UNIVERSITY OF WISCONSIN-EAU CLAIRE: HISTORY DEPARTMENT

FROM TOMBOYS TO ATHLETES
HOW TITLE IX CHANGEDWOMEN'S ATHLETICS AT UW-EAU CLAIRE, 1972-1980

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9 MAY 2008

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Abstract

Prior to the passage of Title IX of the Education Amendment of 1972, women and men did not play on equal fields, literally. There were few, if any, athletic programs, had limited or non-existent budgets, and were not treated as athletes. People called girls who played sports "tomboys." Yet, when Title IX passed in 1972, intending to end sex discrimination in federally funded educational institutions, people thought that it was a complete solution to the problem. However, it would take years to develop Title IX regulations. Contrary to popular belief, women did not see equality for years, decades, and in some cases are still looking for complete compliance. The many changes and difficult issues surrounding Title IX can be seen by looking at the athletic department at UW-Eau Claire from 1970-1985.

Introduction

"Do Women Really Want Equality?

Today women are faced with problems caused by our changing society. Among these problems is the woman's role in society. Must she accept changes? Can she retain customs of the past? Women today want to be regarded as women.

Women today want to be treated as the weaker sex. They enjoy having men carry heavy objects and move furniture for them. Similarly, women desire men to help them solve their big problems. Women need men to show their strength in time of stress, tension, and crisis by comforting them and giving them an understanding heart. Women want to be looked upon as ladies. They like men to be chivalrous. They appreciate a man helping them walk over ice, open and close doors, seat them, and escort them. They look for proper etiquette in men and also little extras done particularly for them. For example, women enjoy being called, and receiving flowers and candy. In addition, women like men to be the leader and the aggressive partner. They want him to be able to make decisions and to stand up for his rights.



UWEC sophomore Sue Much voiced her opinion in the school yearbook's "rap" section. ***Periscope.*** **University of Wisconsin-Eau Claire. 1970, 88.**

Women do not want to be the dominant person in marriage. They want their husband to be the head of the house, at least in name. They make their husbands feel important by building his ego. However, women may be the boss; they may acquire what they want by telling him indirectly. They allow him to make major decisions and major purchases. But, women do not want to be regarded as inferior.

Women want equal job opportunity. They want the right to equal jobs and to equal pay, meaning jobs should be given to individuals on the basis of ability and skill, not sex.

Women like being women, and want to be treated as women; to be thought of as women; and to be regarded as equals on a business level. Thus, women are changing the standards of society."[1]

These are the words of a female student, Sue Much, at the University of Wisconsin-Eau Claire in 1970. This sophomore wrote this piece for the school yearbook, the *Periscope*, for the opinion section. Though her ideas appear to be more from the 1950s rather than 1970, there was a glimmer of change in the end of her piece. At the beginning, Much places men above women in the social hierarchy, which reflects the inequities at the time. Yet, she does see that women

[1] Much, Sue. *Periscope*, University of Wisconsin-Eau Claire, 1970, 88.

are capable of more than they have been given credit for and deserve equal opportunities. She states that, "women want equal job opportunity. They want the right to equal jobs and to equal pay, meaning jobs should be given to individuals on the basis of ability and skill, not sex." It is these types of comments that lead to change. Perhaps she knew that change was on the horizon and that by her senior year, legislation would pass that would make these words a reality for future women.[2]

Prior to 1972, women had few opportunities in athletics and were limited in education by their gender. Women who liked to participate in sports were not considered athletes as their male counterparts were. These women, known as tomboys, had mainly intramural programs to display their athletic ability. There were few varsity, school-sponsored athletic teams for women to participate in and those that did exist received hardly any money. National statistics show that before Title IX, women's teams received only 2% of the overall athletic budgets at their institutions.[3] UW-Eau Claire was no exception. For example, in the 1968-69 academic year women received 3% of the athletic budget. This is assuming that the men's and women's gymnastics teams equally split their allocation as they were listed together in the budget. The only other option for women in the athletic department, the cheerleading squad, received nothing from the budget that year.[4] If the female athletes competed at a Division I school, they were not offered athletic scholarships like their male counterparts. In order to make ends meet these women's teams had to hold bake sales and car washes so they could afford to have basic things like uniforms.[5]

This paper will discuss how the passage of Title IX changed women's athletics at UW-Eau Claire from its enactment in 1972 through 1980. It will also show that contrary to popular

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[2] Much, Sue. *Periscope*, University of Wisconsin-Eau Claire, 1970, 88.
[3] "Exercise My Rights," www.titleix.info
[4] "Athletic Department Budget: 1968-69," Athletic Committee papers. University of Wisconsin-Eau Claire Archives.
[5] Susan Ware, "*Title IX: A Brief History with Documents,"* Boston: Bedford/St. Martins, 2007, 1.

belief, things did not simply change in 1972. In fact, the drive for equality would take years to get to an acceptable level. Additionally, this paper will argue that UWEC, like universities across the nation, was slow in treating its female student-athlete population the same as they did the male student-athletes. Finally, this paper will show men's programs were not eliminated due to Title IX.

Title IX is an important topic to discuss in that it still affects us today even as the legislation celebrates its 35th year. Many schools today still are not in compliance with Title IX and until the public becomes educated on the subject the violations will continue. Even after 35 years, each year male student-athletes receive $137 million more than female athletes in college athletic scholarships at NCAA (National Collegiate Athletic Association) member institutions. Moreover, "women in Division I colleges are over 50% of the student body, but receive only 32% of athletic recruiting dollars and 37% of athletic operating budgets."[6] This is why it is important for people to become informed so that action may be taken. This paper uses UWEC as a case study for deeper understanding of this issue and see how the university compares with schools across the nation.

[6] "Exercise My Rights."

What is Title IX?

Title IX was a part of the Education Amendment of 1972. The act was created to fill a gap in coverage of the Civil Rights Act of 1964, which banned discrimination based on race, sex, national origin and religion in employment. This act did not apply to educational institutions. This is why legislatures came up with an Education Amendment.[7]

Included as an amendment was Title IX, which stated that, **"**no person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance."[8] President Richard Nixon signed Title IX of the Education Amendments of 1972 into law on June 23, 1972.

When Title IX was first enacted, athletics were an afterthought. The main concern of the legislators was to win equal rights for women in education. As Representative Patsy Mink of Hawaii said, "when it was purposed, we had no idea that its most visible impact would be in athletics. I have been paying attention to the academic issue. I have been excluded from medical school because I was female."[9] Yet, throughout the 35 years Title IX has been in effect, however, most people associate Title IX with athletics. Probably because of the incredible amount of publicity that surrounded Title IX's effect on sports, real and perceived, this one aspect by far gets the most amount of attention. Furthermore, athletics was an area where the most opposition came from as many men saw Title IX as a significant threat to college football. Despite the focus on sports, there are ten key areas of Title IX: access to higher education,

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[7] Ware, 3.
[8] Title IX, Education Amendments of 1972. U.S. Department of Labor: Office of the Assistant Secretary for Administration and Management.
[9] Ware, 3.

athletics, career education, education for pregnant and parenting students, employment, learning environment, math and science, sexual harassment, standardized testing and technology.[10]

[10] "Exercise My Rights"

Myths vs. Facts

There are many myths that surround Title IX. In order to better understand how Title IX changed the face of athletics at UW-Eau Claire, these myths need to be addressed. [11]

Probably the most notable Title IX myth is that it forces schools to cut men's athletic programs. In no way does Title IX require that schools cut men's programs in order to make room for women's programs. This issue has been to court several times and all federal courts have agreed on this matter. Some schools may have decided on their own to eliminate men's teams but, again, it was up to that individual school. There are many other ways to achieve compliance with Title IX. "Some schools have cut sports, like gymnastics and wrestling, rather than controlling bloated football and basketball budgets, which consume a whopping 72% of the average Division I-A schools total athletic budget."[12] Taking a closer look at instances where less-popular men's team have been cut, it seems that women's programs and Title IX played a very little role, if any, in their elimination to make the budget. For example, one institution

> cut its men's volleyball team to address a $2 million deficit in the athletics program, only to buy state-of-the-art titanium facemasks (and new football uniforms) for the football team four months later, becoming one of only two collegiate programs in the country to have such facemasks.[13]

It appears that Title IX may be the scapegoat for over-funded athletic programs.

UWEC was similar to other schools across the country in terms of its athletic budget prior to Title IX. When looking at what was allocated to sports for the 1968-69 academic year, for example, the football and basketball teams received 70% of the total allocation.[14]

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[11] For additional myths that surround Title IX, an list can be found at www.titleix.info. This site also lists statistics, mostly at the Division I level, that show how the myths are incorrect.
[12] Ibid.
[13] Ibid.
[14] "1968-69 Budget," Athletic Committee Papers, University of Wisconsin-Eau Claire Archives.

Moreover, UWEC has not only added women's programs since the passage of Title IX. Men's ice hockey was added in 1977 and the UWEC was proud that "more [male] athletes (414) competed in more sports (10) on a higher level of quality than ever before at the University of Wisconsin-Eau Claire."[15]

Another common myth is that football and men's basketball should get more money because they finance other sports in the athletic department. In reality, most football and men's basketball teams spend more money that they bring in.[16] Looking at the athletic budgets for UWEC, deficits were a common occurrence. The 1970-71 budget shows that all sports other than track and cheerleading went in the red for the year. Football had the biggest deficit at $8,465.59, while basketball was second with a deficit of $2,850.05.[17] This is something to remember as after the creation of women's teams, those who opposed Title IX attempted to use the argument that women's athletics do not generate enough revenue to support themselves while men's sports should be allowed because they can support themselves through their gate receipts. However, when looking that the numbers, this is completely false.

An additional myth is that Title IX applied only to females. This is completely false as Title IX states that *any* sex discrimination will not be tolerated, meaning that men are also protected by Title IX.

[15] "UW-Eau Claire Men's Athletics Annual Report," Athletic Committee Papers, University of Wisconsin-Eau Claire Archives.
[16] "Exercise My Rights."
[17] "1970-71 Budget," Athletic Committee Papers, University of Wisconsin-Eau Claire Archives.

Before Legislation: 1970-1972

Prior to the passage of Title IX, the Athletic Department at UWEC was anything but equal. Male athletes were offered 10 sports that they could participate in while the only activities allowed for women were cheerleading and gymnastics. The only way women could play sports, such as basketball, was through the university's intramural program. The intramural program is within the Recreation Department, not the Athletic Department. For the 1970-71 academic year men's athletics were allocated $50,000. Most of the money went to more expensive sports. For example, that year the football team received $17,150 from the budget.[18]

Taking a closer look at the budget reports from these early years also shows that contrary to popular opinion, even the "popular" sports such as football and basketball spent more money that was allocated to them. Both teams ran a deficit of a couple thousand dollars, as previously stated.[19]

Unfortunately, fundraising dollars were not recorded on the budget reports during the 1970s so it is unknown as to how well the university was able to balance their budget in this manner. According to current UWEC Athletic Department Budget Coordinator Robin Baker, fundraising plays a major role in allowing the athletic department to stay away from deficits. However, since this data was not formally recorded with the Athletic Committee at the time, it is unknown if the teams were able to sufficiently fundraise for their sport.[20]

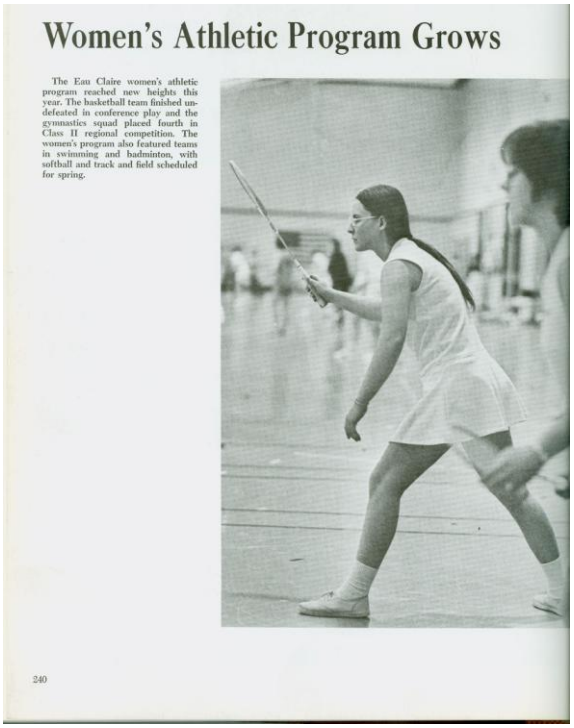
Moreover, looking at the *Periscope*, it is apparent that women were not seen a part of the athletics programs. In 1970's edition, the cheerleading squad and gymnastics are mentioned, but

[18] "1970-71 Budget," Athlete Committee Papers, University of Wisconsin-Eau Claire Archives.
[19] Ibid.
[20] Interview, Robin Baker.

not nearly to the extent as the men's programs.[21] This is even more apparent in 1971 when women were not included at all in the sports section of the yearbook while 21 pages were dedicated to men's athletics.[22] Since Title IX was not passed until June of 1972, the 1972 yearbook did not reflect many changes as the cheerleading, pon pom [sic] and stuntman squads were listed in the organizations section of the yearbook as opposed to being included in the sports section.[23]

Yet, the editors of the yearbook did add one page to the sports section that was headlined, "Women's Athletic Program Grows." They included one paragraph and a badminton picture. While individual male sports like football and basketball received six and eight pages each for their team that year, the entire "Women's Athletic Program" received a one paragraph summary.

> The Eau Claire women's athletic program reached new heights this year. The basketball team finished undefeated in conference play and the gymnastics squad placed fourth in Class II regional competition. The women's program also featured teams in swimming and badminton, with softball and track and field scheduled for spring.[24]


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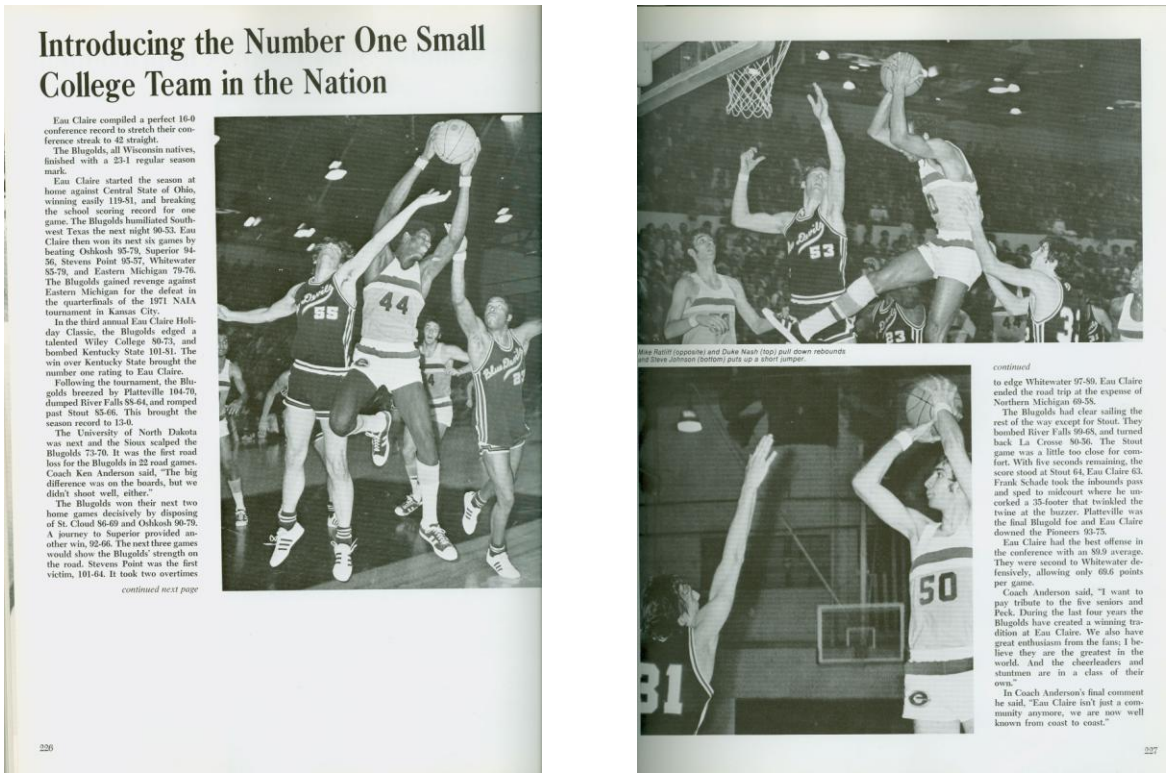
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Only one page displayed the Women's Athletic Program in 1970.
***Periscope.* University of Wisconsin-Eau Claire. 1972. 240.**

This one page, one picture, one paragraph dedicated to the entire Women's Athletic Program followed 22 pages for the Men's Athletic Program. Each men's team had at least one page with

[21] *Periscope*, University of Wisconsin-Eau Claire, 1970.
[22] *Periscope*, University of Wisconsin-Eau Claire, 1971.
[23] *Periscope.* University of Wisconsin-Eau Claire, 1972.
[24] Ibid.

its own season summary, a team picture and had all of its players and coaches listed. While successful seasons for the men's team were rewarded more pages, such as the men's basketball team receiving eight pages, two successful women's teams shared a simple sentence. "The basketball team finished undefeated in conference play and the gymnastics squad placed fourth



Introducing the Number One Small College Team in the Nation

Eau Claire compiled a perfect 16-0 conference record to stretch their conference streak to 42 straight.

The Blugolds, all Wisconsin natives, finished with a 23-1 regular season mark.

Eau Claire started the season at home against Central State of Ohio, winning easily 119-81, and breaking the school scoring record for one game. The Blugolds humiliated Southwest Texas the next night 90-53. Eau Claire then won its next six games by beating Oshkosh 95-79, Superior 94-56, Stevens Point 95-57, Whitewater 85-79, and Eastern Michigan 79-76. The Blugolds gained revenge against Eastern Michigan for the defeat in the quarterfinals of the 1971 NAIA tournament in Kansas City.

In the third annual Eau Claire Holiday Classic, the Blugolds edged a talented Wiley College 80-73, and bombed Kentucky State 101-81. The win over Kentucky State brought the number one rating to Eau Claire.

Following the tournament, the Blugolds breezed by Platteville 104-70, dumped River Falls 88-64, and romped past Stout 85-66. This brought the season record to 13-0.

The University of North Dakota was next and the Sioux scalped the Blugolds 73-70. It was the first road loss for the Blugolds in 22 road games. Coach Ken Anderson said, "The big difference was on the boards, but we didn't shoot well, either."

The Blugolds won their next two home games decisively by disposing of St. Cloud 86-69 and Oshkosh 90-79. A journey to Superior provided another win, 92-66. The next three games would show the Blugolds' strength on the road. Stevens Point was the first victim, 101-64. It took two overtimes

continued next page

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Mike Ratliff (opposite) and Duke Nash (top) pull down rebounds and Steve Johnson (bottom) puts up a short jumper.

continued

to edge Whitewater 97-80. Eau Claire ended the road trip at the expense of Northern Michigan 69-58.

The Blugolds had clear sailing the rest of the way except for Stout. They bombed River Falls 99-68, and turned back La Crosse 80-56. The Stout game was a little too close for comfort. With five seconds remaining, the score stood at Stout 64, Eau Claire 63. Frank Schade took the inbounds pass and sped to midcourt where he uncorked a 35-footer that twinkled the twine at the buzzer. Platteville was the final Blugold foe and Eau Claire downed the Pioneers 93-75.

Eau Claire had the best offense in the conference with an 80.9 average. They were second to Whitewater defensively, allowing only 69.6 points per game.

Coach Anderson said, "I want to pay tribute to the five seniors and Peck. During the last four years the Blugolds have created a winning tradition at Eau Claire. We also have great enthusiasm from the fans; I believe they are the greatest in the world. And the cheerleaders and stuntmen are in a class of their own."

In Coach Anderson's final comment he said, "Eau Claire isn't just a community anymore, we are now well known from coast to coast."

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Just two of the eight pages dedicated to the Men's Basketball team. While the Women's Athletic Program got one page, the Men's Athletic Program had 22.
***Periscope.* University of Wisconsin-Eau Claire. 1972, 226-227.**

in Class II regional competition."[25] Title IX may have passed, but it would take some time before it had a major effect.

On the other hand, while the editors of the *Periscope* made their opinions about women in athletics known by the exclusion of female athletes, the piece written by Much that she submitted to the "Opinion/Rap" section of the 1970 yearbook shows that equal rights and

[25] *Periscope.* University of Wisconsin-Eau Claire, 1972.

opportunities was still an issue to students on campus. Much's article reflects a very old-fashioned point-of-view saying that while women want to be taken care of, they still want some equality. The exclusion of women from the yearbook pages also shows that women in sports were not important to the editors and is a reflection of the campus opinion.

In comparison to the rest of the country, UWEC's female athletes had a similar experience, few or no programs, lack of funding and little support.

However, what these women did not know was that change was on the horizon as women like Representatives Edith Green of Oregon and Patsy Mink of Hawaii, worked for change as they pushed the passage of Title IX.

Key Players

There were several people at UWEC that played significant roles during this time of change. In order to make the necessary changes on campus, administrators, instructors and students had to work together towards the common goal of equality. While there are many people who deserve credit for their work during this time, only a few will be highlighted.

The first post of Assistant to the Chancellor for the Affirmative Action (created in 1972) was given to Dr. Nadine St. Louis of the English Department. She was involved in the first two years of the committee. According to St. Louis, "one of my jobs there was to convince [people] that a woman could be competent. I think I ran into that with a number of individuals. It was much more a public relations job as anything else when I was there."[26]

In those early years, St. Louis felt that the program was not very successful in terms of actual physical change, such as the hiring and retention of female employees. The progress, she said, was achieved in getting people "to take women seriously and actively seek out people they had bypassed before." St. Louis' early efforts laid the groundwork for Sarah Harder.

Sarah Harder, a professor at UWEC, was the Title IX coordinator for the university. In addition to this and her regular teaching duties, Harder was also on the university's Affirmative Action Committee after St. Louis. She is credited with starting the Women's Studies Department and spent years developing it. In addition, she was the main person behind correspondence with government agencies regarding Affirmative Action as well as Title IX.[27] Thanks to Harder's precise recordkeeping, one can see all of the programs and projects she

[26] Sarah Harder papers, University of Wisconsin-Eau Claire Archives.
[27] Ibid.

worked on in her tenure. Her detailed archived material provides significant evidence in the strong effort towards equality at UWEC.[28]

Harder was a good choice for such a large task. An educated and persistent woman, Harder took the task of eliminating discrimination from UWEC in stride and was responsible for significant change. Since, according to Harder, she had not faced a lot of sex discrimination herself, she was able to keep a level head throughout the process. "So if I sound less angry than some women, it's probably because I have never really been knocked down by discrimination. You could even justifiably object to being counseled by anyone so slow to notice the obvious."[29]

That said, Harder did find that being a woman in her position in the Affirmative Action and Title IX committees did bring discrimination against her. There were many instances were she was not invited to meetings that she should have, such as ones involving women's programs or issues of discrimination, and was also questioned when she made decisions that some men did not like. Rather than focusing on the negative and letting others get to her and bring her down, Harder maintained strong



Sarah Harder at a campus march in 1980.

Sarah Harder files, University of Wisconsin-Eau Claire archives.

[28] For more information on Sarah Harder, consult the UW-Eau Claire Library Archives. Several boxes are dedicated to Harder and her work on campus. All of the information about the various groups and organizations she was a part of can be located in these files.
[29] Ibid.

and focused.

> Discrimination, when it happens to me, results from some person or institution stereotyping me, that is, dealing with me as less than a whole person. As long as they do that, I have a kind of advantage over them because I am very much a whole person, with complexities and possibilities their stereotypes haven't prepared then to anticipate.[30]

When it came to eliminating discrimination from UWEC's campus, Harder proved to be the right person for the job.

Interviewed in 1977, Harder said that she felt the most challenging task that she faced was constantly persuading people to remain open to consider the negative effects of past actions and to reconsider current attitudes and the decisions that can arise from them.



These are just two of Harder's buttons. On the left is a button from the AAUW, which she was its president. The other, a picture of Susan B. Anthony, represents the continued fight for women's rights.
Sarah Harder files, UW-Eau Claire archives.

She said that the process is often difficult when "maintaining one's cool in the face of blatant discrimination, which does exist."[31]

Harder knew that it would take time for real change.

> Perhaps in my daughter's lifetime, there may come some real evidence of equality; that is, eliminating those artificial perceptions of difference and recognizing that... the more diverse we can make this university and the opinions of every person within it, the more exciting a place it will be, and ultimately the more productive it will be in the society which it deserves.[32]

Harder's hard work did not go unnoticed. In 1989 she received a letter from President George Bush, congratulating her as the first president of the AAUW (American Association of the

[30] Sarah Harder papers.
[31] Ibid.
[32] Ibid.

University of Women.) The President said that, "it was an honor to be the first President to address an annual meeting of the American Association of the University of Women. Congratulations on your outstanding term as president."[33] Not did Harder leave her mark on UWEC, she made a national impact as well.

When it comes to actual changes in the Athletic Department, there are several women that were pioneers for women. A woman who played a major role in the formation of the Women's Athletic Program was Sandy Schumacher. She was the Co-founder of the Women's Wisconsin Intercollegiate Athletic Conference (WWIAC) and coached women's teams for nearly twenty years. Schumacher led the volleyball, basketball and softball programs during her time at UWEC. In honor of all her work in laying the foundation of Blugold women's athletics, Schumacher was named to the Blugold Hall of Fame in 1995.[34]

Another woman who left her mark on the Women's Athletic Program was Judy Kruckman. When the women's Athletic Program was first started, it was completely separate from the Men's. Kruckman was the first Athletic Director for the Women's Program. In addition to her administrative duties, Kruckman was also the coach of the women's swimming and tennis teams. She was acknowledged for her contributions in 1988 when she was inducted into the Blugold Hall of Fame.[35]



Judy Kruckman in 1973 *Periscope.* ***Periscope.*** **University of Wisconsin-Eau Claire. 1973, 135.**

Finally, another person who played a role in the changes that followed Title IX was Floyd Krause. This

[33] Ibid.
[34] "Blugold Hall of Fame History," http://www.uwec.edu/athletics/general/hof/hof_list.htm.
[35] Ibid.

man was the Athletic Committee Chairman during this time and played a hand in instituting many changes. His work helped create the women's program and also played a major role in the many decisions the Athletic Department had to make during this time. Krause, too, was inducted into the Blugold Hall of Fame in 1980.[36]

[36] "Blugold Hall of Fame History," http://www.uwec.edu/athletics/general/hof/hof_list.htm.

Years in Limbo, 1972-1975

After Title IX passed in 1972, many universities knew they had to make changes but had no idea how. They were told they could not discriminate on the basis of sex but they were given no guidelines as far as to how to determine if they were in compliance and if they were not, how to make those necessary changes.

In 1974, several complaints regarding Title IX violations were made, creating a need for some sort of regulation. The Office for Civil Rights, created in response to the Civil Rights Movement of the 1960s, received the complaints that were against the University of Michigan, University of Wisconsin, and University of Minnesota-Twin Cities.[37]

The Office for Civil Rights, which was under the U.S. Department of Health, Education and Welfare set out to solve this problem. This office would be the one that would come up with guidelines for compliance with Title IX.

In September of 1975, the Office for Civil Rights sent out a memorandum to all chief state school officers, superintendents of local education agencies and college and university presidents. UWEC, being a state institution, received one of these memorandums that laid out a plan of action.

According to the memorandum, the Office of Civil Rights wanted to answer concerns raised about Title IX as to how it related to athletic programs. This document spelled out specifically how to apply the provision as well as how to carry out a self-evaluation of the school's programs.[38]

Furthermore, this document gave the major first year responsibilities of the school to ensure equal opportunity in not only its athletic activities but also its athletic scholarship

[37] "Exercise my Rights."
[38] "Elimination of Sex Discrimination in Athletic Programs," Athletic Committee papers.

programs. Though more revisions would be made, this was the starting block that schools needed. Basically, it stated the amendment applies to each segment of the athletic program of any federally assisted educational institution, whether or not that segment is the subject of direct financial support through the department. This meant that even if that segment gets money from things like general revenues, student fees, alumni donations, booster clubs, gate receipts, and non-profits, it was still subject to regulation.[39] It also clarified which activities would be considered part of the athletic department.

> Drill teams, cheerleaders and the like, which are covered more generally as extracurricular activities under section 86.31, and instructional offerings such as physical education and health classes, which are covered under section 86.34, are not a part of the institution's "athletic program" within the meaning of the regulation.[40]

This changed the athletic department at UWEC because at the time cheerleading and pon poms were included within the department. That meant there were actually two less athletic activities offered to women and more teams would need to be added.

Another important part of the letter was that it brought up another area that needed equality, employment within the department. It said that it was acceptable to have separate men's and women's administrative structures if separate teams exist, such as having a men's basketball team and a women's basketball team. However, when university evaluates whether they are in compliance with the provisions of the regulation relating to non-discrimination in employment, they would have to assess the effects on employees of both sexes of current and any proposed administrative structure and related coaching assignments.[41]

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[39] Elimination of Sex Discrimination in Athletic Programs," Athletic Committee papers.
[40] Ibid.
[41] Ibid.

This document was also significant in that it gave benchmarks for universities. July 21, 1976, was the date set that would generally require schools to have made a thorough self-evaluation of its current policies and practices in terms of compliance with the provisions that this document specified. If there were areas that needed change in order to comply, as they did at UWEC, they had three years in which to be in total compliance. Failure to do so would mean the loss of federal funds for the university. According to the Office for Civil Rights, "the adjustment period is not a waiting period. Institutions must begin now to take whatever steps are necessary to ensure full compliance as quickly as possible."[42] Now UWEC had no choice but to act or face the threat of losing federal funds for the university.

The university wasted no time in trying to comply with the provisions set by the Office for Civil Rights. This is when UWEC appointed Sarah Harder as the Title IX coordinator. Harder worked for years to make UWEC compliant with Title IX.

Though many provisions were made for compliance, there were still a lot decisions to be made by each individual university. It was clear that the school had to offer sports to women, but the question of which sports to add remained. Each school had to find ways to determine which sports the females on their campus were interested in and whether or not it should be a separate team from the men. At the time, many people considered opening up men's teams to women so that they each had an opportunity to play that sport. Also, if they allowed co-ed teams the university wouldn't have to come up with a whole new set of uniforms, equipment, coaches, etc . Though at first this may have seemed like a possible solution, it did not take long to see that women would not be given an equal opportunity if they were simply allowed to try out for men's teams. They would be at such a significant disadvantage to the men that very few women would

[42] "Elimination of Sex Discrimination in Athletic Programs."

be able to make the team. It became clear that separate teams were necessary for men and women.[43]

Despite regulations being set, many universities were still far from providing equality to women. This can be seen in a letter written in 1975 by a female student at Southern Methodist University in Dallas, Texas. Nancy D. Kruh wrote a letter to a member of the U.S. Senate Labor and Public Welfare Committee in hopes of bringing to light the inequalities at her school. Kruh describes two women's teams on her campus that were nationally ranked despite issues such as unfair practice facilities, equal access, and a lack of funding.

> The tennis team is allowed to practice only on the slick and hazardous intramural courts, being barred from the newer, more expensive men's courts. As intramural season begins at SMU, the women will be obliged to forfeit practice time to non-intercollegiate teams...Also, much of their equipment is purchased by the team members themselves. When injuries occurred on the team last season, they were allowed the services of an athletic trainer only at 8 a.m.[44]

UWEC also was not hitting the equality standard as they thought a ten-team module for men and eight-team module for women was suitable. This is evident in a letter from Floyd Krause on behalf of the Athletic Committee written in October of 1974. The letter was sent to Chancellor Leonard Haas and Vice Chancellor John W. Morris. In the letter, Krause stated that, "a total program of ten intercollegiate sports for men and eight intercollegiate sports for women appears to be justifiable at this time."[45] It is also important to remember that not only were the sports unequal in number, they were in the number of participants as well. For example, the football team alone had about 100 players while most of the women's teams had under 20 members.[46]

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[43] "Elimination of Sex Discrimination in Athletic Programs."
[44] Nancy D. Kruh, Letter to Claiborne Pell, member of the U.S. Senate Labor and Public Welfare Committee, September 11, 1975, cited in *Title IX: A Brief History with Documents.*
[45] Floyd Krause, Letter to Chancellor Leonard Haas and Vice Chancellor John W. Morris, October 14, 1975, Athletic Committee Papers.
[46] "1974-75 Budget," Athletic Committee Papers.

Though Krause and the Athletic Committee felt that "intercollegiate athletics is a vital part of the overall education process," it appears they may have thought it was more important for men then women.[47]

Though it is clear that equality was not reached in the early years following the passage of Title IX, progress was still made at UWEC. Slowing but surely, the campus was headed toward change. This is evident in a variety of areas.

One such area was the layout of the *Periscope.* Though the yearbook gave only one page to the entire Women's Athletic Program in 1972, this would not be the case the following year. The 1973 edition saw the number of pages in the sports section dedicated to women increase. The women's gymnastics and basketball teams each appeared on two pages. Though the text of these pages was still very limited, it was a step in the right direction. That year, the page ratio from men to women's sports was eight to one, rather than twenty-two to one as it was the year before. [48]

Judy Kruckman, a women's athletics coaching and professor during this time, also saw change. In an interview with the *Periscope* staff, she stated that she believed the attitudes towards women's athletics were changing. Kruckman said that, "girls are realizing that they can be women and still get involved in sports." Yet, Kruckman noted that women still had to work very hard in order to be garner attention. "To get noticed, a girl has to be a winner." Kruckman said that "women can execute the sports as well as men," yet she still thought that, "physiological factors, such as strength, prevent women from surpassing and being completely

[47] Krause, Letter to Chancellor.
[48] *Periscope,* 1973, 202-229.

equal to men." This shows that as the law changed the face of athlete departments the attitudes towards female athletics was changing as well.[49]

[49] *Periscope*, 1972, 135.

1976-1980: Years of Change

As Title IX legislation approached its five-year anniversary, significant changes were seen at UWEC. By 1976, the athletic department added several women's teams. Now women had the choice of swimming, basketball, track, volleyball, tennis, gymnastics and skiing (a coed sport) in addition cheerleading and pon poms, which were both still sometimes seen as part of the athletic department. However, though cheerleading and pon poms were school-sponsored activities, Title IX did not consider them sports. [50]

The social status of female athletes, like the number of sports, was also on the rise. Rather than the single page that the entire Women's Program had in the 1972 edition of the *Periscope*, eight pages were dedicated to female athletes in 1976. Though this also included the pages for cheerleading and pon poms and the men's athletic program had 21 pages, it was a definite improvement. There was still a strong emphasis on certain sports as football and men's basketball received five and six pages, respectively. All other sports had only one page, with volleyball, women's basketball, track and gymnastics running together through four pages.[51]

Another indication that female athletes were moving up the social ladder and were gaining respect among their peers was the how the articles about their sports were written in the yearbook. In previous editions, the female athletes were called "girls" while male athletes were always referred to as "men." Yet, in 1976, female athletes were always referred to as "women." Furthermore, these women gained recognition for all of the time and energy they were putting into the sports they played. The articles written in the yearbook mentioned how many hours the players put in. The writers showed an appreciation for the female athletes and by telling the

[50] *Periscope*, 1976, 200-239.
[51] Ibid.

reader how many hours a week they practiced, showing the level of dedication the female athletes on campus had for the sport(s) they played.[52]

Additionally, the opinion of student-athletes on campus was seen in the 1976 yearbook. On two pages prior to the sports section of the yearbook was a made-up interview with a fictional UWEC student-athlete. This parody made fun of athletics and played into the stereotypical "dumb jock" image. The interviewer asked "Jim," a fictitious football and baseball player, simple questions while "Jim" does not understand what the interviewer is asking him.

> Periscope: ...what's the biggest difference between high school and college football?
> Jim: I'd have to say the laces. College footballs have...
> Periscope: No, no. I mean the actual football programs.
> Jim: Oh, the programs—why didn't you say so? Well in college they put more stuff in 'em...like heights, weights, hometowns, records...you know, they're more complete.
> Periscope: Yes, well, maybe we should go to another question.[53]

This shows that the average college student felt a distinction between themselves and the student-athletes on campus and that student-athletes were not as smart as the average student. Furthermore, this fabricated interview also shows a belief that student-athletes were at UWEC simply for the sports, rather than the education.

> P: You haven't mentioned much about studies, Jim. Has your involvement in athletes ever had any bad effects on your grades?
> J: Nah, never. You see, as an athlete, I'm taught to use something called 'self-discipline' both on and off the field. It's not easy...but it works...I make sure I set aside 15 minutes every day for studies...[54]

Since the editors of the *Periscope* chose to make the fictional athlete male, one can only assume that similar feelings were had about female athletes. However, this still is significant evidence for how the average student portrayed student-athletes at the time.

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[52] Periscope, 1976, 203-204.
[53] Ibid.
[54] Ibid.

In 1977, the athletic department added another women's sport, cross country. In addition to this, a men's ice hockey team came to the UWEC athletic department. The addition of this men's team is an example of how the belief that Title IX was responsible for a decline in men's teams does not have merit.

More parity was found in the sports section of the yearbook that year as well. While men's sports ranged from having four to one pages in the yearbook, some women's teams saw two full pages as opposed to having one in the previous years, if they were lucky. Sixteen pages were given to men's sports, leaving thirteen for women. Skiing, which was open to both men and women, had one page for the program. A closer look at the women's pages again show an emphasis on the time put into the sport.[55] "Ten hours a week practice paid off for junior Dorothy Murphy who placed third in the conference meet in number one singles division."[56] A major difference in the 1976 and 1977 yearbooks was that cheerleading and pon poms were no longer included in the sports pages. Instead, they were placed in the section for recreation sports, which immediately followed the sports section.[57]

While the 1977 yearbook displayed less disparity in the distribution of pages dedicated to the men's and women's athletic programs, equality came in the following years. A real piece of evidence in the evolution in the view of female athletes came in opinion section of the 1978 yearbook.

Lynn Werner, a female UWEC student, wrote a piece entitled, "A view from the stands; a stand on mistaken views." In her article, Werner said that a goal of the Equal Rights Amendment and the intercollegiate athletic budget planners was to disprove the "male

[55] *Periscope*, 1977, 205-235.
[56] Ibid., 224.
[57] Ibid., 236-246.

dominance" theory. She said that the while the Amendment has gained national support, the athletic budget planners are "subject to disillusionment in schools everywhere."[58]

Werner's article goes on to talk about how though she believed that women possessed athletic abilities, she had never "found the time" to attend a women's basketball game. One day when she did find the time to go to a game, she ran into some male acquaintances and after telling them where she was headed, "they scoffed at the thought of women playing basketball."[59] Werner got the impression that her male acquaintances had never seen women play the game so she invited them to join her. One of the men accepted and accompanied her to the game.[60]

Being familiar with the game of basketball, Werner decided to look critically at the women's basketball team as they warmed up. She came up with the following conclusion:

> Watching the women more closely, I noticed they performed the lay-up drills with the same grace as male basketball players. Their passing was quick and accurate, and they ran their plays with ease. Every woman had bruises on both knees, a fact I mentioned to my companion. I thought the bruises were a sign of playing tough, but he said they were a sign of clumsiness.[61]

As Werner watched the game unfold, she noted more similarities to the men's games she had attended. "The women played as a team, congratulating one another and laughing occasionally during time outs. They did not waste time when they had the ball. Their passing and shooting were accurate."[62]

Werner was struck with the effort and team play of the Blugolds and was particularly impressed by a play where a player leapt onto the scorer's table in an attempt to save the ball from going out-of-bounds. After watching her first complete women's basketball game, Werner

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[58] *Periscope,* 1977, 201.
[59] Ibid.
[60] Ibid.
[61] Ibid.
[62] Ibid.

"was impressed with their playing and, even though he would hate to admit it, I think my companion was too." Werner's companion, doubtful at the capabilities of female athletes, had found himself cheering for the women and complementing them throughout the game. Werner wrapped up her article by saying that "there's no real difference between sexes when a good game is played." It appeared that women were starting to climb the ladder of equality in the eyes of their peers.[63]

As the seventies ended, several pieces of evidence show that UWEC was on the right path to change. As the athletic department added sports for women, more and more women began to take advantage of the opportunity to participate in sports.

[63] *Periscope*, 1977, 201.

Conclusion

Though many changes have been brought about due to the enactment of Title IX 35 years ago, there are still unresolved issues in equality. UW-Eau Claire made many positive changes since 1972, yet like most of its counterparts across the country, they were relatively slow in implementing these changes.

Title IX has had many encouraging effects and as this paper has shown, many of the perceived negatives are myths. By crunching the numbers and taking a critical eye to the UWEC athletic department, it is clear that Title IX has done a lot more good than bad. It has provided women athletic opportunities we have given to men for years and by extension, given them a place to grow into strong, confident, healthy people.

The changes at UWEC were gradual, as it took several years to see significant changes. Those changes were seen in the addition of the Women's Athletic Program, which grew in the number of sports and number of participants. These changes led to changes in perspectives and stereotypes. "Girls" became "women" when speaking about the females on campus and they transformed from "tomboys" to "athletes." As their skill level improved, so did the perceptions of female students-athletes on campus. These perceptions are clear when comparing the opinion pieces written by two UWEC female students, Sue Much in 1970 and Lynn Werner in 1977. The opinions that they submitted to the *Periscope* show how women went from, according to Much, wanting men to take charge to being on level playing fields, as Werner portrays.

As the times changed and regulations were set, the face of UW-Eau Claire athletics began to change. Women's teams were established and given the opportunity to grow. Thanks to women like Sandy Schumacher and Judy Kruckman, young female students were given an

environment in which they were able to shed the label of "tomboy" and embrace what they truly were, athletes.

The findings at UWEC are reflective of what scholars have written about Title IX on a national level. Even the state of the UWEC athletic department prior to the passage of Title IX was typical of the average university. This is apparent when looking at budgets as well as the opinions written in the yearbooks at UWEC and comparing them to secondary literature such as Susan Ware's *Title IX: A Brief History with Documents.*[64] The voices of the women in Ware's book give words to the documents in UWEC's Athletic Committee's files that show inequalities in the men's and women's athletic programs. The rate of change was also similar, as both UWEC and schools across the country struggled for years to implement new teams and new policies. As it is now apparent that UWEC was on the same page of national statistics regarding Title IX, the university can be seen as a case study for this topic.

[64] Ware.

Suggestions for further research

UW-Eau Claire had seen many changes in recent years that this paper did not include as it only covers up until 1980. For example, since then more women's sports have been added, such as women's fastpitch softball and ice hockey. To understand the current program more fully, research from 1980 to the present is needed. In addition, the UWEC Athletic Department has many records that could aid in research. However, since the process of cataloging this material is still in process, this source was not utilized in this paper. Research within the department's records may also contain the fundraising data that was not included in the Athletic Committee's budgets. An addition place were this information may be found in the UWEC Foundation.

Furthermore, more perspective of attitudes at during this time could be more closely examined by reading through past issues of the school newspaper, *The Spectator* or other school publications. Due to the shear volume of *The Spectator*'s archived material, this source was not utilized in this paper.

Moreover, several of the key figures from this time period still reside in the Eau Claire area, such as Judy Kruckman, Sandy Schumacher and Sarah Harder. Interviews with individuals such as these would be valuable assets in understanding the history of Women's Athletics at UWEC in the years that followed Title IX. Furthermore, some of Harder's donated papers have not been archived so they were not available for this paper. Harder also has many materials that she has kept and by interviewing her, these sources may be available.

Another possible source would be the archived material of the former chancellors, such as Leonard Haas. Though many of his letters between himself and the Athletic Committee are

included within the Athletic Committee files, more information may be found in Haas' own archived material.

Finally, Tim Petermann, UWEC's former Sports Information Director is currently working on a book chronicling the UWEC athletic department. This will be the first of it's kind and will be the first book written about the history of UWEC since the history of the university was written in the 1970s. This would be an excellent source after it is completed.

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Athletic Committee papers, "Athletic Account: 1959-60." UW-Eau Claire Archives, Eau Claire, WI.

This shows an itemized account of how much money was spent on each sport along with the profits brought in from ticket sales. This also names the duties of the Athletic Committee at the time.

Athletic Committee papers, "Athletic Committee Business: May 13, 1974." UW-Eau Claire Archives, Eau Claire, WI.

This document gives the suggested module of sports for men and women. It shows what sports were offered to each sex and that men were offered more than women. It also has a breakdown of how much money was allocated to each sport.

Athletic Committee papers, "Memorandum." UW-Eau Claire Archives, Eau Claire, WI.

This is a letter from the chancellor to the chairman of the athletic committee requesting a plan that would create some increase in revenue, particularly in women's athletics.

Athletic Committee papers, "Memorandum." UW-Eau Claire Archives, Eau Claire, WI.

This is a letter from the committee to the chancellor giving a preliminary statement of the Athletic Committee discussing their recommendations for the athletic department and what they hope to accomplish.

Athletic Committee papers, "Athletic Committee Members: Nov. 21, 1972." UW-Eau Claire Archives, Eau Claire, WI.

This document shows who were the faculty and student members of the Athletic Committee as of November of 1972. Women were part of this committee and the committee included faculty as well as students.

Athletic Committee papers, "Athletic Committee Minutes: September 8, 1972." UW-Eau Claire Archives, Eau Claire, WI.

This document gives the financial report for the athletic program for the 1970-71 academic year. It has a breakdown of how much money each sport spent and brought in. There is a difference between men's sports and women's activities.

Athletic Committee papers, "Athletic Committee Minutes: April 16, 1974." UW-Eau Claire Archives, Eau Claire, WI.

This includes letter from chancellor requesting that the committee develop a recommendation for a minimum athletic program for men and women.

Athletic Committee papers, "Athletic Committee Proceedings." UW-Eau Claire Archives, Eau Claire, WI.

This shows the recommendations the Athletic Committee made to bring equality to the athletic department in 1974. It also shows that funding is a main concern in adding women's sports to the department.

Athletic Committee papers, "Award Policy: updated Dec. 7, 1972." UW-Eau Claire Archives, Eau Claire, WI.

This shows the awards policy and levels prior to women's athletics being a part of the athletics program. Women are excluded.

Athletic Committee papers, "Budget for Sports: 1971-1972." UW-Eau Claire Archives, Eau Claire, WI.

This document shows how the athletic budget was allocated prior to the implementation of Title IX. It also shows that women's athletics were not included but activities such as cheerleading and pom pons were listed.

Athletic Committee papers, "Summary of Expenses: 1973-1974." UW-Eau Claire Archives, Eau Claire, WI.

This is a breakdown of the university budget; travel expenses, allocations, revenues, etc. It shows that women's sports are still not included even though Title IX had been in effect for about two years.

Periscope. UW-Eau Claire yearbook, 1970.

Periscope. UW-Eau Claire yearbook, 1971.

Periscope. UW-Eau Claire yearbook, 1972.

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Periscope. UW-Eau Claire yearbook, 1978.

Periscope. UW-Eau Claire yearbook, 1979.

Periscope. UW-Eau Claire yearbook, 1980.

All yearbooks showed how sports were viewed on campus as well as what sports were offered to both men and women. They also showed the general attitudes of students of that time through the opinion sections and in the summaries written within the sports pages.

Sarah Harder papers, "Memorandum." UW-Eau Claire Archives, Eau Claire, WI.

This is a letter from Harder to the chancellor about the final report on recommendations for putting UW-Eau Claire in compliance with Title IX. It also included guidelines the UW System set on sex discrimination that had recently went into effect.

Dunkle, Margaret C. and Bernice Sandler. Sarah Harder papers, "Sex Discrimination against students: Implications of Title IX of the Education Amendment of 1972." UW-Eau Claire Archives, Eau Claire, WI.

This article discusses what changes will be required by schools in order to comply with Title IX. It also shows areas that were affected by Title IX but were not highly publicized, such as admissions, financial aid and women's studies programs.

Sarah Harder papers, "Title IX UWEC Chronology, 1976-1977." UW-Eau Claire Archives, Eau Claire, WI.

These archived materials include the progress the university made through the years on complying with Title IX. It also is a good source of recommendations for compliance that were under consideration at that time.

Secondary Sources:

Carter, Hilda R. and John R. Jenswold. *The University of Wisconsin-Eau Claire: a history, 1916-1976.* Eau Claire, Wisconsin: University of Wisconsin-Eau Claire Foundation, 1976.

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This web page provides the exact wording of Title IX, providing a definition of what it is and shows what it shall be applied to.

Ware, Susan. *Title IX: A Brief History with Documents."* Boston: Bedford/St. Martins, 2007.

This book gives a background of Title IX and its effects on sports. It also provides primary source documents that further demonstrate these effects.

Will, G. "Title IX Still Missing a Proper Test of Equality." *Buffalo Evening News,* 29 April 1997.

This article discusses how even though Title IX was implemented in 1972, there still is not a test to use to see if universities are complying with Title IX.

Wushanley, Ying. *Playing Nice and Losing: The Struggle for Control Of Women's Intercollegiate Athletics, 1960-2000."* Syracuse, New York: Syracuse University Press, 2004.

This book looks at how the number of female leaders has gone down in the years since women's and men's athletics were combined by the NCAA. It also has important data showing participation numbers for male and female sports and how those numbers have changed over the years. It was helpful in providing background information.