to secretary
4. Serve as board of appeals
5. Appoint members to fill vacancies on board
6. Hear and decide protests and impose penalties  
on violaters
7. Direct and sponsor state and district meets  
and tournaments

III. General Rules and Regulations of State Associations

- A. Provision for insurance for athletic injuries
- B. Exchange of eligibility reports before games
- C. Requirement of physician's physical examination  
of athletes before participation.
- D. Requirement of parental consent of athlete before  
participation
- E. Employment of coach for full-time duty as teacher
- F. Use of certified officials before contest
- G. Annual meeting of association
- H. Limitations of length of sport season
- I. Limitation of number of games played
- J. Classification based upon enrollment

IV. Rules and Regulations of Associations Regarding  
Eligibility

- A. Age limit for participation
- B. Semester-in-attendance limitation on participation
- C. Current semester academic requirements for  
participation
- D. Preceding semester academic requirements for  
participation
- E. Late registration limitation for participation
- F. Amateur rule enforcement
- G. Duration of ineligibility after transfer
  - 1. When student moves without parent
  - 2. When student moves with parent

V. Sports in Which State Championships Are Declared

- A. Football
- B. Basketball
- C. Track
- D. Baseball
- E. Minor sports
  - 1. Golf
  - 2. Tennis



## VI. Type, Size, Special Features of Publications

### A. Type of publication

1. Handbook
2. Mimeograph sheets
3. Printed leaflets

### B. Size of publication

1. Dimensions
2. Pages

### C. Special features of publication

1. Rule interpretations listed under rules
2. Special instructions to principals

## Limitations of Study

As work on this thesis progressed, certain limitations of the study became evident. On a few items listed for analysis, the information in some handbooks was either entirely omitted, or if given, was stated in such loose phraseology as to make interpretation impossible. Fortunately, the latter situation occurred in only two cases. Complete omissions on certain important items were, however, more frequent. Material from the associations in Nevada and North Dakota was limited and secured only through letters.

Again, certain items considered in this analysis proved beyond the scope of this study, that is, for thorough comparison. Such an item was that of athletic insurance.

To attempt any worthwhile analysis of the insurance plans in use in the various states would require an additional study. Hence only the most elementary analysis of athletic insurance is attempted in this thesis. Finally, a failure on the part of certain associations to incorporate recent amendments into the body of their rules and regulations made the work of analysis difficult. However, by checking footnotes and examining recent rule interpretations, this limitation was largely overcome.

## Chapter II

### Review of Similar Studies

Literature dealing with previous studies on the subject of analyzing regulations of athletic associations was found to be limited. Several studies have been made on different phases of the work of athletic associations, but only one study was found that in any way parallels the present one. That study, "A Comparison of the Rules and Regulations of State High School Athletic Associations in the United States" (1), made by Jesse William Hair of the University of Iowa in 1929 proved to be the one most closely approaching the present study. But, since the rules and regulations of athletic associations have undergone considerable change since 1929, Hair's study is interesting only from a comparative standpoint.

#### Hair's Study

In Hair's study, an analysis was made of the rules and regulations of state athletic associations. His thesis dealt with all associations except that of Nevada. Items considered in Hair's study included:

I. Nomenclature, Fees, and Objectives of Associations

II. Board of Control

A. Number of members

B. Number of associations having president



- C. Number of associations having vice-president
- D. Number of associations having secretary and treasurer
- E. Number of associations having full-time secretary
- F. Number of associations having part-time secretary

### III. Rules and Regulations of State Associations

- A. Eligibility reports exchanged before games
- B. Annual report made to secretary
- C. Member schools played only association teams
- D. Physical examination of athlete required before participation
- E. No award given over \$1 in value
- F. Official contracts used for all games
- G. Association met annually
- H. Coach hired for full time
- I. Association controlled all athletics
- J. Pre-season practice prohibited
- K. Penalties for rule violations provided

### IV. Rules of Associations Governing Athletics

- A. Eight-semester rule used
- B. Academic requirements
  - 1. Current semester
  - 2. Preceding semester
- C. Competing age under twenty-one years
- D. Competing age under twenty years

- E. Play allowed four years in any sport
- F. Suspension for use of tobacco, profanity, or  
intoxicants
- G. Migratory rule used
- H. Entrance date limited
- I. Participation in one game counted a season
- J. Only amateurs might compete

V. Sports in Which Championships Were Declared

- A. Football
- B. Basketball
- C. Baseball
- D. Track
- E. Tennis
- F. Swimming
- G. Golf
- H. Skating

In addition to analyzing the above items, the study presented several special features. A chapter was devoted to listing the history and important work of six successful associations. Another chapter presented a suggested set of standards and practices for athletic administration. These standards were the ones used by the Michigan Association and were found in the Michigan Handbook. Finally, several

accepted record and report forms used by associations in the administrations of their organization were shown in duplicate.

The analysis in Hair's study revealed the following facts:

1. The state associations used twenty different names with frequencies as follows: twenty-one with the name "High School Athletic Association," five with the name "State High School Athletic Association," two with the name "High School League," and sixteen with individual names.
2. The membership fees for state associations were of two kinds: uniform and graduated. Sixty-two per cent of the states had a uniform fee. Fees ranged from twenty-five cents to twenty-five dollars.
3. Forty-seven states had Boards of Control. The median membership of the Boards was six. Officers of these Boards were president, vice-president, secretary, treasurer, and a combination of officers called secretary-treasurer. (No mention was made in the study of the particular powers and duties of the Boards.)
4. Regarding general regulations of the associations, the following facts were found:
  - A. 93.6 per cent of states exchanged eligibility reports before games.



- B. 57.4 per cent of the states sent an annual report to the association secretary.
  - C. 61.7 per cent of states played only association teams.
  - D. 51 percent of states required physical examinations of players.
  - E. 46.8 per cent of states made no award which had a value of more than one dollar.
  - F. 76.6 per cent of states used official contracts for games.
  - G. 87.2 per cent of states had annual meetings in their associations.
  - H. 61.7 per cent of states employed full-time coaches.
  - I. 93.6 per cent of states controlled all athletic contests.
  - J. 29.8 per cent of states prohibited pre-season practice for teams.
5. The following facts were found concerning eligibility requirements in the associations:
- A. Nineteen states ruled students ineligible after eight semester's attendance; two, after nine semesters; and two, after ten semesters.
  - B. 89.3 per cent of the states demanded that students pass three out of four subjects taken the preceding semester.

- C. 95.7 per cent of the states demanded the same scholarship during the current semester.
  - D. 78.7 per cent of the states had an age limit of twenty-one years.
  - E. 21.2 per cent of the states put the age limit at twenty years.
  - F. 87.2 per cent of the states allowed four years' competition in any sport.
  - G. 14.9 per cent of the states ruled students ineligible for competition for use of tobacco, intoxicants, or profanity.
  - H. 89.3 per cent of the states had a migratory rule.
  - I. 55.3 per cent of the states had set entrance dates after which no student might enter school and be eligible for competition.
  - J. 42.5 per cent of the states counted participation in one game as a season in that sport.
  - K. 100 per cent of the states had the amateur rule.  
(The study failed to state whether the amateur rule was enforced.)
6. The study revealed that state championships were declared in the following sports:
- A. 31.9 per cent of the states declared championships in football.
  - B. 80.8 per cent of the states declared championships in basketball.

- C. 38.3 per cent of the states declared championships in baseball.
- D. 70.1 per cent of the states declared championships in track and field.
- E. 38.3 per cent of the states declared championships in tennis.
- F. 12.7 per cent of the states declared championships in swimming.
- G. 10.6 per cent of the states declared championships in golf.
- H. 4.2 per cent of the states declared championships in skating.

In the section of the study that dealt with successful associations, six state organizations were listed. Outstanding and significant practices were found in Illinois, Indiana, Iowa, Michigan, Ohio, and Texas. The Indiana association was commended for its work in developing a physical education program for all boys and girls. Rules and regulations in the Illinois association were inclusive of all needed requirements and were particularly well organized. The Iowa association was complimented for its fine work in certifying game officials. In Texas, the association was outstanding in its sponsorship of both athletic and literary activities. The Michigan association was highly recommended for its influence in advancing the



character of sportsmanship throughout the state. Ohio was recognized for its work in fostering for officials and coaches a basketball conference that had resulted in better understanding of the game and cleaner sportsmanship.

Another section of the study dealt with a suggested set of standards and practices for the administration of a successful athletic program. The material for this portion of the study was taken in total from the 1926-27 Yearbook of the Michigan High School Athletic Association. The responsibilities and duties of the superintendent, the principal, the athletic director, the coach, the game officials, and the individual athlete were presented in the form of lists of affirmative statements. The standards were very detailed and complete. The author of the study recommended that such standards be incorporated into the regulations of every athletic association.

The study further presented a series of record and report forms used by the Florida and Iowa associations, that would be useful in the proper administration of an athletic program. Forms suggested included the official contract, the eligibility list, the additional eligibility record for pupils who have removed deficiencies since the close of the last semester, the additional eligibility record for non-resident pupils, the annual eligibility record sheets, the official's contract form, and the physician's certificate.

In the conclusion of the study, the author offered two recommendations. He suggested that each state association have an efficient, well paid director, appointed for a period of at least three years and free from all political control, to carry out the work of the association. He further stressed that a closer cooperation between the states, together with a more standardized type of organization administration, would bring about more efficient and adequate regulations for the governing of high school athletics.

### Chapter III

#### An Analysis of the Rules, Regulations, and Practices of State Activity Associations

The data for Chapter III were compiled from an analysis of all handbooks, leaflets, mimeographed sheets, and letters secured from the state athletic associations. These materials came in answer to a request sent by the Secretary of the Oregon High School Athletic Association to the athletic associations of other states. Forty-five state associations sent copies of their constitutions, rules, and regulations; while letters were received from the North Dakota and Nevada Associations. The Director of Physical Education, who handles athletic policies in Maryland, indicated that state had no association. A few items considered in this analysis were not included in the publications of some associations. Pages six to nine of Chapter I indicate the items analyzed in this study.

#### Name and Function of State Associations

Athletic associations were created to control and supervise interscholastic athletic contests. It is interesting to note that as the associations progressed their functions were expanded. E. A. Thomas, State Director of Athletics in the state of Kansas, strikes the keynote of this broadening function of the associations in these words; "I believe it is the duty of the associations to get outside



the field of merely regulating the eligibility of athletes and holding meets and tournaments, and do everything possible to further contribute to a program of health, recreation, and physical education for every child in school." (2) Certainly, if athletics are to be justified in an educational program, they must contribute to the physical and mental well-being of all pupils, rather than to that of a select few. It is pleasing to note that the more progressive associations are already assuming such a responsibility.

Thirty-one state associations carry the name of Athletic Associations and limit their function to the control, supervision, and sponsoring of athletic programs. States included in this group are Alabama, Arkansas, Colorado, Connecticut, Delaware, Florida, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Massachusetts, Missouri, Michigan, New Jersey, New Mexico, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, South Dakota, Tennessee, Utah, West Virginia, Washington, Wisconsin, and Wyoming.

Sixteen states have activity associations that are not only responsible for the supervision and control of athletics, but also may oversee and promote other types of high school activities. While it is true that some of these associations function primarily as athletic associations, others have extended their control over practically

all competitive, extra-curricular activities. Associations in Texas, Virginia, Minnesota, Nebraska, and South Carolina sponsor and control activities in dramatics, extemporaneous speaking, debate, music, and competitive testing in academic subject fields. Although the policy of conducting state-wide competitive tests in academic subjects is open to considerable criticism, the general policy of centering control and supervision of all competitive school activities in one organization appears to be a progressive step. States having activity associations that may control activities other than athletics include Arizona, California, Georgia, Maine, Minnesota, Mississippi, Montana, Nebraska, Nevada, New Hampshire, North Dakota, Rhode Island, South Carolina, Texas, Vermont, and Virginia. Of this group, Texas and Virginia have the most extensive activity programs. Both the Texas and Virginia Associations function as a branch of the Extension Division of the State University.

Names of the sixteen activity associations vary. Minnesota, Nevada, North Dakota, Texas, and South Carolina call their associations State Leagues. Virginia and Mississippi associations are called Literary and Athletic Leagues. The Arizona, Georgia, and Montana organizations are referred to as High School Associations. In Vermont and New Hampshire the associations are called Headmaster's Clubs; California has the California Interscholastic

Federation; in Maine and Rhode Island the association is a branch of the Association of Secondary School Principals. Nebraska uses the name High School Activities Association.

### Fees of Associations

As would be expected, all state associations maintain themselves by the assessment of membership fees. In some of the Mid-Western states, however, the associations' financial returns from regional and state basketball tournaments completely overshadow receipts from membership fees. For example, the Indiana High School Athletic Association, which has been unusually successful in conducting basketball tournaments, had a balance on hand in November 1936, of \$130,885.84.

Membership fees were found to be assessed in two ways:

- (1) as a uniform yearly fee from each member school; and,
- (2) as a graduated fee varying with the enrollment of the member school.

Twenty-four states make uniform fee assessments; while twenty-three states collect fees by the graduated assessment method. Table I lists the states having uniform fees and the amount of the fee in each state. Table II lists the states charging a graduated fee and designates the amount of the minimum and maximum charge.

The California association prescribes that each of the four athletic divisions of the state shall contribute one hundred dollars toward the maintenance of the organization.



Table I  
States Having Uniform Fees

<u>State</u>	<u>Fee</u>
Alabama	\$ 7.50
Arizona	5.00
California	.25 per athlete
Colorado	5.00
Georgia	5.00
Idaho	5.00
Illinois	2.00
Indiana	1.50
Iowa	2.00
Kentucky	5.00
Maine	2.00
Maryland	No Association
Massachusetts	2.00
Michigan	2.00
Mississippi	3.00
Nevada	.25 per athlete
New Hampshire	.25
New Jersey	5.00
New Mexico	5.00
Oklahoma	5.00
Rhode Island	10.00
Tennessee	5.00
Utah	10.00
Vermont	2.00
West Virginia	5.00

Table II

## States Having Graduated Membership Fees

<u>State</u>	<u>Minimum Fee</u>	<u>Maximum Fee</u>
Arkansas	\$ 2.00	\$ 5.00
Connecticut	2.00	5.00
Delaware	3.00	6.00
Florida	5.00	10.00
Kansas	5.00	20.00
Louisiana	2.00	15.00
Minnesota	5.00	10.00
Missouri	3.00	5.00
Montana	3.00	12.50
Nebraska	3.00	15.00
New York	2.00	10.00
North Carolina		10.00
North Dakota	1.00	3.00
Ohio	2.50	15.00
Oregon	2.50	20.00
Pennsylvania	2.00	15.00
South Carolina	3.00	11.00
South Dakota	3.00	25.00
Texas	2.00	10.00
Virginia	2.00	25.00
Washington	2.00	20.00
Wisconsin	7.50	50.00
Wyoming	5.00	20.00

Each division collects this sum by charging the member school a twenty-five cent fee for each of its pupils who participates in athletics. Any excess that remains above the one hundred dollars sent to the state association is retained for use by the division organization. The North Carolina Association states that no school may be charged a fee in excess of ten dollars, but neglects to mention any minimum charge. In Ohio the fee varies with the number of boys enrolled in the school on November first. Utah and Rhode Island have the highest uniform fee, ten dollars. Among the states having graduated fees, Wisconsin leads with a maximum limit of fifty dollars.

#### Membership Restrictions in Associations

There is little uniformity among the states in the matter of membership restrictions. Twenty-two associations restrict memberships to public high schools; while in twenty-three associations membership is open to both public and private secondary schools. Of the latter group, Ohio, Connecticut, Georgia, Kentucky, Louisiana, Michigan, Minnesota, Missouri, Montana, Nebraska, and New Jersey specify that member schools must be accredited institutions. Twelve states grant membership to junior high schools. Delaware and Texas extend membership privileges to the elementary schools. Florida and South Carolina, upon special permission of the Board of Control, grant



membership to private schools. Texas prohibits colored schools from joining the association. In Indiana colored schools are granted membership, but such schools are restricted from competing in meets and tournaments in which more than two teams participate. Information concerning membership restrictions was not available from the Nevada and New Hampshire Associations. Table III lists the states with membership restrictions.

#### Personnel, Powers, and Duties of the Board of Control

Each of the state associations has vested the executive power of the organization in a group of school administrators and teachers, representing the schools of the association. These executive boards are referred to as Boards of Control, Executive Committees, Executive Councils, and Committees on Athletics. To prevent confusion, they will be referred to in this study as Boards of Control. The principle of keeping the control and supervision of high school athletics in the hands of school men is clearly seen when one reviews the personnel of the boards of control in the various states. In most associations principals and superintendents are the only individuals eligible to serve. Some states allow athletic directors to serve on the Board. A few of the more progressive associations allow representatives from the State Departments of

Table III

## Membership Restrictions in State Associations

	Membership Restricted to Public High Schools	Private High Schools Ad- mitted to Membership by Special Permission	Junior High Schools Ad- mitted to Membership
ALABAMA			
ARIZONA	X		
ARKANSAS			X
CALIFORNIA			X
COLORADO	X		
CONNECTICUT			
DELAWARE	X-1		X
FLORIDA	X	X	
GEORGIA			
IDAHO	X		X
ILLINOIS	X		
INDIANA	X-2		
IOWA	X		
KANSAS	X		X
KENTUCKY			
LOUISIANA			
MAINE			
MARYLAND		No Association	
MASSACHUSETTS	X		
MICHIGAN			X
MINNESOTA			
MISSISSIPPI	X		X
MISSOURI			
MONTANA			

X--Yes

H--Material unavailable

1--Extends membership to elementary schools

2--Bars colored schools from meets and tourneys

3--Bars colored schools from association

Table III

Membership Restrictions in State Associations  
(Continued)

	Membership Restricted to Public High Schools	Private High Schools Ad- mitted to Membership by Special Permission	Junior High Schools Ad- mitted to Membership
NEBRASKA			
NEVADA	H	H	H
NEW HAMPSHIRE	H	H	H
NEW JERSEY			
NEW MEXICO			
NEW YORK	X		
NORTH CAROLINA	X		X
NORTH DAKOTA			
OHIO			
OKLAHOMA	X		
OREGON			X
PENNSYLVANIA	X		X
RHODE ISLAND			
SOUTH CAROLINA	X	X	
SOUTH DAKOTA	X		
TENNESSEE			
TEXAS	X-1-3		X
UTAH			
VERMONT			
VIRGINIA	X		X
WASHINGTON	X		
WEST VIRGINIA	X		
WISCONSIN	X		
WYOMING			

X--Yes

H--Material unavailable

1--Extends membership to elementary schools

2--Bars colored schools from meets and tourneys

3--Bars colored schools from association.



Education to serve in an advisory capacity. This practice brings a closer relationship between the State Department of Education and the athletic association. It is interesting to note that although Maryland has no athletic association, control of athletics is vested in the State Supervisor of Physical Education, who is a professional member of the State Department of Education.

#### Number of Members on Boards of Control

The number of members comprising the boards of control vary widely among the states. Eight states have boards of control with more than ten members. No state has a board of control composed of less than three members. Seven states have boards of three members; while twelve have boards of five members. The Michigan and the North Carolina associations each have a board of fifteen members. Information was not available concerning the number on the Nevada board. The number of members serving on each state board of control is shown in Table IV.

#### States Employing Full-Time Secretaries

The practice of associations employing full-time secretaries is comparatively recent. Illinois created the first full-time secretaryship in 1922. Since then other states have followed the practice in rapid order. The immense amount of detailed work essential to maintaining

an efficient and well-functioning association is entirely beyond the limits of the busy school executive's time. Before the employment of full-time secretaries, many of the more important services now rendered by the associations were not performed. Keeping eligibility records up to date, issuing bulletins concerning the work of the association, answering inquiries of member schools, and coordinating the work of the association with that of the school program are only a few of the important functions performed by the secretary. Without question, the state associations that maintain the most efficient organizations have executive secretaries.

Twenty states employ full-time secretaries. In some of these the work of the secretary is purely clerical. The associations in Iowa, Indiana, Illinois, Delaware, Maryland, Minnesota, Kansas, Ohio, Virginia, and Wisconsin have secretaries who function as the chief executive of the association. In Delaware, the Executive Secretary of the association is the Director of Physical Education, employed by the Department of Public Instruction. It should be borne in mind that the executive power of the secretary is in every instance delegated to him by the board of control.

#### Powers and Duties of the Boards of Control

An analysis of the work of boards of control in the state associations disclosed thirty-two distinct powers

and duties existed. Nine of these occurred with such frequency that they have been given column classification in Table IV. Other powers and duties that were found occurring less frequently are listed under the miscellaneous column of the same table. On a page that accompanies the table these powers and duties are explained.

#### General Supervisory Power

All state associations except that of Delaware give the board of control general administrative and supervisory control of the organization. This does not indicate that the board in any way dictates the legislative action of the association, but, rather, that the board is held responsible for executing the will of the association. In Ohio, Colorado, and Michigan, the general supervision of the association is delegated to the executive secretary by the board of control. The inference from these situations is that the executive secretary is in a better position to efficiently and expediently execute the affairs of the organization than is the larger administrative body. In Delaware, the Director of Physical Education has general supervisory power.

#### Interpretation of Rules

Perhaps no function that the boards of control perform is more important than that of interpreting the rules.



It is essential that rule interpretations remain consistent with the policy of the association. All state associations vest the power of rules interpretation with the board of control. This situation, however, does not prevent the boards from delegating the power of interpretation with the board of control. This situation, however, does not prevent the boards from delegating the power of interpretation to a special committee, to the executive secretary, or to one or more of the board members. The Arkansas and Kentucky Associations delegate the power of interpretation to the president of the board. In Colorado, Michigan, Ohio, Oklahoma, and Virginia, the executive secretary draws the assignment of this power. In Delaware, the State Director of Physical Education interprets the rules.

#### Delegation of Powers and Duties to Secretary

In states having full-time secretaries, we naturally find a great number of powers and duties of the associations delegated to this officer. In reality, that was the chief reason for state employing secretaries on a full-time basis. The analysis shows that thirty-two states give the board of control power to delegate duties to the secretary. The Wisconsin and Indiana Associations' rules state that the boards of control may delegate any or all

duties to the executive secretary. It is interesting to observe that these two states have most progressive associations.

#### Serve as Board of Appeals

It is evident that in any athletic association controversies and protests will arise. It is equally evident that each state organization must have some democratic method of settling these disputes. The boards of control perform this function in every state association, except in Delaware and Nevada. In all cases of controversy, the Delaware association gives final jurisdiction to the State Director of Physical Education. No information relative to the point was available from Nevada. Many states leave to the executive secretary the settlement of disputes, but dissatisfied member schools always have the option of final appeal before the board of control.

#### Appoint Members to Fill Vacancies on Board of Control

Boards of control must have some method of replacing members that resign, transfer out of the state, or for other reasons are unable to serve. In seventeen states, the power to appoint members to fill vacancies on the board of control is reserved to that body. In other states practices vary in the filling of vacancies, but the usual

procedure is to replace board vacancies by special election through letter balloting.

Power to Hear and Decide Questions of Eligibility and to Impose Penalties for Violations of Same

Except in Delaware the hearing and settling of eligibility cases, and the imposing of penalties upon schools that violate the rules of eligibility are two powers given to boards of control in all states having associations. In Delaware the State Director of Physical Education performs this function, but only after the case in question has been reviewed by an impartial committee in the district where the case arose. Information was lacking on this function from the Nevada Association. Practices vary among the states in the method of conducting hearings and making decisions. In Arkansas and Kentucky, the president of the board of control hears cases and imposes penalties. This function is delegated to the executive secretary in the associations in Oklahoma, Ohio, Colorado, Virginia, and Michigan. The boards of control in California, Tennessee, and Georgia delegate to local district committees the hearing of cases and the imposing of penalties.

Power to Determine Expenditures

Most state associations allow the board of control the power to determine money expenditures of the



organization. However, in Arizona, Iowa, Kansas, Massachusetts, and New Jersey this power is not extended to the board. The expenditure of association funds in the Arkansas Association rests with the president of the board of control. The Virginia, Ohio, and Michigan associations delegate this function to the executive secretary.

#### Duty of Directing and Sponsoring State and Regional Meets and Tournaments

All state associations except that of Delaware sponsor some form of state or regional athletic meets and tournaments. In these state associations the responsibility of directing, supervising, and promoting these activities rests with the board of control. South Carolina sponsors no state meets in football, basketball, or baseball, but they do promote and sponsor regional meets and tournaments and a state track meet. Delaware has no state meets or tournaments in any sport. In all states final authority over district and regional meets is vested in the boards of control.

#### Miscellaneous Powers and Duties of Board

The analysis revealed that in several states additional powers and duties are given to the boards of control. These are listed under the miscellaneous column in Table IV. Explanation of the symbols used in the column

Table IV

## Personnel Powers and Duties of Board of Control

	Number of Members	Executive Secretary	General Supervisory	Rule Interpretation	Delegate to Secretary Board of Appeals	Appoint to Fill Board Vacancies	Decide Protests and Impose Penalties	Determine Expenditures	Sponsor Meets and Tournaments	Miscellaneous
ALABAMA	9	X	X	X	X	X	X	X	X	A, O
ARIZONA	3	X	X	X	X		X		X	B, C
ARKANSAS	5		X	X-F	X		X-F	X-F	X	D, E
CALIFORNIA	8		X	X		X	X	X	X	G, H, I, J
COLORADO	5		X-N	X-N	X	X	X-N	X-F	X	K, L, M
CONNECTICUT	12		X	X		X	X	X	X	O, P, Q, R
DELAWARE	11	X		S	X	S	S	X		
FLORIDA	4	X	X	X	X	X	X	X	X	M, L, O
GEORGIA	14		X	T	X	X	T	X	X	
IDAHO	3	X	X	X		X	X	X	X	D, Q, C, M, W
ILLINOIS	6	X	X	X	X	X	X	X	X	
INDIANA	5	X	X	X	X	X	X	X	X	U, V, C, O
IOWA	5	X	X	X	X	X	X		X	W
KANSAS	16	X	X	X	X	X	X		X	U, C, Q, Z
KENTUCKY	5		X	X-F		X	X-F	X	X	
LOUISIANA	7		X	X		X	X	X	X	C
MAINE	7	X	X	X	X	X	X	X	X	
MARYLAND	No Association									
MASSACHUSETTS	5		X	X	X	X	X		X	U, R, O
MICHIGAN	15	X	X-N	X-N	X	X	X-N	X-N	X-N	C, O
MINNESOTA	8	X	X	X	X	X	X	X	X	Q, Z
MISSISSIPPI	5		X	X	X	X	X	X	X	U, I
MISSOURI	6		X	X	X	X	X	X	X	
MONTANA	5		X	X		X	X	X	X	O

Table IV

## Personnel Powers and Duties of Board of Control

(Continued)

	Number of Members	Have Executive Secretary	General Supervisory	Rule Interpretation	Delegate Powers to Secretary	Board of Appeals	Appoint Members to Fill Board Vacancies	Decide Protests and Impose Penalties	Determine Expenditures	Sponsor Meets and Tournaments	Miscellaneous
NEBRASKA	6	X	X	X	X	X		X	X	X	Q
NEVADA	h	h	h	h	h	h	h	h	h	X	
NEW HAMPSHIRE	3	h	X	X	h	X		X	X	X	
NEW JERSEY	9		X	X	X	X	X	X	X	X	W
NEW MEXICO	10		X	X		X	X	X	X	X	
NEW YORK	6		X	X	X	X		X	X	X	
NORTH CAROLINA	15		X	X	X	X		X	X	X	
NORTH DAKOTA	5		X	X	X	X	X	X	X	X	
OHIO	6	X	X-N	X-N	X	X		X-N	X	X-N	M
OKLAHOMA	3	X	X	X-N	X	X		X-N	X	X	
OREGON	3	X	X	X	X	X		X	X	X	C, e
PENNSYLVANIA	13	X	X	X	X	X		X	X	X	Q, b, c, d, e
RHODE ISLAND	7		X	X		X		X	X	X	K
SOUTH CAROLINA	12	X	X	X	X	X		X	X		Z
SOUTH DAKOTA	3		X	X		X		X	X	X	G, V, f, e
TENNESSEE	9		X	X-T	X	X		X-T	X	X	
TEXAS	9		X	X	X	X		X	X	X	g
UTAH	11		X	X	X	X			X	X	
VERMONT	7		X	X	X	X		X	X	X	
VIRGINIA	10	X	X	X-N	X	X		X-N	X	X	
WASHINGTON	5		X	X		X	X	X	X	X	
WEST VIRGINIA	3		X	X		X	X	X	X	X	C
WISCONSIN	5	X	X	X	X	X		X	X	X	V, 0, e
WYOMING	5		X	X		X		X	X	X	



## Key to Table IV

X--Yes.

A--Make provisions for athletic programs and activities during year.

B--Arrange a schedule for district championships in all major sports and other activities.

C--Make special rules for carrying into effect the spirit of the rules of the association.

D--Audit all accounts.

E--Serve as working committee.

F--President of Board decides questions.

G--Determines credentials of its own membership.

H--Define the powers and duties of game officials.

I--Institute and conduct impeachment of officers on state or district boards.

J--Exercise all functions necessary not provided for in constitution.

K--Select officials for specific games in case contending schools cannot agree.

L--Keep all conference references on file.

M--Prepare record and report forms for use by schools.

N--Power delegated entirely to executive secretary.

O--Make rules and regulations for association.

P--Determine classification of schools.

Q--Designate certain geographical divisions within the state.

R--Create standing committees on eligibility and officials.

S--Delegate power to State Director of Physical Education.

## Key to Table IV

(Continued)

- T--Delegate power to district boards.
- U--Instigate investigations.
- V--May delegate any and all power to Commissioner.
- W--Provide suitable award for contest winners.
- X--Provide for intramural play program.
- Y--Appoint a permanent secretary-treasurer.
- Z--Delegate and divide duties among board.
- a--Harmonize constitution with new amendments.
- b--Suspend game officials who violate contracts.
- c--Return membership dues and exclude from membership in the associations a school whose principal does not control athletic policy of his school.
- d--Elect its own officers and establish its own rules of procedure.
- e--Determine the method of and the qualifications for the registration of game officials.
- f--Standardize awards for state and district contests.
- g--Appoint district eligibility committees.
- h--Material unavailable.

are found in the key chart that accompanies the table. Some of these special powers are worthy of particular mention. The Arizona, Indiana, Kansas, Louisiana, Michigan, Oregon, and West Virginia associations give the boards of control authority to make special regulations carrying into effect the spirit of the rules of the associations. Unusual legislative power is given the boards in Alabama, Connecticut, Florida, Indiana, Massachusetts, Michigan, Montana, and Wisconsin. In these states the boards may make new rules and regulations for the association. The Kansas board of control is held responsible for providing an adequate intramural athletic program for all boys and girls in secondary schools. Power to instigate investigations is granted the boards of control in Indiana, Kansas, Mississippi, and South Dakota. In Pennsylvania, Oregon, and Wisconsin, the boards determine the method of and qualifications for the registration of athletic officials. Finally, Connecticut, Idaho, Kansas, Minnesota, Nebraska, Pennsylvania, and South Dakota associations empower the board with the duty of designating certain geographical divisions within the state.

#### General Rules and Regulations of State Associations

Many of the general rules and regulations of athletic associations indicate legislation that has materially



improved the athletic program. Most of the rules and regulations mentioned in this section of the study are recent adoptions. The analysis revealed little standardization among the state associations as regards these general regulations. Such important matters as athletic insurance for injuries, doctor's physical examination before participation, using of certified officials in all games, and limiting the number of games played in any sport are regulations worthy of being incorporated in the rules of every state association. In this section of the analysis, ten general rules and regulations are considered. Table V indicates results of the analysis.

#### Insurance Benefits for Athletic Injuries

Insurance benefits for athletic injuries is needed in every school of the country. Twelve of the state associations have adopted some insurance plan; while many more are considering plans with a view to adoption. Most schools find the cost of athletic injuries a serious drain on student body finances; other schools make no attempt to care for expenses incident to injuries. Many times the expense of an injury must be borne by the family of the injured player. To provide medical attention to all injured players at a reasonable cost is the purpose of athletic insurance. The cost of regular insurance coverage is certainly beyond the finances of the average boy.

State associations that have promoted an insurance plan through cooperation with an insurance company have had to charge a rate ranging from \$2 to \$12 per pupil. Such a fee is prohibitive and is the chief disadvantage of such a plan. New York and North Dakota have insurance plans that are satisfactory, but the most economical plan of athletic insurance is that used by the Wisconsin Association.

Since this Wisconsin plan of insurance is recognized as the best in the country, a few of its characteristics will be outlined. In Wisconsin the administration and financing of the plan is carried on entirely by the state association. For 50¢ per year any boy competing in athletics in a member school is given injury insurance coverage in all sports. The fee is paid by the pupil. A schedule of benefits include payments in varying amounts for dental injuries, broken legs, arms, fingers, collar bones, noses, as well as for loss of sight and other injuries. The plan has worked satisfactorily for eight years. Since the plan was started in 1930, all legitimate claims have been paid. Rigid requirements concerning taking of physical examinations and reporting injuries have materially reduced injuries in the state. By virtue of the plan, remedial measures have been perfected, safety equipment installed, and rule changes made. All of these

improvements have contributed toward making high school athletics safer and of greater benefit to the participants.

The insurance plans in operation in New York and North Dakota are similar to the Wisconsin Accident Benefit Plan, but the coverage fee per pupil is considerably higher. It is beyond the scope of this study to attempt any extensive analysis of the insurance plans used by state associations. Wisconsin has a plan that might well be investigated by any association considering the adoption of athletic insurance. States having some form of athletic insurance are listed in Table V.

#### Eligibility Reports Exchanged Before Games

The practice of requiring principals of competing schools to exchange lists of eligible players prior to a contest is followed in the majority of states. Thirty-eight state associations list this requirement in their rules. The Arkansas, Mississippi, Missouri, New York, North Carolina, South Carolina, and Tennessee associations do not require the exchange of such lists. Massachusetts requires that eligibility lists shall be exchanged if either principal of two competing schools makes such a request. New Jersey does not require the exchange of eligibility lists, but recommends the practice.



### Physician's Examination Required Before Participation

No regulation of athletic associations is more fundamental than that of requiring players to have a physical examination and a physician's approval before participating in athletics. Serious injuries and permanent impairment of health may result when a player participates who is not physically fit. Unfortunately many of the state associations have no regulation covering this important item. Twenty state associations require a physician's medical examination and approval before an individual may participate in competitive athletics. The Illinois, New Mexico, Massachusetts, South Carolina, and West Virginia associations recommend physician's examinations, but do not require them. In Pennsylvania, the association requires that any student participating in athletics must be examined before each sport season. Information on this item was not available from New Hampshire and Nevada. Other state associations have no regulations covering physical examinations.

### Parental Consent Required for Athletic Participation

Many schools might be relieved of embarrassing and difficult situations if they required all pupils who participate in athletics to have parental consent. If a player is injured in an athletic contest and the player's parents are unaware that he is participating in athletics,

the school is often held at fault. Only ten state associations require athletes to submit approval of their parents or guardians prior to participation. In Illinois, New Mexico, Massachusetts, North Dakota, South Carolina, and West Virginia, the associations recommend such approval but do not require it. As yet, the majority of state associations have failed to consider this most important regulation.

#### Coach Must be Regular Full-Time Teacher

Many of the early abuses of competitive athletics grew out of the practice of allowing athletic teams to be coached by individuals not connected with the school. Often under such circumstances the record of the team's losses and wins became much more important than the welfare of the boys participating. Fortunately this situation has been greatly improved by state associations which require that coaches in schools must be certified teachers, regularly employed by school districts, and receiving all their salary from the school district employing them. Thirty-seven state associations have such a regulation. The New York association recommends that the coach be a full-time teacher, but does not require it. The Maine, Massachusetts, New Hersey, North Carolina, Rhode Island, South Carolina, and Vermont associations fail to mention in their association rules any regulation covering this

matter. Information on this matter was not available from the New Hampshire and Nevada associations.

#### Certified Officials Must be Used for Contests

Expert officiating of all athletic contests is essential. A well-officiated game helps to teach sportsmanship and proper regard for the rules; while a game that is poorly officiated may contribute to unsportsmanlike play and a disregard for the rules. Many of the more progressive state associations have realized the importance of having good officiating, and have developed a program whereby competent officials are used in all games. Most state associations that have certification requirements for officials require that an examination relating to rules be passed by the officials.

In Illinois, registered officials of the association hold state-wide meetings. Discussions relative to interpretations of rules are held. The Illinois association provides each official with a textbook on officiating. Comprehensive examinations are given covering the rules of each major sport. Applicants passing the examination are placed on the approved list. After two years of satisfactory officiating, an official is given certified ranking. A very rigid check is kept on the work of every official. Following any game handled by an official, principals and coaches of the two competing teams file reports relative



to the official's work. These reports are sent to the association's office.

In Tennessee, the approved officials of the association have organized a conference. This conference holds meetings at stated intervals. The objectives of the conference are: (1) to promote the general betterment of officiating of inter-school athletic contests, (2) to cause a state-wide uniform interpretation and application of the rules, (3) to promote ethical standards for relations among officials, schools, and the public, (4) to provide an agency to promote a thorough study of the rules of the game and the duties of officials, and (5) to establish and maintain proper ideals for amateur sportsmanship in high school athletics.

In Illinois and Tennessee, the regulations set up for certification of officials are outstanding. Seventeen state associations require the use of certified officials in all inter-school games. The Delaware association prescribes that officials who work championship games must be approved. Although the Connecticut association has no requirement concerning the use of approved officials, it does have a standing committee on officials in the board of control. Many of the states that have no requirement concerning officials specify that officials used in any contest must be satisfactory to both schools.

### Association Meets Annually

Every state association meets at least once a year. In many cases the annual meeting is held in conjunction with the meeting of the state teachers' association. The athletic associations in Mississippi and New Mexico meet twice a year; while the Rhode Island association meets each month. As a general rule, the boards of control of the state associations meet at least twice each year.

### Limitations on Length of Sport Seasons

Twenty state associations limit the length of sport seasons to some specified date. Most of the states having limitations require that the football season end by the Saturday following Thanksgiving, basketball by the time of the state basketball tournament, and baseball and track at the end of the school year. Ohio, Oregon, Oklahoma, and Washington associations do not allow post season games, and probably other associations have the same requirement but failed to incorporate such a regulation in their association rules. Spring football practice is prohibited in the member schools of Alabama, Kansas, Pennsylvania, Virginia, and West Virginia. The California association prescribes that no contest may be scheduled on Christmas or Decoration Day.

### Limitations on Number of Games Played in Any Season

Heavy and extended athletic schedules may impair the health of participants. Eleven state associations make some form of limitations on the number of games any member school may schedule during a sport season and the number of games any athlete can take part in during a stated period. The Rhode Island and New York associations limit basketball schedules to eighteen games; Tennessee and Virginia set the limit at sixteen games; Indiana and Missouri call for twenty games or less; while Michigan allows only a fourteen game schedule. In Alabama and Georgia, the association states that a school shall not schedule more than two basketball games in any one week. The Texas, Virginia, Alabama, Georgia, Michigan, and Missouri associations limit football schedules. In these associations the average number of football games allowed is nine. Virginia limits the number of baseball games played in any season to twelve.

### Classification Based Upon Enrollment

The practice of allowing schools with large enrollments to compete in athletic contests with much smaller schools is unsound. Accordingly, twenty-eight associations divide the schools of the state into classifications on the basis of enrollment and require that schools schedule games with schools within their classification.



Table V

## General Practices of State Associations

	Insurance Provided	Exchange Eligibility Lists	Require Phys- ical Exam.	Require Par- ental Consent	Hire Full- time Coach	Certify Officials	Sets Annual Association Meetings	Limit Length of Sport Season	Limit Number of Games Played	Classify on Basis of Enrollment
ALABAMA	X	X		X	X	X	X	X		
ARIZONA	X			X		X	X			
ARKANSAS				X		X				X
CALIFORNIA	X			X		X				X
COLORADO	X			X		X	X			X
CONNECTICUT	X	X	X	X	X		X			
DELAWARE	X			X		X	X			
FLORIDA	X	X	X	X	X		X	X		
GEORGIA	X	X	X	X	X		X		X	X
IDAHO	X			X	X	X	X			
ILLINOIS	X	C	C	X	X	X	X			
INDIANA	X	X	X	X	X	X	X	X	X	X
IOWA	X	X		X	X	X				
KANSAS	X	X	X	X	X	X	X			X
KENTUCKY	X	X	X	X		X				
LOUISIANA	X			X	X	X				
MAINE	X	X		B		X				
MARYLAND				No Association						
MASSACHUSETTS	X	X	C	C	B		X			
MICHIGAN	X	X		X	X	X	X	X		
MINNESOTA	X	X	X	X		X				X
MISSISSIPPI				X		X				
MISSOURI			X	X	X	X-1		X	X	
MONTANA	X			X		X-2			X	

X--Yes.

A--Information unavailable.

B--No requirement stated.

C--Recommended but not required.

F--Each player presents eligibility card before contest.

1--Meets twice a year.

2--Meets four times a year.

3--Meets monthly.

Table V  
General Practices of State Associations  
(Continued)

	Insurance Provided	Eligibility Lists	Require Phys- ical Exam.	Require Par- ental Consent	Hire Full- time Coach	Certify Officials	Sets Annual Association Meetings	Limit Length of Season	Limit Number of Games Played	Classify on Basis of Enrollment
NEBRASKA	X	X			X	X	X			X
NEVADA	A	A	A	A	A	A	X	A	A	
NEW HAMPSHIRE	X	X	A	A	A	A	X	A	A	X
NEW JERSEY		C			B		X			X
NEW MEXICO		X	C	C	X		X-1	X		
NEW YORK	X				C		X		X	X
NORTH CAROLINA			X		B		X			X
NORTH DAKOTA	X	X	X	C	X	X	X			X
OHIO		X	X	X	X	X	X	X		X
OKLAHOMA		X			X		X	X		X
OREGON	X	X			X	X	X	X		X
PENNSYLVANIA		X	X	X	X	X	X			X
RHODE ISLAND	X	X			B	X	X-3		X	X
SOUTH CAROLINA			C	C	B		X			X
SOUTH DAKOTA		X	X	X	X		X			X
TENNESSEE					X	X	X	X	X	
TEXAS		X			X		X	X	X	X
UTAH		X-F			X		X			
VERMONT	X	X	X			X				
VIRGINIA		X	X	X	X		X	X	X	X
WASHINGTON		X	X		X		X	X		X
WEST VIRGINIA		X	C	C	X		X	X	X	
WISCONSIN	X	X	X	X	X	X	X	X		X
WYOMING		X			X		X			X

X--Yes.

A--Information unavailable.

B--No requirement stated.

C--Recommended but not required.

F--Each player presents eligibility card before contest.

1--Meets twice a year.

2--Meets four times a year.

3--Meets monthly.

The regulation has resulted in more even competition among all classes of schools and affords the schools in the smaller enrollment classifications an opportunity to show superiority in their particular classes.

#### Association Rules and Regulations Relating to Eligibility

Until quite recently, the chief function performed by associations was that of establishing eligibility rules. In this department one may naturally expect a greater standardization of regulations among the state associations than has been evident in other sections of this analysis. Eight items relating to the eligibility of students participating in athletic contests are considered in this section. Regulations covering eligibility in use in the various state associations are shown in Table VI.

#### Age Limit

All state associations prohibit participation in athletics when a student reaches a specified age. Sixteen state associations allow athletes to compete until their twenty-first birthdays. Twenty-eight associations set the age limit for participation at twenty years. The Texas and Massachusetts associations prohibit participation after the nineteenth birthday. The Virginia association has an age limit of twenty years and six months. It is interesting to note that the associations in the Southern states



have the highest age limits, Texas being a notable exception. Mid-western and Western state associations, with few exceptions, conform to the twenty-year-age limit. Although Maryland has no athletic association, the Maryland Playground League specifies that participants in meets must be under twenty years of age. In cases of controversy over a student's age, most state associations accept birth certificates as conclusive evidence of the student's age.

#### Semester Rule

The majority of state associations limit an individual's participation in athletics to eight semesters. Twenty-nine states were found which use the eight-semester rule. The Colorado and New Mexico associations allow participation for nine semesters. The associations in Georgia, Louisiana, North Carolina, Tennessee, and New York prohibit participation after the tenth semester. In New Jersey, North Carolina, Rhode Island, South Dakota, and Vermont, no semester rule requirement is stated in the handbooks of the associations. Pennsylvania limits participation to six semesters. The Alabama association allows six semesters' participation in the junior high and six additional semesters in the senior high. Arkansas grants six semesters of competitive play in the junior high and eight additional semesters in the senior high. The Florida and New Hampshire associations state that no

student shall represent a school in any branch of athletics for a number of years greater than that represented by the number of years work offered in that type of school. (6, 4, or 3 year high schools.) Information regarding the semester rule was not available from Nevada.

#### Scholarship Requirements During Current Semester

All states having associations require that athletes of member schools maintain some specified scholarship standard to be eligible to represent a school in athletics. Forty-two states require that an individual participating in athletics be passing in at least fifteen hours of class recitation per week. The Colorado, Massachusetts, and New York associations demand passing work in only fourteen hours of class work per week. In Minnesota the association demands that students pass in not less than twenty hours of class work per week. Information covering scholarship requirements from Nevada was not available.

#### Scholarship Requirements During Preceding Semester

Forty-three state associations require participants in athletic contests to have done passing work in fifteen hours of class work during the preceding semester. The associations in Colorado and Massachusetts require fourteen hours of passing work done during the preceding

semester. The New York association requires passing work in nine hours work per week done during the preceding semester.

#### Late Registration Limit for Eligibility

Most state associations specify a date after the beginning of a semester, following which a student entering school becomes ineligible for athletic participation. The length of this limit varies widely among the associations. The association in Rhode Island specifies the most lenient limit of forty-eight days. The South Carolina and Massachusetts associations restrict late registrations to five days. The majority of states set the limit between ten and fifteen days after the opening of any semester. Associations in Oregon, California, and North Carolina specify no late registration limit. Montana, New Jersey, Utah, and Texas provide a special rule whereby certain students register after the late registration date may become eligible by completing make-up work.

#### Amateur Rule Enforced

It is particularly important that athletics in high schools be kept on a strictly amateur basis. For the sake of clarity, an amateur is defined as one who does not accept remuneration, directly or indirectly, for playing on athletic teams; who does not play under an assumed name,



and who does not for pay manage or officiate for an athletic team. Most state associations have and enforce an amateur rule. Kentucky, Massachusetts, and Rhode Island have no amateur rule indicated in their association regulations. In Oklahoma, the association has an amateur rule, but provides that professionalism in one sport does not bar the individual from an amateur status in other sports. The Nebraska association also has an amateur rule, but does not bar the individual from an amateur status in other sports. The Nebraska association also has an amateur rule, but does not bar individuals who box and wrestle for remuneration from participating in other school sports. In effect, neither Oklahoma nor Nebraska can be classified as having an amateur rule, even though their association regulations state that they do have such a rule.

#### Duration of Ineligibility after Transfer

Since the inauguration of athletic contests, certain schools have placed over-emphasis upon winning. This situation leads them to seek outstanding athletes from other schools. To minimize such practices every state athletic association has adopted some form of migratory rule. The purpose of such rules is to discourage student athletes from transferring from one school to another for purely athletic reasons. It must be borne in mind that such a rule does not aim to prevent legitimate transfers

## State Eligibility Requirements

	Age Limit (Years)	Semester Attendance Limit	Academic Requirement Hours (Semester)	Academic Requirement Hours (Semester)	Late Regis- tration Limit (Days)	Amateur Rule	Ineligible for transfer without parents	Eligible at once if transferred with parents
ALABAMA	21	6-6	15	15	20	X	1yr.	X
ARIZONA	21	8	15	15	15	X	1yr.	X
ARKANSAS	21	6-8	15	15	11	X	1yr.	X
CALIFORNIA	20	8	15	15	A	X	1sem.	X
COLORADO	21	9	14	14	21	X	1sem.	X
CONNECTICUT	20	8	15	15	11	X	12wks.	X
DELAWARE	21	8	15	15	30	X	1yr.	X
FLORIDA	21	H	15	15	10	X	1sem.	X
GEORGIA	20	10	15	15	10	X	1yr.	X
IDAHO	21	8	15	15	11	X	1sem.	X
ILLINOIS	20	8	15	15	11	X	1yr.	X
INDIANA	20	8	15	15	20	X	1yr.	X
IOWA	20	8	15	15	10	X	1sem.	X
KANSAS	20	8	15	15	15	X	1sem.	X
KENTUCKY	20	8	15	15	20		1sem.	X
LOUISIANA	21	10	15	15	11	X	1yr.	X

X--Yes.

A--No requirement stated.

B--Material unavailable.

H--Must not represent school in any branch of athletics  
for more than four years.

K--Special Provision:

1. Ineligible for 1 semester.

2. Ineligible for 2 weeks.

3. Ineligible for 20 days.

4. Never eligible if he competed in athletics at  
former school.6-6--Eligible for 6 semesters in junior high and 6 in  
senior high.6-8--Eligible for 6 semesters in junior high and 8 in  
senior high.

State Eligibility Requirements  
(Continued)

	Age Limit (Years)	Semester Attendance Limit	Academic Requirement per Semester (Hours)	Academic Requirement per Semester	Late Regis- tration Limit (Days)	Amateur Rule	Ineligible transfer without parents	Eligible at once transfer with parents
MAINE	20	8	15	15	21	X	1sem.	X
MARYLAND	No Association							
MASSACHUSETTS	19	8	14	14			3mo.	X
MICHIGAN	20	8	15	15	15	X	1sem.	X
MINNESOTA	20	8	20	15	10	X	1sem.	X
MISSISSIPPI	20	8	15	15	15-20	X	1yr.	X
MISSOURI	21	8	15	15	11	X	1sem.	X
MONTANA	21	8	15	15	30-K	X	1sem.	K-2
NEBRASKA	20	8	15	15	11	X-K	1sem.	X
NEVADA	21	8	B	B	B	X	B	B
NEW HAMPSHIRE	20	H	15	15	15	X	B	B
NEW JERSEY	20	A	15	15	30-K	X	20wks.	X
NEW MEXICO	20	9	15	15	20	X	20dys.	X
NEW YORK	20	10	14	9	15	X	1sem.	K-2
NORTH CAROLINA	21	A	15	15	A	X	1yr.	K-3
NORTH DAKOTA	20	8	15	15	10	X	1sem.	K-1

X--Yes.

A--No requirement stated.

B--Material unavailable.

H--Must not represent school in any branch of athletics  
for more than four years.

K--Special Provision:

1. Ineligible for 1 semester.

2. Ineligible for 2 weeks.

3. Ineligible for 20 days.

4. Never eligible if he competed in athletics at  
former school.

6-6--Eligible for 6 semesters in junior high and 6 in  
senior high.

6-8--Eligible for 6 semesters in junior high and 8 in  
senior high.



## State Eligibility Requirements

(Continued)

	Age Limit (Years)	Semester Attendance Limit	Academic Requirement Current Semes- ter (Hours)	Academic Requirement Preceding Semester	Late Regis- tration Limit (Days)	Amateur Rule	Ineligible transfer without parents	Eligible at once transfer with parents
OHIO	20	8	15	15	11	X	1sem.	X
OKLAHOMA	21	8	15	15	10	X-K	1yr.	X
OREGON	20	8	15	15	A	X	1yr.	X
PENNSYLVANIA	20	6	15	15	30	X	5mos.	X
RHODE ISLAND	20	A	15	15	48		9wks.	X
SOUTH CAROLINA	21	10	15	15	5	X	1yr.	X
SOUTH DAKOTA	20	A	15	15	16	X	1yr.	X
TENNESSEE	21	10	15	15	20	X	1yr.	X
TEXAS	19	8	15	15	6	X	1yr.	X
UTAH	20	8	15	15	11-K	X	1sem.	K-1
VERMONT	20.5	A	15	15	15	X	1sem.	X
VIRGINIA	20	8	15	15	10	X	1sem.	X
WASHINGTON	20	8	15	15	30	X	1yr.	X
WEST VIRGINIA	21	8	15	15	11	X	1yr.	X
WISCONSIN	20	8	15	15	15	X	K-4	X
WYOMING	20	8	15	15	15	X	1sem.	X

X--Yes.

A--No requirement stated.

B--Material unavailable.

H--Must not represent school in any branch of athletics for more than four years.

K--Special Provision:

1. Ineligible for 1 semester.

2. Ineligible for 2 weeks.

3. Ineligible for 20 days.

4. Never eligible if he competed in athletics at former school.

6-6--Eligible for 6 semesters in junior high and 6 in senior high.

6-8--Eligible for 6 semesters in junior high and 8 in senior high.

where the pupil's parents move with him. Most state associations declare the transferred student ineligible for athletics for a specified period after transfer. The period of ineligibility varies greatly among the state associations. Eighteen states require one year's attendance before granting eligibility; while nineteen states grant eligibility after one semester. The New Mexico association extends eligibility to a transferred student after twenty days' attendance. In Wisconsin, the association prohibits a transferred student's eligibility throughout his attendance at the school. Information on the migratory rule from Nevada and New Hampshire was not available.

As a general practice, state associations consider pupils eligible after transfer if the pupil's parents move to the school district. Four state associations, however, do not follow this rule. The Maine association does not extend eligibility to a student transferring, even though he is accompanied by his parents, for one semester. In New York and Montana, the ineligibility period is two weeks. The association in North Carolina grants eligibility after twenty days' attendance.

## Sports in Which State Championships Are Declared

Most state associations declare state championships in some or all of the major sports. Forty-one states declare state basketball championships, and forty-two declare championships in field and track. Football championships are conducted in only fourteen states; however, mythical football championships are recognized by several associations. These mythical championships are determined by ranking the superior teams in the different districts on the basis of their season's record. Ten states declare baseball championships. Delaware sponsors no state championship in any sport.

It is interesting to observe the increasing emphasis and attention given the "carry-over" sports by the state associations. Twenty-six states declare state championships in tennis, nineteen states have state golf tournaments, and eleven states conduct state swimming meets. State associations, with sports in which championships are declared, are shown in Table VII.

### Type, Size, and Special Features of Association Publications

The publications of the different state associations varied widely in organization, size, number of pages, and contents. The publications issued by the associations in



Table VII

Associations Sponsoring State Championships  
in Major and Minor Sports

	Football	Basketball	Track	Baseball	Other Sports
ALABAMA		X	X		A
ARIZONA	X	X	X	X	
ARKANSAS		X	X		A,B
CALIFORNIA		Z	X		
COLORADO	X	X	X		
CONNECTICUT		X	X		A,B,C
DELAWARE	Y	Y	Y	Y	
FLORIDA		X	X	X	A,B,C
GEORGIA		X	X		A,B,C
IDAHO		X	X		A,B
ILLINOIS		X	X		A,B,C,D
INDIANA		X	X		B,C,D
IOWA		X	X	X	A,B,D
KANSAS		X	X		A
KENTUCKY		X			A,B,D
LOUISIANA	X	X	X		H
MAINE		X	X	X	
MARYLAND	No Association				
MASSACHUSETTS	Z	Z	Z	Z	
MICHIGAN		X	X		A,B,C,E
MINNESOTA		X	X		A,B,C,G
MISSISSIPPI	X	X	X		
MISSOURI	X	X	X	X	A,B,D
MONTANA	X	X	X		

A--Tennis

B--Golf

C--Swimming

D--Wrestling

E--Cross Country

F--Soccer

G--Hockey

H--Boxing

I--Skating

X--Yes

Y--No state championships  
in any sport

Z--No statement

Table VII

Associations Sponsoring State Championships  
In Major and Minor Sports

(Continued)

	Football	Basketball	Track	Baseball	Other Sports
NEBRASKA		X	X		A, B, C, D
NEVADA	X	X	X	X	
NEW HAMPSHIRE	Z	Z	Z	Z	
NEW JERSEY		X	X		A, B, C, D, E, F
NEW MEXICO		X	X		
NEW YORK		X	X		
NORTH CAROLINA	X	X	X	X	A, F
NORTH DAKOTA		X	X		A
OHIO		X	X	X	A, D, C, E
OKLAHOMA		X	X		B
OREGON		X	X		D
PENNSYLVANIA		X	X		A, B, C, D, E, F
RHODE ISLAND	X	X	X	X	E, G
SOUTH CAROLINA			X		A
SOUTH DAKOTA		X	X		A, B
TENNESSEE		X	X		A, B, C
TEXAS	X	X	X		A
UTAH	X	X	X	X	A, E
VERMONT	Z	Z	Z	Z	
VIRGINIA	X	X	X		A
WASHINGTON		X	X		
WEST VIRGINIA		X	X		
WISCONSIN		X	X		A, B, C, I
WYOMING	X	X	X		

A--Tennis  
B--Golf  
C--Swimming  
D--Wrestling  
E--Cross Country  
F--Soccer

G--Hockey  
H--Boxing  
I--Skating  
X--Yes  
Y--No state championships  
in any sport  
Z--No statement

Minnesota, Indiana, Wisconsin, Michigan, Texas, Illinois, and Virginia were unusually well organized and contained a great deal of information concerning all phases of the association's work. Commendation is due the secretaries of these associations for their fine work. Publications of the other state associations did not compare favorably with the publications in the states mentioned. In this section of the analysis, five items were considered. Tabulation of these items by states is shown in Table VIII.

#### Type of Publication

An analysis of the publications of the state associations revealed that the materials divided themselves into four classifications. Twenty-nine state associations issue their rules and regulations in the form of a handbook; while fourteen associations have bulletins. The Massachusetts association issues its rules and regulations on a four-page leaflet; while the Rhode Island and New Hampshire publications are on mimeographed sheets. Nevada and North Dakota issue handbooks, but they were not available for this study.

#### Number of Pages and Dimensions of Publications

Naturally one would expect a great deal of variation in the number of pages of the different associations' publications. The Indiana handbook contains one hundred and



ninety-five pages; while the mimeographed publication of the New Hampshire association has only one sheet.

Material found in the publications of the Arizona, California, Massachusetts, North Carolina, New Hampshire, and Vermont associations is limited. The publications of the Illinois, Indiana, Minnesota, New Jersey, Texas, and Wisconsin associations present complete details of the organizations' work.

Actual dimensions of the publications vary as much as do the number of pages. The 11" by 8 1/2" mimeographed publication of the Rhode Island and New Hampshire associations were the largest; while the 5 1/8" by 3 1/4 " handbook of the New York association was the smallest. The majority of the handbooks were in the general range of 6" by 4"; while most of the bulletins were in the general range of 9" by 6". Mimeographed material was 11" by 8 1/2".

#### Special Features of Publications

Two special features relative to association publications are worthy of mention. One of these concerns itself with the placement of the rule interpretations in the handbook. To be useful, a rule interpretation should be placed under the rule to which it applies. An individual reads the rule and immediately below reads the interpretation that applies. The placing of the interpretations in a separate section of the publication generally means that

they will not be read. The other special feature of association publications concerns itself with listing of special instructions to the principal. Many principals, because they are unaware of what their responsibility to the association is, fail to perform some of the duties that the association require. Many state associations improve this situation by placing in the handbook a special page of directions for the principal. A list of dates when important reports are due in the association office, together with detailed instructions for filling out contracts and eligibility reports, assists the principal in performing his duties correctly and on time.

Twenty-three publications list the interpretation of rules under the rules to which they apply. Twelve publications list the interpretations in a separate portion of the handbook or bulletin. Eight states list no interpretations of rules.

Only twelve publications were found that listed special instruction to the principal concerning his duties to the association. The Michigan handbook not only outlines the duties and responsibilities of the principal to the association, but also gives the duties and responsibilities of the coach, the game official, and the player. Every boy in a member school in Michigan is given a copy of the handbook. This practice of distributing handbooks

to every pupil who participates is a wise one. Although many of the handbooks include both excellent codes for sportsmanship and commandments for players, they accomplish little because players seldom see them.



Table VIII

Type, Size, and Special Features of  
Associations' Publications

	Type	Dimensions			Number of Pages	Interpretations Accompanying Rules	Special Instructions to Principals
ALABAMA	A	6 1/8	X 3 5/8		64	X	X
ARIZONA	A	5 7/8	X 3 1/4		12	X	
ARKANSAS	A	6 7/8	X 4 7/8		28	X	
CALIFORNIA	A	9 1/4	X 4		8		
COLORADO	A	6	X 3 3/4		32		
CONNECTICUT	A	5 3/8	X 3 1/4		24	X	
DELAWARE	A	6 1/2	X 4		43	X	
FLORIDA	B	9	X 6		19	X	
GEORGIA	B	9	X 6		43	(1)	
IDAHO	B	7 3/4	X 5 1/8		69	X	X
ILLINOIS	A	9	X 4		63	X	
INDIANA	A	7 1/4	X 5 1/4		195		
IOWA	A	6	X 3 3/4		29	(1)	
KANSAS	B	9	X 6		16	X	
KENTUCKY	A	6 1/4	X 3 1/4		32	X	
LOUISIANA	A	6	X 3 1/2		40		
MAINE	A	5 5/8	X 3 3/8		28	X	
MARYLAND	No Association						
MASSACHUSETTS	C	8 3/8	X 5 3/8		4		
MICHIGAN	A	6	X 3 3/4		61	X	X
MINNESOTA	A	6 3/4	X 5 1/8		159	X	X
MISSISSIPPI	A	9	X 4		29	X	
MISSOURI	B	9	X 6		43	X	
MONTANA	A	6	X 3 1/2		31	X	

X--Yes

H--Material unavailable

A--Handbook

B--Bulletin

C--Leaflet

D--Mimeographed sheet

(1)--No rule interpretations listed in publication

Type, Size, and Special Features of  
Associations' Publications

(Continued)

	Type	Dimensions		Number of Pages	Interpretations Accompanying Rules	Special Instructions to Principals
NEBRASKA	B	9	X 6	48	X	
NEVADA	H		H	H	H	H
NEW HAMPSHIRE	D	11	X 8 1/2	1		
NEW JERSEY	A	6 1/2	X 4 5/8	99		X
NEW MEXICO	B	7 3/4	X 4 7/8	32		X
NEW YORK	A	5 1/8	X 3 1/4	69	X	X
NORTH CAROLINA	A	9	X 4	15	X	
NORTH DAKOTA	A		H	H	H	H
OHIO	A	5 1/4	X 3 1/4	31	(1)	X
OKLAHOMA	A	6 1/2	X 4 1/2	38	X	X
OREGON	A	6	X 4 1/2	37		
PENNSYLVANIA	A	6	X 3 5/8	51	X	X
RHODE ISLAND	D	11	X 8 1/2	9	(1)	
SOUTH CAROLINA	A	6 1/2	X 4 1/2	37	(1)	
SOUTH DAKOTA	B	6 5/8	X 5 3/4	40	X	X
TENNESSEE	B	8 1/4	X 5 1/2	74	X	
TEXAS	B	8 3/4	X 5 3/4	115		
UTAH	A	6	X 3 1/2	20		
VERMONT	A	6 1/4	X 3 3/4	16	(1)	
VIRGINIA	B	9	X 6	36	(1)	
WASHINGTON	A	6	X 3 5/8	17		
WEST VIRGINIA	B	9	X 6	21		
WISCONSIN	B	8 3/4	X 6 7/8	127	(1)	X
WYOMING	B	9 1/4	X 6	45		

X--Yes

H--Material unavailable

A--Handbook

B--Bulletin

C--Leaflet

D--Mimeographed sheet

(1)--No rule interpretations listed in publication

## Chapter IV

### Characteristics of Successful State Associations

In this study, no attempt has been made to rate the various state associations on the basis of their success or efficiency. Some of the associations are particularly outstanding in certain phases of their work. As the analysis progressed, the characteristics of successful associations became evident. Practices that appear essential to the successful organization are listed as follows:

1. Membership in the association should be open to all accredited high schools of the state.
2. The administrative function of the association should rest in the hands of a group of experienced school men who are representative of all sections of the state. The number on this body will depend upon conditions peculiar to the state.
3. A competent, executive secretary, familiar with athletic conditions in the state, and sound in his educational philosophy, should serve in a full-time capacity. He would be in name and reality, the chief executive of the association.
4. The association would provide to all member schools and at a reasonable cost insurance benefits for athletic injuries.



5. The association should require that every individual who participates in athletics have frequent physical examinations during the period of participation; and further, that both doctor and parent approve of such participation.

6. The association should recommend that only competent, well-trained physical education majors be allowed to direct the athletic programs of member schools.

7. The association should make provision for training a group of competent officials in the state, and require member schools to use in all games only approved officials.

8. The association should require that all member schools limit their schedules of games in any sport to a number that is in keeping with sound health practices.

9. The association, in so far as is feasible, should require schools to compete only with schools in their enrollment classification.

10. The association should specify the following minimum requirements for eligibility:

- a. An age limit of twenty years.
- b. An eight-semester attendance limitation.
- c. An academic requirement during the current and preceding semester of fifteen hours per week of passing work.

d. A late registration limitation that best meets the state's requirements.

e. Strict enforcement of the amateur rule.

f. A migratory rule that best meets the state's requirements.

11. The association should control and sponsor all district, regional, and state meets and tournaments.

12. The association should promote and sponsor an intramural play program for all boys and girls in member schools.

13. The association should make every effort to bring about correlation between the athletic program and the general school program.

14. The association must be responsible for providing each member school with helpful suggestions concerning the improvement of the athletic, health, and physical education programs.

15. The association should publish its rules and regulations in a form that is readily understandable, definite in statement, and clear in interpretation. A statement of definite responsibilities to the association on the part of the superintendent, the principal, the athletic director, the coach, the game officials, and the individual athlete should be incorporated in the association's rules and regulations.

Although no attempt is here made at rating the success and efficiency of the different state associations, the work of the associations in the states of Indiana, Illinois, Texas, Minnesota, Michigan, Iowa, Ohio, Virginia, and Wisconsin is conceded to be outstanding.



## Chapter V

### A Comparison of the Oregon High School Athletic Association with Those of Other States

As a result of the analysis of rules, regulations, and practices of other state athletic associations, definite characteristics of the successful and efficient organization were determined and presented in Chapter IV.

It will be interesting to review the regulations and practices of the Oregon Association to see in what particular they meet this list of approved standards established in the preceding chapter. Weaknesses that are found to exist in the Oregon Association will be indicated and suggestions made for their improvement.

#### Membership

Membership in state athletic associations should be open to all standard secondary schools in the state. There appears to be no legitimate reason for an athletic association restricting its membership to public schools. Under such circumstances, private schools within the state either fail to regulate athletic policies or set up regulations of their own. Such situations make within the state variations of athletic practices with their resulting evils.

The Oregon Association extends membership to all standard secondary schools of the state. Since in recent years

practically all Oregon high schools have joined the association, there is a much-needed standardization of athletic practices within the state.

### Fees

Fees charged by associations vary greatly among the states. Fees in the different associations are usually commensurate with the service rendered by the particular association, although in several of the Midwestern states the associations receive sufficient income from basketball tournaments that it is possible to levy a relatively small fee. It is essential that fee assessments be sufficient for the association to perform its function.

In the Oregon Association, fees are charged on the basis of school enrollment. In 1937, the association increased the scale of fees from a minimum of five dollars to a maximum of twenty dollars. The increase in fees made it possible for the association to employ a full-time executive secretary. By the employment of this officer, the service and efficiency of the association has been materially increased.

### Board of Control and General Administration

One of the basic principles of all athletic associations is that of placing the administrative control of the

organization in the hands of experienced school men who are representative of all sections of the state.

The Oregon Association adheres to this principle by vesting administrative control in a Board of Control of three members. This Board is elected by the Delegate Assembly, a body composed of twenty-two superintendents and principals, who are representatives from the eleven athletic districts of the state. One member of the Board is elected from Western Oregon, one from Eastern Oregon, and one from Southern Oregon. Each section of the state is thus represented on the Board. The Board elects the executive secretary, who attends all Board meetings but does not vote. All decisions of the Board of Control must be unanimous. The Board meets regularly three times a year, and upon a majority vote of the Delegate Assembly, special meetings may be called by the executive secretary.

The Board of the Oregon Association has general supervisory power over all work and activities of the association. It is responsible for interpreting the rules of the association, for hearing and deciding protests, for determining expenditure of funds, for annually conducting a state basketball tournament and a track meet, for issuing an annual report, and for providing member schools with necessary record and report forms. Since the employment of a full-time secretary, the Board has delegated a great



number of its powers and duties to that officer. The functioning of the administrative body of the Oregon Association has been most satisfactory.

#### Full-Time Executive Secretary

Experience of successful athletic associations has proved the need on the part of these organizations for a full-time executive secretary. The extensive amount of work that should be performed by any efficient association requires the service of a capable full-time secretary. This individual should be thoroughly familiar with the athletic policies of the state association, and should appreciate that athletics are only one important phase of the school program. It is equally important that the secretary's appointment or election be on the basis of merit and ability, and that his tenure be secure so long as his work is satisfactory.

The Board of Control of the Oregon Association is to be highly commended for its recent action in employing a full-time secretary. Its foresight in appointing a man with the ability, general background and experience of the present secretary is equally commendable. Although only recently started, the work of the secretary in coordinating the athletic program with the rest of the school program and in improving and extending the services of the association is a most progressive step.

### Insurance for High School Athletics

Some practical plan of providing insurance benefits for athletic injuries is needed in every state association. Twelve associations have provided such measures, and several others are considering the adoption of a plan. The Oregon Association has inaugurated an athletic insurance provision which will become effective in the fall of 1938. The plan, at the present time, is optional to member schools. Schools accepting it will receive stated benefits for certain injuries incurred by players in major sports. A fee for each pupil participating in each major sport will be charged. Since the plan will receive its first trial this fall, little can be said concerning its merits or weaknesses. The Oregon Association has shown foresight in providing some method of caring for athletic injuries. As the plan is tested, weaknesses that may appear can be eliminated and improvements made.

### Physician's Physical Examinations

Athletic programs should be conducted for the benefit and welfare of those who participate. To compete in sports when one is physically unfit or to play too strenuously is a dangerous practice. Most progressive associations have considered this fact and require that before participating in games, athletes must be examined by a physician and receive his approval.

The Oregon Association's regulations fail to require physical examinations for athletes. During the 1938 basketball season, the Oregon Association required participants in all district and state basketball tournaments to be examined and approved by a physician. Although this was a progressive step, it fails to go far enough. A physical examination by a physician of every player in every sport should be made a requirement by the association. Further examinations should be made at frequent intervals throughout each sport season. The association cannot escape responsibility for considering the physical and mental health of every pupil who participates.

#### Parental Consent

A sound athletic program can best be promoted through cooperation with the parents of pupils who participate. In a few of the more progressive associations, parental consent for pupil's participation in athletic activities is required. Again, the Oregon regulations are lacking in such a requirement. Such a regulation should be made by the association.

#### Coaches' Requirements

Most state associations require that coaches be full-time employees of the school district that employs them, and that they be regular teachers receiving all their



salary from the school district. Several of the more progressive associations, in cooperation with the State Department of Public Instruction, specify that coaches must be adequately trained and qualified in the field of physical education. Certainly, if the athletic program of any school is to be sound, the supervision of the program should rest in the hands of a man trained in that field or work.

The Oregon Association specifies that coaches must be regularly employed, certified teachers, receiving all their salary from the district that employs them. It is hoped that in the near future, the association will go one step further and insist that coaches be adequately trained in physical education. It is, of course, understood that such action must come as a result of cooperation of the Association with the State Department of Public Instruction.

#### Certified Officials

Many state associations have realized the importance of having a group of well trained game officials in the state and have required member schools to use only officials who have been approved by the association.

In Oregon, the officiating of games in the major sports has shown marked improvement since the association adopted the program of examining and certifying officials. In this particular, the work of the association is to be

highly commended. In the past four years, the association has developed a capable group of officials within the state. The association requires that in all contests all member schools use certified officials.

#### Limitations on Number of Games Played

A few of the progressive associations in the Midwest and East have realized the need of limiting schedules to a definite number of games. Excessively heavy schedules have two disadvantages. In the first place, they often impair the health of participants; and, in the second place, they tend to overemphasize athletics at the expense of the regular school program. Neither situation is conducive to a sound athletic program.

The Oregon rules have no limitation on the number of games a school may schedule in a sport. Regardless of the financial incentives for a school scheduling twenty-five to thirty basketball games in a season, the practice is dangerous from both an educational and a health standpoint. The association should specify a limit of games that may be played in any sport.

#### Classification Based Upon Enrollment

In order that schools may compete more nearly equally, practices of state associations indicate a decided tendency to classify schools within the state on a basis of

enrollment. Some states have only two classifications; while others have as high as four. Such classifications permit schools with small enrollments, little athletic material, and limited athletic budgets to compete with schools having similar conditions.

The Oregon Association has divided the schools of the state into two classifications. "A" schools are designated as those having more than 150 pupils; while "B" schools are those having less than this number. Oregon's classification is very satisfactory. However, Section 3, Article VI of the Association constitution largely nullifies this classification. This section states that "B" schools, provided they indicate their intention of so doing by November 1, may enter "A" basketball tournaments. No logical reason can be seen for such a regulation. It is known that "A" tournaments in this state are almost always more financially profitable than "B" tournaments. Profits of district tournaments are pro-rated to the competing teams. Naturally, so long as choice of whether a "B" school will enter an "A" tournament is left to the individual school, it will elect to enter the "A" tournament, because it is interested in making money for its student body. In short, finances become the controlling factor; whereas the fact that the school must play superior teams outside its classification is overlooked. The situation presents other problems. Suppose, for instance, the "B" schools of a



certain district organize a league, but in order to qualify for "A" tournaments, several of the "B" teams insist on playing "A" teams. Naturally, scheduling for the remaining "B" teams in the league is complicated and often impossible. Still another problem arises when "B" tournaments are planned. Team X, which played in the "A" tournament the previous year, elects to enter the "B" tournament the following year. For the new entrant a complete reorganization of the "B" tournament must be made from year to year with resulting disorganization, controversies, and changed plans. The Oregon Association could completely solve this problem by restricting "B" schools to the playing of games within their own classification.

#### Eligibility Rules

Standard approved eligibility rules include the twenty-year age limit, the eight-semester rule, the academic requirement of fifteen hours of passing work per week during the current and preceding semesters, the migratory rule, the late registration rule, and the amateur rule. Practically all of the progressive and successful associations make such requirements for eligibility.

In general, the eligibility rules of the Oregon Association meet approved standards. In one particular, however, the Oregon rules are lacking. No statement is made by the Association concerning a late registration limit.

An athlete can enter an Oregon school any time during a semester and, unless local school regulations are to the contrary, become immediately eligible to compete in athletics. A basketball player may miss the first month of school yet compete in games before the end of the semester. To eliminate this deficiency in the rules, a late registration date should be set by the Oregon Association.

#### Sponsoring of District and State Meets and Tournaments

Every state association except that of Delaware sponsors state meets and tournaments. Some states have gone much further than others in promoting meets and tournaments in the "carry-over" sports, such as golf and tennis. This is as it should be. Progressive associations realize that these sports, although lacking the "crowd appeal" of the major sports, contribute to those who participate in them much that is of lasting value.

The Oregon Association sponsors a state basketball tournament, a state track meet, and a wrestling meet. Wisely, the state does not sponsor a state football championship game. The geography of the state does not make practical a great number of state meets and tournaments. The state association might, however, well follow the lead of other progressive associations and encourage district meets in tennis, golf, swimming, and softball.

### Intramural Play Programs

The Kansas Association has set a standard that might well be adopted by other states in the development of an intramural play program for all pupils in the school. Several of the state associations have followed the example set by Kansas in emphasizing this most important phase of the athletic program.

In respect to the developing of an intramural play program, the Oregon Association has done nothing. The association, if it desires to contribute to a sound, state-wide athletic and physical education program, must accept the responsibility of developing this phase of work. Over-emphasis of the competitive athletic program in major sports at the expense of an adequate play program for all pupils in the schools furnishes a basis for the most serious criticism that can be made of any association.

### Association Publications

No standards can be set for the publications of state associations. They must adequately meet the needs for which they are intended.

Two improvements might well be made in the Oregon Handbook. At present in a separate section of the book the handbook lists rules interpretations. These interpretations. These interpretations should be classified and placed under the particular rules to which they apply.



The rules would thus become more comprehensive. Finally, a section should be included in the handbook presenting the responsibilities toward the successful administration of the athletic program on the part of the superintendent, the principal, the coach, the game official, and the athlete. Each school should, in turn, be furnished with a sufficient number of handbooks to supply a copy to every pupil who participates in athletics. School administrators should be requested to instruct all participants in athletic contests to become familiar not only with the rules but also with their particular responsibilities to the athletic program.

#### General Recommendations

As has been pointed out in this chapter, the rules and regulations of the Oregon Association compare favorably with those found in the more progressive associations. A summary of the improvements which should be made by the Oregon Association follows:

1. The Association should require participants in all sports to have before participation a physician's examination and his approval.
2. Before competing in games, participants in athletics should be required to submit approval of their parents.
3. The Association should cooperate with the State Department of Public Instruction in establishing a policy

of requiring athletic coaches to be adequately trained in the field of physical education.

4. A late registration date limit should be incorporated into the Association's eligibility rules.

5. The Association should specify a definite limit of games that may be scheduled in each sport during a season.

6. Insofar as is feasible, the association should require that member schools compete with schools within their own enrollment classification.

7. Everything possible should be done to promote and encourage member schools to include the "carry over" sports, such as tennis, golf, and swimming, in their athletic programs.

8. The Association should accept responsibility for developing and providing the schools of the state with an intramural play program. In developing such a program, the association should receive the full cooperation of the State Department of Public Instruction.

9. The Association handbook should be reorganized to include the listing of rule interpretations under the rules to which they apply. Further, a section of the handbook should be devoted to explaining the responsibilities toward the proper administration of a sound athletic program on the part of the superintendent, the principal, the coach, the game official, and the athlete.

## Chapter VI

### Summary

In this study, information was gathered from the various states concerning the rules, regulations, and practices of their high school athletic associations. The materials collected were analyzed, and approved regulations and practices determined. Recommendations applicable to the improvement of the Oregon High School Athletic Association were presented in a special chapter.

The material for this study was obtained by means of a letter sent by the Secretary of the Oregon Association to the office of the athletic associations of the other states. This letter requested copies of the constitutions, rules, and regulations of the states' organizations.

Responses were received from all states. Forty-five sent copies of their athletic association's constitution, rules, and regulations. Letters were received from the Nevada and North Dakota Associations giving limited information concerning their rules and practices. A letter from the State Director of Physical Education in the Maryland Department of Education stated that Maryland had no state athletic association.

A careful analysis of the materials sent by the various state associations indicated the following general items to be of sufficient importance to be considered in



this study: nomenclature, fees, and membership restrictions of the associations; administration of associations; general practices of the associations; eligibility rules of the association; associations declaring state championships in major and minor sports; and the type, size, and special features of the associations' publications.

The following statements summarize the findings of this study:

1. 65.9 per cent of the state associations are called by the name of Athletic Associations and concern themselves only with the control and supervision of athletic activities; while 34.1 per cent of the state associations are called by various names and concern themselves not only with the control and supervision of athletic activities, but also with other extra-curricular activities.

2. All state associations maintain themselves by assessment of fees. Fees are of two types: a uniform fee and a graduated fee based upon school enrollment. 51 per cent of the state associations have uniform fees ranging from twenty-five cents to ten dollars. 49 per cent of the state associations charge graduated fees ranging from a minimum of one dollar to a maximum of fifty dollars.

3. Membership in state associations is limited to public schools in 46.8 per cent of the states; while 53.2 per cent of the states extend membership to both public and

private schools. 27.6 per cent of the associations grant membership to junior high schools.

4. In all organizations except that of Delaware, administration of the associations is vested in a board of control, composed of representatives from all sections of the state. Members on the boards range from three to fifteen with an average number of 6.3 members.

5. Powers and duties delegated to the boards are found to be as follows:

- a. 95.7% of the associations grant general supervisory power.
- b. 42.4% of the associations have full-time secretaries.
- c. 93.6% of the associations grant the power of rule interpretation.
- d. 68.1% of the associations allow the Board to delegate duties to the Secretary.
- e. 95.7% of the Boards serve as a final board of appeals in deciding cases.
- f. 36.2% of the Boards may appoint members to fill vacancies in that body.
- g. 93.6% of the Boards hear and decide protests and impose penalties.
- h. 87.2% of the Boards have power to determine expenditures of the association.

i. 95.7% of the Boards have power to sponsor and promote state tournaments and meets.

j. In some states, special powers other than those listed are delegated to boards.

6. General practices of state associations are as follows:

a. 25.5% of the states associations have insurance plans to provide for athletic injuries in member schools.

b. 80.8% of the state associations require the exchange of eligibility lists by schools prior to any contest.

c. 42.5% of the associations require a physical examination of players before participation.

d. 21.3% of the associations require athletes to have parental consent before participation.

e. 78.7% of the associations require coaches to be full-time teachers.

f. 36.2% of the associations require the use of certified officials.

g. 100% of the associations have annual meetings.

h. 42.5% of the associations limit the length of sport seasons.



i. 23.4% of the associations limit the number of games that may be scheduled during a sport season.

j. 59.5% of the associations classify member schools on the basis of their enrollment.

7. Eligibility requirements in state associations occur as follows:

a. 34% of the associations specify a twenty-one-year age limit, 59.5% specify the twenty-year age limit, and 4.2% use the nineteen-year age limit.

b. 63.8% of the associations prohibit eligibility to a student after eight semesters' attendance, 4.2% after nine semesters, and 10.6% after 10 semesters.

c. 89.3% of the associations require an athlete to do fifteen hours passing work per week during the current semester; while 4.2% require fourteen hours of passing work.

d. 91.5% of the associations make fifteen hours of passing work per week during the preceding semester an academic requirement for eligibility; 4.2% require fourteen hours of passing work during the preceding semester.

- e. In forty-three states, eligibility is not granted for students entering after a certain date. The late registration limit varies from five days to forty-eight, the average being sixteen days.
- f. 93.6% of the states have an amateur rule requirement.
- g. Forty-five states have a migratory rule. Of these, 38.3% declare the transferred student ineligible for athletics for a period of one year, 42.5% set the ineligible period at one semester. 82.9% of the associations grant immediate eligibility after transfer if his parents move to the district.

8. State Associations declare state championships in sports as follows:

- a. 27.9% declare state football championships.
- b. 87.2% declare state basketball championships.
- c. 89.3% declare state track championships.
- d. 21.3% declare state baseball championships.
- e. 55.3% declare state tennis championships.
- f. 40.0% declare state golf championships.
- g. 25.5% declare state swimming championships.

9. Publications issued by state associations appeared in handbook, bulletin, leaflet, and mimeographed sheet

forms. Sizes of the publications varied from an 11 by 8½ inch mimeographed sheet to a 5 1/8 by 3 1/4 inch handbook. The number of pages found in the publications ranged from 195 to one. As special features in the publication's organization, 48.9% of the associations listed rule interpretations under the rules to which they applied; while 25.5% of the publications had special instructions listed for the principal.

### Conclusions

As a result of the foregoing study and in light of the facts discovered therein, the following conclusions were drawn:

1. Previous studies in the field of analyzing the rules and practices of athletic associations were very limited, only one other study having been found that in any way approximates the present one.
2. State athletic associations are in the process of reorganization and change toward more standardized practices governing the supervision and control of athletics.
3. There is an immediate need for these organizations to broaden their functions to include health, physical education, and intramural play programs that will include all pupils in school.



4. There is need for the majority of associations to correlate the athletic program with the general school program, and to appreciate that the athletic program is only one phase of the school program.

5. Too few of the associations have provided for the necessary protection of the athlete by their failure to require physical examinations, parental consent, athletic insurance benefits, and coaches qualified in physical education.

6. Outstanding practices are found in the associations in Indiana, Illinois, Michigan, Iowa, Minnesota, Ohio, Virginia, and Wisconsin.

7. The Oregon Association would do well to review the recommendations made for the improvement of their organization as presented in Chapter V.

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### Bibliography

1. Hair, J. W. Comparison of Rules and Regulations of State High School Athletic Associations in the United States. Master's Thesis, University of Iowa, 1929.
2. Thomas, E. A. "Function of a State High School Athletic Association." Journal of Health and Physical Education, 5:16-17, November 1934.



APPENDIX

State Associations Replying to Letter

- Alabama High School Athletic Association  
Constitution, Rules and Regulations 1936-37
- Arizona Interscholastic Association  
Constitution and By-Laws 1935
- Arkansas Athletic Association  
Constitution and By-Laws 1936
- California Interscholastic Federation  
Constitution and General Rulings 1936
- Colorado High School Athletic Conference  
Constitutions and By-Laws 1933
- The Connecticut Interscholastic Athletic Conference  
Constitution and By-Laws 1931
- Delaware Interscholastic Athletic Association  
Constitution and By-Laws 1929
- Florida High School Athletic Association  
Constitution and By-Laws 1935
- Georgia High School Association  
Constitution and By-Laws 1938
- Idaho High School Athletic Association  
Constitution and By-Laws 1937
- Illinois High School Athletic Association  
Constitution and By-Laws 1937
- Indiana High School Athletic Association  
Constitution and By-Laws 1936
- Iowa High School Athletic Association  
Constitution and By-Laws 1935
- Kansas State High School Athletic Association  
Constitution, Rules and By-Laws 1937
- Kentucky High School Athletic Association  
Constitution, By-Laws and Tournament Rules 1937
- Louisiana High School Athletic Association  
Constitution and By-Laws 1936

Maine Association of Principals of Secondary Schools  
Constitution, Eligibility Rules, and Regulations 1935

Maryland State Department of Education  
Letter (state has no athletic association) 1938

Massachusetts High School Athletic Association  
Constitution and Rules of Eligibility 1936

Michigan High School Athletic Association  
Constitution, Eligibility Rules and Codes for the  
Administration of Athletics 1937

Minnesota State High School League  
Constitution and By-Laws 1936

Mississippi High School Literary and Athletic Association  
Constitution and By-Laws 1938

Missouri State High School Athletic Association  
Constitution and By-Laws 1936

Montana High School Association  
Constitution and By-Laws 1936

Nebraska High School Activities Association  
Constitution and By-Laws 1936

Interscholastic League of Nevada  
Letter 1938

New Hampshire Headmasters' Association  
Rules Concerning Eligibility 1928

New Jersey State Interscholastic Athletic Association  
Constitution and By-Laws 1936

New Mexico High School Athletic Association  
Constitution and By-Laws 1937

New York State Public High School Athletic Association  
Constitution and By-Laws 1937

The High School Athletic Association of North Carolina  
Constitution and By-Laws 1929

North Dakota High School League  
Letter 1938



Ohio High School Athletic Association  
Constitution and Rules 1937

Oklahoma High School Athletic Association  
Constitution and Rules 1937

Oregon High School Athletic Association  
Constitution and By-Laws 1937

Pennsylvania Interscholastic Athletic Association  
Constitution and Eligibility Rules 1936

Rhode Island Secondary School Principals' Association  
Rules of Committee on Athletics 1936

South Carolina High School League  
Constitution and Rules 1937

South Dakota High School Athletic Association  
Rules and Regulations 1936

Tennessee Secondary School Athletic Association  
Constitution and By-Laws 1936

The University Interscholastic League of Texas  
Constitution and Rules 1937

Utah High School Athletic Association  
Constitution and By-Laws 1934

Headmasters' Club of Vermont  
Constitution, By-Laws and Eligibility Rules 1937

The Virginia High School Literary and Athletic League  
Rules and Regulations 1937

Washington High School Athletic Association  
Constitution and By-Laws 1936

West Virginia High School Athletic Association  
Constitution and By-Laws 1936

Wisconsin Interscholastic Athletic Association  
Constitution and Rules of Eligibility 1936

Wyoming High School Athletic Association  
Constitution and By-Laws 1936

Copy of a letter sent out by the Executive Secretary  
of the Oregon High School Athletic Association:

To Office of State High School Athletic Associations:

I shall greatly appreciate a copy of your association's Constitution, rules and regulations.

Sincerely yours,

Troy D. Walker  
Executive Secretary  
Oregon H. S. Athletic Assc.