

**KSHSAA Strategic Planning, School Classification & Public Private School Issues  
Timeline  
(Updated – March 2016)**

**March 2006 through September 2007**

Eighteen member KSHSAA Public & Private School Study Committee meets five times. Committee Charged to: *Study the similarities and differences between private and public schools which maintain membership in KSHSAA. Final Report published September 26, 2007. Committee's Conclusion: "The Committee recognizes and agrees that inequities exist between member schools; however, not all inequalities fall between public and private lines. The numerous factors referenced in this report help distinguish one school from another and provide differing opportunities for school communities to achieve and grow. The Committee challenges each school to dedicate its efforts in working to achieve the goals and principles of a healthy interscholastic program."*

**October 2008**

Executive Board surveys member schools on interest in strategic planning at the seven regional administrator and board of education meetings.

**February 2009**

Executive Board conducts two week online survey of 779 member schools in preparation for strategic planning committee meeting. 51% of senior high schools and 26% of junior high and middle schools respond.

**June 11-12, 2009**

Twenty-eight member KSHSAA Strategic Planning Committee meets with facilitator, Marty Hickman, Ed. D., Executive Director of the Illinois High School Association. The Committee develops a new mission statement and fifteen belief statements about the KSHSAA for consideration by the Executive Board. The Committee also develops seven potential future strategies for the Association to consider.

**October 2009**

During the regional administrator and board of education meetings, member schools prioritize the seven future strategic initiatives identified by the Strategic Planning Committee as follows: *(Listed below in priority order)*

1. Develop training, recruiting and retention plans for officials and coaches.
2. Study issues involved in classification of member schools.
3. Study the influence of club teams, year around sports, specialization of athletes and their effects on students and school programs.
4. Develop a plan to address public/private school issues.
5. Develop a financial plan to meet the needs of the Association while considering the economic implications for member schools.
6. Continue to evaluate and implement a technology plan to meet the needs of the Association and its member schools.
7. Develop a public relations plan.

**March 2010**

Executive Board hears a presentation from Dr. Kerwin Urhahn, Executive Director of the Missouri High School Activities Association on their state's eight year experience with a 1.35 enrollment multiplier adopted in 2002. Finding: *"There has been no statistically significant change in the distribution of championships won by public and private schools in Missouri over the eight year period."*

**April 2010**

KSHSAA Board of Directors hears testimony and discusses at length, two separate proposals from:

1. Frontier League: To establish 8 classes of schools (10 for football) with all private schools being assigned to a separate private school class, (two divisions in football).

2. North Central Kansas League: To place all private schools in the next classification above the enrollment based classification. (*The Board of Directors took no votes on the proposals, as neither had been submitted through the petition process required in the KSHSAA Bylaws.*)

### **June 23, 2010**

Members of the 2009-10 and 2010-11 Executive Boards meet for an all-day strategic plan work session. During the six hour session, Mr. Musselman presented information on state associations using enrollment multiplier formulas in Missouri, Illinois, Arkansas and Georgia. Discussion also centered on states that have discontinued use of multiplier formulas and states that considered multipliers but chose not to implement them. The 2007 Public Private Study Committee report was given an extensive review. Board members gave a great deal of attention to the present method of school classification and the number of classes in the present system. Kansas demographic factors and changing enrollment patterns were also noted. Two questions were identified for the 2010 October regional administrator meetings as a result of this special work session.

1. Should 9<sup>th</sup> graders be included in the annual classification count?
2. Should the 18 week transfer period be extended to one year of ineligibility?

### **September 2010**

Executive Board received report from Mr. Musselman on the Minnesota State High School League's classification reduction formula as they begin discussion on the participation of low socio economic status students. It was the consensus of the Executive Board to use the upcoming regional administrator meetings to brief member schools of the possibility of an upcoming study regarding student participation.

### **October 2010**

The votes from the seven regional administrator meetings, on the following questions were:

1. Should 9<sup>th</sup> graders be included in the annual classification count? Yes 240 No 25
2. What is the optimum number of classifications? 7classes = 55, 6 classes = 195, 5 classes = 13
3. In priority order, what are the highest priorities regarding classifications:
  - a. Total number of schools in each classification
  - b. Enrollment range of schools within the classification
  - c. Total number of students in the classification (*combined enrollment of all schools in the class*)
4. Should the 18 week transfer period be extended to one year of ineligibility? Yes 89 No 310

### **November 2010**

1. Executive Board voted to refer Classification Rule 5 change (count 9<sup>th</sup> grade in annual classification) to the Board of Directors agenda for final action.
2. Executive Board voted to conduct an in depth survey of participation by low SES students in all member high schools, to determine if a significant disparity exists in the participation rate of that population.

### **January 2011**

Data from 328 schools responding to the Executive Board's survey on participation levels of low SES students was presented. KSDE data indicates 39.75% of all Kansas high school students qualify for free and reduced lunch. The KSHSAA study indicates low SES students participate at a 12% lower rate than other students. The Executive Board felt the statistical significance of this finding did not justify implementation of an enrollment reduction factor.

The Executive Board began discussion on a proposal that would reduce Class 4A from 64 to 48 schools, by moving the smallest enrollment 16 Class 4A schools down to Class 3A. This proposal would ripple down into classes 2A and 1A by each receiving the 16 smallest schools from the classification above.

### **March 2011**

The Executive Board voted to refer the Class 4A proposal (*described above*), to the April meeting of the Board of Directors for discussion only, to be conducted in round table groups. A proposal to remove Article 6 from Classification Rule 5, Section 2, by St. John's Military School was referred to the Board of Directors for action. The proposal would eliminate the doubling of enrollments for single gender senior high schools.

### **April 2011**

By a vote of 64 in favor, none opposed, the Board of Directors voted to modify Classification Rule 5-2, Articles 3-6, to include 9<sup>th</sup> grade students in the annual classification count. By a vote of 60 in favor, 4 opposed, the Board also removed Article 6 from Classification Rule 5, eliminating the doubling of the enrollment count for St. John's Military School, as a single gender school. Following a power point presentation and overview by President Bill Faflick, David Morford and Bruce Krase, Board of Director members engaged in one hour of classification breakout group discussion on the merits of the Class 4-3-2-1A proposal. No action was scheduled nor taken.

### **September 2011**

By unanimous vote, the Executive Board voted to place the proposal to modify Classes 4A, 3A, 2A & 1A to the agenda of the October regional administrator and board of education meetings.

**2011 – 12 classification of schools incorporates 9<sup>th</sup> grade count.** 3 Non Public schools moved up one classification (*Wichita - Collegiate-4A, Salina - Sacred Heart-3A, Pittsburg - St. Mary's Colgan-3A*). 2 Non Public schools moved down one classification (*Salina – St. John's Military-3A, Prairie Village – Kansas City Christian-2A*).

### **October 2011**

The proposal to modify Class 4A from 64 to 48 schools, rippling down the smallest 16 4A schools to 3A, then 2A, then 1A, was discussed at the regional administrator and board of education meetings, and grass roots feedback was gathered through member school votes. The statewide vote of senior high schools on the proposal was 103 in favor with 96 schools opposed. Class 4A voted in favor 43-10, Class 3A voted 17 in favor with 28 opposed, Class 2A voted 20 in favor with 25 opposed, and Class 1A voted 23 in favor with 33 opposed.

### **November 2011**

The Executive Board evaluated the regional meeting statewide vote on the proposal to change classification of 4A, 3A, 2A and 1A schools. Noting the overall vote reflected a majority, it was voted to refer the proposal to the agenda of the Board of Directors for their action in April of 2012. It was noted the Board of Directors would have to vote by a simple majority (51%) to move the proposal to the final step in the process outlined in **Bylaw Article XII, Section 4**. If a majority of the Board of Directors does not vote in favor of the proposal, it dies. If the Board of Directors vote is a majority, then a special ballot of all schools in the four classifications is required. **Bylaw Article XII, Section 4 specifies, "Any proposal, before it becomes effective, shall be approved first by the KSHSAA Board of Directors, and second, by a majority of all schools affected and a majority of all Classes affected."**

### **March 2012**

During their meetings since November 2011, the Executive Board continued to analyze the ramifications of the reclassification proposal effecting classes 4A, 3A, 2A and 1A, and gather feedback from member schools. At their March 13, 2012 meeting, the Executive Board voted to modify the proposal previously submitted to the Board of Directors, to address football classifications only. The Board of Directors will vote on the proposal at their April 27, 2012 meeting.

In addition, KSHSAA Board of Director member, Todd Biggs, submitted a proposal for reclassification of all member schools, referred to as, "The Kansas Equitable Classification Plan." The plan in its entirety is published in the agenda for the April 27, 2012 KSHSAA Board of Directors meeting.

### **April 2012**

By a vote of 56 in favor, 11 opposed, the KSHSAA Board of Directors advanced the Executive Board's football classification proposal to a vote of member schools in Classes 4A, 3A, 2A and 1A that participate in football. A special ballot will be developed and sent to the school principal of each of those member schools. Ballots must be signed by the principal and superintendent of the school to be considered valid. In accordance with KSHSAA Bylaw Article XII, Section 4, "a majority of all schools affected and a majority of all Classes affected," must vote to adopt the new classification procedure. If approved, the change in football classification would become effective with the September 2013 football classification, for competition in the 2014 & 2015 football cycle.

## June 2012

The proposal to modify football classifications failed to receive the required number of majority votes. Out of 290 schools voting in Classes 4A, 3A, 2A, and 1A, 101 voted in favor while 189 opposed. Additionally, the proposal failed to pass in a majority of the four classifications of schools that would be impacted. The results for each classification are as follows: Class 4A (39 yes, 25 no), Class 3A (17 yes, 47 no), Class 2A (22 yes, 42 no), Class 1A (23 yes, 75 no). Only Class 4A approved the proposal. As a result, the proposal fails and no longer remains in consideration by the KSHSAA.



**DATE:** June 18, 2012

**TO:** KSHSAA Member School Superintendents, Senior High Principals, and Athletic Directors

**FROM:** Gary Musselman, KSHSAA Executive Director

**RE:** CLASS 4A, 3A, 2-1A FOOTBALL RECLASSIFICATION PROPOSAL VOTING RESULTS

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As indicated in the memo you received with your ballot last May, ballots from KSHSAA member schools on the proposal to modify future football classifications were due June 15<sup>th</sup>. Based on the response from the membership, the proposal failed to receive the 146 votes needed from the 290 schools voting. Additionally, the proposal failed to pass in a majority of the four classifications of schools that would be impacted. Only class 4A approved the proposal. **KSHSAA Bylaw Article XII, Section 4 requires a majority vote in both respects.** As a result, the proposal fails and no longer remains in consideration by the KSHSAA.

Voting Results were as follows:

Class 4A  
Yes = 39 No = 25

Class 3A  
Yes = 17 No = 47

Class 2A  
Yes = 22 No = 42

Class 1A  
Yes = 23 No = 75

Total Votes  
Yes = 101 No = 189

**Proposal does not pass.**

## August 2012

Board of Directors member Todd Biggs of Pittsburg proposed adoption of the Kansas Equitable Classification Plan, which would eliminate the current classification rule and procedures. K.E.C.P. is based on four factors: Enrollment = 75%, Economic = 10%, Human Resources Qualifier = 10%, Performance = 5%.

## September 2012

The proposed K.E.C.P. proposal died due to lack of a motion during the Board of Directors meeting with 65 members present.

## **November 2012**

Executive Board hears a presentation from Ed Sheakley, Executive Director of the Oklahoma Secondary School Activities Association on their state's procedures for classifying schools and the criteria OSSAA adopted effective in 2011-12 for athletic activities, used to move schools to higher classifications based on factors including enrollment, school geographic location, student free & reduced lunch data, rapid changes to school enrollments and finally, a tournament success factor. Mr. Sheakley advised, *"With only one year's experience utilizing this new classification modifier, it is too early to tell what the ramifications are. What works in one state may not be mean it is right for another. Each state is unique and should do what best fits its needs and membership."*

Rod Wittmer, Principal of Holton High School, appeared before the Executive Board to discuss information the Big Seven League had been sharing with other Class 4A schools. Mr. Wittmer explained the Big Seven League was surveying class 4A schools on their interest in dividing Class 4A into two divisions of 32 schools each, based on enrollment sizes. Following extensive discussion, KSHSAA staff were tasked to conduct an in depth analysis of the ramifications of this proposal as it relates to post season format and tournament structures, travel by schools and implications for host sites and available venues. The Board also received information from staff for possible consideration regarding other classification systems which could be considered by member schools. No actions were taken by the Board at this meeting.

## **January 2013**

At its November meeting, the Executive Board heard a proposal from Principal Rod Wittmer of Holton on behalf of the Big Seven League. Based on the proposal presented in November, which sought to separate Class 4A schools into two divisions of 32 schools each, the Executive Board tasked KSHSAA staff to provide them with an analysis of each Class 4A sport and activity as well as all post season competitions, so the implications of the proposal could be thoroughly analyzed. Board members were mailed the requested information in mid-December to afford time for them to read and analyze the information prior to their arrival at the January meeting. During this meeting, staff reviewed the information they had provided and along with members of the Executive Board engaged in a thorough discussion of the information. No action was taken by the Executive Board. Mr. Heatherly and Mr. Blankenship advised board members they had surveyed Class 4A school administrators seeking feedback on the Big Seven League proposal and are working with Mr. Wittmer on the proposal. Mr. Musselman was asked to review KSHSAA Bylaw Article XII which specifies the process required for a change of classifications. A proposal to divide Class 4A schools into two divisions based on enrollment, would first require a majority vote of the KSHSAA Board of Directors, and second, be approved by a majority vote of all schools within Class 4A by a special ballot to be signed by principals and superintendents of those schools.

## **March 2013**

Frontier League President Dave Tappan, principal of Louisburg High School, and representatives G.A. Buie, principal of Eudora High School, Rob McKim, principal of Baldwin High School, and Phil Bressler, principal of Paola High School, met with the Executive Board to express concerns and ask questions about the proposal submitted to the Board of Directors by the Big Seven League, seeking to divide Class 4A schools into two separate divisions for competition in football, volleyball, basketball, baseball, and softball effective in 2013-14.

Frontier League schools requested additional information and insight from proponents of the proposal to understand the data used in the analysis which gave rise to the proposal. The Frontier League is concerned about what the consequences could be for their league. Specific concerns were expressed that schools from the Frontier League potentially could compete in Class 4A, Division I in some sports/activities and in Class 4A, Division II in other sports/activities, due to the impact of cooperative agreement programs. Due to the 64 school class 4A structure that would remain unchanged in sports/activities other than the five specified in the proposal, schools would compete in a third Class 4A configuration as well. Disruption of league schedules and significant changes in potential travel were among concerns noted by Frontier League representatives.

Based on the fact the Big Seven League proposal has been submitted and will be an action item on the Board of Directors agenda for their meeting April 26, 2013, representatives of the Frontier League requested the Executive Board

members have the staff provide information the Executive Board has studied in previous meetings, to all KSHSAA member schools. Thus providing information reflecting both potential benefits as well as concerns for all KSHSAA member schools to consider, regardless of their school classification.

**It was the consensus of the Executive Board that the information requested will be disseminated to all member schools when the Board of Directors agenda is finalized. School administrators should watch for the agenda and supporting information on the Big Seven League’s Class 4A reclassification proposal on the KSHSAA website under the “New Topics” section of “KSHSAA Links”, as well as in direct mailings to superintendents and principals of all member senior high schools.**

***Executive Directors Note:*** Any proposal to modify the classification of schools is subject to ***KSHSAA Bylaw Article XII, Section 4:*** “Any proposal, before it becomes effective, shall be approved first by the KSHSAA Board of Directors, and second, by a majority of all schools affected and a majority of all Classes affected.”

***If the Board of Directors would approve a proposal to reclassify 4A into two divisions, the special ballot of Class 4A schools would require 33 votes to pass by a majority.***

**KSHSAA Bylaw – ARTICLE XII**

**Classification of Senior High Schools**

**Section 1:** A classification system shall be established for senior high schools involved in interscholastic activities under the supervision of the KSHSAA.

**Sec. 2:** The classification system for each activity is based upon criteria developed and approved by the KSHSAA Board of Directors.

**Sec. 3:** The Executive Board may combine or separate Classes at any time if the number of participating schools in an activity so warrants.

**Sec. 4:** Modification of the classification system may be proposed by the KSHSAA Board of Directors, the Executive Board, or by petition from a member school. A petition must be signed by the principal and superintendent of at least 20 percent of the schools in the Classes modified by the proposal and presented to the KSHSAA Executive Director by December 1 of any school year. Any proposal, before it becomes effective, shall be approved first by the KSHSAA Board of Directors, and second, by a majority of all schools affected and a majority of all Classes affected. When only two Classes are affected, the proposal must have a majority support from each Class.

**April 26, 2013 – Excerpt from Board of Director’s Meeting Minutes:**

**PROPOSAL TO CREATE TWO DIVISIONS IN CLASS 4A APPROVED FOR VOTE BY MEMBER SCHOOLS**

A motion was made by Ferguson, second by Weis to approve the proposed modification to **Rule 5, Classification of Senior High Schools, Section 2, Article 1** to divide the 64 schools in Class 4A into two divisions for competition in football, volleyball, basketball, baseball and softball, effective in the 2013-14 school year, with football becoming effective in the 2014 season. The proposed rule change follows:

**Rule 5**

**CLASSIFICATION OF SENIOR HIGH SCHOOLS**

**Section 1: General Regulations (none)**

**Section 2: Senior High Regulations**

**Art. 1:** All member senior high schools shall be divided into six Classes—6A, 5A, 4A, 3A, 2A and 1A. Class 6A shall include the thirty-two (32) high schools with the largest enrollments; Class 5A the next thirty-two (32); 4A the next sixty-four (64); 3A the next sixty-four (64); 2A the next sixty-four (64); and Class 1A, the remainder.

FOOTBALL EXCEPTION: Classifications, for the purpose of determining district football assignments, shall be based on the total enrollment in the school's ninth, tenth and eleventh grades as submitted to the KSHSAA on the date established by state statute for official enrollment. *(Exception: See Note in Article 3 below for football classification procedure for USD #207 and USD #453.)*

For the purpose of district football, utilizing this exception, member schools will be classified as follows:

**Class 6A:** 32 largest member schools playing 11-Man football

**Class 5A:** 32 next largest member schools playing 11-Man football

**Class 4A:** 64 next largest member schools playing 11-Man football will be split equally into Division I & Division II

**Class 3A:** 64 next largest member schools playing 11-Man football

**Class 2-1A:** All other member schools playing 11-Man football

**8-Man:** participating schools will be assigned to two separate Divisions, as established by the Executive Board

**NOTE:** For 8-Man district football participation, assignments shall be limited to those schools with a maximum enrollment of 100 students in grades 9, 10 and 11. *(See Rule 35-2-3, Football.)*

Schools not requesting a football district assignment will have their position filled in each category by the next school moving up in enrollment.

**Class 1A Exception:** Class 1A schools shall compete in two separate divisions in volleyball, basketball and scholar's bowl for post-season and KSHSAA state championship competition.

Following annual classification and determination of schools assigned to Class 1A, the half of the schools with the larger enrollments will be assigned to Division I and the half with smaller enrollments will be assigned to Division II. If Class 1A has an odd number of schools, Division I will be assigned one more school than Division II.

**Class 4A Exception:** Class 4A schools shall compete in two separate divisions for postseason and KSHSAA state championship competition in the following activities: football, volleyball, basketball, baseball, and softball.

Following the annual classification and determination of schools assigned to Class 4A, the half of the schools with the larger enrollments will be assigned to Division I and the half of the schools with the smaller enrollment will be assigned to Division II. If Class 4A has an odd number of schools, Division I will be assigned one more school than Division II.

The vote was 35 in favor, 27 opposed. **The proposal is approved and will now be placed on a special ballot in accordance with Bylaw Article XII, Section 4 (see above). Ballots will be sent to principals of member senior high schools in class 4A in the next two weeks. In order for ballots to be valid, they must be signed by the principal and superintendent of each member school and returned to the KSHSAA Executive Director no later than June 3<sup>rd</sup>. Schools not returning their ballot will be counted as voting no on the proposal.**

**April 26, 2013**

All Board of Director members were provided with a letter from KSHSAA legal counsel regarding classification of schools, K.S.A. 72-130(a)(5), which follows:

John C. Frieden\*  
Michael J. Unrein  
Randall J. Forbes\*  
Kevin M. Fowler  
Brenda L. Head

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April 23, 2013

**ATTORNEY-CLIENT PRIVILEGED COMMUNICATION**

**VIA EMAIL (gmusselman@kshsaa.org)**  
**& 1<sup>ST</sup> CLASS MAIL**

Gary Musselman  
KSHSAA  
P.O. Box 495  
Topeka, KS 66601-0495

RE: Classification of Member Schools

Dear Gary:

You have advised that the Association is considering adoption of a rule that would classify private high schools using one or more factors other than just the number of students in attendance at each school. You have asked our opinion regarding whether such a rule would run afoul of the mandate found in the Kansas statutes at K.S.A. 72-130(a)(5). In relevant part, K.S.A. 72-130(a) provides:

“Any association with a majority of the high schools of the state as members and the purpose of which association is the statewide regulation, supervision, promotion, and development of any of the activities defined in K.S.A. 72-133, and amendments thereto, and in which any public high school of this state may participate directly or indirectly shall:

\*\*\*\*\*

(5) Establish a system for the classification of member high schools according to student attendance.”



Gary Musselman  
April 23, 2013  
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Pursuant to this statutory mandate, the KSHSAA rules must establish a system of classification of member high schools according to school attendance. See Rule 5, Rules and Regulations Governing Grades Seven Through Twelve, KSHSAA Handbook 2012-2013 Edition, p. 24. While the KSHSAA is authorized by statute to establish and amend rules governing interscholastic activities, its rules are valid only if reasonable and not in contravention of the law. Kansas Attorney General Opinion No. 89-30, 1989 Kan. AG LEXIS 39 (April 5, 1989).

If the Kansas Legislature, when enacting K.S.A. 72-130(a)(5), intended that only student attendance be considered when establishing the classification system, then an Association rule classifying private schools using one or more other factors would seem to violate that provision of Kansas law.

The Kansas Supreme Court has said that the Legislature is presumed to have expressed its intent by the language it chooses. *State v. Bee*, 288 Kan. 733, 207 P.3d 244 (2009). The Court has also instructed that “[o]rdinary words are to be given their ordinary meaning, and a statute should not be so read to add to that which is not readily found therein or to read out what as a matter of ordinary English language is in it. *In re T.S.*, 276 Kan. 282, 74 P.3d 1009 (2003).

The plain language of K.S.A. 72-130(a)(5) appears to limit the KSHSAA to classify its member schools only “according to student attendance” and does not authorize the Association to consider additional factors.<sup>1</sup> Therefore, in my opinion, the statute itself would seem to prohibit the Association from establishing the classification of private schools based on student attendance figures which are adjusted through the use of a multiplier or other modification factor.

Based upon the foregoing, I believe that if a rule such as is being considered were adopted by the Association, a private school would have a strong likelihood of success in challenging its legality. In addition, there are other potential risks associated with adopting a rule that may contravene K.S.A. 72-130(a)(5). K.S.A. 72-131 provides that an association that fails to comply with the provisions of K.S.A. 72-130 through 72-134 shall be subject to having its right to do business forfeited. Additionally, K.S.A. 72-132 makes it unlawful for a school district to pay dues to an association that does not comply with the requirements of K.S.A. 72-130 through 72-134.

Please let me know if you have questions.

Sincerely,



Randall J. Forbes  
Frieden, Unrein & Forbes, LLP

RJF:ajf

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<sup>1</sup> Likewise, the statute likewise does not authorize the Association to use a different classification system for private schools.

**April 30, 2013**

Ballots were mailed to 64 Class 4A schools to vote on the Big 7 League proposal as approved by the Board of Directors. Superintendents and Principals must sign ballots and return them to the KSHSAA by June 3, 2013.

**June 4, 2013**



**June 4, 2013**

**FOR IMMEDIATE RELEASE**

**Subject: KSHSAA 4A—Classification Vote**

**TOPEKA, Kan.**—In accordance with the memo and ballot mailed April 30, 2013, the voting on Class 4A post-season competition in two separate enrollment divisions as proposed by the Big Seven League has now been completed. Forty-two (42) schools voted in favor of two divisions, twenty-two (22) schools voted in opposition.

**Based on sixty-four (64) Class 4A member schools, the proposal needed 33 votes to pass. That requirement has been met and the proposal has been adopted.** Accordingly, the change to Classification of Senior High Schools Rule 5, Section 2, Article 1, approved by the Board of Directors last April by a vote of 35-27, will become **effective in the 2013-14 school year, in volleyball, basketball, baseball, softball, and in football in 2014.**

**KSHSAA Handbook Rule 5, Section 2, Article 1 will be modified by adding the following exception:**

**Class 4A Exception:** Class 4A schools shall compete in two separate divisions for postseason and KSHSAA state championship competition in the following activities: football, volleyball, basketball, baseball, and softball.

Following the annual classification and determination of schools assigned to Class 4A, the half of the schools with the larger enrollments will be assigned to Division I and the half of the schools with the smaller enrollment will be assigned to Division II. If Class 4A has an odd number of schools, Division I will be assigned one more school than Division II.

Since the origin of this proposal, KSHSAA staff have been working to identify host sites necessary to facilitate this new Class 4A format. That process is ongoing.

Gary Musselman  
Executive Director

Kansas State High School Activities Association  
PO Box 495  
Topeka, KS 66601-0495  
Phone: 785-273-5329  
FAX: 785-271-0236

**May 1, 2015 – Excerpt from Executive Board’s Meeting Minutes:**

**CLASSIFICATION STUDY COMMITTEE**

At the Board’s direction, Mr. Musselman presented preliminary information on plans to convene the KSHSAA Classification Study Committee to review the history of KSHSAA classifications, the current classification system, and the

statutory and bylaw parameters which govern the classification process. The Executive Board gave its approval to the plans and charged Mr. Musselman with finalizing the details in the membership of the committee given their input, with the intent to convene the first meeting of the committee in mid-June 2015.

**May 1, 2015 – Excerpt from Board of Director’s Meeting Minutes:**

**PROPOSED CHANGE TO CLASSIFICATION RULE FOR CLASS 1A - DEFEATED**

Motion by Simoneau, second by Davis, to approve modification of **Rule 5, Section 2, Article 1** by eliminating two divisions in Class 1A basketball, volleyball and scholars bowl, and restore the regional and sub-state format used previously, effective in 2016-17. *\*Note: **Bylaw Article XII** would require a majority vote by all Class 1A schools if the proposal passes.*

**Rule 5**

**CLASSIFICATION OF SENIOR HIGH SCHOOLS**

**Section 2: Senior High Regulations**

**Art. 1:** All member senior high schools shall be divided into six Classes—6A, 5A, 4A, 3A, 2A and 1A. Class 6A shall include the thirty-two (32) high schools with the largest enrollments; Class 5A the next thirty-two (32); 4A the next sixty-four (64); 3A the next sixty-four (64); 2A the next sixty-four (64); and Class 1A, the remainder.

**FOOTBALL EXCEPTION:** Classifications, for the purpose of determining district football assignments, shall be based on the total enrollment in the school’s ninth, tenth and eleventh grades as submitted to the KSHSAA on the date established by state statute for official enrollment. *(Exception: See Note in Article 3 below for football classification procedure for USD #207 and USD #453.)*

For the purpose of district football, utilizing this exception, member schools will be classified as follows:

**Class 6A:** 32 largest member schools playing 11-Man football

**Class 5A:** 32 next largest member schools playing 11-Man football

**Class 4A:** 64 next largest member schools playing 11-Man football will be split equally into Division I & Division II

**Class 3A:** 64 next largest member schools playing 11-Man football

**Class 2-1A:** All other member schools playing 11-Man football

**8-Man:** participating schools will be assigned to two separate Divisions, as established by the Executive Board

**NOTE:** For 8-Man district football participation, assignments shall be limited to those schools with a maximum enrollment of 100 students in grades 9, 10 and 11. *(See **Rule 35-2-3, Football.**)*

Schools not requesting a football district assignment will have their position filled in each category by the next school moving up in enrollment.

~~**Class 1A Exception:** Class 1A schools shall compete in two separate divisions in volleyball, basketball and scholar’s bowl for post-season and KSHSAA state championship competition.~~

~~Following annual classification and determination of schools assigned to Class 1A, the half of the schools with the larger enrollments will be assigned to Division I and the half with smaller enrollments will be assigned to Division II. If Class 1A has an odd number of schools, Division I will be assigned one more school than Division II.~~

**Class 4A Exception:** Class 4A schools shall compete in two separate divisions for postseason and KSHSAA state championship competition in the following activities: football, volleyball, basketball, baseball, and softball.

Following the annual classification and determination of schools assigned to Class 4A, the half of the schools with the larger enrollments will be assigned to Division I and the half of the schools with the smaller enrollment will be assigned to Division II. If Class 4A has an odd number of schools, Division I will be assigned one more school than Division II.

The vote was 20 in favor, 40 opposed. The proposal failed.

## June 24, 2015

Initial meeting of the KSHSAA Classification Study Committee was held. The meeting summary is as follows:

### **KSHSAA Classification Study Committee Meeting Summary, June 24, 2015**

The initial meeting of the KSHSAA Classification Study Committee took place at the KSHSAA office on June 24, 2015. Bill Faflick, Assistant Superintendent, USD 259-Wichita and Mike Kastle, Retired Superintendent, USD 245-Southern Coffey County served as committee co-chairmen. Other committee members in attendance: Tim Brady, District Director of Athletics & Activities, USD 233-Olathe; Charlotte Davis, Retired Athletic Director, USD 500-Kansas City; David Ediger, Assistant Principal/Activities Director, Cimarron High School; Britton Hart, Principal, Emporia High School; Mike Hubka, Associate Principal/Athletic Director, Bishop Miege High School; Greg Koelsch, Principal, Smith Center High School; Bob Mellen, Principal/Athletic Director, Clearwater High School; Greg Rosenhagen, Principal, Cheney High School; Alan Sheets, Principal, Republic County High School, Carol Swenson, Retired Athletic Director, McPherson High School; Paul Zuzelski, Principal, Syracuse High School. All KSHSAA administrative staff members were also present.

After introductions, the group was reminded the committee was formed at the request of the Executive Board and charged to make any recommendations regarding the KSHSAA classification structure back to the Executive Board. Items mentioned as reasons the Executive Board requested the formation of this committee were quality of competition at state level events, travel, an overall negative attitude among member schools regarding classifications and a desire to reevaluate the classification structure from top to bottom. All committee members gave their perspective on the current classification structure and their beliefs on the role and purpose of the committee. Common themes expressed by members were to ensure the committee remains focused on what is best for all students, the desire to learn more about challenges faced in other classes and the need to see the big picture in how the classification structure impacts all schools-not just the level(s) the committee members are familiar with.

Mr. Musselman reviewed historical information relevant to the committee. He explained current Kansas Statutes governing classification of schools and the requirement basing it on student enrollment. He also reviewed KSHSAA Bylaw Article XII which defines how school classifications are structured and the process and procedures required for change. An historic timeline was provided to the committee detailing what has taken place regarding school classification since March 2006.

Mr. Kastle reviewed the KSHSAA Mission Statement and Belief Statements, emphasizing to the committee to keep both in mind as the group moves forward. Mr. Faflick briefly reviewed historical classification data provided to the committee by KSHSAA staff.

The committee moved into a time of discussion of potential changes the committee may want to consider and evaluate moving forward. Topics discussed included an every other year classification, classification by activity, classification based on ratio to range, whether or not there is a necessity for classes to be divisible by eight and the significance of overall enrollment numbers by class. Extensive discussion was also held regarding the impact of the classification structure on championship formats and whether or not there is a need to consider changes in some state tournaments.

The committee requested to see several different classification scenarios using different criteria based on 2014-2015 enrollment numbers. Criteria include scenarios based on number of schools per class, different ratios to range and using school total enrollment number cutoffs to determine classifications. Brent Unruh from the KSHSAA staff will prepare this information for the committee's review. The committee also wants to review classification models from other states in the region and other states with a similar population and demographics. KSHSAA staff will work to provide this information.

The committee agreed it would be beneficial to develop a summary of this initial meeting. The committee identified the following items:

1. The committee reviewed the mission and belief statements from the KSHSAA Strategic Plan.
2. The committee reviewed history of classifications and demographic data with emphasis on 1979 – present (6 classes).
3. The committee reviewed Kansas Statutes and KSHSAA Bylaws which govern classification procedures.
4. The committee was created by the Executive Board and charged to evaluate current classifications and to evaluate what is best for all students in Kansas.

The next meeting for the KSHSAA Classification Study Committee is Wednesday, September 23, 2015.

## September 2015

Second meeting of the KSHSAA Classification Study Committee was held. The meeting summary is as follows:

### **KSHSAA Classification Study Committee Meeting Summary, September 23, 2015**

The second meeting of the KSHSAA Classification Study Committee took place at the KSHSAA office on September 23, 2015. Bill Faflick, Assistant Superintendent, USD 259-Wichita and Mike Kastle, Retired Superintendent, USD 245-Southern Coffey County served as committee co-chairmen. Other committee members in attendance: Tim Brady, District Director of Athletics & Activities, USD 233-Olathe; Charlotte Davis, Retired Athletic Director, USD 500-Kansas City; David Ediger, Assistant Principal/Activities Director, Cimarron High School; Britton Hart, Principal, Emporia High School; Mike Hubka, Associate Principal/Athletic Director, Bishop Miege High School; Greg Koelsch, Principal, Smith Center High School; Bob Mellen, Principal/Athletic Director, Clearwater High School; Greg Rosenhagen, Principal, Cheney High School; Alan Sheets, Principal, Republic County High School; Carol Swenson, Retired Athletic Director, McPherson High School; Paul Zuzelski, Principal, Syracuse High School.

After welcome comments and a review of the KSHSAA mission statement by the committee co-chairmen, the group was given the opportunity to review and discuss the various classification data breakdowns provided by the KSHSAA which had been requested by the committee at the previous meeting. The group also discussed the feedback from a classification model survey of eleven state associations similar to the demographics and geography of Kansas. Mr. Swenson submitted additional classification data breakdowns for the committee to review as well. Several topics of discussion came from this information including the impact of postseason tournament formats based on the different models, the concept of classifying on one or two year cycles, classifying by sport/activity and whether or not all classes within the same sport/activity should have the same postseason tournament formats.

Mr. Faflick then led the group through an exercise to narrow down what the committee felt were the most important aspects to consider in a classification model. The top four considerations noted by the committee:

1. Ratio of enrollment of largest school in class to smallest school
2. Total number of classes
3. Number of schools/class
4. Overall simplicity of the classification system

The committee then determined they would like to update and receive feedback from school administrators at the upcoming KSHSAA Regional Administrator and Board of Education meetings. It was determined Mr. Musselman would provide attendees at the regional meetings an overview of why the Executive Board requested the classification study committee be formed, a history of the KSHSAA classification system and current Kansas Statute that governs KSHSAA school classification. At least one member of the Classification Study Committee will be present at every regional meeting and will provide key points from the two meetings already completed and explain a survey which will be distributed to all regional meeting attendees before the classification breakout sessions. The survey will explain the top three considerations identified by the committee in forming a classification model and ask attendees to rank the three options based on level of importance. There will also be an opportunity for regional meeting attendees to provide feedback on the survey. The committee expects feedback from this survey will assist them in developing a recommendation for a classification model which will meet the needs of the KSHSAA member schools and meet requirements set forth in Kansas Statutes.

Committee members attending regional meetings:

- October 19, Topeka-KSHSAA: Britton Hart
- October 20, Salina-Central HS: Alan Sheets
- October 21, Oakley HS: Greg Koelsch
- October 22, Dodge City USD 443-The Learning Center: Paul Zuzelski and David Ediger
- October 26, Blue Valley USD 229-Hilltop Facility: Mike Hubka, Charlotte Davis and Tim Brady
- October 27, Fort Scott HS: Mike Kastle
- October 28, Maize HS: Bill Faflick, Bob Mellen and Greg Rosenhagen

The next meeting of the Classification Study Committee will take place at the KSHSAA office in Topeka on Monday, November 23 at 9 a.m.

**November 2015**

Third meeting of the KSHSAA Classification Study Committee was held. The meeting summary is as follows:

**KSHSAA Classification Study Committee  
Meeting Summary, November 23, 2015**

The KSHSAA Classification Study Committee met at the KSHSAA office on November 23, 2015. Bill Faflick, Assistant Superintendent, USD 259-Wichita and Mike Kastle, Retired Superintendent, USD 245-Southern Coffey County served as committee co-chairmen. Other committee members in attendance: Tim Brady, District Director of Athletics & Activities, USD 233-Olathe; Charlotte Davis, Retired Athletic Director, USD 500-Kansas City; David Ediger, Assistant Principal/Activities Director, Cimarron High School; Britton Hart, Principal, Emporia High School; Mike Hubka, Associate Principal/Athletic Director, Bishop Miege High School; Greg Koelsch, Principal, Smith Center High School; Bob Mellen, Principal/Athletic Director, Clearwater High School; Greg Rosenhagen, Principal, Cheney High School; Alan Sheets, Principal, Republic County High School; Carol Swenson, Retired Athletic Director, McPherson High School; Paul Zuzelski, Principal, Syracuse High School.

After a welcome and committee mission review, members were asked to share take-away messages from the KSHSAA Regional Administrator and Board of Education meetings conducted across the state in October. Common items shared by committee members were concerns with the current 3A football playoff structure (the potential for three games in ten days), the continued public school/private school discussion, the need for consistency in playoff structures across classes and a lack of understanding of smaller school classification challenges by those working in larger schools.

The committee reviewed correspondences shared by member schools on the classification issue since its September meeting. As part of this review the committee discussed the public/private school concerns and socioeconomic factors affecting participation rates and whether or not these issues can be considered by the committee. The committee concluded based on K.S.A. 72-130 (and KSHSAA legal counsel opinion), which requires the classification of member schools to be based on attendance, that other factors beyond enrollment should not be considered by this study committee.

Next the committee reviewed the survey data from the regional meetings. Member school administrators attending the regional meetings ranked the three classification factors surveyed in order of importance as follows:

1. Enrollment ratio of largest school to the smallest school in each class
2. Total number of schools per class
3. Total number of classifications

Based on the survey results the committee identified their focus should be on using the enrollment ratio as the prime strategy to get to a set number of schools per class. Based on this strategy the committee looked at several different classification models and held discussion with KSHSAA staff on how the various classification structures would impact postseason competitions. The committee requested the KSHSAA staff continue to evaluate postseason competition implications based on two of the classification models discussed. KSHSAA staff will also provide the committee a 5-year historical breakdown on these two classification models.

All meetings of the committee are open meetings. The committee determined an open forum time at future Classification Committee meetings will be offered to member school administrators and leagues. The following criteria were set for future open forum sessions:

1. Speakers must represent a member school or league.
2. Speakers must pre-register with the KSHSAA Executive Director.
3. Written materials must be submitted electronically to co-chairs Mike Kastle ([mikelindakastle@gmail.com](mailto:mikelindakastle@gmail.com)) and Bill Faflick ([bfaflick@usd259.net](mailto:bfaflick@usd259.net)) at least 24 hours prior to a scheduled meeting.
4. Presenters shall bring 25 printed copies of written materials to the meeting for distribution to committee members and KSHSAA staff.
5. Member schools will have 5 minutes to present.
6. League representatives will have 10 minutes to present.
7. Open Forum will be offered at the beginning of all Classification Committee meetings.

The next meeting of the Classification Study Committee is scheduled for January 25<sup>th</sup> at 9:00 am at the KSHSAA office.

**KSHSAA Classification Study Committee  
Meeting Summary, January 25, 2016**

The KSHSAA Classification Study Committee met at the KSHSAA office on January 25, 2016. Bill Faflick, Assistant Superintendent, USD 259-Wichita and Mike Kastle, Retired Superintendent, USD 245-Southern Coffey County served as committee co-chairmen. Other committee members in attendance: Tim Brady, District Director of Athletics & Activities, USD 233-Olathe; Charlotte Davis, Retired Athletic Director, USD 500-Kansas City; Britton Hart, Principal, Emporia High School; Mike Hubka, Associate Principal/Athletic Director, Bishop Miege High School; Greg Koelsch, Principal, Smith Center High School; Bob Mellen, Principal/Athletic Director, Clearwater High School; Greg Rosenhagen, Principal, Cheney High School; Alan Sheets, Principal, Republic County High School, Carol Swenson, Retired Athletic Director, McPherson High School; Paul Zuzelski, Principal, Syracuse High School. David Ediger, Assistant Principal/Activities Director, Cimarron High School was absent.

There were no representatives of member schools or leagues requesting to speak during the public forum. One correspondence was shared with the committee from Bruce Kruse, the Commissioner of the Heart of America League, sharing the league's concern about the future of 2-1A 11-man football. League schools are concerned about the declining number of schools participating in this division and the ability of schools to find a full schedule of regular season games. Ms. Davis indicated she met with the USD #500 athletic administrators in December and updated them on the progress of the classification committee. She indicated the district continues to have concerns about socioeconomic status impacting participation rates in schools.

Mr. Faflick updated the committee on his report to the Executive Board via conference call on January 13, 2016. He reported the committee is continuing to look at different classification models and continuing to review fall regional meeting feedback. He reported the committee agrees that even though feedback from the fall regional meetings indicated enrollment ratio was the most important aspect to consider in a classification system, it doesn't stand in isolation. Other factors such as number of schools per class and total number of classifications must still be considered, especially as they relate to postseason competition structure. He reported there is no timeline currently in place as to when the committee will have a proposal to report to the Executive Board. Mr. Hart indicated the KIAAA is also requesting feedback and updates from the classification committee when appropriate. It was consensus that any proposal would be shared with the membership using numerous avenues.

Next the committee reviewed the classification models they had requested staff prepare. Mr. Swenson also provided additional models for the committee to evaluate. The committee was primarily looking at how the different models affected the enrollment ratio in each class. Various potential postseason competition formats in all athletic (except football) and non-athletic activities were discussed based on the models being evaluated. The committee discussed the concept of classes having less than 48 teams advancing four to the state event site, while classes with 48 teams or more would advance eight. The committee felt this may ensure better quality of competition at state event sites and make the goal of advancing to the state site a greater accomplishment for classes with fewer than 48 teams. The committee also discussed how teams could be seeded in different activities based on the various classification models. Discussion was held on seeding schools in classifications with fewer teams (less than 48) in an east/west format, while continuing to seed schools in classifications with more teams (48 or more) based on a more traditional geographic model.

The committee agrees that potential postseason competition models may impact any decision on a classification proposal. The committee requested KSHSAA staff provide detailed potential postseason competition format and seeding models in all activities (except football) based on 36 and 48 team classifications.

All meetings of the committee are open meetings. An open forum session will be offered at the beginning of all Classification Committee meetings, based on the following criteria:

1. Speakers must represent a member school or league.
2. Speakers must pre-register with the KSHSAA Executive Director.
3. Written materials must be submitted electronically to co-chairs Mike Kastle (mikelindakastle@gmail.com) and Bill Faflick (bfaflick@usd259.net) at least 24 hours prior to a scheduled meeting.
4. Presenters shall bring 25 printed copies to meeting for distribution to committee members and KSHSAA staff.
5. Member schools will have 5 minutes to present.
6. League representatives will have 10 minutes to present.

The next meeting of the Classification Study Committee is scheduled for March 29<sup>th</sup> at 9:00 am at the KSHSAA office.

## March 2016

Fifth meeting of the KSHSAA Classification Study Committee was held. The meeting summary is as follows:

### **KSHSAA Classification Study Committee Meeting Summary, March 29, 2016**

The KSHSAA Classification Study Committee met at the KSHSAA office on March 29, 2016. Bill Faflick, Assistant Superintendent, USD 259-Wichita and Mike Kastle, Retired Superintendent, USD 245-Southern Coffey County served as committee co-chairmen. Other committee members in attendance: Tim Brady, District Director of Athletics & Activities, USD 233-Olathe; Charlotte Davis, Retired Athletic Director, USD 500-Kansas City; David Ediger, Assistant Principal/Activities Director, Cimarron High School; Britton Hart, Principal, Emporia High School; Mike Hubka, Associate Principal/Athletic Director, Bishop Miege High School; Greg Koelsch, Principal, Smith Center High School; Bob Mellen, Principal/Athletic Director, Clearwater High School; Greg Rosenhagen, Principal, Cheney High School; Carol Swenson, Retired Athletic Director, McPherson High School; Paul Zuzelski, Principal, Syracuse High School. Alan Sheets, Principal, Republic County High School was absent.

There were no representatives of member schools or leagues requesting to speak during the public forum. Mr. Musselman shared various articles which have appeared in the media since the committee met in January regarding the KSHSAA classification system and specifically Senate Bill 464. The committee next reviewed and discussed at length, a letter to Mr. Musselman from Senator Steve Abrams regarding the KSHSAA classification system and Senate Bill 464. The committee believes at this time it is best to continue working towards a proposal that meets the criteria of the current state statute. Mr. Faflick and Mr. Kastle also indicated this was the directive from the KSHSAA Executive Board when they updated that body on the committee's progress at the March 22, 2016 meeting.

KSHSAA activity administrators provided the committee detailed proposals and analysis for postseason formats based on three different classification models. The committee spent over three hours analyzing in detail various postseason formats for each potential classification model. Many factors were discussed and considered, including availability of officials, seeding models, location of contests (primary site vs. higher seeded team), number of schools qualifying for state events, number of classes at state sites, state event bracket design, school travel demands and impact on instructional time. Mr. Lentz also provided the committee a separate football classification and postseason model for consideration. The committee requested Mr. Lentz provide previous years' enrollment ratio data based on this model.

At this point the committee feels all three classification models developed as well as the current classification system should remain under consideration. Mr. Faflick and Mr. Kastle requested all committee members consider in detail, the pros and cons of all classification/postseason models being evaluated as they prepare for the next committee meeting.

Mr. Musselman will provide an update on the committee's work to the KIAAAA at their annual meeting in April. On April 29, 2016, Mr. Faflick and Mr. Kastle will update both the KSHSAA Executive Board and Board of Directors on the committee's progress. The Board of Directors will be provided a timeline as to the progress of the committee to this point and information will be provided regarding the three proposed models currently under consideration.

All meetings of the committee are open meetings. An open forum session is offered at the beginning of all Classification Committee meetings, based on the following criteria:

1. Speakers must represent a member school or league.
2. Speakers must pre-register with the KSHSAA Executive Director.
3. Written materials must be submitted electronically to co-chairs Mike Kastle (mikelindakastle@gmail.com) and Bill Faflick (bfaflick@usd259.net) at least 24 hours prior to a scheduled meeting.
4. Presenters shall bring 25 printed copies to meeting for distribution to committee members and KSHSAA staff.
5. Member schools will have 5 minutes to present.
6. League representatives will have 10 minutes to present.

**The next meeting of the Classification Study Committee is scheduled for June 13, 2016 at 9:00 am at the KSHSAA office.**