



March 11, 2025

Dear NCAA Division I Board of Directors and Division I Council:

We are united in our efforts to support fair and equitable access to NCAA college sports for student-athletes. We are writing to highlight the different – and *inexplicably more stringent* – standards for two-year transfers to four-year NCAA institutions. As you currently conduct a comprehensive review of the NCAA eligibility requirements, we urge you to make the standards equitable and not harder for a two-year transfer. We respectfully ask for immediate change.

The path of the student-athlete experience can take a variety of forms for a variety of reasons. The junior college experience can often be a better fit for student-athletes because of cost, proximity to home, family circumstances, as well as academic and athletic development. These two-year institutions provide an important purpose in the American education system, which often includes preparing student-athletes for the NCAA level of academics and athletics.

It is confounding that different standards for eligibility exist for two-year transfers. Specifically:

1. Two-year transfers are required to have a higher GPA – 2.5 GPA (two-year) vs. 1.8 - 2.0 GPA depending on semesters of full-time enrollment (four-year). (*See Bylaw 14.5.4.1(b) and 14.5.4.2 (d) vs. Bylaw 14.5.5 and 14.4.3.3*)
2. Nonqualifiers that enroll at a four-year institution can regain their eligibility after one academic year in residence provided they meet academic eligibility requirements prior to the third semester of enrollment (i.e. 24 credit hours and a 1.8 GPA), while a nonqualifier that elects to enroll at a two-year college must have attended a minimum of 3 semesters/4 quarters, graduate from the two-year college with 48 semester hours of transferable degree credit and have a 2.5 GPA in order to be eligible at the four-year institution. (*See Bylaws 14.4.3.1, 14.4.3.2, 14.4.3.3 vs. 14.5.4.2*)
3. Two-year transfers can negatively affect an NCAA institution's APR –*unless* a two-year transfer has a 3.30 GPA. Whereas a four-to-four transfer is excluded from the APR calculation provided they leave academically eligible which could mean they have a GPA as low as a 1.80. (*See NCAA Division I Committee on Academics Policies & Procedures 2024-25 – Appendix 3F – NCAA Division I Academic Progress Rate Adjustment Directive*)
4. Two-year transfers do not enjoy athletic scholarship guarantees for the length of their NCAA eligibility as four-year transfer student-athletes. (*See Bylaw 15.3.3.3 and 15.3.4.1.2*)





- Two-year non-championship season participation is restricted to *two scrimmages* with no score kept, much lower than what is permitted by Division I rules which allows for formal intercollegiate competition (example: softball (8), baseball (2), soccer (5), volleyball (4) and women's lacrosse (5) without losing a season of eligibility. Whereas, Division II and Division III respect and adopt how the NJCAA defines its own eligibility which permits a reasonable number of out-of-season contests similar to the NCAA without using a season of eligibility. (See *Bylaws Division I 12.8.3.1.1, 12.8.3.1.2, & 12.8.3.1.3, 17.3.5.2, 17.15.5.2(b), 17.20.5.2, 17.21.5.2, and 17.27.7.1; Division II 14.4.3.4.1.1; Division III 14.2.4.1.4*)

There is also some overreaching in NCAA Division I academic eligibility requirements for full-time enrollment that fails to consider context and circumstances of many two-year college student-athletes who can only attend school part-time. It is as if the NCAA seeks to make the two-year transfer path more difficult, more burdensome, with less opportunity. (See *Official Interpretation dated September 17, 1987*).

**Student-athletes should not be punished or treated adversely because they have enrolled in a two-year institution before transferring to an NCAA institution.** Several NCAA Division I Bylaws currently do just that. It is time for change. It is time to support and encourage two-year student-athlete transfers to continue to pursue their academic and athletic goals at the four-year level.

We understand that the collective focus is now on resolving the *House, et al v. NCAA* litigation. The two-year student-athletes cannot and should not be left behind. Academic and eligibility standards should be equitable. Accompanying this letter are proposals with NCAA Division I Bylaw amendments, which we ask that you direct to the appropriate NCAA committees including the Division I Legislative Committee and the Committee on Academics for further consideration in updating policies and interpretations.

We appreciate your prompt attention to these issues that affect over 60,000 two-year college student-athletes. We respectfully ask that you introduce the attached proposed legislation for immediate consideration and adoption.

Sincerely,

Carol Bruggeman  
CEO of the NFCA,

*On behalf of the listed coaches associations below*



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NFCA (Softball)	ABCA (Baseball)	AVCA (Volleyball)
NFHCA (Field Hockey)	IWLCA (Women's Lacrosse)	IMLCA (Men's Lacrosse)
NWCA (Wrestling)	CSCAA (Swimming & Diving)	ITA (Tennis)
WGCA (Women's Golf)	GCAA (Men's Golf)	ACWPC (Water Polo)
USA Cheer	NCEA (Equestrian)	NCATA (Acrobatics & Tumbling)
USTFCCCA (Track & Field/Cross Country)		

CC: Charlie Baker, NCAA President  
Kevin Lennon, NCAA Senior Vice President of Policy and Governance  
Jen Fraser, NCAA Vice President of Division I  
Dave Schnase, NCAA Vice President for Membership and Academic Affairs  
Brandy Hataway, NCAA Director of Academic & Membership Affairs  
Katie Ethridge, NCAA Assistant Director of Academic & Membership Affairs  
Dr. Christopher Parker, NJCAA President & CEO  
Mr. Jeff White, NJCAA Senior Vice President/CLO  
Ms. Michelle Meadows, NJCAA Senior Vice President/CFO/COO  
Dr. Brett Monaghan, NJCAA Vice President  
Mr. Andrew Givens, NJCAA Assistant Vice President

**Division:** I

**Proposal Number:** 2025-\_\_\_\_

**Title:** Amateurism and Athletic Eligibility: Seasons of Competition

**Status:** Proposed

**Intent:** To treat two-year transfer student-athletes equitably to four-year transfer student-athletes.

**Bylaws:** Amend 12.8.3.1.1, as follows:

***12.8.3.1.1 Two-Year College Scrimmages.*** *A two-year college prospective student-athlete may compete in a scrimmage as a member of a two-year college team without counting such competition as a season of competition, provided the competition meets all of the following conditions: (Adopted: 1/11/94, Revised: 5/9/06, 7/31/14)*

- a) The scrimmage is approved by the two-year college;*
- b) No official score is kept;*
- c) No admission is charged;*
- d) No official time is kept;*
- e) The scrimmage is played prior to the two-year college's first regularly scheduled outside competition; and*
- f) The prospective student-athlete participates in not more than two such scrimmages or dates of competition per academic year.*

***12.8.3.1.1 Transfer from a Two-Year College.*** *The Division I season of competition legislation does not apply to a transfer student-athlete's previous participation at a two-year institution. A two-year transfer student-athlete is subject to the legislation applicable to the division or association of which the previous institution was a member during the student-athlete's term(s) of participation.*

**Source:** NCAA DI Council (Coaches Associations)

**Effective Date:** Immediate.

**Category:** Amendment

**Topical Area:** Seasons of Competition

**Rationale:** There is no acceptable reason to discriminate against two-year transfer student athletes. A closer look at the rules and benefits enjoyed by four-year student athletes compared to two-year transfer student athletes reveals differences in academic standards, financial security, and competition opportunities. These differences treat two-year transfers less favorably. These rules create higher academic standards than four-year transfers, they provide no financial commitment to the two-year transfers, and they decrease playing opportunities comparatively and inexplicably.

These NCAA Bylaws likely have a disparate impact on protected classes, as well as those with less financial means or personal circumstances that make two-year institutions the most viable educational opportunity available. In the interest of serving the student-athletes' wellbeing and promoting diversity, equity, and inclusion, these Bylaws should be amended. This proposal is consistent with the current Bylaws for Division II and Division III.

**Division I Commitments addressed by proposal:** The Commitment to Student-Athlete Well-Being, Diversity and Inclusion, Fair Competition.

**Is the proposal consequential or nationally significant?:** Yes, this proposal will ensure that two-year students are treated equitably to four-year students.

**Is the proposal enforceable and how do the merits outweigh monitoring burdens?:** Yes. Easily enforceable. Consistency among rules will be welcomed by compliance offices.

**How does the proposal support student-athlete success/well-being?:** Equitable treatment will support greater student-athlete success.

**Budget Impact:** None. Transfer decisions remain the choice of the institution.

**Time Impact:** None.

**History:**

March 11, 2025

Introduced to the NCAA Division I Council  
by the Coaches Associations

**Division:** I

**Proposal Number:** 2025-\_\_\_\_

**Title:** Academic Eligibility: Transfer Regulations

**Status:** Proposed

**Intent:** To treat two-year transfer student-athletes equitably to four-year transfer student-athletes.

**Bylaws:** Amend 14.5.4.1(b) ,14.5.4.2(d), 14.5.4.3(d), 14.5.6(a), 14.5.6.1(b) as follows:

**14.5.4.1 Qualifier.** *A transfer student from a two-year college who was a qualifier (per Bylaw 14.3.1.1) is eligible for competition in the first academic year of residence if the student meets the requirements for a nonqualifier to be eligible for competition (per Bylaw 14.5.4.2.1) or: (Revised: 4/24/03 effective 8/1/03, 10/27/11 effective 8/1/12 for student-athletes initially enrolling full time in a collegiate institution on or after 8/1/12, 6/28/17 effective 8/1/17 for certifications of eligibility for fall 2017 and after)*

- (a) Has spent at least one full-time semester or one full-time quarter of residence at the two-year college (excluding summer sessions);*
- (b) Has presented a minimum grade-point average **in compliance with Bylaw 14.4.3.3** of 2.500 (see Bylaw 14.5.4.6.3.2); and*
- ~~*(c) Has satisfactorily completed an average of at least 12 semester or quarter hours of transferable degree credit acceptable toward any baccalaureate degree program at the certifying institution for each full-time academic term of attendance at the two-year college.*~~
- (d) Has satisfactorily completed the required number of semester or quarter hours of transferable-degree credit acceptable toward any baccalaureate degree program at the certifying institution for each full-time academic term of attendance at the two-year college in accordance with Bylaw 14.4.3.1.2.***

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#### **14.5.4.2 Nonqualifier.**

**14.5.4.2.1 Eligibility for Financial Aid, Practice and Competition.** *A transfer student from a two-year college who was a nonqualifier (per Bylaw 14.3.2.1) is eligible for institutional financial aid, practice and competition during the first academic year of residence only if the student: (Revised: 8/2/12 effective 8/1/16 for students initially enrolling full time in a collegiate institution on or after 8/1/16, 1/22/20 effective 8/1/20 for incoming two-year college transfer student-athletes initially enrolling full-time at the certifying institution on or after 8/1/20)*

- ~~*(a) Has graduated from the two-year college;*~~
- ~~*(b) Has completed satisfactorily a minimum of 48 semester or 72 quarter hours of transferable degree credit acceptable toward any baccalaureate degree program at the certifying institution, including six semester or eight quarter hours of transferable English credit, three semester or four quarter hours of transferable math or quantitative reasoning (or equivalent math/quantitative reasoning) credit and three semester or four quarter hours of transferable natural/physical science credit;*~~
- (a) Has attended a two-year college as a full-time student for at least **two** ~~three~~ semesters or **three** ~~three~~ quarters (excluding summer terms); and*

- (b) **Has satisfactorily completed the required number of semester or quarter hours of transferable-degree credit acceptable toward any baccalaureate degree program at the certifying institution for each full-time academic term of attendance at the two-year college in accordance with Bylaw 14.4.3.1.2.**
- (c) Has achieved a cumulative grade-point average **in compliance with Bylaw 14.4.3.3** 2.500 (see Bylaw 14.5.4.6.3.2).

**14.5.4.2.2 Eligibility for Financial Aid and Practice.** A transfer student from a two-year college who was a nonqualifier (per Bylaw 14.3.2.1) is eligible for institutional financial aid and practice during the first academic year of residence only if the student: (Adopted: 10/27/11 effective 8/1/12, Revised: 8/2/12 effective 8/1/16, 1/22/20 effective 8/1/20 for incoming two-year college transfer student-athletes initially enrolling full-time at the certifying institution on or after 8/1/20)

- ~~(a) Has graduated from the two-year college;~~
- ~~(b) Has completed satisfactorily a minimum of 48 semester or 72 quarter hours of transferable-degree credit acceptable toward any baccalaureate degree program at the certifying institution, including six semester or eight quarter hours of transferable English credit, three semester or four quarter hours of transferable math or quantitative reasoning (or equivalent math/quantitative reasoning) credit and three semester or four quarter hours of transferable natural/physical science credit;~~
- ~~(c) Has attended a two-year college as a full-time student for at least three semesters or four quarters (excluding summer terms); and~~
- ~~(d) Has achieved a minimum cumulative grade-point average of 2.000 (see Bylaw 14.5.4.6.3.2).~~

**14.5.4.3 Academic Redshirt.** A transfer student from a two-year college who was an academic redshirt (per Bylaw 14.3.1.2) is eligible for competition during the first academic year of residence only if the student: (Adopted: 8/1/12 effective 8/1/16, Revised: 1/22/20 effective 8/1/20 for incoming two-year college transfer student-athletes initially enrolling full-time at the certifying institution on or after 8/1/20)

- ~~(a) Has graduated from the two-year college;~~
- ~~(b) Has completed satisfactorily a minimum of 48 semester or 72 quarter hours of transferable-degree credit acceptable toward any baccalaureate degree program at the certifying institution, including six semester or eight quarter hours of transferable English credit, three semester or four quarter hours of transferable math or quantitative reasoning (or equivalent math/quantitative reasoning) credit and three semester or four quarter hours of transferable natural/physical science credit;~~
- (a) Has attended a two-year college as a full-time student for at least **two** ~~three~~-semesters or **three** quarters (excluding summer terms); and
- (b) **Has satisfactorily completed the required number of semester or quarter hours of transferable-degree credit acceptable toward any baccalaureate degree program at the certifying institution for each full-time academic term of attendance at the two-year college in accordance with Bylaw 14.4.3.1.2; and**
- (c) Has achieved a cumulative grade-point average **in compliance with Bylaw 14.4.3.3** 2.500 (see Bylaw 14.5.4.6.3.2).

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**14.5.6 4-2-4 College Transfers.** A student who transfers from a four-year college to a two-year college and then to the certifying institution shall complete one academic year of residence at the certifying institution prior to engaging in intercollegiate competition, unless: (Revised: 1/10/90, 2/16/00, 1/9/06 effective 8/1/06, 10/27/11 effective 8/1/12, 3/27/18)

- (a) The student has completed an average of at least 12 semester or quarter hours of transferable-degree credit, with a cumulative minimum grade-point average of **in compliance with Bylaw 14.4.3.3 2-500** (see Bylaw [14.5.4.6.3.2](#)), acceptable toward any baccalaureate degree program at the certifying institution for each term of full-time attendance at the two-year college following transfer from the four-year college most recently attended;
- (b) One calendar year has elapsed since the student's departure from the previous four-year college (one year since the date that the student-athlete takes formal action with the appropriate institutional authorities required for all students to indicate that the student-athlete is leaving the previous four-year institution and no longer will be attending classes); and;
- ~~(c) The student has graduated from the two-year college.~~

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**14.5.6.1 Exceptions.** A "4-2-4" transfer student who does not meet the requirements of Bylaw [14.5.6](#) is not subject to the residence requirement for intercollegiate competition if any of the following conditions are met: (Adopted: 1/11/89, Revised: 9/8/07, 10/27/11 effective 8/1/12 for student-athletes initially enrolling full time in a collegiate institution on or after 8/1/12, 4/18/24)

- ...
- (b) The student initially was enrolled in a four-year collegiate institution that never sponsored the student's sport on the intercollegiate level while the student was in attendance at the institution (provided the student never had attended any other four-year collegiate institution that offered intercollegiate competition in that particular sport) ~~and provided the student was a qualifier~~ and satisfactorily completed an average of at least 12 semester or quarter hours of transferable degree credit acceptable toward any baccalaureate degree program at the certifying institution during each academic term of attendance with a cumulative minimum grade-point average of **in compliance with Bylaw 14.4.3.2-500** (see Bylaw [14.5.4.6.3.2](#)), and spent at least two semesters or three quarters of residence at the two-year college (excluding summer sessions); or

**Source:** NCAA DI Council (Coaches Associations)

**Effective Date:** Immediate.

**Category:** Amendment

**Topical Area:** Eligibility

**Rationale:** There is no acceptable reason to discriminate against two-year transfer student athletes. A closer look at the rules and benefits enjoyed by four-year student athletes compared to two-year transfer student athletes reveals differences in academic standards, financial security, and competition opportunities. These differences treat two-year transfers less favorably. These rules create higher academic standards than four-year transfers, they provide no financial commitment to the two-year transfers, and they decrease playing opportunities comparatively and inexplicably. These NCAA Bylaws likely have a disparate impact on protected classes, as well as those with less financial means or personal circumstances that make two-year institutions the most viable educational opportunity available. In the interest of serving the student-athletes' wellbeing and promoting diversity, equity, and inclusion, these Bylaws should be amended.

**Division I Commitments addressed by proposal:** The Commitments to Student-Athlete Well-Being, Diversity and Inclusion, Academic Standards, Responsible Recruiting

**Is the proposal consequential or nationally significant?:** Yes, this proposal will ensure that two-year students are treated equitably to four-year students.

**Is the proposal enforceable and how do the merits outweigh monitoring burdens?:** Yes. Easily enforceable. Consistency among rules will be welcomed by compliance offices.

**How does the proposal support student-athlete success/well-being?:** Equitable treatment will support greater student-athlete success.

**Budget Impact:** None. Transfer decisions remain the choice of the institution.

**Time Impact:** None.

**History:**

March 11, 2025

Introduced to the NCAA Division I Council  
by the Coaches Associations

**Division:** I

**Proposal Number:** 2025-\_\_\_\_\_

**Title:** Financial Aid: Terms and Conditions

**Status:** Proposed

**Intent:** To treat two-year transfer student-athletes equitably to four-year transfer student-athletes.

**Bylaws:** Amend 15.3.3.3 and 15.3.4.1.2, as follows:

**15.3.3.3 Undergraduate Two-Year and Four-Year College Transfers.** *[A] If a two-year transfer or an undergraduate four-year college transfer student's athletics ability is considered in any degree in awarding financial aid and such aid is received or issued in the academic year of initial, full-time enrollment at the certifying institution, such aid shall be awarded for a period no less than the student athlete's five-year period of eligibility or until all requirements to receive a baccalaureate degree are completed, whichever occurs earlier. (Adopted: 8/31/22 applicable to transfer student-athletes seeking eligibility during the 2023-24 academic year and thereafter, Revised: 11/14/22, 1/11/23)*

**15.3.4.1.2 Undergraduate Two-Year and Four-Year College Transfers.** *[A] Institutional financial aid based in any degree on athletics ability awarded to a two-year transfer or an undergraduate four-year transfer student in the academic year of initial full-time enrollment at the certifying institution may only be reduced or canceled during the period of the award if the recipient: (Adopted: 8/31/22 applicable to transfer student-athletes seeking eligibility during the 2023-24 academic year and thereafter, Revised: 11/14/22, 1/11/23, 6/28/23)*

- a) *Transfers to another institution (see Bylaw 14.5.2);*
- b) *Loses amateur status and is no longer eligible for intercollegiate competition in the applicable sport (see Bylaw 12.1.2);*
- c) *Does not meet any conditions affecting transfer status at the certifying institution (for nonathletically related reasons) by the first regular term of the student-athlete's aid agreement; or*
- d) *Is disqualified or suspended from receiving institutional financial aid by an institutional (as opposed to athletics department) proceeding (e.g., disciplinary process). However, the student shall remain a counter for the period of the award.*

**Source:** NCAA DI Council (Coaches Associations)

**Effective Date:** Immediate

**Category:** Amendment

**Topical Area:** Institutional Financial Aid.

**Rationale:** There is no acceptable reason to discriminate against two-year transfer student athletes. A closer look at the rules and benefits enjoyed by four-year student athletes compared to two-year transfer student athletes reveals differences in academic standards, financial security, and competition opportunities. These differences treat two-year transfers less favorably. These rules create higher academic standards than four-year transfers, they provide no financial

commitment to the two-year transfers, and they decrease playing opportunities comparatively and inexplicably. These NCAA Bylaws likely have a disparate impact on protected classes, as well as those with less financial means or personal circumstances that make two-year institutions the most viable educational opportunity available. In the interest of serving the student-athletes' wellbeing and promoting diversity, equity, and inclusion, these Bylaws should be amended.

**Division I Commitments addressed by proposal:** The Commitment to Student-Athlete Well-Being, Diversity and Inclusion, Fair Competition.

**Is the proposal consequential or nationally significant?:** Yes, this proposal will ensure that two-year students are treated equitably to four-year students.

**Is the proposal enforceable and how do the merits outweigh monitoring burdens?:** Easily enforceable. Consistency among rules will be welcomed by compliance offices.

**How does the proposal support student-athlete success/well-being?:** Equitable treatment will support greater student-athlete success.

**Budget Impact:** Transfer decisions remain the choice of the institution. No greater budget impact than that promised to four-year student-athletes.

**Time Impact:** None.

**History:**

March 11, 2025

Introduced to the NCAA Division I Council  
by the Coaches Associations