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AN EVALUATION OF THE ARIZONA INTERSCHOLASTIC ASSOCIATION

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by

John F. Richards

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CHAPTER I.

INTRODUCTION

The backbone of any organization is its constitution and by-laws. They establish the basic rules for all actions of members of the organization and must be enforced if they are to be of real value. If the constitution and by-laws become outmoded, they should be revised; otherwise the members of necessity will evade the spirit and even the letter of their regulations in order to follow a more practical course.

On the basis of his limited experience in the teaching profession in Arizona, it has seemed to this writer that there exists a divergence between the rules and regulations of the Arizona Interscholastic Association, as stated in its constitution and by-laws, and the actual practice of its member schools. For example, addition number three to the constitution and by-laws states: "All post season football games including all all-star games are now prohibited after the regular published schedule."¹

1. Constitution and By-Laws of the Arizona Interscholastic Association, 1937, p. 15.

Yet for the last two seasons, 1944 and 1945, there has been an all-star football game in the state of Arizona. Again, section five of the by-laws states:

Any high school which is a member of this organization shall not schedule contests with other high schools in the state which are supported by public taxation and which are not members. A violation of this rule shall bar a school from all privileges of membership for one year.²

One has only to read the newspapers to find instances that would lead him to believe this ruling is being violated regularly. The author himself violated this rule by regularly scheduling basketball games with the Fort Grant Industrial School for the Bowie High School. He discontinued this practice after examining the constitution and by-laws; but nothing was ever done or said about this malpractice by the authorities of the association. No warnings were issued and no suspension was declared.

These and many other instances of apparent violations of the constitution and by-laws of the Arizona Interscholastic Association have caused the writer to become interested in studying the conditions that exist, with the view to suggesting improvements if they appear necessary. Quite possibly he could be mistaken in his impression of

2. Constitution and By-Laws of the Arizona Interscholastic Association, p. 9.

malpractice within the organization. Perhaps further knowledge of the real situation would show the inconsistencies to be more apparent than true. Perhaps he would find definite violations of the provisions of the constitution and by-laws, but might discover that the only thing necessary for their correction is better enforcement of the existing regulations. Or, conceivably, the constitution and by-laws need revision and in their present form necessitate that member schools circumvent these provisions in order to provide desirable programs of interscholastic activities. Possibly a study would show desirable practices in other states that could be incorporated into the Arizona organization.

The Problem of the Study

The purpose of this study is to survey the Arizona Interscholastic Association, both in its organization as set forth in its constitution and by-laws, and in its actual procedure as found in the actions of its executive committee and its member schools; to make an evaluation of the association in terms of sound principles of control of interscholastic activities, and in terms of desirable practices found in the constitutions and by-laws of similar organizations in other states. In the investigation of this problem an attempt will be made to answer the following questions:

1. How do the Arizona state rules and regulations governing interscholastic activities compare, in respect to conformity with sound principles of education, with those of the other state organizations?
2. To what extent are the rules and regulations of the Arizona Interscholastic Association carried out in actual practice?
3. In the light of the experience of other states and sound principles of regulation of interscholastic activities, what recommendations seem desirable?

Review of Related Studies and Other Literature

Very few studies concerning the control of interscholastic activities were made prior to 1938. Simonich, in a master's thesis written at the University of Arizona in 1938, surveyed the literature and was able to find but three studies. Since that date more attention has been given the matter of interscholastic relationships, but there are still very few studies of the control of such activities in comparison with the number of studies made relative to other phases of the programs.

Simonich studied rules and regulations governing interscholastic athletic activities in the United States. He analyzed and compared the constitution and by-laws of the Arizona organization with those of the other state organizations. His conclusion was that the constitution

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3. Simonich, E.J. Rules and Regulations Governing Interscholastic Activities in the United States; unpublished master's thesis, University of Arizona, 1938.

and by-laws of the Arizona Interscholastic Association compared favorably with those of the majority of the other state organizations with respect to its organization, the method for classification of schools, the plan for assessing annual dues, the imposing of penalties for rule violations, the requirement of eligibility lists, the setting of age limits for contestants, the handling of questions involving the eligibility of transfer students, the failure to require physical examinations and parental consent from contestants, the scholarship requirements for contestants before they are declared eligible for participation in contests, and membership in the National Federation of State High School Athletic Associations.

In 1943 in his doctor's dissertation at Stanford, Berry surveyed and evaluated the work of state athletic associations.⁴ He showed that these associations have been responsible for numerous improvements in the administration of interscholastic athletics, and for the elimination or material reduction of many undesirable practices in high-school athletics. State associations have been responsible for a number of definite improvements in

4. Berry, R.M. A Survey and Evaluation of the Work of State Athletic Associations; unpublished doctor's thesis, Leland Stanford University, 1943.

high-school games and have rendered many desirable services to their member schools. One of his conclusions was that:

Some of them may be criticized for their failure to cooperate with the National Federation (of State High School Athletic Associations) and with other state associations in their efforts to improve general athletic conditions throughout the nation... These criticisms indicate that while state associations have reason to be proud of many important accomplishments, there is still much to be done and many changes to be made before such organizations begin to realize the full extent of their potentialities for service.⁵

In a graduate thesis at the University of Southern California, Crouch compared the rules and regulations of the Arizona High School Athletic Association with those of other state associations.⁶ It would have been interesting to have obtained a copy of Crouch's thesis and to have compared its results with those found by Simonich, but the University of Southern California will not release a manuscript copy of a thesis during the summer terms.

Following are several other studies relative to the control of interscholastic activities which the writer has been unable to obtain, but reviews of which or

5. Berry, R.M. *op. cit.*, p. 96.

6. Crouch, R.E. A Comparison of the Rules and Regulations of the Arizona High School Athletic Association with Those of Other State Associations; unpublished master's thesis, University of Southern California, 1942.

references to which he has encountered. In 1938 Golden, now executive secretary of the Florida High School Athletic Association and an influential member of the National Federation, wrote a master's thesis for the University of Florida in which he studied administration problems of interscholastic high-school athletics and proposed regulations for their simplification and solution.

In 1940 Welty surveyed major problems of state high-school athletic associations in a master's thesis at the University of Iowa.

Patch analyzed the rules and regulations of state athletic associations in the United States in 1939. This study was presented to Oregon State College as a master's thesis.

In a doctor's dissertation at Chicago University in 1943, Trump studied the management of extra-curricular activities in public high schools of the North Central Association of Colleges and Secondary Schools.

7. Golden, L.F. Administrative Problems in Interscholastic High-School Athletics; Proposed Regulations for Their Simplification and Solution; unpublished master's thesis, University of Florida, 1938.
8. Welty, W.R. A Study of the Major Problems of State High School Athletic Associations; unpublished master's thesis, State University of Iowa, 1940.
9. Trump, J.L. The Management of Extracurriculum Activities in Public High Schools of the North Central Association of Colleges and Secondary Schools;

Alexander, in a master's thesis at the University of Alabama in 1940, surveyed parental opinion relative to interscholastic basketball for high-school girls.¹⁰

Montgomery also studied problems presented by programs of interscholastic athletics for adolescent girls.¹¹

There are two references to master's thesis which have been written in the last five years concerning various athletic injury benefit plans. Kelley presented his study to the University of Iowa in 1941,¹² and Lunney wrote his study at the University of Southern California in 1943.¹³ While these two studies are not concerned directly with the control of interscholastic activities,

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- 9 (cont.) unpublished doctor's thesis, Chicago University, 1943.
10. Alexander, M.V. What Parents Think about Interscholastic Basketball for High School Girls; unpublished master's thesis, University of Alabama, 1940.
11. Montgomery, K.W. Principles and Procedures in the Conduct of "Interscholastic" Athletics for Adolescent Girls; unpublished doctor's thesis, New York University, 1942.
12. Kelley, P.L. A Study of Athletic Benefit Plans Sponsored by State High School Athletic Associations; unpublished master's thesis, University of Iowa, 1941.
13. Lunney, Kenneth. A Study of Athletic Injury Benefit Plans as Administered by State Athletic Associations; unpublished master's thesis, University of Southern California, 1943.

they might be of much interest and benefit to a committee of the Arizona association, should such a committee be formulated for a study of benefit plans.

Possibly the leading textbook dealing with interscholastic athletics was written by Rogers in 1929 under the title The Future of Interscholastic Athletics.¹⁴ In it he gives a history of and reasons for interscholastic control. He presents a very strong argument for the elimination of contests to determine championships. A section of his book is devoted to his outline of an ideal organization for interscholastic control. A final section of his book deals with the part of the school in extra-curricular activities, which he defined as including all pupil activities not under the official direction and control of school officers.

In an article appearing in the May issue of School and Society in 1928, Ryan discussed school contests as part of the activity program in secondary education. He was in favor of more contests in more and more activities other than athletics.

Administrators are coming to see that
academic contests have their educational value,
and that they do hold the interest of patrons.

14. Rogers, F.R. The Future of Interscholastic Athletics.

CHAPTER II

A COMPARISON OF THE CONSTITUTION AND BY-LAWS OF THE ARIZONA INTERSCHOLASTIC ASSOCIATION WITH THOSE OF OTHER STATE ORGANIZATIONS

Objectives of Interscholastic Control

Written into each of the thirty-seven constitutions of state interscholastic associations which were examined by the writer is a stated purpose that embodies the objectives of the organization for the control of athletic or interscholastic activities. These objectives vary but little, often not at all, from the frequently-stated, general objective of secondary education expressed by Spencer in broad form as "complete living."¹ For example, the Michigan High School Athletic Association makes this statement as part of its purpose:

To increase the educational value of interscholastic athletic programs throughout the state. To assist in the regulation of competition so that the athletic program fits into the high school curriculum.²

And the Colorado High School Athletic Conference expresses its purpose in these words:

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1. Spencer, H. Education, pp. 1-87.
 2. Handbook of the Michigan High School Athletic Association, 1944, p. 7.

The program of the interscholastic athletics in high schools shall be so organized and administered as to contribute to the health, worthy use of leisure time, citizenship and character objectives of secondary education. The aim should be to develop sufficient skill in one or more sports among all its pupils to provide an enjoyable form of recreation in later life.³

The spirit of "winning for winning's sake" and of "giving everything you've got for the glory of the school" is giving way to a new spirit of considering contests to be a vital part of the educative program; to be a means of developing in contestants desirable health habits, social attitudes, skills, and hobbies. This thought is borne out by the first of the two primary objectives of the National Federation of State High School Athletic Associations: "To maintain interscholastic athletic competition upon such a basis as to make it contribute to the general educational objectives of the school."⁴

Groups and organizations outside our schools always have realized the high promotional values of school contests and have encroached upon the educational program, sometimes for acceptable motives, but often for selfish gain. With this in mind, the National Federation formulated its second primary objective:

3. Colorado High School Athletic Conference. Constitution and By-Laws, 1941, p. 17.

4. West Virginia High School Athletic Association. Handbook, 1943, p. 9.

To secure and maintain the complete control of the interscholastic athletics engaged in by our secondary schools exclusively in the hands of the high school administrators themselves.⁵

Often "outside" offerings are highly acceptable and should be included in the school program, but even in these cases it is essential that the administrator exercise control if sound educational procedures are to be followed.

The stated purposes of the thirty-seven state organizations for interscholastic control conform in spirit to these two primary objectives of the National Federation. These objectives are as pertinent to other school contests as they are to athletics. Because of this and the fact that in related literature there is unanimous agreement in spirit with these two objectives, the writer feels he is on safe ground when he accepts these objectives as the goals of interscholastic activities and uses them as criteria for judging the desirability of existing and proposed policies and practices for controlling such activities.

Source of Material

During March of the school year 1944-1945 the writer addressed an inquiry to the superintendent of public

5. West Virginia High School Athletic Association.
op. cit., p. 9.

instruction in each of the forty-eight states requesting the address of the secretary of the interscholastic association of that state, and asking that a copy of the constitution and by-laws of the association be sent for this study. Thirty-two superintendents responded, a few by sending the handbooks but the majority by furnishing the required address on the self-addressed card provided for that purpose. Requests for handbooks were then sent to the secretaries and responses were received from all but Missouri and Connecticut. Thus a total of thirty-one handbooks was obtained at that time.

In early March of 1946 a follow-up request was sent to those superintendents of public instruction who had not responded to the previous letter, and the secretaries of the interscholastic associations in Missouri and Connecticut again were asked to send their handbooks. Letters to the nine addresses received brought handbooks from New Mexico, New Hampshire, New York, South Carolina, and Texas. A third request mailed in June, 1946, yielded the handbook from Maine, bringing the total to thirty-seven handbooks. Since the law of diminishing returns appeared to be in operation, it was felt any further follow-up would produce no appreciable improvement in the situation.

It was found that Maryland has no state organization, hence ten states were solicited unsuccessfully for

handbooks. West Virginia indicated that because of wartime shortages it was hard pressed to spare a copy of its constitution and by-laws, but did furnish one as the result of follow-up activity. Possibly the shortage of supplies and poor clerical assistance during the war years explains the failure of the other ten states to comply with the writer's request. However, some information pertaining to those states was found in the handbook of the National Federation of State High School Athletic Associations which was sent by its executive secretary.

Of the thirty-seven handbooks, only thirteen mention activities other than athletics. Idaho, Iowa, South Dakota, and Wisconsin sent separate constitutions and by-laws for interscholastic activities other than athletics. Because of the lack of adequate information relating to such activities, the greater portion of this study will deal only with the control of athletic contests.

Physical Composition of the Handbooks

Despite wartime shortages, twenty-nine of the handbooks had been revised and printed for the current year; twenty-three of those received during the school year 1944-1945 had been printed in 1944, and each of the six received in 1946 had been published for that school year.

Of the eight handbooks not currently printed, two were put out in 1943, one in 1942, two in 1941, two in 1938, and Arizona's in 1937. This last is now nine years old, while the majority of other state organizations appear to republish their booklets annually.

In comparing these handbooks as to size, it was decided that the most reliable procedure would be to obtain the approximate number of words pertaining to the actual rules and regulations of the various organizations. It was felt this would be the most fair procedure because of the variation in size of type and pages, and also because many of the handbooks contain supplementary material such as histories, lists of member schools, event records, and so forth in varying quantities. It was decided also to omit rules and regulations for contests other than athletics, in order to make a fair comparison. In some handbooks the total number of words was increased considerably by the inclusion of numerous interpretations of the rules or by large sections devoted to questions and answers concerning the rules. These features were included in the word count as it was felt they constituted, in themselves, a part of the regulations.

Texas far exceeds its nearest rival (Table I), using 28,800 words. Two states were found to have between 20,000 and 25,000 words; five states between 10,000 and 15,000;

TABLE I

PHYSICAL COMPOSITION OF THE CONSTITUTION AND BY-LAWS
OF VARIOUS STATE HIGH-SCHOOL INTERSCHOLASTIC OR
ATHLETIC ASSOCIATIONS IN THE UNITED STATES

State	Type of booklet	When printed	Contains an index	Approximate number of words
Ariz.	handbook	1937	no	1,500
Ark.	handbook	1944	yes	8,200
Calif.	handbook	1944	no	2,700
Colo.	handbook	1941	no	6,100
Del.	handbook, mimeo.	1944	no	3,100
Fla.	handbook	1944	yes	9,300
Ga.	handbook	1944	no	12,000
Ida.	mimeographed material	1944	yes	7,900
Ill.	handbook	1944	yes	18,600
Iowa	handbook	1944	no	6,400
Kan.	handbook	1944	yes	8,800
La.	bulletin of La. State Univ.	1941	yes	3,300
Me.	bulletin	1945	no	2,700
Mich.	handbook	1944	yes	9,300
Minn.	yearbook	1944	yes	12,000
Miss.	handbook	1944	yes	7,700
Mont.	handbook	1943	yes	7,200
Nebr.	yearbook	1944	yes	11,300
Nev.	handbook	1938	no	2,700
N.Hamp.	mimeographed sheets	1945	no	1,000
N.J.	handbook	1944	yes	7,300
N.M.	handbook, printed but not bound	1946	no	8,800
N.Y.	handbook	1945	yes	7,600
N.Dak.	handbook	1938	yes	20,000
Ohio	handbook	1944	yes	7,000
Okla.	handbook	1944	no	9,700
Ore.	mimeographed sheets	1942	no	4,800
Pa.	handbook, mimeographed amendments	1944	yes	12,000
R.I.	handbook	1944	no	5,400
S.Car	handbook	1945	no	4,400
S.Dak.	handbook	1944	yes	22,500
Tex.	Univ. of Texas publication	1945	yes	28,800
Vt.	handbook	1944	no	1,300
Va.	Univ. of Va. bulletin	1944	yes	12,000
Wash.	handbook	1944	yes	6,000
W.Va.	handbook	1943	yes	17,600
Wis.	yearbook	1944	yes	5,500; (separate bulletins for rules of individual sports)

No information relative to Ala., Conn., Ind., Ky., Md., Mass., Mo., N.Car., Tenn., Utah, and Wyo.

seventeen states, almost half of the thirty-seven, used between 5,000 and 10,000 words. Of the ten states that ran less than 5,000 words two totaled over 4,000; two a little over 3,000; three used 2,700; and three contained less than 2,000 words. Arizona's handbook, with an approximate total of 1,500 words, was third from the bottom. That of New Hampshire consists of mimeographed sheets which total about 1,000 words.

It probably is true that if a coach or administrator knows the rules and regulations of his state's interscholastic organization as he should, he could find quickly any particular item without the aid of an index. However, an index or even a table of contents is an aid to the average person who uses such a pamphlet. Twenty-two of the thirty-seven handbooks contained indices; some were merely tables of contents, but most were detailed indices. The Arizona handbook, being so brief, doubtless is justified in not including an index of any kind.

Twenty-seven states, Arizona included, issue their rules and regulations in separate handbooks. Minnesota and Wisconsin include theirs in large yearbooks which also contain data concerning the past and current sport seasons including box scores of important championship games, and pictures of outstanding teams and contestants. Nebraska's publication is called a yearbook, but it differs

little from the handbooks of other states. In three states,--Louisiana, Texas, Virginia,--the booklets are bulletins of the respective state universities. In the reviewer's estimation these three, although complete and lengthy, suffered from a lack of conciseness and would confuse the busy coach or administrator who was interested in obtaining the facts quickly. The organizations in four states,--Delaware, Idaho, New Hampshire, Oregon,--published their rules and regulations on mimeographed sheets fastened together; and the New Mexico handbook consists of printed pages fastened together but not bound.

Organization

From information obtained from the handbook of the National Federation it was found that all the forty-eight states, with the exception of Maryland, have state organizations for the administration of their interscholastic athletic activities. In thirty-eight states the schools sponsor their own organizations; Arizona's is so sponsored. In the other nine states the organizations are sponsored by outside agencies. In Louisiana, Texas, and Virginia we find control of interscholastic activities sponsored by the state universities; in Maine, Massachusetts, and Rhode Island control is by the secondary school principals'

associations; in New Hampshire and Vermont the sponsorship is in the hands of the headmasters' clubs; while in Michigan it is directly in the hands of the State Department of Public Instruction through legislative action. The Michigan High School Athletic Association was organized by the high school principals at the request of the state superintendent of public instruction. As has been stated, Maryland has no organization; no information was available as to how interscholastic activities are controlled there, though the handbook of the National Federation mentions rulings in force and gives the name of the state supervisor of physical education and recreation as reference.

As indicated by the data presented in Table II, the number of officers in the forty-seven organizations varies from as low as two in Massachusetts, Mississippi, and Nebraska to as high as thirteen in Virginia. The majority have a relatively small number of officers, usually not more than six. Arizona is in this group having but six officers.

Thirty-eight of the forty-seven state organizations invest the greater portion of the control and administration of the group in the hands of an executive secretary. This is true in Arizona. Five states have commissioners to assume these duties, and five have neither an executive

TABLE II

ORGANIZATION OF THE VARIOUS STATE HIGH-SCHOOL INTERSCHOLASTIC OR
ATHLETIC ASSOCIATIONS IN THE UNITED STATES

State	Sponsorship	No. of officers	Exec. Officers		No. of member schools	Member Natl. Fed.	May non-public schools be members
			Exec. secre- tary	Commis- sioner			
Ala.	state organ.	10	yes	no	266	yes	voting
Ariz.	state organ.	6	yes	no	58	yes	no
Ark.	state organ.	5	no	no	260	yes	voting
Calif.	state organ.	9	yes	no	427	yes	voting
Colo.	state organ.	6	no	yes	218	yes	no
Conn.	state organ.	12	yes	no	102	yes	no
Del.	state organ.	6	yes	no	46	yes	no
Fla.	state organ.	8	yes	no	218	yes	voting
Ga.	state organ.	4	yes	no	390	yes	voting
Ida	state organ.	3	yes	no	153	yes	allied
Ill.	state organ.	3	yes	no	921	yes	voting
Ind.	state organ.	6	no	yes	812	yes	no
Iowa	state organ.	5	yes	no	947	yes	voting
Kan.	state organ.	6	no	yes	675	yes	voting
Ky.	state organ.	7	yes	no	46	yes	voting
La.	State Univ.	7	yes	no	280	yes	voting
Me.	Assn. of Prin. of Sec. Sch.	5	yes	no	171	yes	voting
Md.	no assn.; state supervisor phys. ed. & recreation	none	no	no	171	no	no
Mass.	Prin. Assn.	2	yes	no	168	yes	no
Mich.	state organ., Dept. Pub. Instruc.	4	no	yes	718	yes	voting
Minn.	state organ.	10	yes	no	478	yes	no
Miss.	state organ.	2	yes	no	530	yes	voting
Mo.	state organ.	3	yes	no	685	yes	voting
Mont.	state organ.	6	yes	no	211	yes	voting
Nebr.	state organ.	2	yes	no	542	yes	voting
Nev.	state organ.	3	yes	no	31	yes	no
N.Hamp.	Headmasters' Assn.	6	yes	no	97	no	voting
N.J.	state organ.	4	yes	no	200	yes	voting
N.M.	state organ.	10	yes	no	130	yes	voting
N.Y.	state organ.	5	yes	no	678	yes	no
N.Car.	state organ.	4	yes	no	335	no	no
N.Dak.	state organ.	5	yes	no	235	yes	voting
Ohio	state organ.	8	no	yes	1148	yes	voting
Okla.	state organ.	4	yes	no	654	yes	no
Ore.	state organ.	5	yes	no	198	yes	voting
Pa.	state organ.	12	yes	no	867	yes	no
R.I.	Sec. Sch. Prin. Assn.	3	no	no	33	no	voting
S.Car.	state organ.	3	yes	no	180	no	voting
S.Dak.	state organ.	3	yes	no	300	yes	no
Tenn.	state organ.	3	yes	no	318	yes	voting
Tex.	Univ. of Texas	9	no	no	1500	no	no
Utah	state organ.	3	yes	no	74	yes	voting
Vt.	Headmasters' Club	3	no	no	111	no	voting
Va.	Univ. of Va. & sec. schools	13	yes	no	117	no	allied
Wash.	state organ.	3	yes	no	302	yes	no
W.Va.	state organ.	3	yes	no	215	yes	no
Wis.	state organ.	5	yes	no	464	yes	no
Wyo.	state organ.	2	yes	no	76	yes	no

17,756

secretary nor a commissioner.

The Nevada Interscholastic League has the smallest number of member schools, there being only thirty-one. Rhode Island has the second smallest number with thirty-three; Delaware and Kentucky are next with forty-six. Arizona follows, fifth from the bottom, with fifty-eight; while Texas has the largest number, 1500 member schools. Other state associations with large memberships are Ohio with 1,148; Iowa with 947, Illinois with 921, Pennsylvania with 867, and Indiana with 812. The grand total of member schools in the forty-seven state associations for the school year 1945-1946 was 17,756.

Twenty-seven state associations allow private and parochial schools the privilege of full membership. Eighteen states, including Arizona, do not allow their members to compete with private or parochial schools and deny such institutions any rights in the proceedings of the associations. Three states,--Idaho, Virginia, and Wyoming,--allow private and parochial schools to compete with members but do not permit them the privilege of voting or of having representation in the state organization.

Forty of the state associations are members of the National Federation of State High School Athletic Associations. The Arizona Interscholastic Association has been

a member of the National Federation since 1925, five years after the Federation was founded.

The National Federation of State High School Athletic Associations was organized May 14, 1920. Since that date it has been functioning in assisting state associations in maintaining proper control of athletics and in setting up regulations for various contests between teams of two or more states.⁵

The activities of the National Federation are based on the belief that strong state and national high school athletic organizations are necessary to protect the athletic interests of the high schools, to promote an ever-increasing growth of a type of interscholastic athletics which is educational in both objective and method and which can be justified as an integral part of the high school curriculum, and to protect high school boys from exploitation for purposes having no educational implications. To accomplish these things, it is necessary for high school men to exercise teamwork in the numerous activities which the leaders in the state high school associations have, through their National Federation, inaugurated and supported.⁶

Dues

The administrative costs of a state interscholastic association can run into a considerable amount of money. The handbook of the Florida High School Athletic Association indicates that its annual budget is \$3,500. This association deals only with athletics, does not publish

5. West Virginia High School Athletic Association. *op. cit.*, p. 9.

6. National Federation of State High School Athletic Associations. Handbook, 1945, p. 7.

an elaborate handbook, nor does it have the expense of a full-time executive officer.

A great number of states, in addition to expenses incurred by Florida, employ full-time executive officers and office staffs, maintain offices, publish printed monthly bulletins, exercise control over contests other than athletics, and render many free services to their members.

The program in Michigan is financed by the Department of Public Instruction, but in other states the organizations must turn to dues and other methods to raise funds for operating expenses. Of the thirty-seven states which sent their handbooks, only Delaware and Louisiana did not indicate the amount of annual dues necessary for membership. (Table III) In Louisiana this situation may be explained by the fact that each district has its own organization and constitution; the state association is concerned only with tournaments and state-wide contests. For such contests a fee of one dollar and a half per contestant is charged, and surplus gate receipts are used to defray traveling expenses of distant schools. The other expenses seem to be assumed by the sponsor, Louisiana State University. Delaware does not indicate how its administrative expenses are raised.

TABLE III

DUES AND OTHER METHODS OF OBTAINING FUNDS

State	Amount of dues	Other methods of obtaining funds
Ariz.	based on enrollment, \$7.50-\$25	15% of net proceeds of state basketball tournament
Ark.	based on classification A,B,C,D, \$5, \$4, \$3, \$2	not specified
Calif.	\$100 per section; section's method of obtaining funds optional	not specified
Colo.	\$5 per member school	nothing specified
Fla.	Classes D & E, \$5; classes A,B,C prorated per boy to bring annual total to \$3,500	5% gross receipts of all tourn.; heavy fines for violations; \$5 entrance membership fee
Ga.	per member school, \$6 before Oct. 1, \$11 after; per district, \$3 before, \$5.50 after Oct. 1	5% gross receipts of district basketball tournaments
Ida.	based on enrollment, \$7.50-\$25	5% gross receipts all contests involving 3 or more schools, not to exceed \$50
Ill.	\$5 per member school	nothing specified
Iowa	\$2 per member school	nothing specified
Kan.	by enrollment; 6 classifications \$2-\$20; junior high \$2	nothing specified
La.	none specified	nothing specified
Maine	\$3 per member school	nothing specified
Mich.	financed by State Dept.Pub.Instruc.	
Minn.	by classification: A, \$5; B, \$8; C, \$10	nothing specified
Miss.	by classification: A, \$10; B, \$5; C, \$3.	nothing specified
Mont.	Class A, \$12.50; B playing football, \$5; B not playing football, \$3	nothing specified
Nebr.	\$3-\$15, based on average daily attendance	nothing specified
Nev.	25¢ per athlete per sport	5% gross receipts state championship contests
N.Hamp.	\$1 per member school	nothing specified
N.J.	\$5 per member school	nothing specified
N.M.	\$5 per member school, other assessments if necessary	8% net receipts of district tournaments
N.Y.	based on enrollment, \$4-\$10	nothing specified
N.Dak.	by classification: A, \$1; B, \$2, C, \$3	special assessments on 2/3 vote
Ohio	3¢ per boy enrolled; minimum \$2.50, maximum \$25; exceptions	nothing specified
Okla.	\$5 per member school	10% net gate receipts of all elimination games
Ore.	Class A, \$10 plus 4¢ per pupil; B, \$2.50 plus 4¢ per pupil; based on average daily attendance	50% net proceeds state football champ.; fees as declared appropriate to the division or contest entered
Pa.	by classification: 1, \$15; 2, \$10; 3, \$5; 4, \$2; 5, \$3; 6, \$2.	nothing specified
R.I.	\$10 per member school	20% net income state championships
S.Car.	based on enrollment, \$3-\$11	nothing specified
S.Dak.	based on enrollment, \$3-\$25	nothing specified
Tex.	Class AA, \$15; A, \$10; B, \$4	nothing specified
Vt.	\$1 plus annual dues of Natl.Assn. Sec.Sch.Prin.; annual assessments A, \$20; B, \$10; C, \$5	nothing specified
Va.	Class A, \$25; B, \$10; C, \$5; D, \$2	nothing specified
Wash.	based on enrollment, \$2-\$12	nothing specified
W.Va.	\$5 per member school	nothing specified
Wis.	based on enrollment, \$7.50-\$50	nothing specified

No information relative to Ala., Conn., Del., Ind., Ky., Md., Mass., Mo., N.Car., Tenn., Utah, and Wyo.

Eighteen of the thirty-seven states assess graduated membership fees based on enrollment. The minimum is one dollar in North Dakota, two dollars in five states, three dollars in five, four dollars in two, five dollars in two, and seven dollars and fifty cents in three. The lowest maximum fee is that of North Dakota, three dollars, and the highest is seventy-five dollars in Oregon. In Wisconsin the maximum is fifty dollars; in four states, twenty-five; in two, twenty; while in eight other states the maximum ranges from ten to fifteen dollars. Arkansas's maximum is five dollars, and Arizona has a graduated scale of four classifications with a minimum of seven dollars and fifty cents and a maximum of twenty-five dollars. Eleven states assess members a uniform amount, ranging from a minimum of one dollar in New Hampshire to a maximum of ten in Rhode Island, with six of the schools having dues of five dollars.

Nevada makes an assessment of twenty-five cents per athlete per sport; Ohio raises its funds by charging three cents per boy enrolled, with a minimum of two dollars and fifty cents and a maximum of twenty-five dollars per school. Florida has a flat rate of five dollars annual dues for its class D and E schools, then brings its total income to \$3,500 by charging a prorated fee per boy in its class A, B, and C schools. Oregon charges graduated

membership fees of from two dollars and fifty cents to ten dollars based on enrollment, then assesses four cents per student additional, with a maximum amount of seventy-five dollars.

California assesses each of its seven sections one hundred dollars annually, and states that the methods employed by the districts to obtain these funds are optional with them. Georgia, in addition to charging its members annual dues of six dollars, also assesses each of its eleven districts three dollars; if not paid by the first of October, member schools must pay an additional five dollars and districts an additional two dollars and fifty cents. In New Mexico schools pay five dollars annually, then are assessed additional amounts if it becomes necessary.

Other Methods of Obtaining Funds

In order to secure additional funds and still not place too heavy a burden on their members, several states have utilized other methods of obtaining money for their associations. As will be noted also in Table III, the most popular means is to assess a per cent of the gross or net receipts of state tournaments or championship games. Nine states,--Arizona, Florida, Georgia, Idaho, Nevada, New Mexico, Oklahoma, Oregon, Rhode Island,--have adopted this method. Arizona is in line with the majority

of states which use this arrangement; it takes fifteen per cent of the net receipts of its state basketball tournament. Some states take a per cent of state contests only, but others also raise funds from district tournaments.

Many states receive a very limited amount by fining schools for violations of rules and regulations. Florida, however, fines very extensively and no doubt helps fill the coffers of its treasury by this means. This organization takes five per cent of the gross receipts of all tournaments held in the state, and charges schools wishing to become members a five-dollar entrance fee. The Florida association appears to be exceptionally efficient when it comes to raising money for its treasury.

Penalties for Non-payment of Dues

A major source of grievance to the executive officers of the various state associations is failure of their members to pay dues before the deadline date, which in the majority of cases is sometime in the fall. Busy administrators, through procrastination or forgetfulness, fail to make payment on time. The majority of state organizations have tried to remedy this situation by inflicting penalties for tardiness.

Some state constitutions require the executive secretaries to send out notices to member schools when these

dues become payable. Of the thirty-seven states from which handbooks were obtained three,--Louisiana, Delaware, Michigan,--require no dues from members and thus are spared the trouble of dealing with delinquents. Of the other thirty-four states, eleven suspend an offending member if he becomes delinquent; Arizona follows this practice. Four of these eleven states immediately reinstate the offender as soon as the dues are paid, while five require payment of a fine in addition to the dues. In New York an offending member is suspended for one school year. The Arizona constitution does not state whether or not a school is reinstated by payment of delinquent dues.

Five states make no mention of penalties for non-payment of dues. Possibly peace and harmony prevail in those states and their members are always prompt in matters of finance. In Minnesota, New Mexico, and Texas the schools that fail to pay dues on time lose the privilege of participating in elimination tournaments; in Wisconsin delinquent schools are forbidden to participate in any of the benefits of their association.

Seven states do not suspend offending members, but assess fines of varying amounts in addition to regular dues. In South Dakota any school which fails to pay its dues on time is expelled immediately from the association, and in order to reenter must undergo the humiliation of

signing a membership pledge as a newly-entered member in addition to paying dues. Most of these states have specified dates after which delinquent dues may not be paid nor offending schools be reinstated.

Penalties for Other Violations

The majority of violations of rules by member schools of the state interscholastic associations consist of infractions of the eligibility rulings, by schools that use ineligible students for contests and by students who have disregarded rulings which affect their eligibility standings. Another source of friction is the breaking of contracts, which usually is dealt with by declaring a forfeiture of the contest involved in favor of the offended school.

Several states, Table IV, have penalties for failure of schools to send the proper forms to executive secretaries. These minor misdemeanors generally involve the payment of a small fine. For serious violations the most common penalty is suspension; in extreme cases expulsion is used. The popular periods of suspension both for member schools and for individual participants are, in the order named, one year, one sport season, one semester.

In all states the judicial body of the association is the executive committee, which most often is called the

TABLE IV

PENALTIES

State	Penalty for non-payment of dues	Reinstated after payment of delinquent dues	Penalties for other violations
Ariz.	suspension	not stated	suspension 1 year
Ark.	\$1 fine each mo. after Oct. 1	yes by payment of dues plus fine	suspension, subject to exec. com.
Calif.	not stated	not stated	suspension 1 year
Colo.	suspension	yes	suspension, subject to board of control
Del.	no dues	no dues	suspension 1 year
Fla.	\$5 fine	yes plus \$5 fine	varies, up to \$50 fine and/or suspension 1 sem.
Ga.	suspension	yes	suspension & fines subject to exec. com.
Idaho	\$1 fine per mo. delinquent	yes, plus fine	fines, suspension, expulsion
Ill.	suspension	not stated	suspension by Pres. of Bd.
Iowa	suspension	yes, plus \$1 fine	expulsion 2/3 vote, reinstated 2/3 vote; suspension and fines
Kan.	suspension	yes, plus \$1 fine	suspension, fine \$1
La.	no dues	no dues	not stated
Me.	subj. to decision of exec. com.	subj. to decision of exec. com.	subject to decision of exec. com.
Mich.	no dues	no dues	subj. to discipline of representative or exec. com.
Minn.	receive no consideration in determining district champions for the year		suspension 1 year
Miss.	1 yr. additional dues after Oct.15	not stated	suspension up to 1 year
Mont.	suspension	yes	suspension 1 yr., fine \$2.50 failure to send forms to secy.
Nebr.	suspension	yes, plus \$5 fine	suspension up to 1 year
Nev.	suspension	yes	suspension 1 season
N.J.	not specified	not stated	suspension up to 1 year & no ratings for champ. awards
N.M.	forfeit right to enter section or state tourn. in BB	yes, but not to pay back dues over \$10 plus current dues	suspension 1 year
N.Y.	suspension 1 sch.yr.	not stated	suspension subj. action of central com., 1 year
N.D.	not stated	not stated	suspension or expulsion; reenter subj.Bd.Control
Ohio	added 25%	if before Dec. 15	suspension 1 season
Okla.	not stated	not stated	suspension 1 year
Ore.	\$1 fine	not stated	suspension 1 yr., subj. Bd. Control other penalties
Pa.	\$2 fine	yes	subj.Bd.Control & dist.com.; inelig., suspension 1 yr., forfeiture
R.I.	not stated	not stated	suspension 1 season; forfeiture for ineligibility
S.C.	not stated	not stated	suspension subj. exec.com. & dist. elig. com.
S.Dak.	expulsion	yes & signing membership pledge	expul. & reinst. by 2/3 vote; suspension 1 yr. maximum
Tex.	not entitled to enter meets	not stated	suspension 1-3 years
Vt.	not stated	not stated	subj. exec. council
Va.	\$1 fine	if before Oct. 1	subj. exec. com. or com. of 3
Wash.	suspension	pay double dues	susp., expul., or both
W.Va.	not stated	not stated	susp. 1 season, fines, or expulsion
Wis.	eliminated from assn. benefits	yes	suspension 1 year, fines

No information relative to Ala., Conn., N.H., Ind., Ky., Mass., Md., Mo., N.Car., Tenn., Utah., Wyo.

board of control. Several states allow the commissioner or executive secretary to decide cases, but where this is done there usually is a right to appeal these decisions to the board of control. The Pennsylvania association is unique in that infringement of rulings may be decided by the executive committee of the district in which the offense occurs. However, decisions of these committees may be appealed to the board of control.

Table IV summarizes the methods of penalizing refractory member schools used by the thirty-seven state organizations which contributed their handbooks for the purpose of this study.

Eligibility Requirements

The most difficult problem encountered by the state associations in their control of athletic and other interscholastic contests is the matter of determining the eligibility status of each individual contestant. His amateur standing must be assured, proselytism must be prohibited, and an assurance must be provided that the contestant does not neglect his academic work in his zeal for a particular sport or contest. As nearly as possible, opponent contestants must be able to compete under identical conditions, so that no unfair advantage is obtained by one of them. For this reason upper age limits are set,

beyond which students are no longer eligible to compete.

The following section will deal with methods used by the various state organizations in their efforts to provide equality of competition among member schools.

As will be seen by a glance at Table V, thirty-four states specify in their constitutions and by-laws that member schools are to issue eligibility lists for contestants. Thirteen require members to exchange eligibility lists with opposing schools on their schedules, usually four days to a week before the contest; twelve others require, in addition, that members send a list to the state executive officer or board of control, generally specifying a separate list for each sport season. Two other states,--Idaho and Oklahoma,--have the lists sent only to the state executive officer. In Georgia, South Carolina, and Louisiana the lists are sent to district secretaries; while in New Jersey they are forwarded to the assistant secretary of the state organization; in Texas, to the director in charge of the particular contest and, on demand, to the manager of the opposing team; in Colorado, to the league secretaries and to the state commissioner. Member schools in Mississippi make three copies, one of which is kept in the school's own files, one is sent to the regional secretary, and one to the state secretary. The Arizona Interscholastic Association has its members

TABLE V

CONTRACTS AND ELIGIBILITY LISTS: AGE LIMITS

State	Contracts	Eligibility lists	Eligibility lists sent to	Age limit	Birth certificate required
Ala.			no information	21	--
Ariz.	no*	yes	scheduled sch. & exec. secy.	20	no
Ark.	yes	no		21	no
Calif.	no	yes	scheduled schools	19	no
Colo.	no	yes	secy. of league & commissioner	20	no
Conn.			no information	19	--
Del.	no	yes	not stated	19	no
Fla.	yes	yes	exec. secy. & scheduled sch.	20	yes
Ga.	no	yes	district secretary	20	no
Ida.	yes	yes	executive secretary	20	no
Ill.	yes	yes	scheduled schools	20	yes
Ind.			no information	20	--
Iowa	yes	yes	scheduled sch. & exec. secy.	21	no
Kan.	no	yes	scheduled schools	20	no
Ky.			no information	20	--
La.	no	yes	district secretary	20	--
Me.	yes	yes	scheduled schools	20	no
Md.			no organization	19	--
Mass.			no information	19	--
Mich.	yes	yes	scheduled sch. & state director	20	yes
Minn.	no	yes	exec. secy. & scheduled sch.	20	yes
Miss.	no*	yes	school's own file; region and state secretaries	20	no
Mo.			no information	20	--
Mont.	no	yes	scheduled schools	20	no
Nebr.	no	yes	scheduled schools	20	no
Nev.	no*	yes	scheduled sch. & exec. secy.	20	no
N.Hamp.	no	no		20	no
N.J.	no	yes	assistant secretary	19	no
N.M.	no	yes	scheduled schools	20	no
N.Y.	no	no		19	no
N.Car.			no information	21	--
N.Dak.	yes	yes	scheduled schools	21	yes
Ohio	yes	yes	scheduled sch. & commissioner	20	no
Okla.	yes	yes	exec. secy. or board of control	21	no
Ore.	no	yes	supt. of pub. instruc. and scheduled schools	19	no
Pa.	yes	yes	scheduled schools	19	yes
R.I.	no	yes	scheduled schools	20	no*
S.Car.	no*	yes	district secretary	20	no
S.Dak.	yes	yes	scheduled sch. & bd. of control	20	no
Tenn.			no information	20	--
Tex.	no	yes	director in charge of contest & on demand to manager of opposing team	18	no
Utah			no information	19	--
Vt.	no	yes	scheduled schools	20	yes
Va.	yes	yes	scheduled sch. & exec. secy.	20	no
Wash.	no	yes	scheduled schools	20	no
W.Va.	yes	yes	scheduled schl. & exec. secy.	20	no
Wis.	yes	yes	scheduled schools	20	no
Wyo.			no information	20	--

*Recommended

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send eligibility lists to the schools with which they have scheduled contests, and to the executive secretary.

Thirty-three states declare a pupil ineligible for competition when he reaches his twentieth birthday. This is the case in Arizona. Five states,--Alabama, Arkansas, Mississippi, North Carolina, Oklahoma,--allow pupils to compete until they reach their twenty-first birthday.

Nine states declare contestants ineligible if they reach their nineteenth birthday before a sport season, but allow them to be eligible throughout that particular season if their nineteenth birthday occurs after the first official day of the season. Texas declares its contestants ineligible if they reach their eighteenth birthday before a sport season. Six of the thirty-seven states that furnished data,--Florida, Illinois, Michigan, Minnesota, Pennsylvania, Vermont,--require birth certificates as proof of the contestant's age, and Rhode Island recommends this practice.

In order to eliminate the evils of proselytism, thirty-three of the thirty-seven states, Table VI, have included in their constitutions and by-laws specific rulings dealing with the matter of transfer pupils. Only Louisiana, Maine, Nevada, and New Hampshire say nothing about this subject.

Thirty-two states grant immediate eligibility to

TABLE VI

ELIGIBILITY RULES PERTAINING TO MIGRATORY STUDENTS

State	If parents move along is the pupil eligible at once	If parents do not move along is the pupil eligible at once	If parents do not move along, the pupil is eligible after
Ariz.	yes	no	2 semesters
Ark.	yes	no	1 year
Calif.	yes	no	1 semester
Colo.	yes	no	1 semester
Del.	yes	no	5 months
Fla.	yes	no exceptions	2 yrs., with exceptions
Ga.	yes	no	1 year
Ida.	yes	no	1 semester
Ill.	yes	no	1 year
Iowa	yes	no	at least 20 school days, usually 1 semester
Kan.	yes	no	18 weeks
La.	not specified	--	--
Me.	not specified	--	--
Mich.	yes	no	1 semester
Minn.	yes	no	1 semester
Miss.	yes	no	1 semester
Mont.	yes	no	1 semester
Nebr.	yes	no	1 semester
Nev.	not specified	--	--
N.Hamp.	not specified	--	--
N.J.	yes	no	20 weeks
N.M.	after 20 days	no	1 year
N.Y.	yes	no	1 semester
N.Dak.	yes	no	1 semester
Ohio	yes	no	1 year
Okla.	yes	no	2 semesters
Ore.	yes	no	1 year
Pa.	yes	no	1 year
R.I.	yes	no	18 weeks
S.Car.	yes	no	1 year
S.Dak.	yes	no	1 year
Tex.	yes	no	1 year
Vt.	yes	no	18 weeks
Va.	yes	no	1 semester
Wash.	yes	no	1 year
W.Va.	yes	no	1 year
Wis.	yes	under certain conditions	never, except under certain conditions

No information relative to Alabama, Connecticut, Indiana, Kentucky, Massachusetts, Maryland, Missouri, North Carolina, Tennessee, Utah, and Wyoming.

pupils who change schools as a result of a corresponding change on the part of the homes of their parents or legal guardians. New Mexico grants eligibility after a period of twenty days.

Thirty-one states do not grant immediate eligibility to pupils who change schools without a similar move on the part of their parents. In Wisconsin, immediate eligibility is allowed if the student's move is necessitated by the fact that the school in his parents' district does not offer courses in the line of work for which he intends to prepare. In fourteen states, Arizona included, pupils who change schools without a corresponding move by their parents are required to attend the new school for a period of two semesters or a year before they are granted eligibility; thirteen states require one semester or eighteen weeks, while Delaware and New Jersey specify twenty weeks or five months.

Florida has a very complex law governing transfer pupils who change to schools away from the home of their parents. In some cases, such as boarding-school pupils, the pupil is eligible at once. Then there are other rulings to cover any possible situation the state organization may discover, with various time limits specified up to a maximum of two years in case a transfer is not justifiable upon any grounds. In Wisconsin, unless the

pupil has transferred because his parents have changed their residence, he is never granted eligibility unless he can establish a bona fide home in the community of his new school. However, a pupil may remain in a school after his parents leave the community and be eligible for interscholastic contests.

In order to prevent practical-minded coaches from having outstanding athletes stay in high school beyond their fourth year in order to strengthen the team, it will be seen from Table VII that forty-two states have included limitations on the number of semesters a contestant may compete. In thirty-seven of these states, including Arizona, the limit is eight semesters; Missouri allows nine, if before the contestant's nineteenth birthday; Florida, Louisiana, South Carolina, and Tennessee place the limit at ten semesters; Georgia, Mississippi, New Jersey, North Carolina, Texas, and Vermont have no limit, evidently expecting that their age-limit rulings will automatically control this matter.

Evidence that administrators still believe contests are extra-curricular in nature is shown in rulings of thirty-six states that require contestants to meet certain academic standards before they are allowed to compete in interscholastic contests. Thirty of these states, including Arizona, specify that contestants shall receive passing

TABLE VII

SCHOLARSHIP REQUIREMENTS FOR ELIGIBILITY OF CONTESTANTS

State	Limit of semesters	Current semester hours of passing work	Required hours of passing work in previous semester	May pupil make up deficiencies
Ala.	8	no information	--	--
Ariz.	8	15	15	no
Ark.	8	15	15	no
Calif.	8	20 (may include phys. ed.)	not specified	not specified
Colo.	8	15	15	no
Conn.	8	no information	--	--
Del.	8	15	15	yes
Fla.	10	15	15	yes, if within 2 weeks
Ga.	no limit	15	15	no
Ida.	8	15	15	yes
Ill.	8	15	15	no
Ind.	8	no information	--	--
Iowa	8	15	15	yes, if within 2 weeks
Kan.	8	15	15	no
Ky.	8	no information	--	--
La.	10	not specified	not specified	not specified
Me.	8	15	15	no, exception sickness
Md.	8	no organization	--	--
Mass.	8	no information	--	--
Mich.	8	15	15	no, exception sickness
Minn.	8	15*	15	no
Miss.	no limit	15	15	not specified
Mo.	9	no information	--	--
Mont.	8	15	15	no
Nebr.	8	15	15	5 hrs. during summer
Nev.	8	15	15	yes
N.Hamp.	8	not stated	15	not specified
N.J.	no limit	15	15	no
N.M.	8	15	15	no
N.Y.	8	15	not specified	not specified
N.Car.	no limit	no information	--	--
N.Dak.	8	15	15	yes
Ohio	8	7 ½	7 ½	no
Okla.	8	15	15	no
Ore.	8	15	15*	not necessary
Pa.	8	15	15	yes
R.I.	8	15	15	yes
S.Car.	10	not stated	15	yes
S.Dak.	8	15	15	no
Tenn.	10	no information	--	--
Tex.	no limit	15	15	no
Utah	8	no information	--	--
Vt.	no limit	15	15	no
Va.	8	15*	15*	not necessary
Wash.	8	15	15	no
W.Va.	8	15	15	no
Wis.	8	15	15	no
Wyo.	8	no information	--	--

*Students must be carrying 15 semester hours of work but need not be receiving passing marks.

marks during the current semester in at least fifteen semester hours of academic work acceptable toward graduation. Minnesota and Virginia differ in not requiring that marks be sufficiently high to entitle the pupil to credit for the course. Ohio requires only seven and one-half semester hours, while California specifies twenty. However, in the latter state all courses count toward eligibility, even those in physical education. New Hampshire and South Carolina made no statement concerning this question.

As additional assurance that the contestant is a regular, bona fide pupil, thirty-one states require that the pupil must have completed successfully fifteen semester hours of academic courses the previous semester before he is eligible to compete during the current semester. Ohio specifies seven and one-half hours; Virginia and Oregon do not indicate that the fifteen hours must consist of passing work; California and New York make no statement relative to the contestant's work the previous semester.

Eighteen states do not allow pupils to make up their deficiencies of the previous semester in order to be eligible during the current term. This is the fact in Arizona. Maine and Virginia make an exception for pupils who have failed because of illness. Seven states allow pupils to make up back work; Florida and Iowa permit this

if the work is completed within the first two weeks of the current semester. Nebraska states that work equivalent to five semester hours may be made up during the summer. Seven states give no information relative to deficiencies in academic courses.

Benefit Plans, Physical Examination, and Parental Consent

Because injuries do occur in athletics which prove costly to schools and to parents, much attention has been devoted by the associations to various accident insurance plans.

In addition to relieving the school of possible financial embarrassment in the case of a severe injury, the plan has resulted in many related benefits. It has directed greater attention to the need for preventive measures. Also each boy who is covered must undergo a thorough physical examination at the beginning of the season. Another benefit is in the fact that there is a complete report on every injury, showing exactly where and how it occurred, the type of play and the related game factors. All of these statistics have been of immeasurable value to the various National Federation rules committees in their deliberations when the rules for each year are made up. The statistics have also resulted in the improvement of athletic equipment.⁷

Twenty-three states, Table VIII, now have benefit plans to protect athletic contestants. Arizona has considered adopting such a plan and a study of various proposals has

7. National Federation of State High School Athletic Associations. op. cit., p. 21.

TABLE VIII

BENEFIT PLANS, PHYSICAL EXAMINATIONS, AND PARENTAL CONSENT

State	Benefit plan	Is physical examination required	Is parental consent required
Ala.	no	yes	no information
Ariz.	no	no	no
Ark.	no	no	no
Calif.	yes	no	yes
Colo.	no	no	no
Conn.	yes	yes	no information
Del.	no	yes	no
Fla.	yes	yes	yes
Ga.	yes	yes	no
Ida.	yes	yes	no
Ill.	no	yes	no
Ind.	no	yes	no information
Iowa	yes	yes	no
Kan.	yes	yes	yes
Ky.	yes	yes	no information
La.	no	yes	no
Me.	yes	no	no
Md.	no	no	no organization
Mass.	yes	no	no information
Mich.	yes	yes	no
Minn.	yes	yes	no
Miss.	no	no	no
Mo.	no	yes	no information
Mont.	yes	no	no
Nebr.	yes	yes	no
Nev.	no	no	no
N.Hamp.	yes	yes	no
N.J.	no	no	no
N.M.	no	no	no
N.Y.	yes	yes	yes
N.Car.	no	yes	no information
N.Dak.	yes	no	yes
Ohio	no	yes	yes
Okla.	yes	yes	yes
Ore.	yes	yes	no
Pa.	yes	yes	yes
R.I.	yes	yes	no
S.Car.	no	yes	no
S.Dak.	no	yes	no
Tenn.	no	no	no information
Tex.	no	no	no
Utah	no	yes	no information
Vt.	yes	yes	no
Va.	no	yes	yes
Wash.	no	yes	no
W. Va.	no	no	no
Wis.	yes	yes	no
Wyo.	no	yes	no information

been made, but for financial reasons it is deemed inadvisable to adopt any plan at the present time.

In order to protect the health of the contestant, thirty-two of the forty-eight state high school associations require that athletes be given physical examinations before competing; in most cases this examination is given once each year, but in some instances it is required at the beginning of each sport season. The Arizona Interscholastic Association does not require physical examinations.

Eight of the thirty-seven states that sent their handbooks,--Florida, Kansas, New York, North Dakota, Ohio, Oklahoma, Pennsylvania, Virginia,--require contestants to obtain written consent from their parents before participating in athletic contests. Whether or not this is a desirable procedure is debatable. If athletics are an integral part of the educative program as they are supposed to be, parental consent is no more necessary than it is for the student who wishes to take an academic subject. Perhaps these states require parental consent as a precaution against lawsuits.

Control of Interscholastic Activities Other than Athletics

Information obtained from the handbook of the National Federation showed that twenty-five of the

forty-eight states, Table IX, have a separate organization for control of interscholastic high-school athletics. Of the thirty-seven states which sent handbooks, eighteen have organizations that control only athletic contests. Four of the secretaries of these eighteen organizations,-- Idaho, Iowa, South Dakota, Wisconsin,--sent the constitutions and by-laws of separate associations for the control of activities other than athletics. In a letter to the writer West Virginia indicated that such an organization existed, but did not include its rules and regulations; while a letter from Pennsylvania mentions other organizations, but gives no definite information as to their number or form. In the remaining twelve of these eighteen states there is a possibility that separate associations do exist for the control of interscholastic programs other than athletics, but the writer has no information to verify this belief.

Seventeen of the state organizations that sent handbooks are established for the control of all interscholastic high-school activities. The handbooks from Mississippi and Virginia pertain only to literary and athletic programs. Despite the fact that in six states,--Arizona, California, Nevada, North Dakota, New Hampshire, Vermont,--the organizations are authorized to control all interscholastic high-school activities, there is no mention of anything

TABLE IX

ACTIVITIES OTHER THAN ATHLETICS SPONSORED BY VARIOUS STATE ORGANIZATIONS IN THEIR CONSTITUTIONS AND BY-LAWS⁸

State	Sponsor competition in					
	Music	Debate	Declamation	One-act plays	Commercial	Academic subjects
*Ala.						
Ariz.						
Ark.	X					
Calif.						
*Colo.						
*Conn.						
*Del.						
*Fla.						
Ga.	X	X	X	X	X	X
Ida.	X	X	X	X	X	
Ill.	X	X	X		X	X
*Ind.						
*Iowa						
Kan.	X	X	X	X		X
*Ky.						
La.	X	X	X	X	X	X
Me.			X	X		
Md. - no organization						
Mass.						
*Mich.						
Minn.		X	X			
Miss.	X	X	X	X	X	X
Mont.				X	X	X
Nebr.	X	X	X	X		
Nev.						
N.Hamp.						
*N.J.						
*N.M.						
*N.Y.						
*N.Car.						
N.Dak.	X	X	X	X	X	
*Ohio						
*Okla.						
*Ore.						
*Pa.						
R.I.						
S.Car.	X	X	X	X	X	
*S.Dak.						
*Tenn.						
Tex.	X	X	X	X	X	X
*Utah						
Vt.	X	X	X			
Va.		X	X	X		X
*Wash.						
*W.Va.						
*Wis.						
*Wyo.						

*Constitution and by-laws pertain to athletics only. These states may have separate organizations for other school contests.

8. Table taken from the Handbook of the National Federation, p. 31.

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except athletics in their handbooks. We know that in Arizona, at least, control over other activities is exercised.

The writer is indebted to the National Federation of High School Athletic Associations for the compilation of information on activities other than athletics that are controlled by the various state associations.

Services Rendered by State Organizations to Their Member Schools

The writer found, Table X, that seventeen of the forty-eight state interscholastic associations publish monthly bulletins as a service to their members. These pamphlets may contain such information as membership lists, schedules of tournaments and contests, various committee memberships, new rulings of the association, changes in the rules for various contests, articles on subjects of immediate interest to members, and many other items useful to the administrator, coach, and contestant. Thirty-two states send either the National Federation football or basketball publications, or both, to their members; and, in some instances, to the local officials of one or both of these sports as well, or provide that such publications may be purchased through the office of the state association. Twelve states, including Arizona, use neither the National Federation football rules nor

TABLE X
SERVICES RENDERED BY STATE ORGANIZATIONS TO THEIR MEMBER SCHOOLS

State	Publish printed monthly bulletin	State supplies Federation publications				Publications may be purchased through state office
		Football		Basketball		
		To officials	To schools	To officials	To schools	
Ala.*+	no	x	x	x	x	x
Ariz.	no					
Ark.	no					
Calif.*+	yes					
Colo.*+	no		x		x	x
Conn.+	yes		x		x	x
Del.*+	no					
Fla.*+	no	x	x	x	x	x
Ga.*+	no					
Ida.*+	no	x	x	x	x	x
Ill.*+	yes	x	x	x	x	x
Ind.+	yes					
Iowa*+	yes	x	x	x	x	x
Kan.*+	yes	x	x	x	x	x
Ky.*+	yes	x	x	x	x	x
La.*	no					
Me.	no					
Md.*	no					
Mass.	no					
Mich.*+	yes	x	x	x	x	x
Minn.*+	yes		x		x	x
Miss.*	no					
Mo.*+	yes	x	x	x	x	x
Mont.*+	no	x	x	x	x	x
Nebr.*+	yes	x	x	x	x	x
Nev.*	no		x		x	x
N.Hamp.	no					
N.J.	no					
N.M.*+	no		x		x	x
N.Y.*+	yes					x
N.Car.	no					
N.Dak.*+	no		x		x	x
Ohio*+	yes			x	x	x
Okla.+	yes			x	x	x
Ore.*+	no	x	x	x	x	x
Pa.*+	yes	x	x	x	x	x
R.I.	no					x
S.Car.	no					
S.Dak.*+	no	x		x		x
Tenn.*+	no	x	x	x	x	x
Tex.	yes					
Utah*+	no	x	x	x	x	x
Vt.	no					
Va.	no					
Wash.*+	no		x		x	x
W.Va.*+	no		x		x	x
Wis.*+	yes	x		x		x
Wyo.*+	no	x	x	x	x	x

*Use National Federation football rules
+Use National Federation basketball program
x means yes

9. Table taken from Handbook of National Federation, p. 35.

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its basketball program and, consequently, are not interested in furnishing their members with Federation publications.

It will be noted from Table X that some associations are able to provide worthwhile services for their members, in addition to their primary duty of arranging for the administration and control of interscholastic activities.

Status of Officials

Throughout the country increasing emphasis is being placed upon the securing and training of competent officials for contests, as it is a recognized fact that good officials and good sportsmanship go hand-in-hand. In order to attract desirable and capable men into the field of officiating at contests, several associations are writing salary scales and systems of classification of officials into their constitutions and by-laws. In order to prepare these officials and to secure a standard quality of officiating throughout their states, a large majority of associations are sponsoring interpretation meetings and are requiring registered officials to pass annual examinations covering the rules and interpretations for the more complicated sports.

It will be seen from Table XI that officials in eighteen states have no training programs. It may be,

TABLE XI

STATUS OF OFFICIALS IN THE VARIOUS STATE ORGANIZATIONS¹⁰

State	Officials registered			State sponsored interpretation meetings		Federation written examination		
	Thru state Office	School must use	Officials rated and classified	No. for football	No. for basketball	Sponsored	Re-quired for regis-tration	Re-quired for promo-tion
Ala.	x	x	x	x	x	x		x
Ariz.								
Ark.								
Calif.								
Colo.								
Conn.								
Del.								
Fla.	x	x						
Ga.								
Ida.	x	x		1	1	x	x	
Ill.	x	x	x	17	15	x		x
Ind.	x	x		2	1			
Iowa	x	x	x	12	8	x	x	x
Kan.	x	x	x	16	16	x		x
Ky.	x	x	x	16	10	x		x
La.				2	2			
Me.								
Md.								
Mass.								
Mich.	x	x	x	6	6			
Minn.				20	20	x		
Miss.								
Mo.	x	x		6	5			
Mont.	(a)					x		
Nebr.	x	x		12	15	x		
Nev.								
N.Hamp.								
N.J.				1	1			
N.M.				8	8			
N.Y.					4			
N.Car.								
N.Dak.								
Ohio	x	x	x	32	20	x	x	
Okla.	x	x	x	14	14			x
Ore.	x	x		4	4	x	x	
Pa.	x	x		6	8		x	
R.I.				1	1			
S.Car.				1				
S.Dak.	x	x	x	14	12			
Tenn.	(a)	x		5	7	x		x
Tex.								
Utah	x	x	x	8	5	x	x	x
Vt.				1				
Va.								
Wash.					8			
W.Va.								
Wis.	x	x	x	35	30	x		x
Wyo.	x	x		2	1	x	x	

(a) By secretary of officials' association. x means yes

10. Table taken from Handbook of National Federation, p. 43.

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however, that officials in some of these states have their own organizations even though there is no sponsorship from the state office; this is true in Arizona.

Miscellaneous Data

In surveying the thirty-seven handbooks other interesting features were noted, some of which were found in several of the handbooks and some of which were peculiar to only one or two.

Quite a number of states are placing restrictions on the number of games played per season, the length of the season, and the amount of practice during the season for a particular sport. The Arizona association is among such states. Some sports receive too much emphasis and are being carried to the point where they no longer contribute to the educational program. A greater variety of contests which will include a larger number of student participants is being recommended by several states, and a trend is starting in that direction.

Several states include rulings that the administrators of the member schools shall fill out forms and keep the records. Fines sometimes are inflicted for not properly completing these records. The control of interscholastic activities in some states is taking on the form of big business.

A few states have training rules that forbid the use of tobacco and alcohol, with loss of eligibility as the penalty.

Several states have lessened the filing of premature protests over contest results by requiring that the protesting school accompany its declaration with a sizeable fee, which is returned if the objection is sustained but is retained if the original contest decision is upheld. This practice might be considered contrary to the principles of democratic government in that it penalizes the party who is trying to bring an offender to justice, if the prosecution can not furnish sufficient proof for his protest.

In order to determine eligibility of the contestant with respect to his scholastic work, some states require weekly approval by teachers on forms issued by the state office, giving reasonable assurance that the contestant is doing passing work in the required number of semester hours.

Many of the handbooks try to induce a sportsman-like attitude and conduct on the part of the contestant, the coach, the principal, the student body, and even the spectators by including sportsmen's creeds, usually on the front or back cover.

Realizing that too few individuals really learn to know their handbooks, many state organizations make the principals of member schools sign pledges which require them to see that all those in their schools who are concerned with interscholastic activities shall become familiar with regulations.

Kansas, Michigan, and Pennsylvania include a section of rules for junior high-school competition, while others mention junior high-school contests in the body of their constitutions and by-laws.

Rules for girls' competition are included in many booklets. In Iowa there is a separate organization for the control of girls' interscholastic athletic contests, the Iowa Girls' High School Athletic Union.

Maine mentions winter sports. Louisiana sponsors a radio quiz program over a state-wide hook-up in which an elimination is carried on to determine a state champion.

The Texas association limits its membership to schools for white pupils only.

In New Mexico an eighth-grade boy may compete on a high-school team. In Vermont, with permission, small schools may use eighth-grade boys on the high-school team.

In Rhode Island, athletes in schools with more than 200 boys are allowed to compete for three seasons only

in any one sport. In South Carolina, a married student is not eligible for competition.

In West Virginia, although the secretary-treasurer is not a full-time officer, he is empowered to hire a full-time stenographer.

From the foregoing it will be seen that many new problems of interscholastic control are entering the field, and that state associations are responding to these new conditions by formulating rules and regulations for their control.

Trends

The writer was fortunate in that he could compare the results of his study with those found by Simonich in a similar study in 1938, and in many instances could note trends in the control of high-school interscholastic activities over the period of eight years which has elapsed.¹¹ Simonich received handbooks from all but four of the forty-eight states,--Delaware, Maryland, Nevada, and Utah. Delaware and Maryland at that time had no state associations. Since the writer received handbooks from Delaware (which has had a state organization for the past two years) and Nevada, he was able to compare the rules and regulations of only thirty-five of the thirty-seven

11. Simonich, E.J. op. cit.

states from which he received handbooks with the results found by Simonich in the same thirty-five states. However, in both studies some information pertaining to all the state associations was obtained from the National Federation of State High School Athletic Associations.

Little change was noted in the physical composition of the handbooks themselves. Florida and Rhode Island now publish printed handbooks in place of mimeographed material, but Idaho and Oregon have reversed the process by mimeographing their rules and regulations instead of using printed pamphlets. The Georgia handbook is no longer put out by the University of Georgia, but the Louisiana handbook has become a bulletin of the University of Louisiana. Simonich made no statements concerning the size of the handbooks, so no comparison of the two studies could be made on this point.

In 1938 fifteen, or thirty-four per cent, of the forty-four handbooks studied were found to be printed during the current school year; in 1946 this was true of twenty-nine, or seventy-eight per cent, of the thirty-seven handbooks analyzed. This seems to indicate a trend toward annual revision of rules and regulations.

A tendency toward more central authority within the state organization is noticed from the fact that four more now have executive officers than was the case in 1938.

The number of member schools has dropped from 21,210 in 1938 to 17,756 today, a loss of 3,454. A quotation from a University of Texas bulletin may help to explain this decrease:

The membership (in Texas), however, constantly increased for twenty-nine years, growing from 28 schools in 1910 to 5,500 during the peak years antecedent to the outbreak of the World War. The severe travel restrictions, especially the limitations on the use of school buses, has operated to reduce the membership by two-thirds, the loss being chiefly among the rural schools.¹²

Texas now has a membership of 1,500 schools which is a loss of 4,148 since 1938. Arizona has the same number of members that it did in 1938, fifty-eight.

A movement toward national consolidation is noted by the fact that six state organizations,--California, Delaware, Kentucky, Massachusetts, Nevada, New Jersey,-- have joined the National Federation of State High School Athletic Associations since 1938. However, Virginia has dropped out of the Federation.

The amount of dues assessed the members of thirty-five state organizations has made no appreciable change since 1938, but there has been a marked increase in the number of other methods used for obtaining funds. In his study Simonich mentioned only one instance of a

12. Constitution and Rules of the University Inter-scholastic League, p. 5.

state association using other means of obtaining funds. This was in Indiana, where entrance fees were required from schools entering elimination tournaments. The many plans for raising money that were discovered in the present study would seem to indicate an increase in the cost of providing control of high-school interscholastic activities.

No great change was noticed in methods of inflicting penalties for violations, nor in most of the many requirements for eligibility. One very significant difference was that the age limits of contestants had dropped by a year in sixteen states, and by one-half year in Virginia, indicating a definite movement toward providing more equal competition. However, in North Dakota and in Oklahoma the age limit has been raised from twenty to twenty-one years.

The health of contestants is receiving more and more consideration as evidenced by the fact that Simonich mentioned only two states having benefit plans in 1938, while such plans are operating in twenty-three of the forty-eight states at the time of this study. Also, thirty-two states now require that athletes be given physical examinations before taking part in competition, and there were only twenty-one organizations which made this requirement in 1938.

There were no statistics in Simonich's study by which the writer could compare the status of officials in 1938 and at the present time. However, the fact that the 1938 study made little mention of the control of officials by state associations leads the writer to believe there has been considerable advancement in this direction during the past eight years.

As there was no mention of junior high school activities in the 1938 study and the present analysis discovered rulings in several handbooks relating to competition on that level, it would seem a movement is under way to include control of junior high school interscholastic activities among the duties of state associations.

Summary

The Arizona Interscholastic Association is in accord with other high-school interscholastic or athletic organizations in that it publishes its rules and regulations in a printed handbook; but it is far behind other states in the matter of revising its handbook and in the number of words, which may indicate the adequacy and clarity of treatment, devoted to its rules and regulations. In word count Arizona's handbook ranked third from the bottom of the list; also, it is nine years old, the oldest of the thirty-seven examined, while the majority of the others

were relatively up-to-date.

The Arizona association is similar to most of the other state organizations in that it is an independent group sponsored by the high schools themselves, it is administered by the average number of officers, it has an executive secretary, and it is a member of the National Federation of State High School Athletic Associations.

The Arizona association differs from the majority of others in that it does not permit non-public schools any of the rights of membership; and, having but fifty-eight members, it is surpassed by all but four associations in this respect.

Arizona agrees with eighteen other state organizations in its method of assessing graduated membership fees based on enrollment. Its maximum dues of twenty-five dollars are the same as those in three other states; and its minimum dues of seven dollars and fifty cents are the highest listed, though two other states also charge this amount as a minimum. By requiring fifteen per cent of the net proceeds of the annual state basketball tournament, Arizona finds itself in accord with a small but increasing group of associations that are using methods other than dues as a means of obtaining funds to defray expenses.

The rules and regulations pertaining to penalties for violations are the same in Arizona as in the majority of

the thirty-seven handbooks examined in that suspension is inflicted for a period of one year. However, Arizona differs in that it makes no provision for reinstatement if violations are corrected.

Eligibility requirements in Arizona agree with those of the majority of states, as we find that eligibility lists are required, the age limit of contestants is twenty years, birth certificates are not necessary to verify ages, students who move with their parents are immediately eligible in a new school but are not eligible for a year if they change schools without a similar move on the part of their parents, and contestants are required to be receiving passing marks in fifteen semester hours of work during the current semester and to have earned the same amount of credit during the previous semester. Fifteen of the thirty-seven handbooks specified that contracts be used for contests. Arizona recommends this practice, but does not make it mandatory.

Twenty-three states now have benefit plans to protect athletic contestants, and thirty-two require that athletes be given physical examinations before competing. The Arizona constitution and by-laws require neither of these health measures. Only eight of the thirty-seven state associations require contestants to obtain written consent from their parents before participation in

athletic contests. Arizona is one of those states which do not require parental consent.

Seventeen state organizations whose handbooks were examined are established for the control of all interscholastic high-school activities; but six of these seventeen, Arizona included, mention nothing concerning activities other than athletics in their handbooks.

In nineteen of the thirty-seven organizations there are rules and regulations for the control of interscholastic high-school activities other than athletics.

A majority of the forty-eight states render such services to their member schools as sending them printed monthly bulletins or supplying them with National Federation rule books for football or basketball. Arizona offers its members neither of these aids; since it uses neither the Federation football rules nor basketball program, such service would seem to be pointless. A majority of the states do use the Federation football rules and basketball program.

Although Arizona does not, a majority of the other state associations sponsor the registering and training of football and basketball officials as a means of encouraging good sportsmanship and fair practice in athletic contests.

The Arizona association is among those that are placing restrictions on the amount of participation and practice devoted to any one particular sport. This limitation not only agrees with the program of the National Federation but also is in accord with sound educational procedure.

In comparing findings of this study with results obtained in the 1938 study, certain trends in the control of interscholastic high-school activities are to be observed. State associations are realizing the advantages of publishing annual revisions of their handbooks. More central authority is being obtained by providing for an executive officer. Wartime conditions have brought about a great reduction in the number of member schools as a whole, although the membership in Arizona has remained the same. A trend toward national organization is observed in the fact that the National Federation has increased its membership by five schools since 1938.

Administrative expenses are rising, which necessitates the formulation of additional methods of obtaining funds. More equal competition is being obtained by making a reduction of the age limit. The health of the contestant is receiving more consideration, since benefit plans are being adopted by an increasing number of associations.

Programs that provide for the certification and training of officials are being promoted, and the control of interscholastic activities is being extended to the junior high school.

Geography and Topography

A new definition of the subject is being made... the subject of the subject of the subject... the subject of the subject of the subject...

It is one of the largest cities of the United States... the subject of the subject of the subject... the subject of the subject of the subject... the subject of the subject of the subject...

CHAPTER III

THE ARIZONA INTERSCHOLASTIC ASSOCIATION IN PRACTICE

Geography and Population

A fair evaluation of the Arizona Interscholastic Association must include a consideration of conditions peculiar to the state of Arizona which place limitations upon the administration of the organization.

Arizona is one of the largest states of the United States physically, and at the same time is one of the most sparsely populated. For comparison, the fifty-eight member schools of Arizona are scattered over an area more than three times the size of Ohio whose state organization consists of 1,148 member schools. The relatively few paved roads in Arizona often are forced to skirt mountain ranges, adding to the distances between schools. The Winslow High School track team travels nearly four hundred miles one way each year to attend the State Track Meet held at the University of Arizona in Tucson. Yuma High School is forced to travel one hundred nineteen miles one way to play its nearest competitor in Arizona. These great distances impose limitations on the administration of the Association. Long distances must be traveled by

representatives of the member schools in order to attend Association meetings, and the factor of expense necessarily limits the number of these meetings. Most teams in outlying communities are forced to make overnight trips in order to compete with distant schools. These trips prove to be very costly. The fact that there are only fifty-eight members of the Association to contribute annual dues and that traveling expense are so high force the realization that the Arizona Interscholastic Association never will be affluent, if it must depend upon dues from members as its only source of income.

Considering the cost of traveling long distances, it is easy to understand why interscholastic contests other than athletics are not sponsored to any great extent in Arizona. Athletics, through gate receipts, usually are self-supporting as far as traveling expenses are concerned; but other activities must depend upon the school budget for maintenance.

Source of Data

The writer is indebted to the executive secretary of the Association, Mr. E.A. Row, Principal of Tempe Union High School and long-time prominent member of the Arizona Interscholastic Association, for the major portion of the information used in this chapter. Mimeographed copies

of Association and Executive Committee meetings over a period of the last two years were supplied the writer, and further information was obtained in an interview with Mr. Row.

Reference will be made to statistics found in Chapter II of this study.

Dr. E.L. Larson, Professor of Education in the University of Arizona and a prominent state and national authority on rules and officiating of athletic contests, supplied information relative to rules used and conditions which exist in the field of officiating in basketball and football contests in Arizona.

Material relating to this study has been collected by the writer over a period of three years from talks with coaches and other schoolmen and from newspaper items. This information is concerned only with the part of the state from which it was obtained, the southeastern portion of Arizona, but is state-wide in implication.

In discussing violations of rules and regulations of the Association in a later portion of this chapter, the writer is loath to mention names of the individuals involved. An attempt will be made to keep the discussion of violations general in tone. In most instances the conditions cited either are general knowledge through newspaper accounts, or are given by the writer with the

consent of the parties involved. If necessary, the writer could document his statements relative to the violations mentioned.

Use of the Handbook in Practice

Unfortunately for those who use it, the handbook of the Arizona Association, as was shown in Chapter II,¹ has not been revised since 1937. According to the executive secretary, lack of funds necessitated this condition. He is of the opinion that the handbook is in great need of revision, and that such a revision will take place in the near future. The annual dues, which barely cover the operational expenses of the Association, were the only source of income until 1944. That year the Association inaugurated the practice of assessing fifteen per cent of the net receipts of the state basketball tournament in order to secure additional funds for its treasury; a small surplus is built up annually from this source.

Under present conditions, anyone interested in learning the rules and regulations which are in current use in addition to examining the handbook must go through the minutes of all the annual Association meetings which have been held since the handbook was last revised, as the

1. See p. 16.

constitution and by-laws may be and frequently are amended at these annual meetings. The minutes of the annual meeting are issued by the executive secretary to the member schools in mimeographed form. While it would still leave much to be desired, it would be helpful to the busy coach or administrator if the amendments since 1937, which are of latest authority, were all listed in one mimeographed copy annually and supplied to member schools to add to the back of their handbooks. At present the coach must sort out the amendments from all other proceedings of the Association since 1937 in order to be sure of his position in regard to a ruling in which he is interested. As a consequence of this disorganization of material, the average coach or administrator is in ignorance of the Association rulings and methods used to carry out these rulings.

To illustrate this statement, the writer, wishing to obtain the sanction of the Association for a track meet at his school, sent a request to the president of his district association, who at that time was also a member of the Executive Committee of the Association, for permission to hold a track meet involving the participation of several schools. Although sanctioning of contests which involve the participation of several schools is an essential function of interscholastic control and the

procedure for it should be definitely outlined, the president of the district was at a loss for quite some time to discover the accepted procedure. In his interview with Mr. Row the writer asked what had caused the delay in this instance. Mr. Row explained that the president had been new to the Executive Committee and had not yet learned the procedures of this Committee. If a president of a district and member of the Executive Committee can not find easily the procedure on a ruling as essential as this one is supposed to be, the busy coach or administrator may hardly be expected to follow the correct method in similar instances. Since then the Association has formulated a definite method of obtaining sanction for such meets, but how is the new administrator or coach to know of the approved practice if the rules and regulations are not all brought together in compact and understandable form?

²
In the preceding chapter, it was shown that the number of words devoted to rules and regulations in the Arizona handbook is very small in comparison with the number used in handbooks of other states. The total in other handbooks often was increased by the inclusion of many interpretations or questions and answers which

2. See p. 18.

could be considered a part of the rules and regulations in themselves. The writer believes that the brevity of the rules and regulations in the Arizona handbook, the paucity of the interpretations, and the fact that no questions and answers are included constitute a definite weakness.

To illustrate the reasons for this belief he submits an article from the Arizona constitution and compares it with a similar one from the handbook of a state organization which provides more extensive statements to its rules and regulations. Article V of the Arizona constitution reads:

Meetings. The annual meeting of this organization shall be at the time and place of the Arizona Educational Association. At this meeting each school shall be entitled to one vote.³

No interpretations for this article are included; nothing is said to stipulate who shall do the voting for the school. Conceivably a member of the board of trustees of the school district could represent his school at this meeting. Article V, section one, of the Illinois High School Association's handbook is typical of a similar ruling in the majority of the handbooks examined:

3. Constitution and By-Laws of the Arizona Interscholastic Association, 1937, p. 2.

The principal of each member school, or a teacher in his school delegated by him in writing, shall represent such school at all meetings of the Association, and in all matters involving the relationships of his school with other schools under the rules of the Association.⁴

It can be seen clearly that in Illinois the control of the school's athletic program is definitely in the hands of the school administrator, as required by the second primary principle of the National Federation.

Often violations of the spirit of the rules and regulations of the Arizona Association occur as a result of the fact that there are too few words or too few interpretations devoted to these rules. For example, member schools often compete with non-members and by so doing violate the ruling forbidding such competition.⁵ The secretary explains that these member schools are able to avoid penalty by calling these contests practice games. An interpretation inserted after this ruling by the Executive Committee would enforce the spirit, as well as the letter, of the regulation.

Enforcement

The Executive Committee of the Arizona Interscholastic Association consists of five members, one elected from

4. Illinois High School Association. Official Handbook, 1945, p. 5.

5. Constitution and By-Laws of the Arizona Interscholastic Association, 1937, p. 9.

each of the five districts into which the state is divided.

The duties of the Executive Committee shall be (1) to give interpretations of the constitution and by-laws whenever called upon by the chief executive of the high school; (2) to receive and investigate protests involving schools or individuals and to determine and assess penalties in case of conviction; (3) to arrange a schedule for district championships in football, baseball, basketball and track or any other activities, and to control all tournaments held for the purpose of determining state championships in the above-named activities. Such control, or part of such control, may be delegated to the authorities of the institution entertaining the contest; (4) to make, where necessary, special rules for carrying into effect the spirit of the rules of this association.⁶

The duty of enforcing the rules and regulations of the Association is delegated to the Executive Committee. According to the secretary, the policy of the Executive Committee in this respect is to call violations to the attention of offenders and to issue warnings, rather than penalties, if possible. There have been no penalties nor suspensions issued by the Committee for the past five years, either to contestants or to member schools. The secretary remembers one case in which a school was suspended several years ago for a period of one year for using ineligible players after having been warned over

6. Constitution and By-Laws of the Arizona Interscholastic Association, 1937, p. 2.

a period of at least two years to discontinue the malpractice.

The secretary maintains that the Association is demanding that all contests, sponsored by schools or outside agencies and involving participation of contestants from several schools, receive the sanction of the Association before proceeding. But in one school during the year 1945-1946 Arizona students competing as a school group won cash prizes amounting in some instances to more than five dollars as the students' share in a national contest, without first having received the sanction of the Association. Winning the cash prizes was a violation of the interpretation of Section IV, rule seven, which states:

The awarding of gold footballs, baseballs, letters, sweaters, or any other award having an intrinsic value of more than one dollar, either directly or indirectly shall be considered a violation of this rule.⁷

At the time the contest and winners were widely publicized in a prominent Arizona paper. No warning was issued to this group, neither was a penalty inflicted.

The executive secretary estimates that only about seventy-five per cent of the member schools send eligibility lists to his office as required. He further states

7. Constitution and By-Laws of the Arizona Interscholastic Association, 1937, p. 6.

that no reprimands are issued to those schools who fail to do so.

According to the secretary, the one-dollar intrinsic value rule stated above frequently is abused, usually unintentionally. Where abuses of this rule are discovered by the Association, they are stopped. The procedure used is to issue a warning. No additional penalty ever has been necessary.

The secretary states that there has been one instance in which a school, hard pressed to find a coach due to the wartime shortage of men certified to teach, violated rule five of Section IV:

The management of high school contests shall be vested in teachers and students. All coaches of high school teams must be regularly employed as teachers by the trustees of the respective schools and must hold Arizona state teachers' certificates.⁸

This school, without the permission of the Association, hired a local former teacher and coach as athletic director of its team and not as a regularly-employed teacher. No warnings nor penalties were issued to this school for the violation.

The above instances are cited as examples in an attempt to show that there are many, sometimes highly

8. Constitution and By-Laws of the Arizona Interscholastic Association, 1937, p. 5.

publicized, violations of the rules and regulations of the Association at the present time, and that few penalties are inflicted to correct these abuses. The writer is in agreement with the executive secretary when he states that a more strict enforcement of the rules and regulations of the Association is needed. The solution suggested by the secretary would be to employ a full-time, paid commissioner for the Association, and delegate to him the authority for enforcing regulations. But since the Association is already too short of funds for effective operation, the additional expense of hiring a man of high caliber as full-time executive officer might prove to be impossible at the present time. An alternate solution might be to delegate authority to the existing executive secretary, to relieve him of clerical labor by allowing him to hire full-time secretarial assistance as is the case in Kentucky, and to issue an annual revision of a more complete handbook so that member schools always will have complete information at hand concerning rules, regulations, and methods of procedure governing interscholastic competition.

Activities Other than Athletics

The executive secretary is not in favor of formulating separate organizations in the state at this time for

the control of interscholastic contests other than athletics. These other activities are relatively few at present, due to the distances separating member schools. Annual music festivals are being held over the state, and the "Valley" schools around Phoenix are sponsoring public speaking contests. The secretary believes these are being regulated by the Association about as well as are athletic contests.

Benefit Plan

A careful study has been made recently of accident insurance plans for athletes. Policies studied have been found unsatisfactory for Arizona at this time, due to the fact that the state is too sparsely populated to provide enough contestants to make such a plan economically feasible.

Football and Basketball Rules

As is shown in Table X, page 47, thirty-three states use the National Federation football rules and thirty-two use the National Federation basketball program.

The National Federation football rules are specially adapted to the high-school contestant, and are designed to reduce the number of injuries prevalent in football contests. In an interview with Dr. E.L. Larson, Commissioner for the Border Intercollegiate Athletic

Conference, it was discovered that it would be impractical to use the National Federation football rules in high-school contests in Arizona under present circumstances. Not enough football officials are available at present to supply separate groups, one for the officiating of high-school contests and one for the officiating of college football contests. As a great number of officials in Arizona are required to work both high school and college football contests, they would be confused to the point of inefficiency if they were required to learn and to differentiate between two sets of rules, the Official Football Rules of the National Collegiate Athletic Association for college contests, and the National Federation football rules for high-school contests. Consequently, the football rules of the National Collegiate Athletic Association, with minor adaptations for high-school contests, are being used for high-school football contests among Arizona schools at present.

Basketball rules in use in the United States are uniform. Minor adaptations are included for high schools. In the development of these rules the National Federation cooperates with the National Basketball Committee of the United States and Canada, by sending its representatives to the meetings of this Committee. The National Federation basketball program consists of supplying a series

of publications to its member associations upon their request.

An Interscholastic Edition of the Basketball Rules is published by the National Federation and distributed to member state associations. This book, along with the supplementary "Basketball Play Situations Book" has had a great influence on a wholesome development of the game.... These are more than rule books. They are texts which are widely used in meetings and clinics involving many thousands of officials, coaches and contest administrators. As further service to the state associations, a series of Basketball Game Administration Handbooks is published. 50,000 copies of Volume II (for players) were distributed last year. Comprehensive, printed Examination Sets in both basketball and football are supplied to state associations.⁹

The examination sets mentioned above are used for the annual certification of officials in states which use the National Federation program for certification of officials. Possibly lack of funds in the Association's treasury accounts for the fact that Arizona does not utilize this Federation basketball program. It would be a service to its member schools and basketball officials, at no additional expense, and would involve little additional administrative work if the Association would provide that these publications might be purchased annually through the office of the executive secretary.

9. National Federation of State High School Athletic Associations. Handbook, 1945, pp. 19-20.

Status of Officials

As was noted in Table XI, page 49, many state associations have programs designed to improve the quality of officiating in football and basketball contests. The Arizona Interscholastic Association at the present time is very much interested in formulating such a program.

A plan for the certification of officials and the annual assignment of these officials to high-school basketball games is being tried out experimentally in one district. The Association realizes the need of an improvement in the status of its program for supplying high-caliber men to officiate in its athletic contests, and is formulating a state-wide plan to bring about this condition.

The Annual All-Star Football Game

The writer was assured by the executive secretary that the annual all-star football game is now constitutional because of an amendment passed at the 1944 annual meeting of the Association. Berry concluded that the best educational thought is in opposition to the practice of conducting all-star and post-season contests, and they are contrary to the primary principles of interscholastic control.

State associations have been responsible for the elimination or material reduction of many undesirable practices in high-school athletics. Among these may be mentioned:...

post-season and "all-star" games materially reduced in number.¹⁰

The National Association of Secondary-School Principals also takes its stand against this practice:

The National Association of Secondary-School Principals should urge schools to take the necessary educative action to make it possible for states to eliminate post-season games whether for charity or otherwise.¹¹

And the National Federation urges the discontinuance of the practice of holding post-season and all-star contests:

Many evils have grown up because of the growing practice of holding charity, post-season and all-star contests. In most cases such contests are promoted by some organization not directly connected with the high school. The contests are used as an advertising medium to add to the prestige of the promoter. In general, the state high school associations have adopted regulations which limit the length of a sports season and which discourage or prohibit the playing of post-season games.¹²

According to the statistics of the National Federation, twenty-three state associations now have outlawed all-star contests.

The annual all-star football contest in Arizona is held for the purpose of raising funds to reimburse schools for insurance and medical attention given to football

10. Berry, Ray M. A Survey and Evaluation of the Work of State Athletic Associations, p. 47.

11. Report of National Contest Committee of the National Association of Secondary-School Principals. How Should Schools Control Contests, Tournaments and Festivals.

12. National Federation of State High School Athletic Associations. Handbook, 1945, p. 16.

players. It is questionable whether this contest is defensible educationally, even upon these grounds. If it is necessary to provide insurance and medical attention, these benefits should be financed out of the school budget, if possible, rather than out of gate receipts. The best educational thought is in favor of the reduction of gate receipts in order to remove high-school contests as far as possible from the control or influence of outside agencies.

Classification of Schools for Competition

Schools compete upon a reasonable basis of equality in Arizona in track and tennis elimination contests. In track elimination contests, contestant schools are classified by enrollment into two groups: A and B. In tennis we find three classifications: A, B, and C. It would be consistent to find a system of classification to provide competition on a reasonable basis of equality in elimination contests in basketball, but such is not the case. There is one state basketball tournament in Arizona for the championship of which all schools, large or small in enrollment, may compete. It often happens that the largest school in a district tournament competes with the smallest. The best educational thought is in favor of some system of classification which will bring about a

reasonable amount of equality in competition. Clark attacks unequal contests, showing that they violate the primary purpose of games--to provide enjoyment for those who take part.

If any advantage is unfair then we might as well say opponents ought to be equal in strength, skill and intelligence... Games are contests to be enjoyed - and even enjoyment depends on approximate equality.¹³

In discussing equality of opponents, Dunn and Leonard go so far as to say:

If a school arranges its schedules to meet schools of its class then its teams can - at least should - win only about fifty per cent of the time.¹⁴

A reasonable plan for the classification of schools for competition in elimination basketball tournaments was presented to the Arizona Association at a special meeting at the time of the state track meet in 1946, but the members of the Association voted it down. This plan would provide for two state tournaments: one for the sixteen largest schools of the state, based on total enrollment as of October first each year; and one for all other schools. Elimination tournaments in the districts

13. Clark, L.W. "Athletics and Sportsmanship: Policies and Techniques." Education; 60:517-20 (April, 1940).

14. Dunn, D.D. and Leonard, C.S. "Realizable Ideals in Secondary School Physical Education." Education; 60:478-482 (April, 1940).

would decide which schools would be eligible to compete in the state tournament for the smaller schools.

Other plans are being formulated, and the above suggestion is to be presented again to the Association. Possibly in the near future elimination competition in basketball on a reasonable basis of equality will be provided in Arizona. Strange as it may seem, the majority of those who oppose plans for classification appear to consist of representatives of smaller schools throughout the state, the schools which now must operate under the disadvantage of unequal competition. There is no definite reason for this opposition other than the fact that these schools are loath to relinquish the opportunity of realizing the goal all small schools hope to attain, that of triumphing over all the schools of the state, large or small, even if such a triumph occurs only once in the history of the school.

Summary

The Arizona Interscholastic Association carries on its duties under a financial handicap. Because of the great distances that must be covered, the expense accounts of the Association are extremely high in comparison with those of other state associations. Although the annual dues of member schools are relatively high in Arizona, the

number of members is small and funds received from dues are barely adequate to cover operational costs of the Association.

Not having been revised since 1937, the handbook is no longer reliable as there have been many amendments during the intervening nine years. These amendments are scattered through the minutes of the annual Association meetings. Rules and regulations are not formulated in detail, nor are there enough interpretations to clarify the situation. Because of this condition a confusion exists as to correct procedures, and coaches and administrators have a tendency to ignore the handbook. The Association is aware of the deficiencies of its handbook and is taking steps to correct them.

Despite the fact that there is a wide divergence between the rules and regulations of the handbook and the procedures in actual practice, no penalties or suspensions have been inflicted on either contestants or member schools for at least the past five years. It seems obvious that there exists a great need for stricter enforcement of the constitution, by-laws, and amendments than is true at the present time.

Activities other than athletics do not exist to any great extent at present. The formation of separate organizations for the control of interscholastic activities

other than athletics is thought to be unnecessary and unwise until such time as these activities may become too numerous for a single organization to administer efficiently.

After a careful study, the Association postponed the adoption of a state-wide benefit plan for the reimbursement of athletes in case of injury, since the relatively small population of the state makes such a plan economically inadvisable.

There are so few football officials in Arizona that they must be employed in both college and high-school contests. Separate sets of rules, one for high school and one for college contests, probably would prove so confusing to officials that inefficiency of performance would result. Consequently, the high schools of the state use a modification of the official rules of the National Collegiate Athletic Association.

The National Federation of State High School Athletic Associations publishes annually materials relating to basketball rules, play situations, game administration, and provides tests for the certification of officials. The use of these materials would be very beneficial if they were provided to officials and member schools in Arizona. There is no apparent reason why provision could not be made for member schools and officials to purchase these

publications through the office of the executive secretary of the Association.

The Association is considering plans for the certification and assignment of officials for high-school basketball contests. At present such a plan is being tried out experimentally in one of the districts.

The Association, in contradiction to sound principles of interscholastic control and the best educative thought, sponsors an annual all-star football game. The proceeds are used to reimburse schools for insurance and medical attention given to football players.

In order to provide equal competition, in line with sound educational practice, elimination contests are held in track and tennis in separate classifications of schools computed on the basis of enrollment. Inconsistently, the Arizona Association provides no classification for elimination contests in basketball. Various plans have been suggested but an opposition exists, surprisingly enough from the smaller schools, that prevents the adoption of plans for classification.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

In their basic essentials, the rules and regulations of the constitution and by-laws of the Arizona Interscholastic Association are in agreement with the majority of those found in handbooks of the other thirty-six state associations. There is general agreement in the regulations which provide for the organization of the associations; their plans for assessing dues, their use of other methods of obtaining funds, provisions for penalties for violations, and eligibility requirements.

Arizona's constitution and by-laws are contained in a printed handbook; as is true of most of the other states. But in comparison with many other handbooks, Arizona's publication appears at a disadvantage. It is by far the oldest of those studied, not having been revised since 1937, while the majority of the other handbooks appear to be republished annually. Its treatment of the rules and regulations is too brief; few interpretations and no questions and answers are provided to clarify these rules.

One of the first objectives of a physical education

program is the development and protection of the health of the contestant. A majority of the state associations require physical examinations for contestants annually, and often also before each sport season. An increasing number of states provide benefit plans for the reimbursement of contestants who receive medical care. The Arizona handbook contains no provisions for either of these desirable and educationally-sound health precautions.

The Arizona handbook contains no rules and regulations pertaining specifically to activities other than athletics. More attention is being devoted to these other activities in the majority of states.

The Arizona Interscholastic Association is neglecting its opportunity to render many valuable services to its member schools.

The handbook is proving to be ineffective as a means of governing the interscholastic activities. Due to the brevity of treatment, confusion exists in interpretation of the rules and regulations. There is a pressing need at this time for the executive committee to clarify these regulations through providing a greater number of interpretations.

A definite need exists for better enforcement of the rules and regulations of the Association. If these

rules are to function in the manner for which they were designed and if sound policies of control of interscholastic activities are to be realized, action must be taken in the relatively near future.

Although it was established for admirable purposes, the annual all-star football game exists in Arizona today seemingly in direct contradiction to the principles of interscholastic control.

In the opinion of the writer, the Association fails to provide fair and equal competition in basketball elimination contests, when it makes no provisions for classification of schools for this purpose. Inconsistently, it provides classification for track and tennis elimination contests.

The weaknesses of the Association are well recognized by its members, and the writer is assured that progressive steps are being taken to remove these weaknesses. Additional annual funds are being raised, the handbook is to be revised, the Association is assuming its duties of exercising control over and granting or refusing sanctions to interscholastic contests other than athletics, benefit plans, plans for the certification and assignment of officials, and classification plans for basketball elimination contests are receiving the attention of the Association.

In the light of the experience of other states and sound principles of regulation of interscholastic activities, the writer wishes to submit the following recommendations for the improvement of the Arizona Interscholastic Association:

1. A complete and well-organized revision should be made of the constitution and by-laws as soon as economic conditions permit. This should include sufficient interpretations by the executive committee so that a complete understanding of the rules may be obtained, and that the spirit as well as the letter of the rules of the Association may be carried into effect.

2. Annual revisions of the handbook should be made. These revisions should include, in addition to the new amendments to the constitution and by-laws, questions and their answers concerning the rules that have accumulated during the past year, a list of member schools, and other timely information such as lists of approved officials, lists of championship teams, track records, and schedules for the coming year. If the cost of annual revisions proves prohibitive, mimeographed sheets containing this information should be issued annually. Any amendments or changes in the rules and regulations should be presented in an organized manner on separate sheets.

3. Additional methods of obtaining funds should be adopted. These might include an assessment of fifteen per cent of the net receipts of all district or state contests, rather than for the state basketball tournament alone, and an assessment of member schools prorated according to pupil enrollment in the event that the normal revenue of the Association is insufficient.

4. Steps should be taken to secure better enforcement of the rules and regulations. This might be brought about by delegating much of the authority for enforcement to the executive secretary and by providing him with the necessary paid clerical assistance to enable him to carry out a vigorous program, and by instituting a system of modest fines for minor violations.

5. Activities other than athletics should receive more consideration, both in the rules and in practice. Contests in such activities should be sponsored by the Association that the educational benefits of such contests may be extended.

6. Investigation of benefit plans and plans for the regulation of officials should be continued, and those found feasible should be adopted.

7. If finances permit, National Federation basketball publications should be supplied annually to member schools and to officials; if not, provision should be made so

that member schools and officials may purchase these publications through the office of the executive secretary.

8. The writer wishes to recommend continued study of the classification plans for schools participating in the annual basketball elimination contest, and the early adoption of a feasible and workable system.

9. The reasons for instituting the annual all-star football game should be reviewed carefully by the Association and, if these reasons prove to be educationally unsound, the contest should be prohibited.

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