

# 2003-07



## Kentucky High School Athletic Association

### Operational Strategic Plan

*STARTING OUR 87th YEAR OF SERVICE TO KENTUCKY SCHOOLS*

#### MISSION STATEMENT

*The KHSAA shall establish, promote and deliver the highest quality interscholastic athletic programs and activities in an efficient and progressive manner that emphasize participation, safety, sportsmanship and integrity to enhance the educational experience of the student athlete.*

*Goal 1.0- Financial Stability and Debt Retirement*

*Goal 2.0- Educate KHSAA Constituencies*

*Goal 3.0 - Staff Growth and Development*

*Goal 4.0 - Monitor and Audit Compliance with KHSAA Rules.*

*Goal 5.0 - Enhance and Promote Current Programs and Preserve History.*

*Goal 6.0 - Promote Citizenship and Sportsmanship.*

[www.khsaa.org](http://www.khsaa.org)

*(a kentucky.com affiliate)*



*Member of  
National Federation  
of High School Associations*

**KENTUCKY HIGH SCHOOL  
ATHLETIC ASSOCIATION**

**2003-2007 STRATEGIC PLAN  
GOALS AND OBJECTIVES**

**KHSAA BOARD OF CONTROL**

Chuck Broughton, 2007, Owensboro  
Lonnie Burgett, 2005, Mayfield  
Gary Dearborn, 2007, Cynthiana  
Paul Dotson, 2004, Belfry  
Cynthia Elliott, 2007, Jackson  
Betsy Glover, 2004, Lewisport  
Paula Goodin, 2007, Pineville  
Sally Haeberle, 2006, Ashland  
Stan Hardin, 2006, Louisville  
Ken Hurt, 2005, Lancaster  
Kathy Johnston, 2003, Lexington  
L.V. McGinty, 2004, Paducah  
Steve Parker, 2005, Lexington  
Jeff Perkins, 2005, Somerset  
Eddie Saylor, 2004, Molus  
Bob Schneider, 2008, Newport  
James Sexton, 2006, Louisville  
Bob Stewart, 2006, Louisville  
Jerry Taylor, 2006, Munfordville

**KHSAA EXECUTIVE STAFF**

Brigid DeVries, Commissioner  
Larry Boucher, Assistant Commissioner  
Julian Tackett, Assistant Commissioner  
Roland Williams, Assistant Commissioner  
Butch Cope, Director of Promotions and Media Relations  
Ken Tippett, Fund Raising Consultant

July, 2003

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***During the 1993-94 school year, the State Board for Elementary and Secondary Education appointed a twenty-person Task Force on Interscholastic Athletics. This group met and received public commentary throughout the state and eventually released its report with 23 recommendations for changes and/or refinements within the Association. The State Board accepted many of the changes, while revising others, and deferring some of the recommendations to the KHSAA Board of Control for response.***

### **EXECUTIVE SUMMARY OF ORIGINAL COMMISSION REPORT**

The State Board for Elementary and Secondary Education (State Board) established the Commission on Interscholastic Athletics (Commission) to "*Study what are the optimum methods and best practices to deliver quality high school interscholastic athletic programs to student athletes throughout the Commonwealth.*"

Eighteen citizens from across Kentucky were appointed to the Commission on Interscholastic Athletics, one of which was a State Board member. Two were current Kentucky High School Athletic Association (KHSAA or "the Association") Board of Control members. The Commission divided into three committees to consider the issues presented in its charge by the State Board. Those issues focused on organization, eligibility, and sports management. Each committee was given a list of questions to consider and asked to address anything else that the members felt was appropriate.

The Commission addresses the following areas in its report:

**Governance.** The State Board's, Department of Education's, KHSAA Board of Control's, KHSAA Staff's and Member Schools' roles are expanded and clarified. The Commission concluded that:

- The State Board has the ultimate responsibility for athletics and should continue to designate an organization to manage athletics. However, the State Board must establish a process to monitor and provide oversight for that organization.
- The Board of Control is too passive; it must be more assertive to take positions and to provide leadership to the staff as well as the member schools.
- The Department of Education liaison should be an ex officio (non-voting) member of the Board of Control and should report to the State Board on the actions of the Association.
- The KHSAA staff should present all alternatives to the Board of Control and develop a communication process that keeps the public informed on all Association business.
- The member schools should take ownership of the Association and become active participants.

**Eligibility.** There are several problems that the Association continues to face because of the few who feel compelled to circumvent the rules or because the Association has in effect tied its hands by requiring all complaints to be filed in writing by a principal or superintendent. The Commission recommends that the Association aggressively enforce its rules and feels that the member schools must hold one another accountable if the rules are to be enforced. It is also recommended that the Association pursue any complaint and act on any violation regardless of the source. Other eligibility problems surface because of middle school athletics. Other than the self-imposed rules schools place on themselves, there are no controls on middle school athletics or students. It is recommended that middle school athletics should be governed by the Kentucky High School Athletic Association.

**Sports Management.** The major areas of concern focused on the number of regular season games and length of seasons. The Commission recommends reducing the number of games in most sports. Another area the Commission addressed was nonschool participation especially for team camps and summer leagues. It is recommended that school personnel and resources should not be involved in these activities. This would not prevent community leagues from using school facilities.

**Revenue Structure.** The Association raised member school dues substantially in 1992-93. Revenue from the boys' and girls' Sweet Sixteen Basketball Tournaments, which accounts for over fifty percent of the Association's total funds, is the main revenue source while profits from regional tournaments are retained by the participating schools. This arrangement benefits only a few schools (i.e. those participating in the regional tournament) to the detriment of all other schools. It also puts too much monetary emphasis on winning the regionals. Therefore, it is recommended that the Association receive net revenue from all post-season play beyond the district level and in all levels of the football playoffs, and the Association should distribute the excess proceeds to all schools.

**Accountability/Enforcement.** The Association holds the principal accountable for all actions taken by the school. In line with this policy, the Association only pursues complaints regarding possible rule violations if

the principal or superintendent files a written complaint. The Commission recommends that the Association investigate all reasonable complaints and establish a mechanism to encourage individuals to report possible violations.

**Appeals.** All Board of Control rulings may be appealed to the State Board for Elementary and Secondary Education. During the late 1980's, the State Board overturned some of the Board of Control's rulings which led to an undermining of the Board of Control's authority. As long as the Due Process procedures have been followed, State Board review is not needed since the individual always has the option to appeal any decision to the courts. Therefore, it is recommended that KRS 156.070 be amended to remove the requirement that Board of Control decisions be appealable to the State Board.

**Extracurricular Activities.** Interscholastic athletics appear to be the only extracurricular activity managed by the State Board. The same issues that need to be regulated in athletics are also prevalent in other activities such as classroom interference, overlapping of activities, health and safety of participants, and academic standards. It is recommended that the State Board for Elementary and Secondary Education undertake a study to determine if all extracurricular activities should be coordinated by a single entity.

**Insurance.** The Association does not require student athletes to have insurance to participate in interscholastic athletics. However, insurance is not mandated for any school related activity; therefore, it is recommended that athletes not be required to have insurance unless the State Board requires insurance coverage for all students.

**Cheerleading.** The Association does not control cheerleading activities because it does not sponsor a championship or sanction competition. However, the lack of statewide parameters permits some schools to put too much emphasis and unrealistic expectations on students. Therefore, it is recommended that the Association govern cheerleading.

**Gender Equity.** The Commission concluded that the Association is responsible for gender equity and recommended that its efforts should focus on barriers to participation instead of the number participating in athletics.

In summary, the Commission concluded that athletics are an integral part of the education process and offers the recommendations noted below to strengthen the management of high school athletics and the Kentucky High School Athletic Association. The Commission felt that there was not adequate time to fully review some areas. In those cases, the recommendations are suggestions of possible actions that should be considered by the State Board, recognizing that the Commission concluded a problem exists which needs to be addressed but the proposed recommendation may not be the ideal solution. This applies mostly with eligibility issues. On items such as governance and revenue structure, the Commission felt strongly that specific action should be taken, and the recommendation is worded accordingly.

- (1) *The State Board for Elementary and Secondary Education should continue to designate the Kentucky High School Athletic Association as the entity to manage interscholastic athletics to ensure consistent standards are set for all student athletes. In doing so, the SBESE retains the ultimate responsibility for interscholastic athletics and must fulfill a monitoring and oversight role. The State Board should take the following actions:***
  - (a) *Require the Commissioner of the Kentucky Department of Education to appoint an ex-officio (non-voting) member to the Board of Control.***
  - (b) *Require the KDE ex-officio member to provide an update on KHSAA actions at each State Board meeting.***
  - (c) *Appoint an oversight committee to review the KHSAA operating and capital budgets, audit and financing. The committee should include a minimum of:***
    - *One State Board member;***
    - *One KHSAA Board of Control member;***
    - *One KHSAA staff person; and***
    - *One KDE staff person.***
  - (d) *Approve the KHSAA budgets.***
  - (e) *Require the KHSAA Board of Control to annually set goals for achievement and perform a self-assessment of its achievements and submit both to the State Board.***
  - (f) *The KDE legal counsel should be properly advised of all legal action brought against the KHSAA and report significant matters to the State Board.***
- (2) *The following action should be taken:***
  - (a) *Amend the Constitution to:***
    - *Permit a maximum of two consecutive four-year terms on the Board of Control with no region represented for more than eight (8) consecutive years.***

- *Have only the Commissioner employed by the Board of Control and permit the Commissioner to employ all other personnel needed to fulfill the responsibilities of the Association.*
  - *Require an annual evaluation of the Commissioner by the Board of Control.*
  - (b) *Implement a procedure to ensure the selection of three Board of Control members each year.*
  - (c) *Maintain the current eligibility criteria for the Board of Control.*
  - (d) *Provide a clear duty description for Board of Control members which should focus on policy making and training for new Board of Control members not only on KHSAA rules and procedures but also on responsibilities of a board member and how to fulfill them.*
  - (e) *Encourage the development of athletics so that the maximum number of students may benefit from participating in sports.*
- (3) *The Association should eliminate the Delegate Assembly and replace it with an annual meeting of all member schools. The annual meeting should focus on current issues facing the Association and ways to promote athletics such as sports medicine, transfer rules, foreign exchange, and intramurals. All schools should have a vote on amendments during the annual meeting. This approach will allow for direct participation and create greater ownership in the Association.*
- (4) *Academic standards for student athletes should be consistent with academic standards for all students.*
- (5) *KHSAA Bylaw 4 should be amended to permit eight consecutive semesters of eligibility upon entering the ninth grade.*
- (6) *The KHSAA should consider amending Bylaw 6 to permit open choice with the opportunity to transfer.*
- (7) *The KHSAA should address any areas of abuse with foreign exchange students. Any rule inhibiting stopping this abuse of the rules should be amended.*
- (8) *Consider taking the following actions regarding the number of games and length of seasons:*
- (a) *Reduce the number of contests for each sport to:*

<i>Baseball</i>	<i>30</i>
<i>Basketball</i>	<i>22</i>
<i>Cross Country</i>	<i>13</i>
<i>Golf</i>	<i>16</i>
<i>Soccer</i>	<i>17</i>
<i>Softball</i>	<i>30</i>
<i>Wrestling</i>	<i>17</i>
  - (b) *Reconsider how tournament games are counted so that a team cannot play six games more than a school that does not participate in tournaments. One possibility is to count basketball, baseball, and softball tournaments as two games instead of one since most teams play at least two games. Single elimination tournaments should continue to be counted as one game against the limit.*
  - (c) *Consider setting some limitations on weekly participation for each sport.*
  - (d) *Require all regular season contests to be held Monday through Thursday to be completed by 10:30 PM to enable students to return home in a timely manner.*
- (9) *Consider taking the following action regarding scrimmages:*
- (a) *Establish clear guidelines for scrimmages to ensure that they are controlled instructional opportunities and not exhibition games.*
  - (b) *Establish a reporting system which includes input from schools and officials on all scrimmages.*
  - (c) *Require all team camps to submit a copy of all activities to ensure that Association rules are being followed, especially regarding scrimmages.*
- (10) *Consider taking the following action regarding tournaments:*
- (a) *Establish a selection criteria to determine tournament sites.*
  - (b) *Leave the Sweet Sixteen basketball structure intact. However, KHSAA should study the Sweet Sixteen basketball structure to determine if a sectional format should be used for enhancing the Association's revenue structure.*

- (c) **Require all regular season tournaments to be reported to the Association with specific information submitted regarding the financial and contractual arrangements to ensure compliance with the KHSAA bylaws.**
- (11) **Consider taking the following action regarding nonschool and nonseason participation:**
    - (a) **Prohibiting member schools from using their resources to support summer programs, leagues, and team camps. This would include but not be limited to personnel, facilities, equipment, and transportation. This does not prohibit the use of facilities for community recreational programs.**
    - (b) **Limiting the number of players from a school team that can play on any organized team together if the coach is involved.**
  - (12) **Consider rotating membership on sport committees to ensure representation from all individuals involved in each sport.**
  - (13) **Consider taking the following action regarding officials, Local Policy Boards and Assigning Secretaries:**
    - (a) **Establish a job description and performance requirements so that officials can be evaluated on pre-established expectations.**
    - (b) **Establish minimum physical requirements for officials.**
    - (c) **Establish minimum training standards for officials.**
    - (d) **Establish guidelines for Local Policy Boards to use to determine if the Assigning Secretary is fulfilling job requirements.**
    - (e) **Hold Assigning Secretaries accountable for completing their jobs.**
    - (f) **Develop a recruitment program for officials.**
    - (g) **Consider the use of observers to evaluate officials and lessen the weight of coaches' evaluations.**
  - (14) **The practice of paying for Hall of Fame games should be eliminated.**
  - (15) **702 KAR 7:065 should be amended to designate the KHSAA as the entity responsible for managing middle school interscholastic athletic programs. However, before that is done, there should be a study of middle school athletics to determine what regulations are needed to provide a quality athletic program for middle school students. This should include, but not be limited to, number of games, length of seasons, age and/or weight limits, academic requirements, dues structure and whether tournaments should be held at this level. The final report should include recommended changes and a realistic time frame for implementation.**
  - (16) **The State Board for Elementary and Secondary Education should require the KHSAA to change its revenue structure to ensure the financial viability of the Association as follows:**
    - (a) **The Association should manage all post-season play beyond the district level and all rounds of the football playoffs with net revenues coming directly to the KHSAA. The Association should contract with appropriate entities for management of the tournaments, utilizing revenues generated by the contests.**
    - (b) **At the end of each fiscal year, member schools should receive all funds in excess of one-third of the upcoming unrestricted budget. The net effect of this action should be the rebating of dues to all member schools.**
    - (c) **Member school dues should be reexamined to determine if a reduction can occur and still provide reasonable assurances that the budget will be properly funded via the revenue structure.**
  - (17) **The Board of Control should amend its Constitution and Bylaws as follows:**
    - (a) **Bylaw 13 should permit anyone to report a violation to the Association. The staff should then investigate and bring appropriate charges against any violating party.**
    - (b) **Article IV of the Constitution should permit the assessment of fines for any violation of the Association's rules to ensure that schools violating those rules are the ones to suffer the consequences for their actions.**
    - (c) **The bylaws should include a penalty code that sets forth a minimum and maximum penalty for infractions.**
  - (18) **The Kentucky High School Athletic Association and its member schools should:**
    - (a) **Aggressively enforce its rules.**
    - (b) **Develop educational programs to inform principals, coaches, athletic directors, teachers, students and parents of all Association rules.**

- (c) *Establish appropriate penalties for infractions to deter schools from violating the rules.*
  - (d) *Develop a "hotline" to encourage individuals to report possible violations.*
  - (e) *Accept responsibility for the Association and hold each other accountable. Documentation should be put forth instead of just allegations.*
- (19) *The State Board for Elementary and Secondary Education should seek legislation to remove the right to appeal any decision made by the Board of Control to the State Board. Any appeal of the Board of Control decisions should be made to the courts.*
- (20) *Take the following actions regarding appeals:*
- (a) *Replace the East and West Eligibility Panels with an independent hearing officer.*
  - (b) *Additional rules interpretations should augment the bylaws to increase the lay person's understanding of the rules.*
  - (c) *Establish clear guidelines regarding what is appealable. The other items should go directly to the courts for resolution.*
  - (d) *Develop a philosophical Statement of Principles to guide the Association's action when ruling on eligibility cases. This statement should balance the right of the individual with the need to guarantee a level playing field for all athletes.*
  - (e) *Require the Commissioner to provide, quarterly, to the Board of Control a summary of all waivers granted to enable the Board of Control to judge if consistent rule interpretations are being made by the Commissioner.*
- (21) *The State Board should undertake a study to see if there should be an organization responsible for coordinating all extracurricular activities.*
- (22) *Encourage member schools to require student athletes to have insurance. However, it should not be required unless the State Board requires insurance for all students.*
- (23) *KRS 156.070 should be amended to enable the State Board to designate the KHSAA as the entity responsible for managing cheerleading. To determine what should be regulated, there should be a study of what is needed to provide a quality cheerleading program. This should include what activities should be permitted, number of competitions, skill requirements, and dues structure.*

#### **SUMMARY OF FINAL ACTION FOLLOWING COMMISSION REPORT**

***Following the completion of the study, the State Board for Elementary and Secondary Education accepted the report, and divided the alternative actions into two groups.***

***Recommendations 5-13, and 22 were submitted to the Board of Control which took the following actions -***

- (5) *The Board of Control adopted the recommendation with a phase out of current rule for those students currently in high school.*
- (6) *Amended Bylaw 6 to the previous rule by deleting the "evident injustice" clause. Rejected open choice with opportunity to transfer. It was felt that open choice would create uncontrollable recruiting which would threaten the integrity of athletics.*
- (7) *Directed staff to study and bring forth a recommendation.*
- (8) *Adopted the following amendments*
  - (a) *Adopted with one amendment and that increased the number of basketball games to 24 instead of 22. It was the opinion of the Board of Control that four basketball games had already been eliminated and the loss of revenue would impact the athletic budget at many schools.*
  - (b) *Adopted Commission recommendations on how to count tournament games.*
  - (c) *Amended limitation of season rules to prohibit competition on four consecutive days, Monday to Thursday.*
  - (d) *Directed staff to study the need for a Monday through Thursday completion time.*
- (9) *Adopted the following amendments regarding scrimmages*

- (a) **Adopted scrimmage rules to address the recommendation**
  - (b) **Directed staff to study this situation to determine what action should be taken to address team camp activities.**
- (10) **Adopted the following action regarding tournaments**
- (a) **Directed staff to develop criteria by May to implement in fall of 1994-95.**
  - (b) **Referred to basketball committee for development of a board/staff study of alternative structures**
  - (c) **Directed staff to implement**
- (11) **Directed Commissioner to do a study and develop a plan for implementation to present to 1995 annual meeting.**
- (12) **Directed staff to develop committee structure to include rotation and appropriate representation including race and gender.**
- (13) **Directed staff to bring recommendations to July meeting to implement proposed changes.**
- (22) **Directed staff to survey schools and insurance industry and bring proposal to March meeting.**

**Recommendations 1-4, 14-21 and 23 were submitted to the State Board for Elementary and Secondary Education which took the following actions -**

- (1) **Took the following action directing KDE staff to submitted revised 702 KAR 7:065 to implement recommended changes -**
- (a) **Address Board of Control composition by incorporating requirement for four at-large members appointed by State Board on Board of Control.**
  - (b) **KDE liaison reports on KHSAA action at each State Board meeting.**
  - (c) **State Board approves KHSAA budgets each year.**
  - (d) **Board of Control sets goals and objectives and performs a self-assessment each year; Goals, achievements and self-assessments are submitted to State Board each year.**
  - (e) **KHSAA advises KDE legal counsel of all legal action brought against the KHSAA; KDE legal counsel reports significant matters to State Board.**
- (2) **Took the following action directing KDE staff to submitted revised 702 KAR 7:065 to implement recommended changes -**
- (a) **Permit Board of Control members to serve consecutive terms, with no region represented for more than eight (8) consecutive years; have only the Commissioner directly employed by the Board with all other personnel employed by the Commissioner and the Commissioner being evaluated annually.**
  - (b) **Amend Board of Control selection procedure to ensure the selection of three (3) members per year.**
  - (c) **No action necessary.**
  - (d) **Establish a duty description for Board of Control members; Develop Board of Control training procedures; Encourage development of athletics in the annual goals and objectives of the KHSAA.**
- (3) **Took the following action directing KDE staff to submitted revised 702 KAR 7:065 to implement recommended changes -**  
**Amend the Constitution to eliminate the Delegate Assembly and replace it with an annual meeting of schools; Amend the Constitution to give each school a vote; Plan the annual meeting as an educational and working meeting to address the current issues facing the association.**
- (4) **The State Board will notify all school districts of its position that academic standards should be consistent for all students, regardless of the student's activity.**
- (14) **Amend KHSAA Bylaws to eliminate the ability to pay for Hall of Fame games.**
- (15) **Directed the following action be taken-**
- (a) **A study should be undertaken to determine what regulations are needed to provide a quality middle school athletic program.**
  - (b) **Amend 702 KAR 7:065 to designate the KHSAA as the entity to manage middle school interscholastic athletics.**



- (16) Directed the following action be taken-**
- (a) Amend the Constitution to enable post-season revenue to come to the KHSAA; The KHSAA contracts with appropriate entities for management of postseason tournaments. **\*\* NOTE \*\*** This recommendation was ultimately amended to require that postseason revenue be distributed to all schools in a particular classification by a method determined by majority vote of all schools in the classification**
  - (b) Amend the Constitution and Bylaws to provide for any excess revenues to be returned to member schools.**
  - (c) Study budget revenue situation to determine if a reduction in member dues can occur.**
- (17) Directed the following action be taken-**
- (a) Amend Bylaw 13 to permit anyone to report a violation.**
  - (b) Amend the Constitution to permit the assessment of fines on member schools.**
  - (c) Establish a penalty code within the KHSAA bylaws.**
- (18) Directed the following action be taken-**
- (a) KHSAA staff to follow up on all possible violations**
  - (b) Establish educational programs for all individuals involved with the KHSAA.**
  - (c) Penalties to be established in penalty code.**
  - (d) The KHSAA establishes a "hotline" for reporting violations.**
  - (e) Schools accept responsibility for following rules and reporting possible infractions.**
- (19) Amend KRS 156.070 to remove the right to appeal KHSAA decisions to the State Board and provide for the right to appeal to the courts.**
- (20) Directed the following actions be taken-**
- (a) Amend due process procedure to replace eligibility committees with an independent hearing officer.**
  - (b) Add rule interpretations to increase the lay person's understanding.**
  - (c) Establish guidelines for appealable items.**
  - (d) Adopt a philosophical Statement of Principles to guide future action on eligibility cases.**
  - (e) Commissioner reports, quarterly, to the Board of Control a summary of all waivers granted.**
- (21) Undertake a study to determine if there should be an organization responsible for coordinating all extra-curricular activities.**
- (22) No additional action needed unless the State Board requires insurance for all students.**
- (23) Amend KRS 156.070 to permit State Board to designate an entity to manage cheerleading; undertake a study to determine regulations needed to provide a quality cheerleading program.**