

## Full Board of Control

November 16, 2022 at 11:00 AM

KHSAA Office

Lexington, KY 40505

### Attendance Taken at 11:00 AM:

#### Present Board Members:

Debbie Beichler, Darrell Billings, Larry Coldiron, Brian Courtney, Jim Demler, Joe Henderson, Claudette Herald, Greg Howard, Damon Kelley, Randy McCallon, Lucy Moore, Michael Phillips, Russell Thompson, Gavin Washington, Matt Wilhoite, and David Zuberer.

#### Absent Members:

Angela Passafiume and Marty Mills

#### Present Others:

David Couch, Jason Frakes (Louisville Courier-Journal), and Gary Fields (Bowling Green Superintendent).

KHSAA Staff: Julian Tackett, Joe Angolia, Darren Bilberry, Sarah Bridenbaugh, Rob Catron, Chad Collins, Butch Cope, Jenny Elder, Connor Link, and Kara Howard.

Attachments can be found at the following link:

<https://portal.ksba.org/public/Agency.aspx?PublicAgencyID=4374&AgencyTypeID=1&BeginDate=07-01-2022&EndDate=06-30-2023>

### Adjourn Full Board into Work Session

### Convene Full Board of Control Meeting

### Pledge of Allegiance- Michael Phillips

### Executive Session to Review Legal Matters

**Motion Passed:** Consider approval of going into executive session per KRS 61.810 subsection (c) passed with a motion by passed with a motion by Debbie Beichler and a second by Greg Howard. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills Absent, Lucy Moore Yes, Angela Passafiume Absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

**Motion Passed:** Consider approval of coming out executive session per KRS 61.810 subsection (c) passed with a motion by Greg Howard and second by Randy McCallon. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills Absent, Lucy Moore Yes, Angela Passafiume Absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

No action was taken during executive session.

### **Reflection- Larry Coldiron**

- Mr. Coldiron reflected on his time early on as a teacher and how geography really ties us all together. Sharing he would research all the basketball teams in Kentucky and connect to their community.

### **Items Referred from Work Session**

#### **Accept Report of Executive Committee-Evaluation/Leadership/Audit/Finance Team**

The Commissioner, President, and President-Elect presented a brief report of the Executive Committee-Evaluation/Leadership/Audit/Finance Team.

**Motion Passed (16-0):** Passed with a motion by Debbie Beichler and a second by Damon Kelley. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills Absent, Lucy Moore Yes, Angela Passafiume Absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

### **Items for Information of the Board**

A series of reports to inform the Board of Control were conducted and, in the end, a summary motion to accept the reports into the record.

**Motion Passed (16-0):** Accepted the reports from the work session. Passed with a motion by Lucy Moore and a second by Brian Courtney. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills Absent, Lucy Moore Yes, Angela Passafiume Absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

#### **Approval of Minutes- September 2022 Board of Control Meeting**

Staff requested approval of the September Board meeting minutes.

#### **Sports Reports from Staff including Discussion of Future Action**

Written reports were submitted by the Commissioner's office specific to recently completed or upcoming championships. Staff had particular discussions on the Golf and Volleyball items later in the Board meeting.

#### **Other Non-Action Reports from Staff**

Staff reported on other meetings and conferences that were attended. Mr. Cope reported on the Midwest officials conference that he attended where he was able to collaborate with other states. Attendance at this meeting allows staff to gather information from other states, Referee Magazine, and the NFHS concerning officials. This included topics such as officials' pay, recruiting and retaining of officials, what's working and what's not, contracts, rating procedures, recognition ideas, uniforms, assigning platforms, and ejections.

Mrs. Bridenbaugh reported on the NFHS Middle School Committee meeting. The Committee met October 10-11 in Indianapolis and she is the representative for Section 2. The Committee continues to work towards providing resources for middle school athletics across the country. The NFHS MS Committee has developed a middle school webpage on

the NFHS website that targets middle school athletic stories, developments, and resources for all. The committee's goals are to continue to finalize a communication pipeline for middle schools across the country, something we struggle with in Kentucky as well. The Committee will create a seasonal newsletter containing resources and articles from around the nation that can be posted on the KHSAA website as additional resources for those in Kentucky.

Staff also attended the NFHS Section 2 Meeting. By attending this meeting, the staff is able to discuss issues with other states and NFHS representatives regarding various policies and procedures as well as get updates from the NFHS. Various topics were discussed by both Commissioner/Executive Directors along with other administrative staff. Some of the topics included were: Divisions and Alignments, Public/Private, NIL, Officials, Transgender, NFHS Network, National Student Leadership, Emerging Sports and thresholds, Sanctioning, and Sportsmanship.

### **TPG Update**

Ms. Hacker gave a status report on the marketing plan and partnerships. She reported that we have an expanded partnership with Clark's Pump-N-Shop which is a multiple-year deal. Ms. Hacker also reported some new sponsors for football with the hope to continue to grow those into the basketball season.

### **Officials Licensing Comparison**

The Commissioner and Mr. Cope reviewed current licensing totals and the status of known initiatives. Mr. Cope reported that we are down 300 officials in basketball and had to send out more reminders for wrestling to assist with low numbers. The Commissioner shared we are losing the veteran officials and it is an environmental issue, not a monetary issue. The atmosphere has to change to keep these officials around.

### **ArbiterSports Update**

The Commissioner and Associate Commissioner reviewed upcoming changes around officials licensing procedures. The Commissioner reported that we are in talks to move the officials' licensing process to Arbiter.

### **Status of Bylaw 11 Financial Aid Reports**

Assistant Commissioner Bridenbaugh reported on Financial Aid and schools she is continuing to follow up with as well as the annual survey to come.

### **Status of Prime Date Requirement and Update of Information**

The Commissioner and staff reviewed the Prime Date Requirement. Assistant Commissioner Bridenbaugh reported that there are teams that are already not in compliance with the prime date report and need to take a look at their schedules. Mrs. Bridenbaugh clarified that there are three checks throughout the year with one at the beginning of the year, one in the middle, and one at the end of the season.

### **Transfer and Appeal Eligibility**

The Commissioner and Mr. Collins spoke on the volume of transfers.

### **Around the State and Nation**

The Commissioner provided articles for information in different states.

### **Items for Review for Action at Later Meeting**

**Motion Passed (16-0):** Accepted the report and information and directed appropriate action by the Commissioner's office. Passed with a motion by Jim Demler and a second by Greg Howard. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills absent, Lucy Moore Yes, Angela Passafiume absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

### **Strategic Discussion and Review of Priorities-Strategic Plan Including Board goals and Triennial Survey**

- National Priorities
- Student Mental, Emotion, and Physical Wellness - Value of Participation
- Diversity, Equity, and Inclusion
- Sportsmanship, Ethics, and Integrity
- Case for Education-Based Athletics
- Officiating – Recruitment, and Retention
- Additional State Priorities
- Next Steps - Championship Review in light of changing enrollment patterns

### **Discuss Bracketing - VB and SO Alternatives for First-Round State (and Second for Soccer)**

With the approval of the Board in 2021, the bracketing was changed from "rotational" in soccer and random draw in volleyball, to a pod system. After discussion with the Board, the sentiment of the Board was to approve placing teams in eight team pods for the state first-round games, rather than their previous bracketing.

SOCCKER (no action to be taken at this time.)

With soccer and the preferred "rest and recovery time" between matches, and in an effort to respond to an overwhelming desire to address travel, it was deemed not best to bring all sixteen teams to a central site. Trying to do this is also problematic given that soccer (and volleyball) are in the middle of their prime time for collegiate postseason and late regular season play at non-high school facilities.

After evaluating for two seasons, the staff felt this needs to change back to a format that allows for more geographic-centric play for those rounds. While the means of doing the bracketing is for board approval, staff felt strongly that since a great many of these contests are on "school" nights, travel should be reduced from the current Region 1-8, 9-16 pods to 1-4, 5-8, 9-12 and 13-16 pods.

Staff felt like the RPI rankings; however, they may be perceived, at least reward schools for playing mathematically stronger schedules with the option of hosting games. Staff recommends the 4-region pods be adopted for soccer for a three-year trial period after which further evaluation is made. Because at least one gender annually plays that second

contest on a weeknight, the second game should also be four-region pod based, with a random draw for the final four.

As an alternative, just like volleyball, two other options exist. A planned rotation of pairings would be possible in the four-region pod (which would take six years to have a full rotation) where each region played each of the other three and each hosted one year out of those two matchups against each. Or a blind draw among the four regions could be done each year.

VOLLEYBALL (no action to be finalized at this time.)

The issues in volleyball are somewhat similar, although only one first-round state game is needed. As the board addressed statewide concerns about event length and travel costs, it is also problematic that volleyball teams are in the middle of their prime time for postseason and late regular season play at non-high school facilities and need their facilities for their own students, as well as issues surrounding pre-season basketball practice.

Thankfully, the five-year agreement (now finishing year two) at one of the largest high school gyms in the state gives the Association time to evaluate other options, especially as newly completed renovations to two large facilities in the central part of the state become complete. The current facility holds 4,200 fans which are more than enough to allow for each team to play a single game, have time for postgame endings and a more controlled egress and ingress for the next game, and not utilize 100% of the seats to allow for media access and control. This has certainly been viewed as preferred to the eight-game "cattle call" type of format where individuals and teams were herded around to quickly get them in and out without regard for the fan experience. And each game consistently holds about 1/2 of the capacity of the current gym, allowing room for movement if games extend long.

However, the state first-round format faced the same evaluation from staff. After evaluating for two seasons, the staff felt this needs to change to a format that allows for more geographic-centric play for those first-round games. While the means of doing the bracketing is for board approval, staff felt strongly that since a great many of these contests are on "school" nights, travel should be reduced from the current Region 1-8, 9-16 pods to 1-4, 5-8, 9-12 and 13-16 pods. This will help immensely with travel, and continue to allow two teams from each four-region pod to advance to the state tournament.

Staff felt like the RPI rankings; however, they may be perceived, to at least reward schools for playing mathematically stronger schedules with the option of hosting games (although teams choosing to play in large out-of-state events have challenges). Staff recommends the four-region pods be adopted for volleyball for a three-year trial period after which further evaluation is made.

As an alternative, just like soccer, two other options exist. A planned rotation of pairings would be possible in the four-region pod (which would take six years to have a full rotation) where each region played each of the other three and each hosted one year out of those two matchups against each. Or a blind draw among the four regions could be done each year.

## NEXT STEPS

The staff is not requesting action at this time but would like feedback to be able to finalize and formalize at the April meeting. Based upon feedback options for eight team pods with regards to bracketing are to be further discussed at the January meeting. The primary emphasis will be on trying to improve the atmosphere for the student at all state first round events.

### **Review of Golf, Discuss Parameters for State First Round Hosts in the Future, Including Practice Rounds Availability and Costs**

Mr. Cope reported that he has been in communication with golf house around the state to confirm site first round venues. Mr. Cope has also been working on a standardized fee for the practice rounds.

### **Female Wrestling Review and Status**

The Commissioner and staff reviewed options and guidance for the development of a female-specific wrestling championship, including any expressed weight class concerns and procedures.

The Commissioner has worked and communicated with Joan Fulp, USAW Girls High School Development Committee Co-Chair, USA Wrestling Board of Directors 2nd Vice President, National Wrestling Coaches Association Board of Directors for the last six years on the development of a female wrestling championship. The staff both present and former, have also worked with Ms. Fulp collecting information.

As part of accepting this report, staff will move toward the implementation of a championship for female wrestling beginning with the 2023-24 school year and return to the Board of Control with a full implementation plan.

### **Status of Swimming Alignments and Regional Imbalance - Jefferson County area and Timetable, Including Format Revision Discussion Due to Facilities(no final action proposed at this time)**

Staff expressed issues this past July and in September about the swimming alignment. The issues are two-fold.

First, the number of qualifiers for the state is too high for the capacity of any available aquatic center in the state, including the new facility coming online at Centre College. Currently, the top two from each region advance in all events, plus the next fastest 22 in each event. However, last year, as many as 50 families of individuals were unable to get into the pool to watch their family members participate due to capacity limitations (not pandemic related, solely fire marshal and seating limited). The last two facilities that have held the swim competition have distinct differences. Louisville has a larger deck for participants, while Kentucky has more permanent seating for fans. But both participant deck and fan seating are essential for the meet in its current format.

As Option A, the KHSAA staff has discussed this issue at region and state meetings throughout the state and has openly discussed the option of a similar format to Golf with a qualifying round "in-between" the region and the state, and having three first-round state events. To execute this format, efforts would need to be made to put approximately 1/3 of

the schools/swimmers in each first-round state and find facilities willing to host. These meets would allow for MORE qualifiers to advance from the region (if desired) and yet fewer coming to the state final site for one last meet. To implement this plan, the season would likely need to move back (earlier) than its current start by one or two weeks depending upon rest factors.

Another option (Option C) is simply to reduce the number of state qualifiers. When the current system was approved, it was originally for 32 people per region, with 18 automatic qualifiers (2 per region). The swimming "community" expressed concerns that this elimination of at-large qualifiers (from the past) would degrade the quality of the competition field. A positive would obviously be one less heat per event, and a reduction in the competition field. The obvious negative is fewer individuals advancing from the region.

A third option (Option B) is to reduce the number of automatic qualifiers per region to 1, with the remaining 23 competitors coming at large. This would be seen as a positive by the swimming community in terms of getting the best field qualified, however, it would be different from the region's first model historically adopted by the Board. Currently, with available data, the Commissioner and staff favor option A to ensure that most athletes advance from the region and continue to highlight student participation.

## SECOND ISSUE

The second issue is simply geographic balance, which likely needs to be addressed regardless of state format. The data shows a heavy load of participants in Regions 2, 6, and 7. While adding regions may seem an obvious choice, the number of available facilities limits options. The initial request from several schools was a balancing of 4 and 5, however, without addressing 2, 6, and 7, it seems that this is missed opportunity. Staff wants to keep the board informed and continue collecting data as requested by the Board, with a proposal for action on the state event desired to be finalized by the spring meeting.

## **Status of Alignments and Timetable, Basketball Request (and others), Jenkins**

The Commissioner and staff reviewed discussions on Jenkins' request to return to Region 14 from Region 15. Alternatives for tournament format will be reviewed as well as the next steps in terms of meetings, etc.

## **Discuss Concepts for Review in the Future Football-Specific RPI**

Members of the Board had requested a review of options going forward with the football RPI as the Board approaches the reclassification period for 2023 and beyond. After five seasons, the system has produced much improved matchups in later rounds, and that coupled with the school's desire to return to cross-district play for rounds one and two, have the playoffs in a fairly good spot. There will always be a school or two with an issue with the calculations, however, the transparency of the system, the ability for others to replicate, and the consistent application have been helpful. The Board should be mindful that these calculations only determine bracketing or placement, not a qualification as is done in several of the more than 25 states that use the same calculation. A couple of issues that continue to be discussed are out-of-state contests. Unfortunately, it is not possible to "chase down" scores of all out-of-state teams and their opponents. For football, every team has 999 games involved in the collection of its RPI, 9 games involved in its WP

(its 9 opponents), 90 games in its OWP (each of 9 playing 10), and 900 games in its OOWP (each of 9 playing 10 who are playing 10).

That number gets greatly exponentiated when you look at volleyball with a total of 42874, 34 games in its WP, 1190 games in its OWP, and 41,650 games in its OOWP (each of its 34 opponents playing 35 matches who play 35 matches). A fixed out-of-state factor is the only way manageable as there is no central repository of matches.

What is possible is to refine the fixed factor for out-of-state. What the current policy does is set that to the average winning percentage of all teams. That currently is now .51060 (which was reduced after year one and has not been reduced) for football. It remains at .50000 for volleyball, soccer, and other team sports. That number could be set slightly higher which may better reward teams that play out of state and are successful.

Class multiplier (for football only)

Things to Consider:

- Should the class multiplier for teams that withdraw from championship play be the same as 1A, or lower (as is now) since they really shouldn't have a positive impact?
- Should the class multiplier remain the same if a team withdraws mid-season (schools would have scheduled the team based on their pre-season, non-withdrawn status)?

Class Factor and "Downplay"

The class factor is standard throughout states that use this version of the RPI. It is basically 15 percent upper class.

Teams are rewarded for playing teams higher in class and winning and are not rewarded if they do not win.

However, teams are currently penalized with a reduced class factor if they play a team in a lower class and lose.

This third bullet has been a point of contention with 2023 scheduling discussions as teams are fearful of losing to smaller teams and successful smaller teams are having scheduling issues.

The class factor has been addressed in many other states with a "downplay" exception. In that regard, teams can play a team in a lower class a specific number of times (some use one, some use two). This would reward the smaller school who wins, but NOT penalize the larger school who loses.

In summary, the use of the class factor is essential for smaller schools, but is really only relevant when comparing schools in the same class. Technically, there is a "penalty" currently for losing to a smaller school, but the option of the "opportunity lost" of potentially losing to a smaller school is forcing teams to decline to play smaller schools.

It appears the best option is to 1) leave the class factor at .15 and 2) designate that the first two "downplays" of the year would not have a class factor applied for the larger school. After that point, the system would remain the same.

The comparison charts show in reality, minimal impact and relatively few positions changing using two years of data. However, if it addresses the perceived calculation issues, then schools not scheduling one another cannot use the RPI as an excuse. Action is not needed to be final until January when the alignment is adopted.

### **KHSAA Summer Meeting Location Discussion for July 2023**

Staff reviewed options for the July 2023 Board of Control meeting and gathered feedback before the site selection discussion and dates are finalized at a future meeting. Staff shared dates and options for the July 2023 meeting. The meeting will be July 17-19 in Newport.

### **Items for Action by the Board**

#### **Review WR Sites for State First-Round**

It is the duty of the Commissioner to set state sites and dates subject to ratification by the Board members.

Based on the recommendation to the Commissioner by Assistant Commissioner Angolia, it is recommended that Atherton host this event (First Round State 1, Region 1-4) for 2023.

**Motion Passed (16-0):** Accepted the recommendation to host the Regions 1-4 First Round State Wrestling Tournament at Atherton for 2023. Passed with a motion by Randy McCallon and a second by Joe Henderson. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills Absent, Lucy Moore Yes, Angela Passafiume Absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

#### **Approval of Item(s) Passed at Annual Meeting**

Staff reviewed the Annual Meeting of Schools and as required recommended to the Board of Control the next steps for action on all proposals that were considered.

**Motion Passed (16-0):** Accepted the report and directed staff to seek regulatory approval of Proposal 1, and request no further consideration of Proposal 2. Passed with a motion by Russell Thompson and a second by Greg Howard. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills absent, Lucy Moore Yes, Angela Passafiume absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

#### **Authorization to Distribute Enrollment Information for Classification Upon Receipt**

As has been reported on multiple occasions to the Board, staff awaits the release of the 2nd monthly reports from KDE for enrollment which will be used in football. This process has been sent multiple times to the membership and is memorialized in a post on the KHSAA website.

As of the preparation of the agenda, this information has not been received. This authorization would allow the Commissioner's office to distribute the enrollments, once received, in ranked order, in order to give the football and track/cross country schools a set amount of time to determine if they desire to play to a higher class. In this manner, the draft alignment could be prepared for the January meeting and meet the Board's approved timeline as detailed.

**Motion Passed (16-0):** Approved the distribution of the ranked enrollments with draft class cutoffs upon receipt and confirmation from KDE. Passed with a motion by Darrell Billings and a second by Debbie Beichler. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills Absent, Lucy Moore Yes, Angela Passafiume Absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

**For the Good of the Order**

**Motion Passed (16-0):** Passed with a motion by Randy McCallon and a second by Gavin Washington. Debbie Beichler Yes, Darrell Billings Yes, Larry Coldiron Yes, Brian Courtney Yes, Jim Demler Yes, Joe Henderson Yes, Claudette Herald Yes, Greg Howard Yes, Damon Kelley Yes, Randy McCallon Yes, Marty Mills Absent, Lucy Moore Yes, Angela Passafiume Absent, Michael Phillips Yes, Russell Thompson Yes, Gavin Washington Yes, Matt Wilhoite Yes, David Zuberer Yes.

**HOF Screening (following the meeting)**

The Commissioner reminded the Board of the next steps in the Hall of Fame process, including a screening committee meeting.

The first-and third-year Board members convened to discuss any specifics about eligible candidates, before being given procedures that will be used for voting. Per the Board policy on Hall of Fame selection, a total of seven new individuals are to be screened as 25 screened individuals remained eligible for selection.

\_\_\_\_\_  
Matt Wilhoite, President

\_\_\_\_\_  
Date

\_\_\_\_\_  
Julian Tackett, Commissioner

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Date