



# Frontier League

August 2, 2022

Dear Kansas State Board of Education Members,

On behalf of the Frontier League Superintendents and Boards of Education, we wholeheartedly support the Kansas State High School Activities Association's (KSHSAA) Private School Multiplier proposal. The Frontier League is made up of 4A and 5A high schools who all voted in support of the modifier. We believe this proposal has been well thought out and is a step in the right direction in creating competitive balance between public and private schools that currently does not exist.

The proposal voted on and being recommended by the KSHSAA is well thought out and considers the various factors (success, area population, poverty) that give private schools a competitive advantage as proven by data. We were excited to see that a democratic process was followed during the past KSHSAA vote as 4 out of 6 classifications supported the new multiplier and a majority of Kansas High Schools supported the change. We ask that The State Board of Education allow the democratic process to continue through to the Kansas State Legislators.

We respectfully ask the Kansas State Board of Education support the KSHSAA proposal as recommended by the KSHSAA General Board, the KSHSAA Executive Board, and passed by its member schools in accordance to the KSHSAA by-laws.

Respectfully,

*Mark Dodge*

Mark Dodge

Superintendent

Baldwin USD 348

*Dan Brungardt*

Dan Brungardt

Superintendent

Bonner Springs USD 204

*Stuart Moeckel*

Stuart Moeckel

Superintendent

Eudora USD 491

*Brian R. Biermann*

Dr. Brian Biermann

Superintendent

Louisburg USD 416

Dr. Ryan Cobbs

Superintendent

Ottawa USD 290

*Matt Meek*

Matt Meek

Superintendent

Paola USD 368

*Link Luttrell*

Dr. Link Luttrell

Superintendent

Spring Hill USD 230

*Loren Feldkamp*

Loren Feldkamp

Superintendent

Tonganoxie USD 464

# Paola High School

Phone: 913.294.8010  
FAX: 913.294.8011

USD 368  
401 N. Angela  
Paola, Kansas 66071

Jeff T. Hines, Principal  
Darin Gagnebin, Asst. Principal/A.D.

## WRITTEN TESTIMONY

Jeff T. Hines

Paola High School- Principal

KSHSAA Board of Directors Member- Frontier League Representative

KSHSAA Private/Public Study Committee Member

I am offering written testimony as a proponent for adoption of the KSHSAA approved Classification System Multiplier Rule Change.

### **What is the Purpose of a Classification System?**

In my opinion, the primary function of a classification system should be to provide a competitive postseason tournament, both in terms of championships won and appearances in postseason play.

A review of the last 10 years of post-season play reveals that competitive balance does not exist in our current system. The competitive imbalance has been well documented over time and was validated in 2007 by a Private/Public Study Committee that was sanctioned by the KSHSAA.

### **What does KSHSAA's Current Classification System Look Like?**

The current classification system being used in Kansas has 6 classes and was adopted in 1979 and most recently modified in 2017 .

*Precedent has already been set by the membership to "modify" the classification system when a competitive imbalance has been found.* Throughout the history of the KSHSAA our classification system has been based strictly on enrollment. Schools cannot leave a classification to find a more appropriate level of competition like they can in a league. It has become increasingly evident over time that "other factors" must be taken into consideration when classifying schools in Kansas if the goal exists to create a level playing field for the membership.

### **Do other states utilize a multiplier or some form of private school modifier?**

Yes. More than half of states have implemented some type of enrollment modifier for private schools. Once adopted *NO STATE HAS EVER REVERTED BACK* to their previous system. Modifications may be necessary over time as work continues to create the best possible system for Kansas.



Home of the Panthers



## Do KSHSAA Member Schools Support a Private School Modifier?

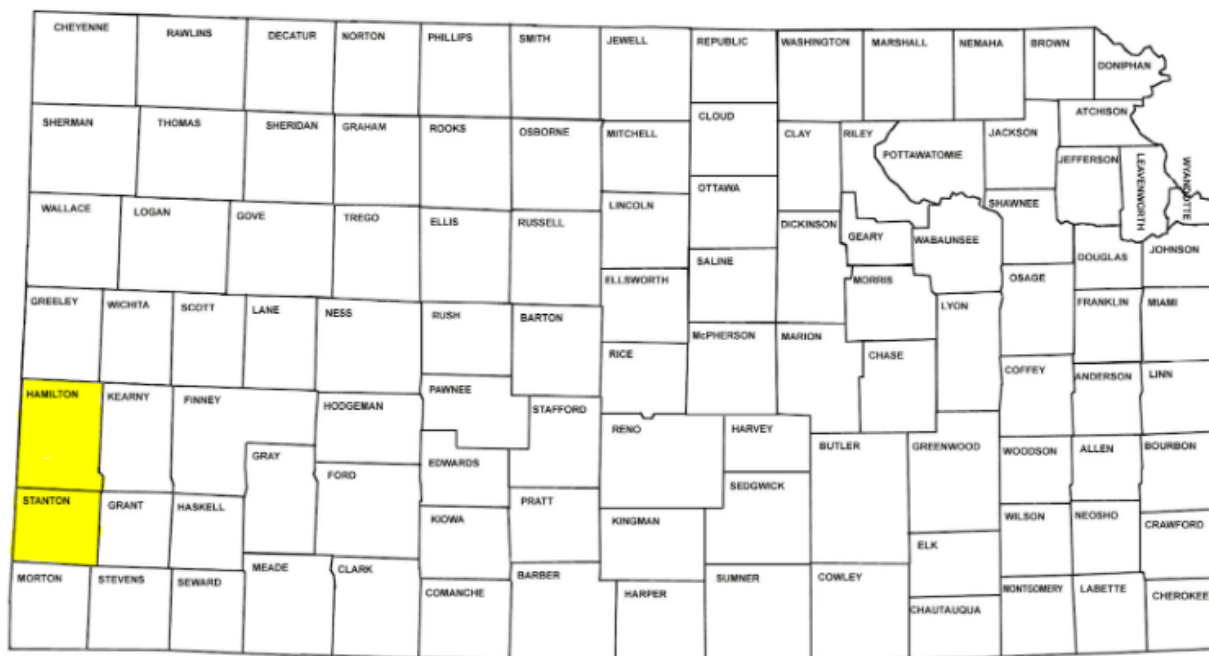
Yes! An independent survey of all member schools, which was conducted by myself and Randy Heatherly in December of 2016, indicated widespread support for change. As a result of these findings support was well documented for change and work intensified to bring focus on the best solutions available to positively change the classification system. Survey Highlights are listed below:

- 80% of member schools responded to the survey.
- 82% of respondents indicated support for a private school modifier.
- 8 Kansas Leagues indicated unanimous support for a modifier.
- 0 Kansas Leagues indicated a majority of schools were opposed to a modifier.
- 103 out of 105 Kansas Counties included school districts that support a modifier.

KSHSAA conducted a sanctioned survey in response to our initial findings and discovered overwhelming support for changes to the current classification system that is still in use.

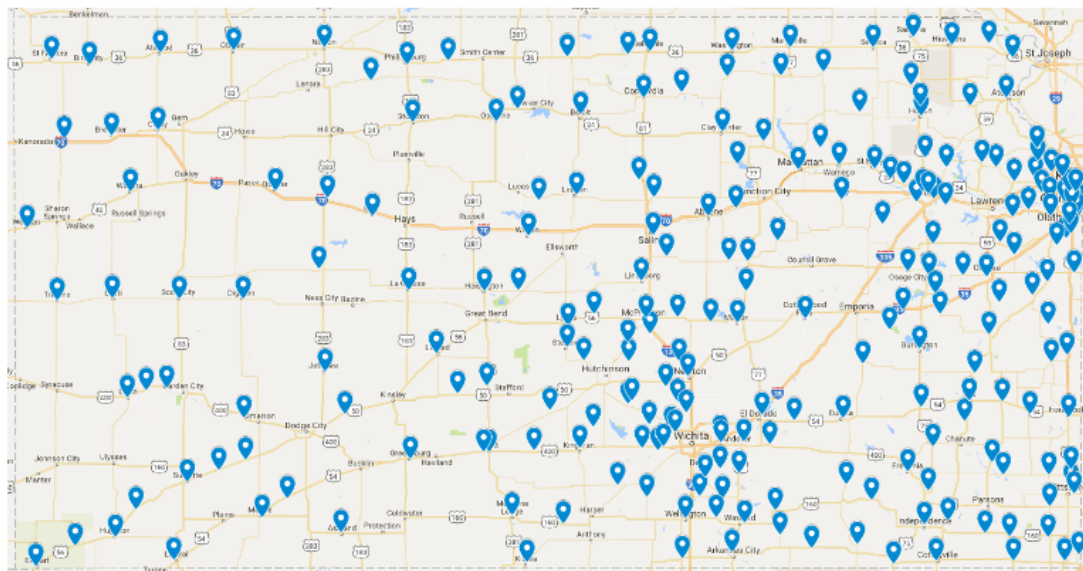


**Independent Survey data found that 103 out of 105 Kansas Counties Have KSHSAA Member Schools That Support a Modifier.**





## Independent Survey Data found that 82% of Kansas Schools Support a Modifier



### Summary

- Private schools comprise less than 8% of the membership but win nearly 40% of the championships that they are eligible for. *The problem is significant!*
- The proposal went through a rigorous review which included:
  - o KSHSAA Private/Public Committee
  - o KSHSAA Executive Board
  - o KSHSAA Board of Directors
  - o KSHSAA Membership Schools
  - o Input received from Public Comment at Board Meetings
  - o Input received from the KSHSAA Student Advisory Team
- The proposal is **UNIQUE TO KANSAS** and focuses on competitive balance while avoiding penalizing private schools that are not successful.

I ask that you support the endorsement of high schools across the state of Kansas that have spoken clearly that change is needed and pass the KSHSAA Rule Change on for final review and adoption by the Legislative and Executive Branches.

Respectfully Submitted,

Jeff T. Hines  
Principal  
Paola High School

STATE OF KANSAS  
HOUSE OF REPRESENTATIVES

STATE CAPITOL  
TOPEKA, KS 66612  
(785) 296-7677  
timothy.johnson@house.ks.gov



14135 MITCHELL COURT, #A  
BASEHOR, KANSAS 66007  
(913) 728-2024

TIMOTHY H. JOHNSON  
38TH DISTRICT  
August 5, 2022

Kansas State Board of Education  
Landon State Office Building  
900 SW Jackson Street, Suite 102  
Topeka, Ks, (66612)

RE: Proposed change to KSHSAA classifications

Dear Members of the Board:

It is with great respect that I address this hearing board regarding the proposed change in KSHSAA classifications on the proposed Rule 5 regarding multipliers. I am a strong proponent for this modification so that a level of fairness can be established between private and public schools in Kansas.

Personally I have officiated football and basketball in my early career and also coached football at the college and high school levels for over twenty years until retiring to be a legislator a year and a half ago. I now serve on the K-12 Education Budget Committee in the House.

Clearly private schools in urban and metropolitan areas have an advantage in sports in being classified at lower levels based strictly on their numbers. Statistics and data confirm this overwhelming advantage. While it is not against the current rules, it is unfair to public schools who are at a disadvantage.

The first example of unfairness is that private schools may recruit athletes from other schools and offer financial incentives for their attendance. This is a common practice in the northeast Kansas region I represent. Incentives to come play at a private school include better recognition for college scholarships, large coaching staffs, media recognition, and winning programs not affected by enrollment. Why stay at an inner city program when you can leave and enjoy immediate success at a private school.

Recruiting does take place and my family has personally experienced it this year. My 6 foot 8<sup>th</sup> grade granddaughter and my daughter a former college basketball athlete were approached at a summer camp by a "supporter" from a prominent Johnson County parochial school and actively encouraged to attend their school. Scholarships were mentioned as a way to afford this option.



Clearly religious schools have a right to encourage enrollment of students who are parish members or attend the same denomination, but I do not see this as being the case when it comes to athletes. My granddaughter attends a completely different faith based church and school, but this was not even an issue to the recruiter.

A second issue involving how private schools have lower numbers for classification purposes is that they do not regularly accept special needs students. Public schools are required to provide for any special needs student in the district. I do not have the average number of special needs students at each public school district, but personal experience in my home district is that they increase the overall enrollment for classification, but rarely participate in sports. Without these numbers, private schools can easily slide down a classification.

The proposed multiplier system is a fair and reasonable way to level the playing field. It has been put together by many of the programs most affected by the current process. I strongly support this multiplier system and encouraged it's consideration in the 2022 legislative session during K-12 Education committee hearings. I applaud the KSHSAA and State Board of Education for actively considering this proposal and bringing it to a vote.

You also have my commitment to sponsoring any necessary legislation at the state level when we begin the 2023 session and am prepared to submit to the reviser's office a request for the appropriate bill in January.

I thank you for your review of this proposed rule change.

Respectfully,

A handwritten signature in blue ink that reads "Timothy Johnson". The signature is fluid and cursive, with the first name "Timothy" and last name "Johnson" clearly distinguishable.

Rep. Timothy Johnson  
38<sup>th</sup> House District  
Leavenworth & Wyandotte Counties

August 5, 2022

Attn: Kansas State Board of Education Board Members

Re: Implementation of KSHSAA Private School Multiplier

I had hoped to attend the August 10<sup>th</sup> meeting but cannot due to work.

Thank you for taking initiative to review a major reformation of the regulations that KSHSAA currently follows to classify KS high school extracurricular activities for competitive purposes.

First and foremost, while I reside within the boundaries of USD 416 (Louisburg) and had two children attend USD 416, I do not represent USD 416 in any manner.

Second, this is an appeal asking that you take action to change KSHSAA's current methodology for classifying schools in athletic and non-athletic extra-curricular activities. Bishop Miege High School in Shawnee Mission will be used as the example in this appeal to demonstrate the failure of the existing methodology.

KSHSAA has established a classification system for KS high school sports to provide an equitable opportunity for students within Kansas communities to compete against like sized Kansas communities. The current classification system is based predominantly on enrollment numbers. The current system is failing its intended purpose and Kansas students. Nowhere is this failure more evident than in the 4A classification.

Using Miege as the example, the following will highlight the numerous advantages this private school holds over public schools in KSHSAA events.

Student enrollment for Class 4A – "Other Sports" ranges from 312 students to 661 students and contains roughly 36 member schools. The table below provides information on enrollment and total estimated district population for the largest school districts in Class 4A.

High School	Student Enrollment (Other Sports)	Population (Census data: ACS 2019 5-year)
Buhler HS (USD 313)	661	13,028
Bishop Miege HS	656	1,711,000 - Kansas City Metro
Ottawa HS (USD 290)	653	14,153
Winfield (USD 465)	642	14,557
Kansas City-Piper HS (USD 203)	638	12,685
Augusta HS (USD 402)	632	12,702

As noted above, Miege is not restricted to boundaries or a limited population base. The private school is located within a major metropolitan city and attracts students from a region encompassing at least 1.7 million people located both in Kansas and Missouri. In contrast, it is highly unusual for Kansas public schools to attract students who are residents of neighboring states.

Its location within a major metropolitan city gives Miego an advantage over rural school districts by way of sports clubs. Its student athletes participate on club teams of their preferred sport and most travel nationally to compete in tournaments. Miego's coaches are well connected within these club communities and are able to attract elite talent for participation on Miego's high school sports teams. Some of Miego's coaches have been openly recruited specifically because they, too, are involved in club sports or are actively running their own sports clubs. Unless they reside in a school district that is within reasonable driving distance of a city enabling them to participate in club sports, Class 4A student athletes in rural communities are handcuffed by KSHSAA rules preventing coach involvement in their sports activities. Opportunities to participate in club teams is limited due to distance and expense.

While most Class 4A and small schools may enjoy one phenomenal student athlete every 15 to 20 years, Miego routinely has student athletes on its rosters that are recruited by NCAA Division 1 universities. Again, the elite talent to which Miego has access is due to its unrestricted ability to attract students from a population of 1.7 million people in two states.

Below is a history of Class 4A championships in several popular sports.

School Year	Football	Boys Basketball	Girls Basketball	Volleyball	Boys Soccer	Girls Soccer
2012-2013	Holton	Ottawa	Wamego	Bishop Miego	Topeka-Hayden	Topeka-Hayden
2013-2014	Buhler	McPherson	Bishop Miego	Bishop Miego	Bishop Miego	Trinity Academy
2014-2015	Bishop Miego	McPherson	Bishop Miego	Bishop Miego	Rose Hill	Topeka-Hayden
2015-2016	Bishop Miego	Bishop Miego	Bishop Miego	Rose Hill	Rose Hill	Bishop Miego
2016-2017	Bishop Miego	Bishop Miego	Bishop Miego	Rose Hill	Bishop Miego	Bishop Miego
2017-2018	Bishop Miego	Bishop Miego	McPherson	Bishop Miego	Bishop Miego	Bishop Miego
2018-2019	Bishop Miego	Kansas City-Piper	Bishop Miego	Topeka-Hayden	Bishop Miego	Bishop Miego
2019-2020	Bishop Miego	N/A	N/A	Bishop Miego	Bishop Miego	N/A
2020-2021	St. James Academy	Bishop Miego	Bishop Miego	Bishop Miego	Bishop Miego	TBD
Win Ratio	6 of last 9	4 of last 8	6 of last 8	6 of last 9	6 of last 9	4 of last 7

The information above clearly demonstrates that a sports classification methodology that focuses on student enrollment is not fair and equitable. A methodology that takes more information into consideration must be developed and implemented. We believe the proposed private school multiplier will achieve that goal for Kansas students.

Sincerely,



Gregory Crow  
Louisburg, KS 66053



Testimony of Michael Pickman to the  
KSBE  
Proponent for proposed changes to KSHSAA Rule 5 • 08 August 2022

Members of the Kansas State Board of Education:

Thank you for the opportunity to supply written testimony in support of proposed changes to the Kansas State High School Activities Association's Rule 5 – classification of senior high schools. As an employee in a 4A public school, former coach, current Activities Director and Assistant Principal, and parent of a daughter in the same 4A public school, I am optimistic about the ability and choice this governing body can make to improve equality in extra-curricular competitions under KSHSAA regulations.

The current proposal of changes will have a positive impact on competitions and activities in Kansas by allowing those private schools with proven sustained success to compete with schools of similar talent levels. At the heart of every competition is the belief that one can win with a proper amount of effort and grit. I have been a witness to scores in the 4A state championship contests in multiple sports yield lopsided victories to private schools that show a clear difference in talent. In games where the drama of sports should be at its highest, we instead see embarrassment that should rarely even happen in the opening rounds of a seeded postseason. The proposal before you serves to resolve the inequalities and not penalize anyone, but rather place the goal of classification upon where it is intended: creating equality amongst a common group of opponents with the resources and abilities to compete. In this way it becomes hard work, quality coaches, and invested communities that create the difference in talent and not a system of expanded talent pools.

Small 4A school, like mine in Louisburg, have been tremendously impacted by the current system of classification and had hard-working and locally built teams denied a fair chance at a state title by meeting a private school similar in enrollment, but largely disparate in talent. Data certainly reinforces the lopsidedness of 4A state championships won by private schools versus public schools and I hope it is strongly considered in rendering a decision on the proposal.

Respectfully,

Michael Pickman, Activities Director/Assistant Principal  
USD 416, Louisburg

August 4, 2022

Kansas State Board of Education,

I am writing you in regard to the scheduled public hearing being held on August 10, 2022 to consider the proposed changes to the KSHSAA Rule 5-classification of senior high schools. Unfortunately, I am out of town at the time of the meeting so am I submitting this letter. **I AM A HUGE PROPONENT OF THE MULTIPLIER FACTOR.**

I am a resident of Louisburg, KS and have had three daughters attend USD 416 their entire school history. We are in Class 4A and we are the class that has been affected the most by the private vs public conundrum. My oldest graduated in 2014, my middle daughter graduated in 2021 and my youngest will graduate this year. They are/were multisport athletes, and they have all their championship/post season dreams smashed by the same private school...BISHOP MIEGE HIGH SCHOOL. Here are the years that Bishop Miego has won the girls basketball championship.... 1978, 1980, 1984, 1985, 1989, 1990, 1991, 1992, 1994, 1995, 1996, 2001, 2002, 2003, 2007, 2009, 2014, 2015, 2016, 2017, 2019, 2021, 2022. 2020 had no champion as it was cancelled after quarterfinals due to coronavirus, but Miego was one of the four teams left. Their 2021 Girls McDonald All American resides in DeSoto, KS....a mere 30 miles from Bishop Miego High School. Her younger sister is now at Bishop Miego and will probably be a McDonald All American as well.

When it comes to girls' soccer in 4A...we are loaded with more private schools than public in the 1A-4A classification. The Bishop Miego Girls Soccer team has won the State Championship the last 6 years straight, minus 2020 as they lost their season due to coronavirus. These are both sports that directly affected my three daughters. Bishop Miego plays all 5A/6A schools in the regular season and then bumps down in the post season, outscoring and humiliating teams in EVERY sport. They have athletes/students from both Kansas and Missouri.

**Below I am attaching a post from Twitter by a high school football athlete who is transferring his SENIOR YEAR from Lee's Summit North High School to Bishop Miego to play football. He doesn't have to sit out a year...he will travel across state lines to play high school football. This is unacceptable.**



Louisburg cannot welcome students from Missouri and put them on the playing field. Private schools need to play by the same rules as public schools and need a success multiplier for the post season. Public schools work just as hard with less coaches/facilities/equipment (Louisburg has 3 coaches per sport, Varsity/JV/9<sup>th</sup>) while private schools have upwards of 5 coaches per sport.

Again, I would ask you to vote in favor of the multiplier to even the playing field. This is a more than fair and equitable plan that can equal the playing field in all classifications in the post season. KSHSAA member schools passed this measure by a majority, and I would ask you to do the same.

In May, all KSHSAA schools were given ballots to vote on the proposal. These were due to be returned to KSHSAA by mid-June. Schools were simply asked to vote YES in favor, or NO for not-in-favor. Key Point: Any non-vote was counted as a NO vote.

Here were the results of that vote:

Class 6A--6 YES, 30 NO (36 Schools, 24 total votes cast)  
Class 5A--18 YES, 18 NO (36 Schools, 28 total votes cast)  
Class 4A--32 YES, 4 NO (36 Schools, 34 total votes cast)  
Class 3A--46 YES, 18 NO (64 Schools, 53 total votes cast)  
Class 2A--43 YES, 21 NO (64 Schools, 52 total votes cast)  
Class 1A--74 YES, 43 NO (117 Schools, 94 total votes cast)

**\*\*Disclaimer:** These numbers came from KSHSAA, but were published by a different source, which was The Parsons Sun. They published the individual school voting results. These votes had to have a simple majority on the total votes, which easily passed. They also had to pass in 4 of the 6 classes for a simple majority of classes. 1-4A passed easily with 5A as a tie. 6A is the outlier on the voting because several private schools will bump up to class 6A which DOES NOT have any private schools in the post season at this time.

This has been talked about for far too long and action needs to be taken. Please vote IN FAVOR of the multiplier.

Thank you for your time and consideration.

Jenny Diederich  
26262 Melrose  
Louisburg KS 66053

To: State Board of Education  
Re: Classifications of Senior High Schools - Rule 5  
From: Keith <keithhall392@gmail.com>

This is a letter to support the change in Rule 5, Section 2 by adding Article 5. As a former teacher and coach for 20 years as well as a school administrator for 21 years, I fully support a change in the present system we are operating under as it concerns the KSHSAA and non-public schools.

When it comes to winning percentages and number of state championships won, the statistics overwhelmingly indicate that private schools and their students have an advantage. It has taken some time, but the KSHSAA as an organization has accepted that fact. Their work is an effort to correct the system for all involved. I need to also add the state board and our legislators should honor that work and approve the recommendation as it comes to their respective agendas.

I have included the legislators in this email that represent where I work as a school superintendent, as well as where I own property. This email represents my own thoughts and not the collective thoughts of the district where I am employed. Our district's voice is through the KSHSAA. I'll close this letter by sharing that this is a rule change that is long overdue. Please support the work as presented to you.

Thank you for this opportunity to share my thoughts.

Keith Hall

Milken Foundation National Educator '97  
321-A Wrestling Coach of the Year  
321-A Referees Sportsmanship Award Recipient.

Cc: Elaine Bowers - Senator  
Rick Billenger - Senator

Troy Waymaster - State Representative  
Ken Rahjes - State Representative  
Barb Wasinger - State Representative

August 3, 2022

State Board of Education,

I am writing to you today in response to the KSHSAA passage of the private school multiplier rule and the majority passage of this rule from the Kansas high schools. **I URGE you to please act and make the changes needed to move this rule forward.**

My name is Lisa Guetterman and I have 4 sons who attended catholic grade school (preschool-8<sup>th</sup> grade) in Bucyrus, Kansas and then went on to attending Louisburg High in Louisburg, Kansas (2009-2022). The past 13 years we have consecutively attended Louisburg High School and my boys have participated in many sports and activities. I also am a practicing catholic and support the option of those who want to attend a private school. However, in the KC metro area, I feel the private schools have taken advantage of "recruiting" athletes to their programs from the large pool the population of this area has to offer. I have been told from the superintendent of the Archdiocese of Kansas City in Kansas that they are "evangelizing" these students, even if they stay a year, yes, so that maybe their goal, however, it is not the case in some of their high schools.

Through the years I have greatly noticed the significant difference in the post season playoffs of our 4A program, which lead me to looking into what was going on. I have followed and supported the KSHSAA board's discussions and ultimate rule change for the greater good of the sports programs throughout Kansas. I feel the multiplier rule is a fair rule for our state and if this change is not adopted then some of the private schools will continue to take advantage and dominate the state's athletic programs and abuse it's policies.

Thank you,  
Lisa Guetterman  
Bucyrus, Kansas  
913-980-1303  
tlguetterman@yahoo.com