



Legislative Post Audit Performance Audit Report Highlights

Highlights

K – 12 Education: Reviewing Issues of the Kansas State High School Activities Association

Report Highlights

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Audit Concern

Legislators have expressed concerns about the Kansas State High School Activities Association's governance structure, its policies for sharing event revenues, and its season lengths and restrictions on student-athletes' contact with coaches.

Other Relevant Facts & Findings for Question 1

For this audit, we surveyed all 86 Association Board members and had a response rate of 52%. We also surveyed about 6,500 coaches, principals, superintendents, athletic directors and school board presidents across the State, and had a response rate of 48%.

About one in four Kansas Association Board members who responded to our survey thought the 78-member Board of Directors is too large, and about one in three thought it didn't fairly represent all types of schools.

About one in five coaches and one in ten administrators who responded to our survey thought the Kansas Association was unresponsive to the needs of athletes and schools.

AUDIT QUESTION 1: *How does the governance structure of the Kansas High School Activities Association compare to the structures in nearby states?*

AUDIT ANSWER and KEY FINDINGS:

- The Kansas Association's 78-member Board of Directors serves as the legislative body and passes all policies. The Board is comprised of representatives from all school classifications, private associations, and State Board of Education members, as shown in the graphic figure.
- The Association's Board differs structurally from boards in six comparison states—Colorado, Iowa, Missouri, Nebraska, Oklahoma, and Texas—in a number of ways. Most notably, Kansas' Association is:
 - ▶ The largest policy-making body of all six comparison states; Colorado has the second largest at 69 members.
 - ▶ One of three states that allow members of private associations and the State Board of Education to sit on the policy-making board.
 - ▶ One of only two states that have a separate appeals board.
- The Kansas Association differs procedurally from the same six comparison states in the way the policy-making boards change rules and policies. Kansas is:
 - ▶ One of three states to require the State Board of Education to approve bylaw changes passed by the Association.
 - ▶ One of only two states that don't allow member schools to vote on rule changes.

Composition and Representation of the Kansas Association's Board of Directors (2009)

	Representatives from...								
	High School Classifications						Middle/ Junior High Schools	Private Associations and State Board of Ed	Total/ Averages
	Smaller Schools			Larger Schools					
	1A	2A	3A	4A	5A	6A			
Number of Board Members	11	7	11	11	8	13	6	11	78
Members as % of Total	14%	9%	14%	14%	10%	17%	8%	14%	100%

Source: Association Handbook 2008-09 and classification information provided by Association staff.

AUDIT QUESTION 2: How do the Kansas High School Activities Association’s policies on membership fees and sharing gate receipts from athletic events compare to the policies in nearby states?

AUDIT ANSWER and KEY FINDINGS:

- All seven associations we reviewed, including the Kansas Association, charge membership dues, participation fees, or both. However, these fees and dues vary widely among these associations, from \$1 to \$1,300 per member school, per year.

The Kansas Association has charged a \$400 fee for high school membership, and a \$125 fee for middle/junior high school membership, since 1987.

- The Kansas Association generally allows host schools to keep 30% of net playoff ticket sales. Other state associations vary in the amount they allow host schools to keep—between only covering actual costs to 100% of ticket sales.
- As shown in the figure below, Kansas’ Association is the only one of the comparison states that doesn’t share any playoff ticket sales revenues with—or cover costs for—non-host schools. Also, in cases where money remains after all costs are covered, only Kansas and Iowa don’t share at least some of the profit with other participating schools.

Other Relevant Facts & Findings for Question 2

About 90% of the Association’s revenues are generated by athletic and activity revenue, and only 5% are generated by membership fees.

Two-thirds of Kansas school administrators and one-third of Association board members who responded to our survey thought schools should get to keep more than 30% of ticket-sale revenues.

The Kansas Association has two years of operating expenses in cash reserves—more than double the amount of any of our six comparison state associations.

A larger portion of the Kansas Association’s operating expenditures (42%) are used for staff salaries and benefits than in any of our six comparison associations.

Comparison of Policies On Sharing Playoff Ticket Sales Revenue With Host Schools and Other Participating Schools

State	Host Schools	Association	Non-Host Schools	
	Amount Kept	Amount Kept	Travel Costs Covered	Share In Some Profits (a)
Kansas	30%	70%	No	No
Colorado	20%	20%	Yes	Yes
Nebraska- District Playoff	25% + allowable expenses	33%	Yes	Yes
Nebraska- State Playoff	Stipend (\$1,200 - \$2,200)	All remaining Receipts		
Iowa	10%-20% to first threshold, and 5%-10% after that (varies by sport)	80%-90% up to first threshold, and 90%-95% after that (varies by sport)	Yes	No
Missouri	% of profit varies by sport and calculated thresholds		Yes	Yes
Oklahoma	Actual costs covered	Remaining profit	Yes	Yes
Texas	85%-100% (varies by sport)	0%-15% (varies by sport)	Yes	Yes

(a) Profits may not be shared for all sports all of the time. Some states may only share profits for one sport or only share profits if certain thresholds are met.

Source: Interviews with association officials.

AUDIT QUESTION 3: How do the Kansas High School Activities Association’s policies that regulate the lengths of seasons and the amount of contact between coaches and students compare to the policies in nearby states?

Other Relevant Facts & Findings for Question 3

According to Association officials, travel limits don’t apply to “field trips” because they’re related to a student’s curriculum.

About one-third of high school and middle/junior high school coaches who responded to our survey thought the 500-mile out-of-State travel limit is too restrictive.

About 40% of coaches and 15% of the school administrators who responded to our survey thought that athletes in Kansas didn’t have enough opportunities to develop their athletic skills.

Compared to the six other states, Kansas produced the 2nd highest number of athletes that went to colleges in the Big 12 conference in football and men’s and women’s basketball—about 5 athletes for every 100,000 State residents.

AUDIT ANSWER and KEY FINDINGS:

- Only Kansas and Iowa limit out-of-state travel for regulated activities. Generally, other comparison states have no limits. Unlike other state associations we reviewed, only Kansas restricts out-of-State travel for competitive events (sporting events, debate, etc.) but not for non-competitive “field trip” events (i.e. band trips for parades).
- The Kansas Association wasn’t significantly different than our six comparison associations in other policy areas related to participation with private premier teams, season length, and the amount of contact between coaches and students.
 - ▶ Kansas’ policies relating to premier team participation are more restrictive than some states during the sport season, but are in-line with those states during the off-season.
 - ▶ As shown in the figure below, we noted large differences in season lengths between states and sports, but Kansas tends to be near the middle.

Range of Number of Games Allowed and Season Lengths For a Selection of Sports For Six Comparison States and Kansas (2007-08)

Sport	6-State Range of Season Games			KS (Actual)	6-State Range of Post-Season Games			KS (Actual)	6-State Range of Season Calendar Days			KS (Actual)
	Min	Max	Avg		Min	Max	Avg		Min	Max	Avg	
Baseball	17	(a)	24	20	5	7	6	6	76	134	95	88
Basketball (boys)	17	22	20	20	5	10	7	8	116	164	132	113
Basketball (girls)	17	22	20	20	5	10	7	8	110	164	130	113
Football	9	10	10	9	3	7	5	5	96	138	114	103
Soccer (boys)	12	20	15	16	4	7	6	6	76	131	93	82
Soccer (girls)	12	20	15	16	4	7	6	6	76	131	93	88
Softball	17	40	22	20	5	8	7	6	60	131	80	88
Volleyball	14	23	17	40	6	9	7	10	70	110	89	75

(a) the number of regular season games is listed as unlimited for Nebraska.

Source: National Federation of State High School Associations’ 2008-09 Handbook and interviews with association officials in Kansas and comparison states.

We Recommended

- The Kansas Association should provide information presented in our audit report to Board members to determine whether any rules or regulations should be reviewed or revised to better meet the needs and interests of its member schools and students.

Agency Response: In general, the Association agreed with the report but didn’t indicate whether the recommendation would be implemented or not.

**DO YOU HAVE AN IDEA FOR
IMPROVED GOVERNMENT EFFICIENCY OR COST SAVINGS?**

If you have an idea to share with us, send it to ideas@lpa.ks.gov, or write to us at the address shown. We will pass along the best ones to the Legislative Post Audit Committee.

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