

ATHLETIC EQUITY AND PROPORTIONALITY: CLASSIFICATION OF HIGH
SCHOOLS IN STATE ATHLETIC ASSOCIATIONS FOR BOYS
BASKETBALL AND FOOTBALL TOURNAMENT PLACEMENT

A Dissertation

Submitted to the
Faculty of Argosy University Twin Cities
College of Education

In Partial Fulfillment of
The Requirements for the Degree of
Doctor of Education

by

Wade E. Labecki

September, 2010

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Chair, Paulette Reikowski, Ph. D.

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Abstract

The study examined the use of enrollment adjustments used by state high school activity and athletic associations to nonpublic high schools for classification and placement of high schools in state tournaments. Adjustments such as multipliers, reducers, or separate divisions (or classes) in the sports of boys basketball and football were examined. The basketball and football directors of state associations of the National Federation of State High School Associations (NFHS) were surveyed and archival data was collected from Wisconsin and neighboring states during July of 2010. Surveys were sent to 51 basketball directors, 48 of them responded and 40 of 51 football directors of the NFHS state associations responded to the surveys. Concerns over recruiting of high school athletes and the effectiveness of the adjustments were surveyed. Archival data was reviewed for a 5 year period between 2005-2010 for Wisconsin and neighboring states. While the enrollment adjustments of Illinois and Minnesota appeared to provide proportionality to membership winning state championships, the study could not eliminate other factors such as program tradition as reasons for success.

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Author Note

Wade Labecki assumed his position as Deputy Director of the Wisconsin Interscholastic Athletic Association (WIAA) on July 1, 2009. Labecki served as an administrator and transportation director at Baldwin-Woodville High School from 2006 to 2009 and as athletic director from 2000 to 2009.

Labecki taught accounting, business law, general business and Internet classes from 1987-2006. In addition, he served as head football coach from 1988-2004 after one season as defensive coordinator of the 1987 State championship team. He led the Blackhawks to a State Championship in 1992, a State runner-up finish in 1994, five conference titles and a 108-63 record.

He coached the Blackhawk baseball team to a 122-55-1 record from 1990-97, which included two conference championships and a State Tournament appearance in 1991. Labecki was elected to the WIAA Advisory Council in October, 2008. Other related experiences include memberships in the National Interscholastic Athletic Administrators Association, the Wisconsin Athletic Directors Association (WADA), the Wisconsin Football Coaches Association (WFCA), where he served on the Executive Board and as president (2000-2003), WIAA Football Advisory Committee (2001-2006), and served on the Board of Directors of the Wisconsin High School Forensics Coaches Association (2006-2009).

Labecki has received a number of professional honors and awards during his career. Among them was his induction into the WFCA Hall of Fame in 2008 and coached in the 2000 Shrine Football All-Star game. In 2009, Labecki was selected as the WADA District 1 Athletic Director of the Year. (Wisconsin Interscholastic Athletic Association web site [<http://www.wiaawi.org/index.php?id=157>], 2010)

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Dedication

This dissertation is dedicated to former head football coach of the University of Wisconsin at Eau Claire, Dr. Link Walker, who provided the inspiration and direction to go down a fulfilling path in education and coaching. He saw many of my accomplishments both on the field and during my career. I only wish he could have seen this one.

To the student-athletes with whom I worked in the classroom and on the athletic fields, I dedicate this dissertation. The pleasure of watching each grow as a student, an athlete, and a person cannot be overstated. Many became friends and family. I cherished each day I was given the opportunity to work and be with them.

Of course, my family, both immediate and extended, this doctoral dissertation is dedicated to each of you: my parents (Marvin and Nancy); brothers (Jay along with CeCe and Tim); my nephew (Nathan, my Godson), and nieces (Maddie and Jessie); grandpa (always proud) along with grandma; the Jones family (Mike, Debbie, Amy, Bryan, Jen and the three P's – Preston, Peyton, and Parker); the Torgerson family (Rick and Sally); and the Butler family (Craig, Erin, and Kelsey, my Goddaughter).

I cannot forget my companions, Champ and Sadie. Both provided companionship and memories for me and for each of the people to whom this dissertation is dedicated. Sadie, the beagle, tolerated an empty house due to classes; long rides to get to the classes and back home; and many long days and nights of research and writing with less attention and affection because of the

time needed to complete this dissertation and doctorate degree. She was not forgotten. She was appreciated. She always ran to the car and greeted the researcher when he arrived home from class.

There are many more people I would like to recognize, but to add them would create more pages than the dissertation itself. Smiles and tears surface with the thoughts of each of you. The experiences, memories, and future endeavors with each of these wonderful people will forever be a source of inspiration for me.

CHAPTER ONE: INTRODUCTION

Beem (2006) stated communities have defined themselves by the success of the athletic programs of their schools. “Most communities want winners.” (p. 13) Parents placed pressure on students when they relate to their children’s success in athletics (Beem, 2006).

Interscholastic athletic and activity state associations have overseen the athletic and extracurricular activities in their respective states. The associations have provided assistance to member school administrators and athletic directors. “State athletic associations can be a major influence on the role of sports at the district level.” (Beem, 2006, p. 15)

The public high school members of the Wisconsin Interscholastic Athletic Association (WIAA) combined membership with the nonpublic high school members of the Wisconsin Independent School Athletic Association (WISAA) during the 2000-01 school year. Adjustments to enrollment for nonpublic high schools from WISAA were not applied when assigning member schools to divisions for state tournaments as the nonpublic high schools were added to the membership as equal members.

The researcher intended to evaluate the success of enrollment adjustments used to classify member high schools of state athletic and activity associations for placement in state championship tournaments of member state associations of the National Federation of State High School Associations (NFHS). At the time of this study, State activity and athletic associations belonged to the NFHS which provided rules for sports and guidelines in various

areas such as game or competition rules, eligibility, medical guidelines, and organization (Beem, 2006).

At the time of this study, the WIAA was a private, voluntary organization of member high schools which provides regulations of membership; provides athlete rules of eligibility regarding participation in high school athletics; and provides tournament experiences in sports. Participating high schools in the post-season tournaments have been grouped in divisions (referred to as classes in most state associations) where state champions are determined. Placement in tournament divisions to determine the state champions in post-season tournaments was based on the number of high schools utilizing the enrollment of the students in grades 9-12 attending member high schools as full-time students.

Table 1

2009 Participation Figures in Boys Basketball and Football

	Number of high schools offering boys basketball	Number of athletes playing high school boys basketball	Number of high schools offering football	Number of athletes playing high school football
National Federation of State High School Associations	17,869	545,145	14,105	1,112,303
Wisconsin Interscholastic Athletic Association	484	15,798	432	30,823

The NFHS (2009) reported 7,536,753 student-athletes participated in interscholastic athletics in 2008-09 (See Table 1). In high schools, 17,869 high schools offered boys basketball and 14,105 high schools offered football. In football, 1,112,303 student-athletes participated and 545,145 student-athletes participated in boys basketball. The NFHS has overseen 15 sports (with girls and boys in nine sports) as well as cheerleading and dance competition along with speech, debate, and theatre (NFHS, 2009).

In the State of Wisconsin in 2008-09, 484 high schools with student populations consisting of grades 9-12 offered boys basketball with 15,798 student-athletes participating (NFHS, 2009). In football, 432 high schools offered the sport with 30,823 student-athletes participating in football in Wisconsin (NFHS, 2009).

As nonpublic high schools began winning more championships at the state level in Wisconsin high school athletics, members of the Wisconsin Basketball Coaches Association, members of high school administrations, and members of the general public have argued that the nonpublic high schools had an unfair advantage in student population contributing to the success of the athletic teams from nonpublic schools. The unfair advantage argument was echoed in many states where nonpublic high schools were members in the same state association as the public high schools (James, 2007).

The unfair advantage was stated by critics as a reflection of the school populations at the nonpublic schools when compared to the populations at the public schools. School population in the nonpublic schools: (a) do not include

students in special education programs, (b) include students which the nonpublic schools can accept or decline for enrollment, or (c) may be limited in number.

Recruiting accusations had been raised as a possible source of success in nonpublic schools (Epstein, 2009). Public high schools have accepted any and all students within their fixed geographic boundary while nonpublic schools have reached outside of a fixed geographic boundary to find students to enroll (Epstein, 2009).

A nonpublic high school enrollment number matched a public high school enrollment number. However, the nonpublic high school accepted students from a wider geographic area while being selective (Dorkskin, 2008). In August of 2010, the WIAA classification of member high schools used in the sport of basketball assigned schools to four divisions based on enrollment (Wisconsin Interscholastic Athletic Association [WIAA], 2009b).

“When the nonpublic schools joined the membership in 2000-2001, a minor adjustment was made to the divisional placement with 116 schools placed into Divisions 1 and 2, 128 schools placed into Division 3 and the remaining schools into Division 4.” (WIAA, 2010b)

Definition of Terms

Classification

“Each senior high school shall be classified for purposes of membership, representation, and competition (including tournaments where necessary) on the

basis of previous year's enrollment on the third Friday in September" (WIAA, 2009b, p. 14).

Division

"Assignment of schools will be based on geographical basis in four divisions (1-2-3-4).

- a. Division 1 – The largest 116 member schools sponsoring basketball.
- b. Division 2 – The next largest 116 member schools sponsoring basketball.
- c. Division 3 – The next largest 128 member schools sponsoring basketball.
- d. Division 4 – The remainder of schools sponsoring basketball." (WIAA, 2009c, p. 7).

Enrollment

The total number of students in grades 9-12 receiving 100% of their education at the member school reported to the Wisconsin Department of Instruction on the third Friday in September of the previous year (WIAA, 2009b). The enrollment of one sex schools are doubled for classification (WIAA, 2009b).

Geographic Area

The geographic area was defined as the boundary of the public school or the community of the nonpublic school.

Matriculate

“To enroll as a member of a body and especially of a college or university.” (Merriam-Webster Dictionary, 2010).

Multiplier

“The multiplier artificially inflates private school enrollment so that when schools are divided into separate classifications based on enrollment, private schools are grouped with public schools that have larger enrollments and presumably better teams.” (James, 2007, p. 409)

Nonpublic school

“Nonpublic schools enrolling grades 9-12 that qualify for Section 501(c) (3) status under the declaration of the Internal Revenue Code.” (WIAA, 2009b, p. 14)

Open Enrollment

“Wisconsin’s inter-district public school open enrollment program allows parents to apply for their children to attend school districts other than the one in which they live.” (Wisconsin Department of Public Instruction (WDPI), 2010b)

Proportionality

“Mathematics.

a. (of two quantities) having the same or a constant ratio or relation: The quantities y and x are proportional if $y/x = k$, where k is the constant of proportionality.” (Dictionary.com, 2010a)

Seeding

“Sports.

a. to arrange (the drawings for positions in a tournament) so that ranking players or teams will not meet in the early rounds of play.

b. to distribute (ranking players or teams) in this manner.” (Dictionary.com, 2010b)

Special Education

Education was mandated through federal law to provide children with a disability extra help through a specially designed education program (WDPI, 2010d).

State Associations

Associations at the state level which were private, non-profit, and voluntarily organized to oversee athletics involving student-athletes (Baker, 2009).

Purpose

When state tournaments in high school sports concluded, controversy surrounds the participating schools and their student populations by the fans, the media, and the coaches because nonpublic high schools have won more championships than public high schools. Critics cited comparisons of the number of nonpublic members in state associations to the number of state championships won by nonpublic high schools as a problem. The purpose of this study was to examine the effectiveness of the adjustments to high school student enrollments used by state associations to determine the division (or classification) assignment of high schools in an attempt to reduce the disproportional success of nonpublic high schools in state boys basketball and football tournaments.

In Wisconsin in 2009-10, there were 82 nonpublic high schools participating in the WIAA boys basketball tournament (Appendix A) of the 506 member high schools (13.2%). In 2010, there were two (50%) nonpublic school state boys basketball champions of four divisions with five (31.1%) of the 16 semi-finalists being nonpublic member high schools (WIAA, 2010a). Three (37.5%) of the eight finalists were nonpublic member high schools (WIAA, 2010a).

The discussion of public versus nonpublic high schools in Wisconsin focused on boys basketball. Football was added to this study because the public versus nonpublic discussion in other state associations focused on football. Girls

basketball was not addressed in this study as the sentiment in Wisconsin did not currently show concern with the nonpublic proportionality in girls basketball.

This study was to determine if the state associations placed nonpublic high schools in the appropriate divisions based on enrollments. Proportionality was defined in this study as the number of nonpublic high schools as members in an association versus the number of nonpublic high schools that advanced to state championships in boys basketball and football. The basic question brought forward was stated as: “are nonpublic high schools winning significantly more than their proportional representation merits?”

The purpose of this study was to assist the member high schools of the WIAA and the executive staff of the WIAA in analyzing the effectiveness of adjustments in the classifications of public and nonpublic schools in tournaments.

Need for the Study

Public high school members in the WIAA expected an adjustment intended to level the playing field between public member high schools and nonpublic member high schools in boys basketball. When discussion of competitive equity occurred, the public high school basketball coaches pointed to the success of the nonpublic high schools in state tournaments versus the proportion of the WIAA nonpublic high school membership of the total WIAA total membership.

The goal of this study was to evaluate the success of enrollment adjustments of the 51 member state associations of the NFHS which were used

to classify high schools for placement in divisions (or classes) of post-season tournaments. The study examined boys basketball and football in Wisconsin and neighboring states along with Minnesota in state tournaments and state championship games.

Boys basketball was studied because the member high schools and public focused on boys basketball state championships. In boys basketball, the public outcry was directed at the success of the non-public high schools compared to the success of the public high schools in the smaller divisions.

After 10 years of WIAA membership including the nonpublic high schools in the WIAA, the concern demonstrated by the basketball coaches, public, and media reached a level forcing a change in the placement of nonpublic high schools in boys basketball tournaments. The results of this study provided information to the stakeholders about the relative success of other state associations in classification of member high schools and the success of regulating proportionality of championship success.

The study determined if any member state association of the NFHS implemented a successful solution to the proportionality of success of its membership and potentially provided a model for the WIAA and its membership.

The researcher believed a data-driven study should to be utilized to examine the effectiveness of enrollment adjustments when a change with this impact is introduced and the feasibility of a change of this impact.

Research Questions

When adjustments to high school enrollments were used to place nonpublic high schools in divisional play, did the adjustment produce proportionality of membership populations to success in state championships?

Was a model of enrollment adjustment or placement successfully implemented in the WIAA boys basketball tournament series?

Was a model of enrollment adjustment or placement of non-public high schools successful when comparing the proportion of nonpublic high schools winning in state tournaments to the proportion of the nonpublic high school membership in the state association?

Additional Questions

How did basketball directors in state associations view the success of enrollment adjustments in leveling competitive proportionality in boys basketball state tournaments and state championship games?

How did football directors in state associations view the success of enrollment adjustments in leveling competitive proportionality in football state tournaments and state championship games?

Research Hypothesis

H_{1A}: Enrollment adjustments leveled competitive proportionality between public and nonpublic high school members of state associations in the state boys basketball championships.

H2_A: Enrollment adjustments leveled competitive proportionality between public and nonpublic high school members of state associations in the state football championships.

Methodology

The study used a mixed methods design which utilized surveys of 51 basketball and 51 football state association directors. Data archived by the WIAA was utilized to compare the success of the public high schools and the nonpublic high schools in Wisconsin between 2005 and 2010. In addition, data was utilized from NFHS Section Four state associations (neighboring states to Wisconsin) and Minnesota in order to compare the success of the public high schools and nonpublic high schools.

Access Plan

The Argosy University Twin Cities Institutional Review Board fully certified application for this study on July 12, 2010. This study utilized information gathered from members of the NFHS. Permission was granted by NFHS Executive Director Robert Gardner to survey basketball and football directors of the 51 NFHS state associations (Appendix B). Surveys were conducted utilizing Internet software and participants granted consent by taking the survey and by answering a question which acknowledges consent (Appendix C).

Archived data was collected from the WIAA and from each state association which neighbored Wisconsin (NFHS Section 4 – WI, IA, MI, IL, IN, and MN).

The stakeholders involved in this project study were member high schools in the sport involved and athletic administrators of the high schools in the WIAA. As a result of the member high schools being stakeholders in the project, students, parents, and communities were indirectly involved.

Sample Population

Participants in the survey population consisted of athletic administrators from state associations which were members of the NFHS at the time of this study. 51 state associations belonged to the NFHS at the time of this study (Hensley, 2009).

Participants

Directors

The individuals at the member associations of the NFHS responsible for basketball and football oversight and operations. The directors were identified in the membership directory of the NFHS and were asked through e-mail to participate in an Internet survey for this study.

The study researched boys basketball and football in Wisconsin. The basketball directors of the NFHS state associations were asked to respond to the survey. In many NFHS state associations, an enrollment adjustment was

implemented or requested in response to the success of nonpublic high schools at the state championship level in the sport of football. The researcher asked the football directors of the NFHS state associations to respond to the survey as well. The possibility did exist in some states that the basketball and football directors were the same person.

For survey results in Wisconsin, the basketball director was asked to complete the survey and the Executive Director was asked to complete the survey as the researcher is the football director in the WIAA.

Limitations of the Study

The quality and credibility issues related to the study of enrollment adjustments were the responses provided by the state association members responsible for their respective sports. The issue of leveling the competition and playing field was an emotional issue and objectivity might have been difficult to capture.

The study compared boys basketball and the effect adjustments had on that sport. Football was also examined. The study did not reflect the effect of enrollment adjustments on other sports.

Open enrollment was implemented in many states to allow students to enroll in a high school which was outside the district boundary of the student and family residence. The Milwaukee Choice Program allowed low-income students to attend nonpublic schools in the City of Milwaukee with tuition reimbursement from the Wisconsin Department of Instruction. Open enrollment and the

Milwaukee Choice Program were not addressed in this study, but information was reviewed in Chapter Two.

The researcher may have had biases as he attended a nonpublic high school during his education, was employed in a public high school as a football coach and athletic director, and was currently employed by the WIAA at the time of this study.

Ethical Limitations

The researcher had ethical obligations since he was a member of the executive staff which worked under the direction of the WIAA Board of Control (referred to the Board of Directors in several state associations) for the member schools of the WIAA. The researcher presented the facts of the study in a manner which was unbiased in subjective opinion. The researcher graduated from a nonpublic high school and was employed at a public high school for 22 years in the capacities of teacher and administrator as well as football coach for 17 years and athletic administrator for 10 years.

Issues which may have arisen were concerns of objectivity by the researcher since the subject of the study was considered an emotional issue. The sample population may have had individual bias when responding to the success or failure of the enrollment adjustment of public and nonpublic member schools based on personal experiences.

The American Educational Research (AERA) Association (2008) stated that the participants in the study should be informed of the risks of participating in

the study and are required to be asked for their consent in order to participate in the study. The purpose of the study should also be provided to the participants (AERA, 2008).

The information provided by the sample participants and their identities were protected. Confidentiality was maintained by redacting names of the individuals completing the surveys.

Credibility

This study utilized the information from the state association directors. Honest responses from all participants involved in the study were essential to provide a credible result.

Triangulation

With the data being collected through surveys and historical data gathered by the WIAA staff, the researcher believed the study was able to triangulate and eliminate much of the subjectivity. Using triangulation involving quantitative methods of data was compared and integrated (Patton, 2002).

The use of various measurements allowed for a theory triangulation. Theory triangulation was examining the data from the perspective of the stakeholder positions (Patton, 2002). According to Patton, "It is common for divergent stakeholders to disagree about program purposes, goals and means of attaining goals." (p. 563) "These differences represent different theories of action

that can cast the same findings in different perspective-based lights.” (Patton, 2002, p. 563).

Utilizing surveys allowed for triangulation of quantitative data sources. The responses of the football and basketball state association directors were compared with the responses of each survey.

Feasibility

“The feasibility standards are intended to ensure that an evaluation will be realistic, prudent, diplomatic, and frugal” (Ramrow, 2009). The evaluation was completed in a manner which caused minimum disruption in order to collect data by the use of the Internet. Data collection of the state tournament participation for the period between 2005 and 2010 was collected by the WIAA staff and already exists.

The research was conducted with anticipation of different views and biases from the stakeholders as enrollment adjustments were an emotional subject. The program evaluation was efficient by using the Internet and e-mail in order to justify expenditures.

Validity and Reliability

By utilizing a mixed-methods study, questions of bias were reduced or eliminated. Collection of data through surveys was described in the quantitative data collection section of this paper.

Reliability of the research by using surveys given to the state association directors was less emotional as the directors prepare post-season tournaments under the assumption that the staff does not take into consideration which member school would likely win the championship. The instruments were reviewed by WIAA executive staff in order to determine the procedures for ensuring reliable data collection.

Validity of the research was based on the researcher's determination of measuring the success of enrollment adjustments in the state associations utilizing the adjustment to determine success proportionality. Appropriate comparisons were utilized to assure interpretation of the data was used for its intended purposes.

To improve the validity of the study, the surveys measured the data in the same and consistent manner by utilizing the surveys provided on the Internet. Archived data was collected from the WIAA and from the neighboring states (NFHS Section 4 – WI, IA, MI, IL, IN, and MN) through the state association web sites and publications. Football data was collected for the 5 year period of 2005 to 2009. Basketball data was collected for the 5 year period of 2006-2010.

Transferability

This study can be replicated by other state associations and can be generalized for other associations which provide post-season tournaments to the member high schools of the respective state association. The methods were described and the instruments used to gather the interview responses and

surveys (Appendix D & E) are in the appendix. The study was limited to directors of state associations which were members of the NFHS at the time of this study.

Study Significance

As competitive athletics in high school were presented in a public arena and in the media, individuals commonly used the placement of high schools in divisions of competition as reasons for the success of public high schools and nonpublic high schools in post-season state championship tournaments. Several state associations utilized enrollment adjustments to place nonpublic high schools in divisions which were not the same as public high schools based on enrollment.

This study examined the various methods of enrollment adjustments and the effectiveness of those adjustments to determine if the adjustments were effective in leveling the competition of member high schools in a state association.

The Kansas State High School Activities Association (KSHSAA) Public and Private School Study Committee (2007) concluded school leaders need to determine the purpose of their athletic programs. The committee provided the following reasons for success in athletics by both public and nonpublic schools:

1. Good coaches and leadership (often with long tenure);
2. Access to non-school youth development programs, club and traveling teams, private lessons, etc.;

3. Strong tradition and school culture valuing sports and activity programs;
4. Supportive and involved parents;
5. Community expectations;
6. Affluence of families and more mobile society;
7. High participation percentages among students;
8. Large population areas in or near metropolitan areas or suburban areas;
9. History of success at school/program (success fosters more success);
10. Selective enrollment;
11. Post season assignments;
12. Luck (KSHSAA, 2007, p. 3)

CHAPTER TWO: REVIEW OF THE LITERATURE

Baker (2009) wrote competitive sports increased among lower classes in England during the late 1800's. During the Civil War, troops participated in sports during breaks in battle. The sports united the troops as the troops learned more about each other than their home towns and religion. After the war, the troops brought the sport of baseball back with them to their home towns and interest in baseball began to increase (Baker, 2009).

Nelson (2005) reported the YMCA was important to the sports movement as the organization integrated immigrants into the American society. Sports provided an atmosphere which could cross class boundaries. In addition, sports allowed the lower classes to remain occupied rather than obsessed with their concerns with poverty (Nelson, 2005).

As the reading level of society increased at the turn of the century, the coverage of sports increased in most newspapers (Nelson, 2005). The increase in sports coverage both in the newspapers and on the radio also increased sports appeal among the masses. "To poor youth within these (immigrant) groups, it (sports) represented the potential for lifting them from a cycle of poverty" (Nelson, 2005, p. 120). Nelson (2005) stated communities often are brought together by local athletic programs.

Reinforcement of classroom experiences and lessons of life have become the emphasis of American athletic programs in high schools (Baker, 2009). Athletic programs are viewed as an integral part of the total development of

students (Baker, 2009). To illustrate the involvement of community, Jable (1992) explained:

High school athletics have played an important role and have filled a significant need in American society ever since their emergence during the closing decades of the nineteenth century. They are prominent today in virtually every American community, from rural villages to big-city neighborhoods. In most small communities, high school athletics often are 'the only game in town'. (Jable, 1992)

Sports initially were directed and determined by the students (Jable, 1992).

"The students at Worcester, Massachusetts High School inaugurated high school athletics when they formed a baseball team in 1859." School administrators began to take control when students began to use individuals other than students to win. At the end of the century, schools determined sports had an educational value in high schools (Jable, 1992).

"The United States . . . brought sports into high schools and colleges, building a bridge between community activities and the local school" (National Association of State Boards of Education, 2004 (NASBE), p. 17). With the inclusion of sports in high schools, the sports programs have become an important part of the high school community (NASBE, 2004).

Athletics and Achievement

Treasure (2006) stated the benefits of educational opportunities and character building skills were the primary reasons given for justifying interscholastic athletics. The overall development of adolescents participating in athletics can be gained on athletic courts and fields by providing opportunities of perseverance, discipline, and teamwork (Treasure, 2006).

Preston & Balsink-Krieg (2006) concluded student-athletes in high schools perform better in the classroom. Athletes placed more importance to academics and athletics (Preston & Balsink-Krieg, 2006).

The National Association of State Boards of Education (2004) reported participants in sports (a) had higher grade point averages, (b) received fewer referrals for discipline, (c) were more likely to graduate, (d) performed better in school after high school, and (e) had a better self-image (p. 10).

The Wisconsin Interscholastic Athletic Association

Sports in Wisconsin high schools began in the 1890's (Otte, 1997). "By the early 1890's and even before, boys of school age were being exposed to organized sports. But school involvement, from a jurisdictional or regulatory standpoint, lagged behind even though it was not unusual for boys and their coaches to take the high school name for their teams" (Otte, 1997, p. vii). In 1892, Whitewater High School was the first school to take control of athletics by school administration. School administrators at several other high schools took control of athletics in the following years (Otte, 1997).

The first high school state track and field championships were held at the University of Wisconsin in 1895 (Otte, 1997). "Interested pupils in various high schools suggested the formation of an Athletic League to promote regular contests among high schools in Wisconsin" (Otte, 1997, p. 15). School administrators in Wisconsin began to show concern about athletics in their high schools (Otte, 1997).

On December, 30, 1896, the Wisconsin Interscholastic Athletic Association was formed (Otte, 1997). Otte (1997) reported 75 high school administrators met to develop an organization which would continue amateurism and maintain fair methods in high school sports. The WIAA claims to be the first high school athletic association in the nation (Otte, 1997).

In 1896, the membership of the WIAA contained public and nonpublic member high schools (Otte, 1997). After questions arose of a nonpublic high school winning the state championship using an ineligible athlete in 1901 at the state track and field meet, the membership of the WIAA at the December 30, 1902 Annual Meeting amended the Constitution of the WIAA to limit membership to public high schools in Wisconsin (Otte, 1997).

Otte (1997) reported academies which have grades unlike those in high schools were responsible for the membership voting to allow only public high schools to be members of the WIAA, in particular Milwaukee Academy. In the final event (the one-mile bicycle race) of the 1901 state track meet, Milwaukee Academy riders finished first and second to win the state title at the 1901 state track meet. C. C. Parlin, principal of Wausau and a WIAA board member charged the Academy rider "with a foul and unsportsmanlike conduct" (Otte, 1997, p. 29). The WIAA Board of Control (BOC) determined too much time had elapsed since the meet and reworking the team scores could not be done (Otte, 1997).

Parlin became the president of the WIAA BOC and when an ineligible Evansville athlete was discovered in the 1900 and 1901 track meets 9 months

later, the scores were recalculated and Madison was declared a co-champion with Milwaukee Academy (Otte, 1997). Milwaukee Academy's principal, J. H. Pratt, objected in a message to the BOC. An amendment to limit membership to public high schools was proposed at the 1902 annual meeting thus eliminating academies and colleges from membership in the WIAA (Otte, 1997).

During the meeting, Pratt stated Parlin had great expectations of his Wausau team and was disappointed when the Wausau bicyclist fell during the race leading to Parlin's motives (Otte, 1997). Parlin replied to the accusation by stating: "We did this for the reason that the academies invite outside material to compose their athletic teams, and the principals do not hold the athletic students up to the standard as they are in high schools" (Otte, 1997, p. 31).

Opposition to the limited membership appeared in the Milwaukee Sentinel following the December, 1902 Annual meeting where the nine amendments were passed by 16 members attending the meeting out of 50 members in the association (Otte, 1997).

Pratt sought legal advice which stated a member of a voluntary organization has vested rights and can only be limited by the Constitution of the voluntary organization (Otte, 1997). Included in the letter sent to the WIAA BOC on January 12, 1903, was a quote by Judge George H. Noyes which stated: "A membership in a voluntary association, as well as in a corporation, becomes a vested right and cannot be taken away by the action of a majority, or even of the whole of the other members." (Otte, 1997, p. 33)

Otte (1997) reported the WIAA BOC responded via letter (a) the membership voted to limit membership to public high schools and (b) boys be enrolled in a public high school which previously was boys enrolled in a secondary school. The WIAA BOC letter also stated in the Judge's own words the WIAA did have authority to determine eligibility and it was now limited to boys in high schools. No further letters were received from the academy and the three nonpublic high school members (Milwaukee Academy, Racine College, and Wisconsin Academy of Cedar Grove) were no longer members of the WIAA (Otte, 1997).

When Parlin addressed the membership at the 1903 Annual meeting, he stated, as more academies (St. John's Military Academy, Carroll College, State School for the Blind, and Kenosha College of Commerce) requested membership, the BOC decided to bring the matter of academy and college membership to the membership (Otte, 1997). Parlin cited four factors: (a) difference in scholarship requirements; (b) advertising interest to generate enrollment by winning the state meet; (c) better training facilities; and (d) better advertising may allow the academy to pull the star athlete from other member schools or from around the country (Otte, 1997).

Wisconsin Independent Schools Athletic Association (WISAA).

According to records at the Wisconsin Historical Society (2010) in Madison,

Wisconsin:

First established in 1957 as the Wisconsin Catholic Interscholastic Athletic Association (WCIAA), the name was changed in 1968 to reflect the

inclusion of non-Catholic private schools. Following the 1999-2000 school year, WISAA voted to dissolve and member schools joined the Wisconsin Interscholastic Athletic Association (WIAA). The records for boys' basketball go back as far as 1928, the first year private statewide Catholic school tournaments were held. (Wisconsin Historical Society, 2010)

Otte (1997) stated the membership of the WISAA contained mainly Catholic schools, but also contained schools associated with other faiths along with private schools and military academies.

The National Federation of State High School Associations

On May 14, 1920, in Chicago, an effort was made by state associations to organize at the national level (Otte, 1997). Illinois, Indiana, Iowa, Michigan, and Wisconsin were represented at the meeting (1997). The NFHS was formed to regulate national and inter-state contests in order to maintain the educational goal in high school athletics (Otte, 1997).

Otte (1997) reported the University of Chicago and coach Amos Alonzo Stagg staged the National Basketball Tournament during this period. Hoopedia (2010) reported the tournament was first staged in 1917 by Stagg and the University. The First World War interrupted the tournament during 1918 and 1919, but it continued from 1920-1930 (Hoopedia, 2010). Schools which did not belong to their state association or which were under suspension by their state associations were allowed to compete which was a violation of NFHS rules (Otte, 1997).

In 1927, the NFHS worked to abolish the national tournament and in 1930 the member state associations voted national tournaments would not be sanctioned (Otte, 1997). In 1930, the North Central Association of Colleges

and Secondary Schools (NCAC) threatened member universities and colleges who were sponsoring national high school tournaments with loss of accreditation due to recruiting concerns (Hoopedia, 2010).

In 1929, the Wisconsin Executive Director, P. F. Neverman, made a motion for the NFHS to begin printing its own rules for high school baseball, basketball, track, and football (Otte, 1997). Knute Rockne, the football coach and athletic director of the University of Notre Dame objected to the NFHS writing rules complaining the NFHS did not have anyone who knew enough about the sports to write rules. In 1932, the NFHS began to publish rule books for sports in high schools (Otte, 1997).

Baker (2009) reported state associations included almost all high schools as members in the state association. 50 state associations and Washington D.C. are members of the NFHS (Baker, 2009).

Classifications and Divisions Begin in WIAA Basketball

The first Wisconsin high school state basketball tournament was held in 1905 at Lawrence College (Otte, 1997). The 1919-20 school year saw the WIAA take over the state tournament (WIAA, 2010a). During the 1920's, the WIAA established district tournaments played at the teaching colleges which were called Wisconsin Normal Schools (Otte, 1997).

Otte (1997) reported the WIAA experimented with the class system for six years during the 1930's. During the fall in 1933-34, A. R. Page of Whitewater High School appeared before the WIAA Board of Control to report that small high

schools did not believe the basketball system was fair. He stated a division should be made at an enrollment of 500 students in a school to provide opportunities to small schools as large schools eliminated small schools in the tournaments. Class A would be high schools with enrollment above 500 and Class B would be high schools with enrollments below 500 (Otte, 1997).

In 1934, a class system was used in the WIAA with eight Class A district tournaments and 16 Class B district tournaments with a state final in each class (Otte, 1997). In 1936, Class B was divided to create Classes B and C. Class C would be less than 160 students enrolled, Class B, schools with 400 to 160 students enrolled (Otte, 1997). In 1940, the WIAA state tournament returned to one class (WIAA, 2010d).

During the 1970-71 school year, the WIAA Board of Control began to examine the one class system in basketball with separate champions (Otte, 1997). A recommendation to move to a two class system gained momentum with a second class of member schools with enrollment at 400 or less. The two class system was tested in 1972 (Otte, 1997). Three classes were used in 1974 and the tournament went to four divisions (classes were renamed as divisions) as an experiment in 1991 which became permanent in 1992-93 (WIAA, 2010d).

In 1920, the state track meet went to two classes based on enrollment (Otte, 1997). In 1927, the state track meet went to three classes based to address population size of school (Otte, 1997).

Competitive Equity and Proportionality

Cochran (2009b) stated in the public versus nonpublic debate the situation has been addressed by state athletic associations around the country using various methods. Nonpublic high schools are a minority in the membership of the associations, but win more championships when comparing the percentage of nonpublic high schools in the membership and the percentage of championships won by nonpublic high schools (Cochran, 2009a).

Salyer (2008) asked the question whether the topic of public high schools competing against nonpublic high schools in high school sports is fair and is good when the topic rises every year at tournaments are played? Salyer continued:

Based off statistics from 1999 through 2007 in Ohio high school athletics, public schools that field a football team outnumber private schools 717 to 73. So basically private schools make up about 10% of the total schools and public schools make up the other 90%. With only a 10% representation, private schools have managed to appear in the state final four 32% of the time and have won the state championship in football 44% of the time. The success rates in other sports are just as high or higher. In volleyball, private schools win the state title 66% of the time, 39% in boys soccer, 50% in girls soccer, 39% in boys basketball, 50% in girls basketball, and 46% of the time in baseball. (Salyer, 2008)

Epstein (2009) reported nonpublic high schools in Arkansas won 40% of the state championships but are 6% of the membership. In Missouri, 20% of the member high schools are nonpublic high schools, but won 33.2% of the state championships (Epstein, 2009).

Epstein (2009) stated Nebraska which has a nonpublic membership of 10% awarded five out of six state championships to nonpublic high schools in

2005 in football. In 2006, Nebraska awarded four out of six state championships to nonpublic high schools (Epstein, 2009).

Ohio which has a nonpublic membership of 10% nonpublic high schools won 46% of the boys basketball state championships and 50% of the girls basketball state championships between 1999 and 2007 (Epstein, 2009). Guerrieri (2010) reported nonpublic membership in the Ohio High School Athletic Association (OHSAA) was a membership of 17% of the 828 member high schools. More than 65% of the state champions in the last 10 years were nonpublic high schools (Guerrieri, 2010). Simrov (2008) reported nonpublic high schools consisted of 16% of the membership in the Tennessee Secondary School Athletic Association (TSSAA) while winning 55% of the championships.

James (2007) reported the Georgia High School Association (GHSA) was forced to enact a multiplier to enrollment for nonpublic high schools after the Georgia legislature required nonpublic high schools to be moved to a different division (or class) for competition. The Speaker of the House, Tom Murphy, was upset when a family member's public high school lost a debate contest to a nonpublic high school (James, 2007).

Baker (2010a) reported the Oklahoma Secondary School Activities Association (OSSAA) public-private committee determined nonpublic schools have qualified for the state tournament in the last 5 years at twice its membership ratio and in lower football and basketball classes qualify at three times their membership ratio. Nonpublic high schools make up four percent of the OSSAA

membership, yet qualify for eight percent of the state tournament positions (Baker, 2010a).

Chadwick and Elliott (2010) reported in the 10 years before Missouri implemented a multiplier, the nonpublic high schools composed 12% of the membership and won 33.2% of the championship titles.

Nonpublic High School Student Populations

Emerson (2006) cited nonpublic high school arguments used for defense of success as built on good coaching and tradition of success. Public high school arguments include nonpublic high schools having more resources, affluent parents, and drawing students from a larger geographical area (Emerson, 2006). South Carolina was considering adopting a multiplier (Emerson, 2006).

Ingels, Chen, and Owings (2005) state sophomores in nonpublic high schools reported sports and extracurricular activities were an important reason for attending school. 67% of Catholic high school students, 57% of nonpublic high school students, and 48% of public high school sophomores reported participation in sports (Ingels et al., 2005). "Sports participation varied by school type: 73% of Catholic and 74% of other private school sophomores participated in sports, compared to 53% of public school sophomores" (Ingels et al., 2005).

James (2007) concluded that success of the public or nonpublic high schools is based on historical success of a program in the sport in a nonpublic high school or in a public high school and not on legislation by the state association. Historical success of a program is defined as a program, whether

public or nonpublic, which has won games and championships consistently over a period of time. The historical success of a program winning championships can be perceived as an advantage by people who are not involved in the program (James, 2007).

A study conducted by the Maine Principals' Association Interscholastic Management Committee (MPA) observed good coaches and successful athletic programs attract student-athletes to all . . . types of schools (MPA, 2004, p. 3). The MPA (2004) concluded that families must be able to choose the high schools their children attend and the community in which their family will live without influences by coaches and school personnel. "Additionally, other students, parents, alumni, community members, and connections made through non-school youth sports groups are unethical approaches in convincing student-athletes to transfer or enroll at a specific school." (MPA, 2004, p. 3)

Nonpublic high schools draw students from anywhere which means high profile athletes may transfer to a nonpublic high school miles away from their residence (Marso, 2008). Marso (2008) continued the boundaries nonpublic high school have is tuition which may prevent students from transferring for athletic reasons only. When high schools reach a high level of athletic success, the programs recruit themselves. Parents may want to maintain success and try to draw in new talent to participate in the programs their children participate (Marso, 2008).

James (2007) reported the Missouri State High School Athletic Association (MSHSAA) in a response to a lawsuit listed 10 possible advantages of nonpublic high schools:

1. Higher athletic participation in nonpublic schools
2. Larger geographic areas to receive students in enrollment
3. Are located in urban areas
4. More opportunities to develop sport skills
5. Students can choose the nonpublic schools
6. Nonpublic schools can determine enrollment numbers
7. Nonpublic schools determine admission of students
8. Nonpublic schools do not have students until the age of 21
9. Nonpublic schools are not mandated to provide special education
10. Public schools have higher drop-out rates of students
11. Seniors participated in athletics most often (Ingles & LoGrefo, 2008).

44% of seniors participated in athletics in 1972, 52% of seniors participated in athletics in 1980, 42% of seniors participated in athletics in 1992, and 44% of seniors participated in athletics in 2004 (Ingles & LoGrefo, 2008). At each point of the study, students with a higher social-economic status (SES) participated in athletics more than students of lower SES. (Ingles & LoGrefo, 2008, p. 19)

Baker (2010b) reported the OSSAA designated a public-private committee to review advantages nonpublic high schools may have when compared to public high schools. Among the items which the public-private committee studied were:

(a) population density of nonpublic high school enrollment, (b) spending per student, and (c) the individualized education programs for students with disability populations (Baker, 2010b).

The public high school populations in Oklahoma have ten times as many low-income students and five times as many special education students as nonpublic high school students (Baker, 2010a). Baker (2010a) reported 59% of the public high school student population qualifies for free or reduced lunch compared to six percent of the nonpublic high school student population. One in six students in public high schools participate in the special education programs while one in 25 students participate in special education programs in nonpublic high schools (Baker, 2010a).

Nonpublic high schools spend 10 percent more per student than public high schools in Oklahoma (Baker, 2010a). The average spent on nonpublic high school students is \$7,840 while \$7,082 is spent on public high school students. In the lower three divisions (or classes), the average is three times more money spent on nonpublic high school students and in one of the lower divisions (or classes), the nonpublic high schools spent 55% more money than public high schools (Baker, 2010a).

Recruiting Accusations in High School Sports

Bates (2006) reported the Bellevue School District of Washington state investigated rumors of recruiting by the football staff of Bellevue High School and found no concrete documentation of recruiting violations. The football team had

won 70 of 77 games and four state championships during the previous 5 years (Bates, 2006). Among the accusations which were reported: “giving prospective student athletes tours of the football facilities and weight room, and talking to them or their relatives about the program before they transferred to Bellevue from other schools.” (Bates, 2006)

Bates (2006) stated 30 players on the roster did not live in the boundary of the school district. The athletic director explained the success of Bellevue’s academic and football programs, along with open enrollment were the reasons for the 30 players transferring to Bellevue. Bates (2006) stated the district administration was surprised to learn that the booster club had supplemented the coach’s salary with \$55,000.

Adlerstein (2010) reported Franklin County High School reported to the Florida High School Athletic Association (FHSAA) a transfer of Carlos Morris to a nonpublic high school was a possible recruiting violation. Morris transferred at the beginning of his second semester to Arlington County Day, a nonpublic high school. In addition, Morris is considered a ranked Florida basketball player and played on an Amateur Athletic Union (AAU) basketball team coached by an assistant coach of Arlington County Day (Adlerstein, 2010).

Adlerstein (2010) continued FHSAA rules prevent a student from playing with a nonschool athletic team such as an AAU team associated with another high school from playing at that high school. Recruiting allegations often surround nonpublic high school athletic programs which have successful teams (Adlerstein, 2010).

Cochran (2009c) reported the parents and athlete from nonpublic high schools do the recruiting in Georgia. "According to GHSA representatives, it is the most prevalent form of recruiting." (Cochran, 2009d) Cochran (2009d) continued the debate between public and nonpublic high schools will not disappear too soon.

Dorkskin (2008) stated nonpublic high schools indicate they do not recruit, but the success of their programs recruit for them in Ohio. Nonpublic high schools have a larger amount of players to choose from as opposed to the public high schools (Dorksin, 2008).

Accusations of recruiting began to come to light in 1997 against Brentwood Academy for recruiting athletes from public high schools (Simrov, 2008). Simrov (2008) reported the Brentwood Academy head football coach sent a letter to eighth grade students enrolling in Brentwood Academy. The eighth grade students were invited to participate in Brentwood's spring practices with the high school team (Simrov, 2008). The TSSAA disciplined Brentwood Academy and was taken to court by Brentwood Academy (Epstein, 2009).

The TSSAA fined Brentwood Academy for violating the rule prohibiting recruiting of students for athletic purposes before the first day of school (Simrov, 2008). In addition to the fine, a 2 year prohibition from the state playoffs along with a probation period of 4 years was included (Simrov, 2008).

Simrov (2008) stated Brentwood Academy appealed the punishment to the TSSAA Board of Control. When the Board upheld the decision of the administrative staff, Brentwood sued in the courts claiming the First Amendment

protected Brentwood and the TSSAA violated Brentwood's due process rights (Simrov, 2008).

The case reached the United State Supreme Court which remanded the case back to the Sixth Circuit Court after finding the TSSAA had state high school officials involved in the organizational structure (Epstein, 2009). Ultimately, the Court ruled in favor of Brentwood Academy that the TSSAA violated the First Amendment rights because the TSSAA did not prove the communication placed athletics over education (Simrov, 2008).

The TSSAA appealed the case to the United States Supreme Court a second time based on the fact membership is voluntary to join the TSSAA and Brentwood must follow the TSSAA rules (Epstein, 2009). The Court ruled the TSSAA had final authority to determine recruiting rules to level success of member high schools (Epstein, 2009).

"But not one private school (in Illinois) that won a state football championship since 1974 has had it vacated because of recruitment or any other reason. In fact, no private school has had to vacate its title because of recruitment specifically" (Owczarski, 2007). Families will often find high schools which have successful programs (Owczarski, 2007).

Bowker (2009) reported a recruiting violation by Mount Carmel High School of Illinois, a nonpublic high school, when head football coach Frank Lenti sent a recruiting letter in the fall of 2008. The letter is a violation of the Illinois High School Association (IHSA) recruiting rule (Bowker, 2009). Bowker (2009)

stated the letter was sent to 400 middle school athletes inviting them to attend a Mount Carmel football game and signed by the football coach and the principal.

Lenti recommended a two game suspension of himself along with other actions which was accepted by the Illinois High School Association (IHSA) (Bowker, 2009). Mount Carmel has won 10 Illinois State Football Championships (Bowker, 2009). Bowker (2009) stated only two recruiting violations occurred in Illinois during the last 7 years with both being at public high schools.

Wertz (2010) reported Butler High School of Charlotte, North Carolina, fired head girls basketball coach LaTazja Henry for recruiting violations. Charlotte-Meklenburg school officials determined Henry violated local recruiting rules when she attempted to recruit two athletes from a local rival (Wertz, 2010). Wertz (2010) noted both families planned to move to the Butler school district. Butler won the North Carolina 2010 State Girls Basketball Championship and has been ranked nationally during the last 2 years (Wertz, 2010).

Transfer Rules Adopted by State Associations

Baker (2009) stated state associations have put into place transfer rules which students must meet in order to be eligible on the varsity level when transferring between high schools and establishing residency. The transfer rules have been enacted to discourage recruiting of athletes (Baker, 2009).

Students in grades 9-12 are eligible in the school district where the student resides (Baker, 2009). When the student transfers from one school to

another, the family must make a complete move to the new district for athletic eligibility on the varsity level at the new school (Baker, 2009).

When the student transfers from a public high school to a nonpublic high school or from a nonpublic high school to a public high school, the transfer rule can pose problems (Baker, 2009). These situations “do not usually involve a change of residence” (Baker, 2009, p. 225).

Students who transfer from one high school to another high school without a bona fide change of residence are declared ineligible on the varsity level (Baker, 2009). When declared ineligible, the student cannot establish eligibility for 365 calendar days at the new high school. When declared ineligible, the student or member high school of the state association may apply for a waiver of the rule according to state association rules. If the transfer does not meet the waiver criteria, the waiver for varsity is denied (Baker, 2009).

Glier (2006) noted 25 of the 51 state associations tightened their transfer rules. State laws in Florida and California can create complications in the transfer rules by allowing parents to change high schools for the well-being of their child. In 2006, Oak Creek High School was stripped of their Wisconsin State Track and Field Championship due to discrepancies in two students' transfer documentation (Glier, 2006).

In 1996, the Florida legislature passed a law which allowed home schooled children to participate in high school athletics at their local high school (Wikipedia, 2010). During his freshman year, Tim Tebow played football at the local high school, Trinity Christian Academy in Jacksonville, Florida. Tebow

wanted to play quarterback, but the offense at Trinity Christian Academy was a running offense which did not highlight the quarterback position. Nease High School in Ponte Vedra Beach, Florida, had a passing offense which was better suited for the quarterback position. In order for Tebow to play quarterback at Nease High School, Tebow and his mother rented an apartment in St. John's County to satisfy the residence requirement. The rest of the Tebow family remained and resided in Duval County (Wikipedia, 2010).

Tebow was named Florida's football player of the year during his junior and senior high school seasons (Wikipedia, 2010). During his senior season of high school football, Nease High School won the Florida state football championship, he was named to the all-state team, he was named Florida's Mr. Football, and he was selected to the Parade All-American team (Wikipedia, 2010).

Tebow played college football at the University of Florida where he won the 2007 Heisman Trophy and led the team to the 2007 and 2008 National Collegiate Athletic Association (NCAA) National Championship titles (Wikipedia, 2010). Tebow was named the nation's best college football player, nation's best college quarterback, and nation's most outstanding amateur athlete in 2007. In 2010, Tebow was drafted by the Denver Broncos of the National Football League (NFL) to play quarterback (Wikipedia, 2010).

Due to Bob Tebow shopping his son, Tim Tebow, to various high schools in football, the Florida legislature created the Student Athlete Recruiting Task Force (Glier, 2006). Glier (2006) noted Bob Tebow found nothing wrong with

looking for the best high school for an athlete to play. Alabama and Kentucky have since modeled bills in the legislature to allow home school children to play at their local high schools (Wikipedia, 2010).

Legal Challenges to Transfer Rules

The validity of state association transfer rules has been challenged in courts and reached the Appellate Courts in several cases. Baker (2009) stated most of the legal challenges to the transfer rules of state associations are based on violations of the Fourteenth Amendment. The Fourteenth Amendment provides protections of due process of the law and provides equal protection under the law (Baker, 2009).

Arizona

According to the NFHS (2010) at the Legal Seminar, in *Parker v. Arizona Interscholastic Association (AIA)*, a student brought action challenging the AIA's transfer rule which declared the student ineligible for one year as a result of the transfer. The suit stated the multiplier violated the Arizona open enrollment statutes and the equal protection clause of the Constitution. The Court held (a) the transfer rule did not violate the open enrollment statutes as athletics are not a constitutional right, (b) the equal protection clause was not violated as the privilege of athletics did not override the role of academics, and (c) the student was not aggrieved by judgment and the Court did not have jurisdiction (NFHS, 2010).

Indiana

Baker (2009) reported in *Indiana High School Athletic Association, Inc. v. Avant* (1985), the student transferred after three years at a nonpublic school to a public school without a change in residence by the family. The student filed a suit claiming the denial was arbitrary and capricious which violated state law. The Court of Appeals of Indiana “found that there were factual findings that athletics was a motivating factor behind the transfer” (Baker, 2009, p. 228). Despite the fact that athletics was a factor in the transfer, the Court found the rule and decision valid (Baker, 2009).

Michigan

According to Baker (2009) in *Berschback v. Grosse Pointe Public School District* (1986), two students transferred from a nonpublic high school to the public high school where they resided. A transfer waiver of the rule was denied and the students sued based on the Fourteenth Amendment. The Court of Appeals of Michigan ruled there was not a violation of the equal protection since the rule was in place to discourage recruiting and athletic participation is not a right. As athletics is a privilege, participation is not subject to due process protections provided in the Fourteenth Amendment (Baker, 2009).

South Dakota

Baker (2009) reported in *Simkins by Simkins v. South Dakota High School Activities Association* (1989), a student transferred from a public high school to a

nonpublic high school for religious reasons. The student was denied a waiver. The claim of due process failed as the Court ruled athletics were not a constitutionally protected right and the equal protection claim failed since the rule was in place to discourage recruiting (Baker, 2009).

Solutions to Competitive Equity or Proportionality

Aber (2009a) stated a committee began to meet during the winter of 2009 in Oklahoma to address the issue of public versus nonpublic to determine a solution. "When the committee was named, Bridge Creek superintendent Randy Davenport, who has spearheaded the campaign for change in Oklahoma, said he'd come to find out the issue was as much an urban vs. rural argument as a public vs. private one" (Aber, 2009b).

All, too, will bear in mind this sacred principle, that though the will of the majority is in all cases to prevail, that will to be rightful must be reasonable; that the minority possess their equal rights, which equal law must protect, and to violate would be oppression" was recited by one member of the Oklahoma committee reviewing public versus nonpublic. (Aber, 2009b)

Cochran (2009b) described the various methods used by other state athletic associations to address the perceived private versus public debate: (a) Texas has separate state football tournaments for public and nonpublic high schools, (b) Tennessee has public and nonpublic high schools compete against one another during the regular season and separates public and nonpublic high schools during the tournament season, (c) nonpublic high schools in Alabama use a 1.35 multiplier on their enrollments to determine the division of play during tournaments, (d) Georgia did away with its multiplier, (e) Florida does not use

any method to address the nonpublic versus public debate, and (f) South Carolina has separate associations for the public high schools and for the nonpublic high schools.

Possible solutions in Ohio offered by Salyer (2008) were: separate tournaments for public and nonpublic high schools and a multiplier for the nonpublic high schools to move some nonpublic high schools up to the next division. Salyer (2008) concluded the OHSAA must address the issue to continue to maintain its integrity.

Multipliers

In 2004, the IHSA convened a public versus private task force in April of 2004 (IHSA, 2004a). Three committees were formed to discuss (a) general issues, (b) a multiplier and other state approaches, and (c) classification of member high schools (IHSA, 2004a). The IHSA task force reviewed (a) expanding classes, (b) using a multiplier, (c) defining boundaries, and (d) "what it means to create "a level playing field" for high schools in October of 2004 (IHSA, 2004b).

The IHSA (2005a) reported the public versus private task force made recommendations in January of 2005. Among the recommendations were revisions of the transfer rule, recruiting education, standard enrollment information, increasing the classes in sports, and defining a non-boundary high school. A multiplier format based on several criteria such as enrollment 30-mile

radius and the number of high schools within the radius was rejected (IHSA, 2005a).

The IHSA Board of Directors approved several measures with the intention of balancing competitive level within its membership on March 19, 2005 (IHSA, 2005b). The IHSA implemented a multiplier of 1.65 for all non-boundary high schools with enrollments of 450 students or more and redefined non-boundary high schools to include all private and nonpublic schools with a waiver process available to non-boundary high schools (IHSA, 2005b).

Fischer (2005) reported Illinois lawmakers threatened to audit the IHSA in response to a plan to require nonpublic high schools with a 450 enrollment or higher to play larger public high schools in April of 2005. The IHSA (2005c) reported that 32 of the 751 member high schools of the association filed a lawsuit against the IHSA in response to the multiplier implementation. In 1981, the IHSA formed a committee to review alternatives to level the playing field and again in 1995 and 2001 (IHSA, 2005c).

The IHSA (2005d) announced a settlement in the multiplier lawsuit and agreed to put the multiplier to a vote of the membership in December of 2005. On a membership vote of the IHSA in December of 2005, the multiplier (Appendix F) was approved 450-143 and was set to be implemented on February 1, 2006 (IHSA, 2005e). The multiplier (Appendix F) applies to all non-boundary high schools regardless of enrollment and contained no waivers (IHSA, 2005e). "Because of the multiplier and the transfer by-law, some feel the IHSA is endorsing the perception of recruiting (Owcasrski, 2007).

The Alabama High School Athletic Association (AHSAA) combined with the Alabama Interscholastic Athletic Association (AIAA) after a court order in 1968 (Alabama High School Athletic Association, 2010). The court order required segregated white member high school AHSAA to combine with the black member high school AIAA (AHSAA, 2010).

Sims (2007) reported AHSAA classification is based on the State Department of Education's average daily membership figures of enrollment at high schools for grades 10-12. A 1.35 index was used to determine the nonpublic school member's classification. For classification, each nonpublic school student counted as 1.35 (Sims, 2007).

Scherzagier (2007) reported the Missouri State High School Activities Association (MSHSAA) in 2007 voted to determine whether to abandon a 1.35 multiplier for nonpublic high schools for a separate championship in every sport but football. The MSHSAA (2007) web site indicated a 321 to 92 vote of member high schools to maintain one playoff system with both public and nonpublic high schools combined.

Hargis (2008) reported the TSSAA voted to keep the 1.8 multiplier for nonpublic high schools. The new plan began in 2009 (Hargis, 2008). Prior to the meeting, the executive director recommended removal of the multiplier. The recommendation to remove the multiplier was voted down in a 5-3 vote of the Board of Control. The Board of Control passed a motion to continue the utilization of the multiplier which passed on a 6-3 vote (Hargis, 2008).

Aber (2009b) reported the OSSAA board of directors voted not to accept a proposal which would require a membership vote to change the classification of private schools. Aber (2010) reported the group of administrators petitioned the OSSAA board to change the method of which public and nonpublic high schools are placed.

“Their proposals initially included a plan that would've pushed all nonpublic schools into the largest class and another that would've bumped schools offering financial aid to 6A and other non-public schools up one class” (Aber, 2010). In addition, the OSSAA board turned down a proposal to use a multiplier based on the public high school district which the nonpublic high school was located (Aber, 2010). The board of directors formed a committee to determine a solution (Aber, 2009a).

DeMoss (2010) reported the OSSAA delayed a decision on a 1.3 multiplier for nonpublic high schools and a 1.15 multiplier on American Indian and magnet high schools on April 13, 2010. Applying the multiplier to some high schools and not all high schools led some OSSAA board members to question the plan (DeMoss, 2010).

Aber (2010) reported the OSSAA board discussed six proposals at the April 13, 2010, meeting. The board plans to conduct further study on the multiplier topic and come to a decision on a later date (DeMoss, 2010). The board wanted clarification of the specific advantages nonpublic high schools have over public high schools in addition to proposals to address those advantages (Baker, 2010c).

Separate Divisions

Fields (2005) reported the membership of the Kentucky High School Athletic Association (KHSAA) approved a separate championship series for public high schools and nonpublic high schools. The vote passed 195-78 and separated the 236 public high schools from the 46 nonpublic high schools in playoffs (Fields, 2005).

Sondheimer (2008) reported the Century League in Orange County (California) submitted a proposal to have separate championships in team sports for public and nonpublic high schools in the southern section. Reasons cited for the proposal were: (a) good coaches being hired away from public high schools, (b) better facilities at nonpublic high schools, and (c) no attendance boundaries for the nonpublic high schools (Sondheimer, 2008). Murphy (2008) reported the proposal to separate the public high schools from the nonpublic high schools in the Century League had been withdrawn before the vote was taken on April 24, 2008.

Futterman (2007) reported the New Jersey State Interscholastic Athletic Association (NJSIA) discussed and refused to act on two proposals regarding the public versus nonpublic high school competition. Separation of public and nonpublic high schools in all sports and the separation of public and nonpublic high schools in football only were discussed (Futterman, 2007). Critics of the combined public and nonpublic high school competition complained nonpublic high schools can utilize students from larger geographic areas which is opposite of public high schools with determined boundary areas (Futterman, 2007).

In 2007, the MSHSAA membership at the Annual meeting voted on placing the nonpublic high schools into a separate division for district and state championships (MSHSAA, 2007). The vote was 321 to 92 (MSHSAA, 2007).

More divisions. Dorkskin (2008) reported an OHSAA subcommittee recommended adding a seventh division in the football playoff series. The addition of another division would make playoffs fairer, but water down the tournament (2008). The IHSA (2004a) increased the number of classes in the sports offered at member schools for tournament opportunities.

Other solutions. Witt (2006) reported the New York State Public High School Athletic Association required the 11 sections to evaluate and to reclassify nonpublic high schools. “Each section's evaluation procedure must include, but not be limited to:

1. An evaluation done at least every two years.
2. It must be sport specific and season specific.
3. Approval by the section's athletic council, with an established appeal process.
4. Criteria to include: enrollment figures, level of competition during the regular season and level of success over five years at the league and state level” (Witt, 2006).

“To calculate classifications, Minnesota takes the number of students on free and reduced lunches at a school, then multiplies it by 40 percent. That number is

subtracted from total enrollment to see which class the school will be in” (Chadwick & Elliott, 2010).

Recent Changes in State Associations of the NFHS

Hensley (2009) reported eight state associations of the NFHS forced some nonpublic high schools to change classifications in 2009. By utilizing a multiplier as a formula to the enrollment of nonpublic high schools, state associations reclassify nonpublic high schools in divisional play. The reclassification of nonpublic high schools by use of a multiplier forces smaller nonpublic high schools to compete against larger public high schools (Hensley, 2009).

Two states decided to drop the multiplier: Georgia and Arkansas (Hensley, 2009). Alabama uses a 1.35 multiplier to increase nonpublic high school enrollments. Illinois uses a 1.65 multiplier to increase nonpublic high school enrollments and Tennessee has put the nonpublic high schools into a different division than public high schools (Hensley, 2009).

Chadwick and Elliott (2010) reported the KSHSAA considered forcing nonpublic high schools to compete in higher divisions or in separate classifications. The executive board had already considered an enrollment multiplier as well (Chadwick & Elliott, 2010). In a March, 2010 meeting, the executive director of the MHSAA, Kerin Urhahn, spoke to the KSHSAA executive committee about the Missouri multiplier of 1.35 (Chadwick & Elliott, 2010).

The OHSAA recently began discussion of nonpublic high school adjustment after the Wayne County school superintendents surveyed superintendents throughout the State of Ohio during the summer of 2010 (Guerrieri, 2010). Of the 319 returned surveys, 77.8% supported an adjustment of nonpublic high schools in the OHSAA. A separation of the public high schools and nonpublic high schools was supported by 72.5% of the participants. Guerrieri (2010) reported the OHSAA would issue recommendations in the fall of 2010.

Legal Challenges to Enrollment Adjustments

A legal challenge involved the enrollment adjustments in states where state associations have adopted an enrollment adjustment. *Bax v. Missouri State High School Activities Association* was a challenge brought challenging the classification of nonpublic high schools (NFHS, 2010). The use of an enrollment multiplier to classify nonpublic high schools for placement in district and state tournaments was upheld by the Circuit Court (NFHS, 2010).

Wisconsin's Open Enrollment

In 1997, the Wisconsin Legislature passed Act 27 (Kava, 2007). Act 27 allowed students to attend high schools outside the district their parents reside and was also known as Open Enrollment (OE) at the time of the study (Kava, 2007).

Parents could enroll their children in school districts other than where they live (Wisconsin Department of Public Instruction (WDPI), 2010c). Parents had a 3 week period in February to apply for open enrollment to another school district and would be notified of acceptance by the second Monday in April (WDPI, 2010c).

Kava (2007) stated the nonresident school board must have criteria adopted by resolution which determined an application process for accepting or declining OE students. Open Enrollment students had all of the same rights and privileges as resident students along with the same rules and regulations (Kava, 2007).

In 1998, the State of Wisconsin began the Open Enrollment (OE) Program (WDPI, 2010c). In the 2008-09 school year, 28,025 students and in the 2007-08 school year, 25,988 students utilized the OE Program. The Program was utilized by 2,468 students in the first year (1998-99) the OE Program was available to parents and students (WDPI, 2010c).

Kava (2007) stated the state funds which are provided by the WDPI are determined annually. The “amount equal to the statewide average per pupil school district costs for regular instruction, co-curricular activities, instructional support services, and pupil support services for the prior school year” were reimbursed to the nonresident school district (Kava, 2007, p. 5).

When discussing the topic of the nonpublic high school population, Kabelowsky quoted WIAA Executive Director Doug Chickering on open enrollment adjustments:

I urge every level of caution that you can possibly have in making any changes to that. Because of all the things we've placed on the table so far, we haven't taken a single look at public-school open enrollment. Much more attention has to be paid to the size of schools in metropolitan Milwaukee, whether they be public or nonpublic schools. Right now, the entire attitude seems to be that we have to look at the teams that are successful. Let's not just base the determination on winning. And, any solution that is offered will have to have some quantifiable measurements, because it's bound to be tested in the legislature, perhaps, or in the courts. (Kabelowsky, 2009b, p. 3)

Milwaukee Parental Choice Program

Kava (2009) reported the Milwaukee Parental Choice Program (MPCP) began in 1989 under Act 339. The tuition of low-income students in the City of Milwaukee was paid utilizing state funds providing an opportunity to attend nonpublic high schools located in the City of Milwaukee (2009). Kava (2009) stated students began attending nonpublic high schools under the MPCP in 1990. The state statute provided a limit of 22,500 students participating in the Program (Kava, 2009).

The WDPI on April 5, 2010, provided a news release stating 114 nonpublic high schools planned to participate in the MPCP in 2010 (2010a). The MPCP allowed low-income City of Milwaukee parents to enroll their students in participating nonpublic high schools tuition free (WDPI, 2010b). The MPCP was also referred to as the State of Wisconsin Voucher Program (WDPI, 2010a).

Nonpublic high schools participating in the MPCP must declare during a 3 week period which participants must apply to enter the high school during the spring before the fall semester and during the fall before the spring semester (WDPI, 2010b). High schools could only accept applications during the declared

application period. If applications exceeded the number of choice enrollment limits, a random selection process was used to determine which students would attend the nonpublic high school under the MPCP (WDPI, 2010b).

“The only information private schools can use to determine eligibility for the Choice program is the eligibility criteria on the Choice student application form, which was limited to household income and residency” (WDPI, 2010a). If a seat was available at another choice high school, a student may transfer from one choice high school to another during the application period. The WDPI (2010a) stated the level of state aid was \$6,442 or the operating and debt service cost per student whichever amount is lower.

Kava (2009) reported seven nonpublic high schools and 300 students participated in the MPCP in the 1990-91 school year and 127 nonpublic high schools and an estimated 19,500 students participated in the 2008-09 school year. The Wisconsin Supreme Court allowed sectarian nonpublic high schools to participate in the program in the 1998-98 school year.

The Public Policy Forum of Wisconsin (2007) stated that the entire region of schools in Milwaukee, Racine, and Kenosha area are affected by students enrolling in a district and then leaving that district to enroll into another district. Smaller school districts and suburban high schools in southeastern Wisconsin are beginning to experience the same dynamics such as decreasing graduation rates and lower achievement levels that have been affecting the larger public high schools in Milwaukee, Racine, and Kenosha (Public Policy Forum, 2007). Bergquist and Marley (2010) reported Republican gubernatorial candidate Mark

Neumann had proposed to eliminate income and enrollment caps in the MPCP entirely if elected in the 2010 fall elections.

WIAA Process to Change Rules

There were three classifications of rules in the WIAA: (a) Constitution, Bylaws, and Rules of Eligibility; (b) Season Regulations; and (c) sport rules (WIAA, 2010c). Governing the WIAA was performed by the membership which elects the WIAA Board of Control (WIAA, 2009b). The member high schools of the WIAA implemented rules either through a membership vote at the Annual Meeting or through a membership elected committee process for the season regulations of each sport (WIAA, 2010c). Each member high school of the WIAA had the responsibility for complying with the rules (WIAA, 2010c).

The Constitution contained the organization of the WIAA (WIAA, 2010c). Member rules regarding the responsibilities of the member schools to the WIAA were contained in the Bylaws (WIAA, 2010c). The Rules of Eligibility contained the responsibilities of the student-athletes to their high school and to the WIAA. The member high schools of the WIAA voted at Annual meetings on proposed changes to the Constitution, to the Bylaws, and to the Rules of Eligibility (WIAA, 2010).

Season regulations were rules which determine the seasons and the tournament procedures of each sport (WIAA, 2009c). When changes were made to the season regulations:

The Board of Control has the ultimate authority in determining the outcome of sport seasons rule recommendations and regulations. Among

the advisory groups that provide input to the Board are the coaches' advisory committees for each sport; the sports advisory committee, comprised of school athletic directors from each of the seven districts; the advisory council, consisting of school administrators from each elector district; and the executive staff. Other groups with advisory responsibilities include the medical advisory committee, sportsmanship committee and the officials advisory committee. The Season Regulations address, among other topics, definition of the sports seasons, participation, contest control and tournament procedures. (WIAA, 2010c)

The rules of sports and competition in the sport were determined by the NFHS (WIAA, 2010c). As a member of the NFHS, the WIAA utilized the rules of each sport and adheres to the rules. When the NFHS reviewed the sport rules annually, the WIAA staff provided input in an advisory role annually (WIAA, 2010c).

Wisconsin Combines Public and Nonpublic in the WIAA

Kabelowsky (2009a) reported Wisconsin Democratic State Senator Gary George of Milwaukee began an initiative to have public and nonpublic high schools which were in separate associations play in a playoff tournament in the sports of football and basketball. Senator George inserted an amendment into the 1987 Wisconsin state budget enabling the nonpublic high schools entry into the WIAA (2009a). Tommy Thompson, the Wisconsin Governor, vetoed the item with a line item veto (Kabelowsky, 2009a). A discussion of nonpublic high schools joining the WIAA began in 1988 at the annual meeting (Otte, 1997). In 1991, Senator George inserted language into the Wisconsin budget to provide a single association (Otte, 1997). Governor Thompson again vetoed the amendment with a line item veto, but he encouraged both associations to work

together to allow nonpublic schools participation in the WIAA tournaments (Otte, 1997).

In the 1994-95 school year, the WIAA BOC approved several nonpublic high schools for participation in swimming and diving as well as hockey for the 1995-96 school year (Otte, 1997). During the 1995 annual meeting, WIAA Executive Director indicated WISAA was polling its membership to determine if the association should continue to exist and disbandment would not mean merger, but rather a membership option (Otte, 1997).

Otte (1997) reported Senator George again inserted an amendment to create a single association in the Wisconsin budget bill and Governor Thompson again used his line item veto to remove the amendment. "I am vetoing because it is not the role of state government to regulate school athletic associations in this manner. This section [of state statutes] would create a new, unnecessary level of state oversight of local activities" (Otte, 1997, p. 415).

In an interview before his retirement as WIAA Executive Director, Doug Chickering discussed the public and nonpublic situation:

In January 1996, I remember it well, we met [with the WISAA people], they said they were going to cease operations and they wanted us to absorb their schools. They asked, how long do you think this should take? And I said four or five years. We had some things to work on from a constitutional perspective, and I said we should do these things incrementally, to lead up to it, because if we throw everything together at one time it could very well fail and we'd be back at square one. The biggest decision that had to be made was how to place schools into divisions for tournament play. There was a 17-member ad hoc committee that I think met 15 or 16 times during those years. Public and private school people said we can't treat one part of our membership different than we treat another part. That was, I think, the most fundamental and basic rationale that we had as we started the restructured, enlarged

membership. That was all determined one year before the private schools became members. (Kabelowsky, 2009b)

Merger Begins to Take Place

Otte (1997) reported the WISAA officials announced on January 11, 1996, that its organization would cease operating after the 1999-2000 school year.

According to the WIAA Yearbook (1997), the WIAA membership voted to rewrite the articles of Rules of Eligibility (ROE) to allow athletes from nonpublic high schools eligibility at the annual meeting on April 23, 1997. The membership also granted representation with a nonpublic high school representative elected to the BOC at the same meeting (WIAA, 1997). The WISAA member high schools combined with the WIAA member high schools during the 2000-01 school year without adjustments in enrollment for nonpublic high schools (WIAA, 1999).

A discussion began almost immediately about the nonpublic high schools “playing up a division” or using a multiplier for enrollment (Otte, 1997). At the time, it was “a documented problem in Illinois, Ohio, Missouri, Florida, Tennessee and some other states” (Otte, 1997, p. 459). Otte (1997) continued that Douglas Chickering, the WIAA Executive Director, indicated a change to a four-division basketball tournament should help ease concern. Chickering also indicated that the addition of the WISAA schools in smaller divisions created a challenge to smaller member high schools as nonpublic high schools do not have boundaries as WIAA high schools do have boundaries (Otte, 1997).

The WIAA Yearbook (1999) reported the ad hoc committee recommendation was to insert nonpublic high schools into the WIAA tournaments

at “face value.” Discussions at the 1999 WIAA Membership Annual meeting on April 28, 1999, contained discussion of the nonpublic high school member enrollment being adjusted with a multiplier being inserted into the WIAA Constitution (WIAA, 1999). The WIAA Yearbook (WIAA, 1999) stated that several public high school members wanted a multiplier due to larger attendance areas and public high school populations containing students with special needs. Opponents of the multiplier stated nonpublic high schools should have equal standing in the Association and few schools would be affected (WIAA, 1999).

The WIAA Football Coaches Advisory Committee (FCAC; 2001) reviewed a tournament option of allowing all football playing schools into the tournament. A proposal was brought forward to add a seventh division as a response to adding in the nonpublic high schools. The proposal was forwarded with a unanimous vote (WIAA FCAC, 2001).

Recruiting in Wisconsin

The WIAA (2009b) member high schools have a rule in the Rules of Eligibility which addresses recruiting:

Rules of Eligibility - Article I – General

Section 3 – Who may Participate

- A. A school may use on its interscholastic teams only its full-time students enrolled in grades affiliated with WIAA membership.

Note: No eligibility will be granted for a student whose residence within a school’s attendance boundaries, with or without parents, or whose attendance at a school has been the result of undue influence (special consideration due to athletic ability or potential) on the part of any person,

whether or not connected with the school. (WIAA, 2009c, p. 31)

Member high schools in the WIAA were responsible to educate the students of the high schools of the WIAA (WIAA, 2009b). In addition, member high schools are responsible for the students' eligibility and were responsible to notify other member high schools of possible violations (WIAA, 2009b).

When an accusation was brought to the WIAA office, the accuser was asked for documentation which is forwarded to the member high school. The member high school was then required to investigate and to report back to the WIAA office with its findings.

Christl (1989) reported Milwaukee middle school athletes in gyms would be watched by coaches from area high schools. Accusations of high school coaches influencing athletes to attend their high school to play basketball were made (Christl, 1989). Christl (1989) reported Doug Chickering, Executive Director of the WIAA, could not substantiate recruiting violations when he followed up on complaints.

Christl (1989) reported *The Milwaukee Journal* conducted an investigation of 25 suburban high schools and 14 Milwaukee high schools to determine if recruiting did occur. The investigation found no evidence of recruiting violations (Christl, 1989). Christl (1989) stated coaches had suspected violations were occurring, but would not go on record with names or schools. Players who were playing or had graduated stated they were not recruited (Christl, 1989).

Ken Bartelt, the administrator, at public Northwestern High School, a public high school, brought an accusation of recruiting by a nonpublic high

school, Maranatha Academy, to the floor at the WIAA annual meeting on April 17, 2002, (WIAA, 2002). Bartelt asked whether his high school had done anything wrong (WIAA, 2002). Chickering responded by stating that the high school was discussed and notified that it was put on notice (WIAA, 2002).

Jay Hammes, athletic director at Racine Horlick, reported at the WIAA Annual Meeting on April 30, 2003, the Southeast Conference would not compete against a high school due to suspected recruiting allegations (WIAA, 2003). The purpose of the decision was to educate members of the WIAA about the undue influence rules (WIAA, 2003).

At the April 25, 2005 WIAA Annual Meeting, Chickering continued by stating the office understands recruiting might happen (WIAA, 2005). Successful coaches with successful coaches would attract athletes which is not an area easy to regulate by the membership (WIAA, 2005).

Fisher (2005) reported a Milwaukee Public School investigation of the Milwaukee King boys basketball team determined an assistant coach recruited 8th graders. The assistant coach had conversations with the 8th graders encouraging the students to attend Milwaukee King (Fisher, 2005). Kabowsky (2008) reported the Milwaukee Public Schools (MPS) conducted an internal investigation which concluded after 5 months. The investigation, which began with a letter by a member of the community, concluded recruiting and test tampering had occurred (Kabowsky, 2008). Kabowsky (2008) noted four 8th grade students were invited to open gyms by an assistant coach who talked to

the students about attending Milwaukee King. In addition, entrance materials were manipulated for three of the students (Kabowsky, 2008).

Kabowsky (2008) reported no wrongdoing was found on the part of the four students and their families. The assistant coach was fired, the school was placed on probation by the WIAA, and the school was not allowed to compete in the WIAA basketball tournament in 2009 by MPS (Fisher, 2005). Steffes (2008) noted head coach Mike Gosz, the Milwaukee King head boys basketball coach, was found to have been uninvolved in the recruiting of the four students. "King won the 2004 WIAA Division 1 state championship and advanced to the state tournament in 2006 and 2007, giving the school a total of 12 state trips and five championships." (Kabowsky, 2008, p. 1)

Refsland (2009) wrote that a prominent issue between the public and nonpublic high schools in Wisconsin is the recruitment of athletes to participate in athletic programs. The high schools in smaller divisions (Division Three) are from smaller rural communities and the nonpublic high schools are from larger urban areas. "A clear and strong belief that recruiting was going on and that there were schools, public and non-public, that were breaking the rules regarding recruiting." (Refsland, 2009, p. 76)

The WIAA Transfer Rule

The WIAA revised the membership's transfer rule to reduce the possibility of recruitment by both public and nonpublic high schools in 2005 (Refsland,

2009). Public high schools could enroll students outside of their geographic enrollment area through the open enrollment process (Refsland, 2009).

Transfer Rule

The WIAA (2008) membership in an effort to prevent recruiting by schools strengthened a regulation (Appendix G) requiring a student who transfers after the student's sophomore year from any high school to a member high school to be ineligible for practice or competition for one calendar year unless a waiver for varsity is provided.

A student who transfers before their freshman or sophomore year, were not restricted in competition or practice at the time of the study (WIAA, 2009b). If a student transferred during their freshman year, the student had non-varsity eligibility for the remainder of the freshman year. If a student transferred during their sophomore year, the student had non-varsity eligibility for 365 days of enrolling at the new WIAA member high school (WIAA, 2009b).

Waivers

Waivers of the transfer rule could be requested by the member high school on behalf of the student if extenuating circumstances exist (WIAA, 2009b).

The text of the WIAA Waiver rule (Article II, Section 5, Paragraph A, Number 2) reads:

The residence and transfer requirement may be waived, if requested in advance, by a member school on behalf of one of its students and upon presentation of documentation detailing extenuating circumstances. Such documentation must include communications from (a) parents, (b)

person(s) with whom student is living within requesting school's attendance boundaries and (c) school officials within whose attendance boundaries parents reside. Depending upon the nature of extenuating circumstances, eligibility may be limited to non-varsity competition except in situations involving transfer after a student's fourth consecutive semester following entry into grade 9. (WIAA, 2009b, p. 34)

Extenuating circumstances were defined in the WIAA Senior High Handbook as:

“Extenuating circumstance is defined as unforeseeable, unavoidable and uncorrectable act, condition or event which result in severe burden and/or involuntary change, that mitigates the rule.” (WIAA, 2009b, p. 34)

Discussions of Nonpublic High Schools in the WIAA

The WIAA Yearbook (2005) stated the fifth year of the public and nonpublic high school membership focused on the advantages which nonpublic high schools may have in athletics was discussed at the April 27, 2005 WIAA Annual Meeting. Open enrollment in public high schools was mentioned as a comparison to nonpublic high school lack of boundaries as well as large districts determining enrollment at various high schools using assignment policies by Doug Chickering, WIAA Executive Director (WIAA, 2005).

Chickering continued with comparing special needs students, charter high schools, and other high schools in a district (WIAA, 2005). Patience was urged by Chickering as other states were exploring options based on multipliers and socio-economic factors. Chickering stated, “A pure multiplier is not the answer. Demographic factors based on public and nonpublic schools governance models, geography, conference affiliations, urban and rural locations and school size considerations have to be components of any adjustments,” (WIAA, 2005, p. 15).

As the meeting continued, Chickering stated that the membership could not afford a fight between public and nonpublic high school members (WIAA, 2005). He reminded the membership had two options: a) stay with the current “face value” enrollment or b) separate public high schools from private high schools. Chickering concluded “If we opted for the later, how long do you think it would be before someone asked, ‘Why don’t we have a playoff?’” (WIAA, 2005, p. 16).

Divisional placement was a topic brought up at the April 25, 2007, WIAA Annual Meeting (WIAA, 2007). The Basketball Coaches Advisory Committee recommended all nonpublic high schools in Divisions Three and Four be moved up to the next division. Deb Van Drunen, athletic director at Sheboygan County Christian High School asked where the proof was of recruiting by the nonpublic high schools and unless there was guilt, punishment should not be given. The movement from four division basketball to five division basketball was discussed as a solution. It was stated that the membership had not embraced five divisions at the time (WIAA, 2007).

The WIAA Yearbook (2006) described the public versus nonpublic discussion in detail. A meeting in December, of 2005, took place among nonpublic high schools at Milwaukee Pius. Figures were presented which stated that 72% of the students attending nonpublic high schools attended an affiliated K-8 nonpublic school, 62% of the nonpublic high school students participate in athletic programs (WIAA, 2006).

The WIAA Board of Control met in a retreat format in April of 2006 and determined something should be done with the perceived advantage nonpublic high schools have in state tournament success (WIAA, 2006). The suggestions offered were: (a) use one sport for 1 or 2 years, (b) make divisional placement based on past success, (c) make divisional placement based on county size, (d) make playing up a division possible, (e) include open enrollment in calculations, and f) review boarding schools. Chickering stated Minnesota is evaluating special needs, free and reduced lunch counts, and transfer student counts as factors for a multiplier (WIAA, 2006).

At the April 23, 2008, WIAA Annual Meeting, Chickering discussed the tournament placement of both public and nonpublic high schools (WIAA, 2008). "He advised the attendees that anything done must be quantifiable," (WIAA, 2008, p. 16). A proposal was brought to the floor to assign a count to each school by counting their students from feeder schools and multiplying the other students. Kathy Bates, of Xavier which is a nonpublic high school, stated that some students do come from private feeder schools. Geoff Steinbach of Hartland Arrowhead stated that all high school members should count the same whether public or nonpublic (WIAA, 2008).

Gene Strutz of Fox Valley Lutheran stated tuition limits students from attending certain nonpublic high schools and stated that socio-economic factors should be reviewed (WIAA, 2008). Chickering stated that students riding buses and the mileage they travel would be studied. Don Talkacz of Pulaski stated "The only thing that matters is if you win or lose. Any factor would become

irrelevant when the wrong team wins. Let the kids play. We have to be one organization. Let's stick rules and go with them. It's about the kids anyway."

(WIAA, 2008, p. 17)

Focus and Action Begin in Wisconsin

The WIAA BOC discussed the public/nonpublic situation at a meeting on April 3, 2009 (WIAA, 2009a). Seven of the 12 schools in divisions two through four were nonpublic and after ten years the classification system was due to be re-evaluated reevaluated. The WIAA BOC would have data at its May 15, 2009, meeting and has focused on rural versus urban in divisions three and four. In addition, the open enrollment would be discussed along with the economy and its effect on the nonpublic schools (WIAA, 2009a).

Eisman (2009) stated perceptions of nonpublic high schools which are geographically located near or in urban areas have an advantage over rural schools with similar enrollments. It was important to study and test this perception to determine whether urban nonpublic high schools have an advantage over rural public high schools in areas which were not geographically in similar or the same areas of size due to boundaries of the public schools and no boundaries of the nonpublic schools (Eisman, 2009). (Note: the researcher could not find such a study.)

Eisman (2009) stated nonpublic high schools make up less than 15% of the member high schools in the WIAA basketball schools. In Divisions Two,

Three, and Four, nonpublic high schools have qualified as 31% of the basketball tournament series member schools (Eisman, 2009).

Hernandez (2009) reported the WIAA is considering moving to five divisions (Appendix H) in basketball to address the perceived advantage of the private school success. The WIAA executive staff would present a plan to move select nonpublic high schools up a division using a four division and a five division model (Hernandez, 2009). The researcher believed the reason for focusing on boys basketball is due to the fact that the number of players required on the court is five and by accepting two or three athletes who perform well in basketball, an urban nonpublic high school can have more success on the basketball court.

After the 2009 WIAA Football Tournament, Marquette University High School became the first nonpublic high school to win the WIAA Division One Football State Championship (Associated Press [AP], 2009). The Associated Press (AP) reported that Marquette football coach won eight titles when Marquette was in WISAA and had a coaching record of 350 wins with 91 losses. Another nonpublic high school, Fond du Lac St. Mary's Springs, won the Division Five Football State Championship as well in 2009. Robert Hyland had a head coaching record of 347 wins, 99 losses, and 2 ties. In Division Six, public high school Edgar beat nonpublic high school Eau Claire Regis to give Jerry Sinz his 318th win against 70 losses. In Division Seven, Burlington Central Catholic (coached by Tom Aldrich, 18th season with 127 wins and 68 losses) beat

Chippewa Falls McDonell Central Catholic for its second straight football championship title (AP, 2009).

Johnson (2009) opined in an article the WIAA basketball state tournament is unfair to small town high schools when high schools from large cities are allowed to participate in a division. “When private schools from the state’s biggest cities win the Division 3 championship six years in a row, people start to notice there’s a problem” (Johnson, 2009, p. 1). In football, Johnson (2009) stated the two smallest division semi-finalists contained four nonpublic high schools of eight and 11 nonpublic high schools started the tournament along with 53 in the smallest two divisions.

The WIAA BOC (2009) held a special meeting on December 3, 2009, to discuss the proposed basketball plan to move several nonpublic high schools up a division and to change the divisional format from four divisions to five divisions. During the meeting, the members discussed the results of any area meetings which they attended. Discussions included comments about legal implications, committees, leadership, and five divisions (WIAA BOC, 2009).

As the WIAA BOC meeting continued, open enrollment, boundaries, feeder high schools, free and reduced lunch, and television contracts were added to the discussion (WIAA BOC, 2009). President Roger Foegen of Bangor stated if the topic was going to continue to be discussed; it should be done through the committee process rather than the monthly Board of Control meeting (WIAA BOC, 2009).

When WIAA Associate Director Deb Hauser stated that the problem was not identified, Board member Jim Smasal “indicated nonpublic schools win more than their percentage of total enrollment. An enrollment of 420 at a public school is not the same as 420 students at a private school” (WIAA BOC, 2009, 3). He continued: “the majority of the cases the private schools will win” (WIAA BOC, 2009, 3). “Roger Foegen agreed and said a vast majority of public schools think that is the problem” (WIAA BOC, 2009, p. 3).

WIAA Assistant Director Marcy Thurwatcher stated “coaches are often being discounted” (WIAA BOC, 2009, p. 3). Hauser stated “in 2001 we went with seven divisions in football because private schools were admitted into the membership” (WIAA BOC, 2009, p. 3). Foegen stated a division was added to baseball. He also noted the basketball divisional format has not changed despite 70 member school being added (WIAA BOC, 2009).

Hauser asked the Board if it would consider a separate division for the nonpublic member high schools and if they wanted to play in the public high school division, those nonpublic high schools could go up a division (WIAA BOC, 2009). Foegen added that the issue could not be narrowed to one particular issue such as open enrollment, special needs, rural versus urban. He continued people have supported the five divisions overwhelmingly (WIAA BOC, 2009).

A motion was made by Mark Gobler of Luck and seconded by Carl Eisman, the Nonpublic At-Large BOC member, “to approve five divisions for basketball with equal representation from each division at the state tournament” with an amendment by Mary Pfefifer, and Gobler’s endorsement, the “WIAA staff

will organize a subcommittee to study various options” (WIAA BOC, 2009, p. 5). Motion carried nine to zero (WIAA BOC, 2009).

A Basketball Ad Hoc Committee (BAHC) consisting of Hauser, the associate director overseeing basketball; Foegen, the BOC President; Jim Dyer, the BOC Nonpublic School At-Large Representative; and Jerry Petitgoue, Wisconsin Basketball Coaches Association President, met on January 25, 2010 in Wisconsin Dells to review five proposals to address the public private issue (WIAA Basketball Ad Hoc Committee [BAHC], 2010). The discussion began with the question: “What is the issue?” Responses were the WIAA added 63 nonpublic high schools and there were no changes (or adjustments) to the basketball tournament procedures (WIAA BAHC, 2010).

During the BAHC (2010) meeting, it was suggested that nonpublic high schools play bigger high schools in the tournaments since they play bigger high schools in conference during the regular season. A review of the class system was requested with classes A-C to determine the enrollment cut-offs. A suggestion of an open enrollment multiplier of 2.0 was made. When discussing adding a fifth division, the comments ranged from division one concerns to more schools get a chance (BAHC, 2010). Five plans (Appendix I) were discussed:

1. Using the existing criteria using face value enrollments with four divisions and eight division one high schools reaching the state tournament along with four high schools from divisions two, three, and four;
2. Using the face value enrollments with five divisions with four high schools reaching the state tournament;

3. Adjusted enrollments of the divisions with five divisions with high four schools reaching the state tournament;
4. The Blaine Plan moved nonpublic schools up a division if any nonpublic high school residing in a public school district with more than one public high school or any nonpublic high school residing in one of the cities which included one of the largest 64 member schools in enrollment. In addition, the nonpublic high schools which did not fall in the bottom half of their natural division were to be moved up a division. The divisions were to be divided into divisions consisting of 64, 64, 118, 118, 119 high schools in the divisions with four high schools reaching the state tournament;
5. The Board plan used an enrollment figure of 2 to 1. The number of high schools in a division was used to keep the largest high school enrollment in a division no more than twice the smallest high school enrollment. In the Board plan, five divisions would be created with four high schools reaching the state (BAHC, 2010).

Table 2

The Current WIAA Plan and The Board Plan (Five-Divisions)

	Current divisional placement		Board plan	
	# Schools	Enrollment	# Schools	Enrollment
Division one	116	4,238 to 897	76	4,238 to 1,200
Division two	116	894 to 371	88	1199 to 600
Division three	128	368 to 202	98	599 to 400
Division four	123	201 to 40	99	399 to 200
Division five	--	--	122	199 to 40

Note: Division five does not exist in the current model.

The WIAA BAHC (2010) chose the Board Plan (Table 2) and recommended it for presentation to the Basketball Coaches Advisory Committee and Board of Control.

The WIAA BOC met on January 27, 2010, without discussion on the topic of public/nonpublic (WIAA BOC, 2010a). The plan was posted to the WIAA web site after the WIAA BOC meeting on January 27, 2010 (WIAA, 2010b).

Hernandez (2010a) reported the five division plan remained a good idea and opposition to the plan is coming from division one high schools. Attendance by the division one high schools dropped recently. With the changes in sports broadcasting and other forms of communication, Hernandez (2010a) suggested sell-out crowds will be less likely and not the norm. The trend in attendance has been larger crowds in the lower divisions (Hernandez, 2010a).

“That trend has carried over to Championship Saturday for the girls state tournament, where the afternoon session - featuring the Division 4 and Division 2 finals - has outdrawn the evening sessions 5 of the last 6 years. The night session continues to be the bigger draw for the boys tournament for what are typically the final two games of the entire winter sports season” (Hernandez, 2010a, p. 2).

At the March 5, 2010, WIAA BOC meeting, the Wisconsin Athletic Directors Association (WADA) Liaison, Pam Huston, stated the membership wanted to know how the basketball proposal was created without going through the normal committee procedure (WIAA BOC, 2010b). Executive Director Dave Anderson explained that any group or committee may initiate. In addition, the

WIAA BOC had been discussing public versus nonpublic for many years. WIAA Communications Director Todd Clark reminded Huston that it would still go through the committee process (WIAA BOC, 2010b).

On April 15, 2010, the WIAA Basketball Coaches Advisory Committee (BCAC) met to discuss basketball season regulations, tournament procedures, NFHS playing rules, NFHS Coach of the Year designees, and committee replacements (WIAA Basketball Coaches Advisory Committee (BCAC), 2010). The minutes of the BCAC (2010) stated committee members were, Jon Murphy (Seymour), Caron Townsend (River Ridge), Jim Blaine (Benton), Tim Arndorfer (Wauwatosa East), Rick Schneider (Aquanis), Jeff Luoma (Clayton), Nate Rykal (Bay Port), and Andy Braunel (Neenah). Lisa Immel (Ootsburg) was excused (BCAC, 2010).

The BCAC discussed placement of schools in divisions (BCAC, 2010). Several topics were discussed about the five division proposal brought forward by the Basketball Ad Hoc Committee: (a) the proposal cheapens the state tournament experience for division one high schools and (b) student representation is diminished as less division one high schools will be less represented by four schools rather than eight schools (BCAC, 2010).

In the discussion of the five division model, the positives were listed: (a) equity for each division with the same number of teams (four) qualifying for the state tournament, (b) attendance will be increased as the lower divisions draw more fans, and (c) the rural public versus urban nonpublic issue does get answered (BCAC, 2010). Negatives listed by the BCAC (2010) were: (a) 75% of

the students represented would be by 40% of the teams, (b) four of division one quarterfinal games will not be at the site of the state tournament, the Kohl Center, (c) Super Tuesday (division one state quarterfinal games held at another site) would provide for a schedule which it is difficult to prepare an itinerary, and (d) the biggest division two high schools in the current system were opposed as the competition would be greater. According to the BCAC (2010), a motion by Jim Blaine, seconded by Caron Townsend, to support the five division model as presented failed with a 3-5 vote. Rick Schneider, Jim Blaine, and Caron Townsend voted to support (BCAC, 2010).

Hernandez (2010b) reported the fifth division play was headed to the Wisconsin Basketball Coaches Association (WBCA) for further review. The addition of the Super Tuesday was a compromise to provide a state tournament quarterfinal game on Tuesday before the state tournament. Hernandez (2010b) reported the WBCA executive committee would review the plan and it still would continue in the WIAA committee review process.

On April 20, 2010, Hernandez (2010c) noted the WBCA Executive Board held its April 18 meeting to discuss the five division model. "Saying that the ongoing discussion over a proposal to create a fifth division for the WIAA state basketball tournaments has divided the membership of the Wisconsin Basketball Coaches Association, WBCA executive director and Cuba City boys coach Jerry Petigoue said Sunday that the group would not advise the WIAA to proceed on the matter as a group" (Hernandez, 2010c).

Petigoue urged coaches to speak to their administrators and athletic directors in order to voice their opinions at the Annual meeting (Hernandez, 2010c). Petigoue stated he believed “coaches were speaking out on the issue based on how it impacts their program and that a formal WBCA position on the issue, moving forward, would not represent the feelings of all WBCA members and, therefore, would not give the WIAA the direction it needs on a plan to add a fifth division to the tournament structure, divide schools into those five divisions with strict enrollment ranges and introduce a Super Tuesday component to the Division 1 tournament.” (Hernandez, 2010c)

Hernandez (2010c) reported WBCA executive committee member Jim Blaine stated “the five division plan is seen by some as the WIAA’s solution to several years of debate over the placement of private schools in the tournament series and wouldn’t be surprised if the Board of Control took action despite the divided opinions at the WIAA and WBCA coaches committee levels” (Hernandez, 2010c).

The WIAA BOC met on April 27, 2010. In his Executive Director’s report, Dave Anderson stated that Roger Foegen and Deb Hauser would be the last item on the new business agenda (WIAA BOC, 2010c). An explanation about the shift from rural public versus urban nonpublic to the five division model would be provided by Hauser. Hauser stated she believes the membership will want the nonpublic schools moved out of the lowest division (WIAA BOC, 2010c).

Anderson reviewed the Powers and Duties of the board provided in the Constitution under Article VI (WIAA BOC, 2010c). Hauser pointed to the fact that

nonpublic members would become the smaller members in each of the five divisions and the division four member of the BCAC thought the concerns of the rural public-urban nonpublic would be addressed. Foegen reminded the BOC the five division model was being heard at the area meetings with various thoughts on the rural public-urban nonpublic. Foegen stated the five division model treats all members fairly (WIAA BOC, 2010c).

Discussion at the BOC meeting continued with Anderson sharing a concern with the five division model was raised with racial aspects (WIAA BOC, 2010c). Foegen countered with 40 new schools in Division Two and Milwaukee schools decreasing in enrollment that the racial concept will be addressed. Keith Posley, the Ethnic Minority At-Large Representative BOC member, agreed and stated some of the Division One schools will become Division Two schools. Hauser contributed the member schools may move up to Division One should they decide to move from Division Two (WIAA BOC, 2010c).

Pam Huston, the WADA BOC liaison, asked if this plan would continue through the committee process and pass the BOC without support of the committees (WIAA BOC, 2010c)? Hauser replied the WIAA BOC did so in the past (WIAA BOC, 2010c).

On April 28, 2010, the membership of the WIAA gathered for the WIAA Annual Meeting in Stevens Point, Wisconsin (WIAA Membership, 2010). Anderson introduced Foegen and Hauser to the members attending the Annual Meeting. Foegen began with a review of the discussion which had led to the proposal of the five division model. He stated there was little interest in treating

the nonpublic portion of the member schools differently than the public school members. Foegen stated when the nonpublic high schools joined the WIAA, no adjustments were made in the basketball tournament procedures, but all other sports added additional qualifiers or divisions (WIAA Membership, 2010).

Foegen (WIAA Membership, 2010) continued, maintaining the three day tournament was important in reducing school time loss by students and athletes, keeping play in the Kohl Center, and in maintaining television coverage state-wide. The member high schools participating at the state tournament would be based on enrollments at a two-to-one ratio which creates a level playing field (WIAA Membership, 2010).

Rich Reitzner of Stoughton spoke for division two high schools and recalled playing 40 years ago at the state tournament when there was one division (WIAA Membership, 2010). He spoke of the decision to go to classes of A, B, and C and the opportunities opened to schools of smaller enrollments. The large discrepancy of enrollments in Division One creates a problem for teams qualifying for the state tournament. The five division format would re-energize the state tournament (WIAA Membership, 2010).

Paul Rozak of Stratford indicated that he did not like the Super Tuesday format (WIAA Membership, 2010). Rozak preferred the tournament move back to have quarterfinal games on Saturday to allow time to prepare for the state tournament. Hauser stated the games could be moved from Tuesday to the previous Saturday (WIAA Membership, 2010).

Steve Ferger of Beloit Memorial questioned the representation of the student populations and asked whether the games scheduled for Super Tuesday could be played on Wednesday night (WIAA Membership, 2010). Hauser countered that Wisconsin is the only state in the Midwest which does not have equal representation in all divisions at the state tournament. Hauser reminded that the schools represented in division two have not been considered when looking at the discrepancy of current enrollment and the new ranges of two-to-one are considered (WIAA Membership, 2010).

Don Aanonsen of Marion stated more schools could drop to division five as school enrollments decrease (WIAA Membership, 2010). Hauser stated enrollments in divisions would be reviewed. John Maltch of Pewaukee stated division two schools would be affected negatively. Tom Curran of Tomah stated the divisions should be equally split with 20% of the membership. Hauser reminded the plan was designed to keep the division enrollments at a two-to-one ratio (WIAA Membership, 2010).

Jon Joch of Neenah questioned whether Wednesday was an option for the state quarter-finals rather than Super Tuesday (WIAA Membership, 2010). With the Super Tuesday, member high schools would have a hard time preparing for the state tournament. Hauser stated the Super Tuesday would allow the quarterfinal games to be held at larger facilities. Mike Rupnow of Racine Case wondered about the revenue of Super Tuesday and Hauser stated the games would incorporate the normal WIAA revenue sharing procedure (WIAA Membership, 2010).

Luke Francois of Middleton stated nonpublic high schools have more talent (WIAA Membership, 2010). With five divisions, the public high schools did not think the plan would be successful suggested Francois. Steve Knecht of Kenosha Bradford believed the diversity of division one would be lost with the decrease to four teams from eight teams represented (WIAA Membership, 2010).

At the May 14, 2010 WIAA BOC meeting, there was no discussion of the five division model. While the BCAC voted 3-5 not to support the five division basketball model, the process continued with discussion at the Sports Advisory Council (SAC) on June 14, 2010 (WIAA Sports Advisory Committee (WIAA SAC), 2010).

The SAC consisted of 14 athletic administrators (seven male and seven female) from seven BOC (WIAA, 2009b). SAC members reviewed requests made by coaches advisory committees and WIAA executive staff to make recommendations based on the requests and in other areas (WIAA, 2009b).

Discussion focused on the distribution of schools reaching the state tournament as division one would be reduced to four schools (WIAA SAC, 2010). Ray Kosey of Superior voiced concern about Super Tuesday which would not allow enough time to prepare an itinerary for plans to participate in the state tournament on Tuesday. Several members of the SAC stated opposition to reducing the number of division one schools (WIAA SAC, 2010).

Another concern raised was whether other sports would see a reduction in the number of division one schools reaching the state championship series which currently is eight compared to lower divisions which qualify four schools (WIAA

SAC, 2010). WIAA Associate Director Deb Hauser stated, “the coaches on the committee voted on the way the plan affected their schools” (WIAA SAC, 2010, p. 3). Hauser also noted the five division model was supported at the WIAA Area Meetings in the fall (WIAA SAC, 2010).

The question was raised if it were possible to maintain the practice of 8 division one schools qualifying for the tournament by adding a day to the tournament (WIAA SAC, 2010). Hauser reminded the committee the facility is not guaranteed to be available on Wednesday as the Wisconsin Badgers play on Wednesdays. Enrollment disparities in divisions were discussed as was the division two enrollment range from 371 to 894 students. Several members of the committee raised the public versus nonpublic debate and suggested the five division plan would not address the debate (WIAA SAC, 2010).

After discussion, a motion was brought forward by Susette Alsteens of Belleville, seconded by Sue Hartfiel of Cochrane-Fountain City to accept the five division plan on (WIAA SAC, 2010). The SAC voted 8-5. Stephanie Hauser of Stevens Point, Bryan Yager of Reedsburg, Corey Golla of Brookfield East, Peggy Seegers-Braun of Divine Savior Holly Angels, and Brian Smith of Waunakee voted against the five division basketball model (WIAA SAC, 2010).

On June 23, 2010, the WIAA Advisory Council (AC) met (WIAA Advisory Council [AC], 2010). The WIAA AC consists of 18 administrators from senior high schools elected by the member schools with five members from each of the large, medium, and small school categories and three at-large members from

gender, ethnic minority, and nonpublic school (WIAA, 2009b). The role of the Advisory Council was to assist the BOC with rule changes (WIAA AC, 2010).

Gordie Sisson of Marshfield stated treating everyone the same was semantics and only one division treated everyone the same (WIAA AC, 2010). Sisson continued many factors determine the success of programs. Corey Baumgartner of Kaukauna believed the five division model would shift opportunities to other member schools. Paul Rozak of Stratford believed competitiveness at the state tournament would remain and 12-15 players play on basketball teams everywhere (WIAA AC, 2010).

Sisson countered the quality of competition would be diminished (WIAA AC, 2010). Sisson continued the structure of the Board of Control should be examined to determine if representation is provided to large schools. Eric Coleman of Milwaukee Tech spoke of the lack of representation of Milwaukee schools with the number of teams decreasing from eight division one schools to four division one schools (WIAA AC, 2010).

WIAA Executive Director Dave Anderson stated the conversation was due to the private school discussions (WIAA AC, 2010). Anderson stated the discussion has been ongoing for 10 years. The reason for this proposal Anderson continued:

is because it doesn't divide our membership or does not single out private school members. We are one membership and divisional placement continues to be enrollment based. Open enrollment is an equalizer in some communities. Success of a program will always attract. (WIAA AC, 2010, p. 3)

Ted Knutson of La Crosse Aquanis, a nonpublic high school AC member, stated that the nonpublic member high schools appreciate the effort to treat nonpublic

high schools and public high schools as equal members of the WIAA (WIAA AC, 2010).

Jeff Jacobson of Platteville stated “this won’t solve the public versus private issue and kids are same from public and private schools” (WIAA AC, 2010, p. 3). The motion to implement the five division model was made by Rozak and seconded by Brad Ayer of Clear Lake. The motion failed on a 7-9 vote with Ayer, Todd Fisher of Osseo-Fairchild, Mark Gruen of Eleva-Strum, Jacobson, Knutson, Rozak, and Eric Russell of Baldwin-Woodville voting in favor (WIAA AC, 2010).

On June 24, 2010, the Board of Control met with the Advisory Council to hear the recommendations and convened into regular session (WIAA BOC, 2010d). A motion was made by Dean Sanders of Lake Mills to implement the five division basketball model and seconded by Terry Reynolds of Pittsville. President Foegen reminded the BOC “this has been before the Board since 2001” (WIAA BOC, 2010d, p. 2).

Tim Silverston of the Wisconsin Association School Boards stated more Division Two schools would have opportunities (WIAA BOC, 2010d). Sanders reviewed the debate about public versus private, rural versus urban, and the need to change. Reynolds felt the enrollment differences were fairly split. Mark Gobler of Luck stated the time to change was now and the placement can be reevaluated in the future (WIAA BOC, 2010d).

Smassal, the BOC president-elect, spoke of the change process as being hard, but the plan is worth a try (WIAA BOC, 2010d). “The smallest Division One

school is now 1200 and it will be interesting to see how many schools with enrollments of 935-1200 will qualify for state” (WIAA BOC, 2010d, p. 2).

Foegen reminded the BOC the plan evolved from WIAA Area Meetings where a strong sentiment was expressed for five divisions in basketball (WIAA BOC, 2010d). The member schools present at the WIAA Area Meetings did not wish to single out one part of the WIAA membership continued Foegen. The motion carried unanimously (WIAA BOC, 2010d).

Summary

As high school state associations around the United States have been asked to provide success proportionality to the member high schools of their respective associations, the question remains: have the various options which have been implemented brought the success expected?

In Wisconsin, the BOC decided it did not wish to treat member high schools differently (WIAA Membership, 2010). Short of isolating the nonpublic high schools from the public high schools, the various adjustments used by state associations appear from the literature to have not brought about the proportionality of championships which member high schools of the states which implemented enrollment adjustment methods expected.

Epstein (2009) stated the media would come out against a multiplier (p. 22). The researcher found in the State of Wisconsin the opposite may be true. The state legislature would become involved (Epstein, 2009, p. 22). After the amendments offered by Senator George in the State of Wisconsin, the

researcher agrees with Epstein. In addition Epstein (2009) concluded multipliers may not provide the proportionality results suggested and may lead to legal proceedings against a state association seeking to implement an enrollment adjustment (p. 22).

CHAPTER THREE: METHODOLOGY

The study was a mixed methods study conducted with surveys of the 51 state association members of the NFHS and sought 102 responses. The 51 state association directors of football and the 51 state association directors of basketball were asked to respond to a survey detailing current practices in their respective associations. The survey was quantitative when asking for specific information regarding methods used to adjust enrollments for classification and history of the adjustment used in each association. A qualitative portion of the survey asked each respondent to offer opinions of the success of the adjustment to enrollment.

A review of archived data was collected determining the state championships in boys and girls basketball state qualifiers and football in the WIAA championships over the last 5 years. In basketball at the time of the study, eight member high schools qualified for the Division One state tournament and four member schools in Divisions Two through Four qualified for the respective state tournaments. In football championship games, there were seven divisions.

Archived data from the neighboring states (NFHS Section Four – WI, IA, MI, IL, IN, and MN) was collected using data from the last 5 years of each state association's boys basketball and football state tournaments and state championship games.

The participants of the survey were the basketball and football directors of the 51 state association members of the NFHS. Archival data was used to collect the data for the WIAA state qualifiers.

Instrumentation

Survey

A survey was developed to address the state association directors of basketball and football for responses to the research questions about what if any enrollment adjustments for their state association member high schools placement have been implemented in order to determine placement in post-season tournament divisions (or classes). The survey contained closed ended questions as well as open ended questions when the choice of “other” was chosen. A total of 102 surveys were sent through email to the 51 state association directors of football and 51 state association directors of basketball.

Archived Data

A quantitative evaluation of the Wisconsin state tournament qualifiers and state championships won between 2005 through 2010 by both nonpublic and public high schools was used to determine the relative success rate of both membership classes of WIAA member high schools. The data was collected from existing data within the WIAA office.

A quantitative evaluation of the neighboring states to Wisconsin (NFHS Section 4 – WI, IA, MI, IL, IN, and MN, as a neighbor) was conducted to determine the state tournament qualifiers and state championships won by both nonpublic and public high schools. The archived data was culled from the web sites of the state associations.

Limitations

The survey was dependent on the return of the surveys from each of the 51 NFHS member associations. The researcher hoped to have 100% of the surveys completed. In Wisconsin, the call for an adjustment had been focused on boys basketball. During the 2009 football state championships, additional concerns rose as the number of nonpublic high schools in state championship games rose and the number of nonpublic high school champions increased.

By limiting the study to basketball and football directors, the study might not have reflected the effect that enrollment adjustments have on other sports sponsored by the NFHS member associations. The data collection limitations have been increased when the director responded using personal viewpoints rather than association viewpoints.

Limitations of the study included the researcher. The researcher's background included 17 years of service as a head football coach in Wisconsin along with 8 years as a head baseball coach and 10 years of service as an athletic director. All of the service as a coach and athletic director were in a 22 year career in a public school in Wisconsin. In addition, the researcher graduated from a nonpublic high school in Wisconsin. At the time of the study the researcher was employed at the WIAA overseeing football, wrestling, baseball, sports medicine, compliance, and eligibility.

Procedures

The collection of data in the study was done through a survey on the Internet. The survey was delivered to the state association directors through the NFHS's Executive Director Bob Gardner's office. A method of delivery through email was sent with a link to the Internet utilizing a survey contained on the WIAA web site with data collection on the WIAA web site.

Responses were collected through the online instrument into a data file located on the WIAA web site. The survey was conducted in July of 2010. Data was compiled and analyzed by the researcher in August of 2010.

Data collection of the state championship games in basketball and football was culled from existing data of the WIAA and NFHS Section Four member associations along with Minnesota web sites. Compilation of the championship data was captured in July and August of 2010 by the researcher.

Data Collection

Fitzpatrick, Sanders, and Worthen (2004) stated data collection which already exists could reduce the amount of work and cost to a study. The researcher utilized existing archived data which had been collected by WIAA staff and was available on Section Four and Minnesota state association web sites. Among the various methods of data collection, the following methods were utilized:

1. Surveys of NFHS state association football directors.
2. Surveys of NFHS state association basketball directors.

3. Quantitative data collection of WIAA archived statistics of state tournament participation by public high schools and nonpublic high schools in boys and girls basketball and football.
4. Quantitative data collection of NFHS Section Four and Minnesota archived statistics of tournament participation by public high schools and nonpublic high schools in boys and girls basketball and football.

Data Processing and Analysis

The data was collected via the survey. The manner which NFHS member associations classified public and nonpublic high schools for placement in divisions of state championship tournaments along with the qualitative data was collected in a delimited data file on the WIAA web site. Survey responses were collected in the same data file for basketball. A separate data file collected survey responses of football directors. Once collected, the data was imported into a Microsoft Excel file. Data was also collected to determine the success of public and nonpublic high schools in Wisconsin and NFHS Section Four and Minnesota member associations through archived records.

Analysis of the data determined the proportionality of success of public and nonpublic high schools in Wisconsin in correlation to the percentage of membership of public and nonpublic high schools in the WIAA. In addition, analysis determined the relative success of public and nonpublic high schools in NFHS Section Four and Minnesota state associations with different methods of classification of member high schools.

CHAPTER FOUR: FINDINGS

Restatement of the Purpose

The purpose of this study was to determine the effectiveness of the adjustments to high school student enrollments used by state associations to determine the division (or class) assignment of high schools to reduce the disproportional success of nonpublic high schools in state boys basketball and football tournaments. It was hoped that the study would be used to assist the member high schools of the WIAA and the executive staff of the WIAA in analyzing the effectiveness of adjustments in the classifications of public and nonpublic schools in tournaments. The study could also prove to be useful by the NFHS as well as other state associations considering enrollment adjustments.

Sample

The participants who were asked to participate in the surveys (Appendix D & E) were the 51 basketball and the 51 football directors of the member state associations of the NFHS. In choosing both basketball and football directors for this study, the researcher realized adjustments to enrollments used to place nonpublic schools may have been utilized due to the sport of football in several state associations.

Once the survey timeframe was completed, 48 basketball directors participated and 40 football directors participated in the respective surveys (Appendix D & E). In both surveys (Appendix D & E), Wisconsin and the

neighboring states (NFHS Section Four and Wisconsin) participated. As the researcher is the football director in Wisconsin, the football survey (Appendix E) was completed by Executive Director Dave Anderson who was previously the football director in Wisconsin.

Survey Results

Two surveys (Appendix D & E) were designed for this study. A survey (Appendix D) was developed to gather information from the basketball directors of the NFHS state associations and a separate survey (Appendix E) was developed to gather information from the football directors of the NFHS state associations. Both surveys (Appendix D & E) were divided into six sections to collect both quantitative and qualitative data.

Section One: General information

General information about the state association and membership was collected in this section. Nonpublic membership was determined and the tournament formats of basketball and football in the state associations was also queried.

Table 3

Question - Are nonpublic high schools in your state members of your state association? (Appendix D, B1; Appendix E, F1)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	45	3	6	0	37	3	6	0

Maryland, North Carolina, and Virginia reported the state associations did not have nonpublic high school members. Wyoming had two nonpublic high school members which were a correctional institution and a school on a reservation. In Section Four and Minnesota, nonpublic high schools were members in each of the state associations.

Table 4

Question – Does your state have legislation providing open enrollment options for public high school students? (Appendix D, B2; Appendix E, F2)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	25	23	5	1 ^a	21	19	5	1 ^a

Note. a = Illinois

In Illinois, 27 schools were listed as public non-boundaried high schools which did not have fixed geographic boundaries (Illinois High School Association, 2010). The state legislature through legislation provided open enrollment to

families and students in their states according to 52.0% of the basketball directors and 52.5% of the football directors. Wisconsin and neighboring states have state legislation providing open enrollment to families and students in 83.3% (five out of six) of the states.

Table 5

Question – Does your state have legislation providing public tuition funding for public high school students to attend nonpublic high schools? (Appendix D, B3; Appendix E, F3)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	4	44	1 ^a	5	21	19	1 ^a	5

Note. a = Wisconsin responded yes.

Wisconsin and three other states nation-wide (8.3%) provide public funding to public high school students who choose to attend nonpublic high schools. In Section Four and Minnesota, Wisconsin was the only state association of the six state associations providing public tuition funding to public high school students attending nonpublic high schools.

Table 6

Question – How many divisions do you have in your state tournament series? (Appendix D, B4; Appendix E, F4)

	Basketball		Football	
	National	Wisconsin & Neighboring States	National	Wisconsin & Neighboring States
1	2	0	0	0
2	3	0	2	0
3	2	0	3 ^b	0
4	19	5	7	0
5	8	1 ^a	5 ^{c,d}	3 ^{c,d}
6	10	0	10	0
7	4	0	5	1
8	0	0	6	2

Note. a = Wisconsin responded 5; b = Maine currently 3 and looking at 4; c = Iowa 5 plus 1 8-man; d = Minnesota 5 plus 1 9-man

Four divisions (or classes) in the boys basketball state tournament were provided by 40% of the state associations and 21% of the state associations provided six divisions (or classes). Five divisions (or classes) were provided by 17% of the state associations in the boys basketball state tournament.

In Section Four and Wisconsin, Illinois increased the number of divisions in 2008 from two classes (Class A and AA) to four classes (Appendix J). During the 5 year period of archived data, all of the six state associations had four divisions (or classes). Wisconsin provided five divisions beginning in the 2010-2011 school year (WIAA BOC, June 24, 2010).

Question #5 - How many high schools qualify in each division? (Appendix D, B5)

The responses on the basketball survey varied greatly. The divisions appeared to be determined by enrollment. Several of the states had a set

number of high schools based on enrollment and several states based the divisions based on enrollment cut-offs. In the Wisconsin and neighboring states, three of the six state associations used a set number of schools based on enrollment and three of the six state associations varied based on enrollment.

Table 7

Question – Are high schools allowed to play up one division from where its enrollment would otherwise place the school?

	Basketball			
	National		Wisconsin & Neighboring States	
	Yes	No	Yes	No
Responses	33	15	6	0

After the member high schools have been assigned to a division (or class) for tournament play in boys basketball, 68.8% of the state associations allowed a member high school to petition to move up a division. In Wisconsin and the neighboring states, all basketball high schools had been allowed to petition to move up a division.

Table 8

Questions – Are your tournament fields seeded? Are your state championships seeded? (Appendix D, B7 & B8)

	Tournaments				Championships			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	29	19	4	2 ^a	23	25	2 ^c	4 ^b

Note. ^a = Michigan and Indiana responded no; ^b = Indiana and Michigan responded no; ^c = Iowa and Minnesota responded yes.

Seeding was used in 60.4% of the state associations at the initial assignment to arrange the state tournament bracket. Once teams have qualified for the state championship tournament, 47.9% of the state associations used seeding to rearrange high schools in the championship brackets.

In Section Four and Minnesota, seeding was used in 66.7% (four out of six) of the state associations for initial placement in the state tournament and in 33.3% (two out of six) of the state associations seeding was used at the state championship brackets. Two out of the six state associations did not use seeding for placement in the initial arrangement or in the championship bracket arrangement of the boys basketball state tournament.

Table 9

Question – Who does the seeding? (Appendix D, B9)

	National			Wisconsin & Neighboring States				
	Coaches	State Office	Other	No Response	Coaches	State Office	Other	No Response
Responses	5	14	13	16	3	1	0	2

Question - If other, then who seeds? (Appendix D, B10)

When responding to question #B10 (Appendix D), three state associations utilized a predetermined seeding formula, three state associations utilized a committee, three state associations were pre-drawn, three state associations used the regular or conference season records, and one state association utilized a past district representative.

Table 10

Question – Do all high schools qualify for the football tournament? (Appendix E, F5)

	Football			
	National		Wisconsin & Neighboring States	
	Yes	No	Yes	No
Responses	3 ^a	37	1 ^b	5

Note. a = Indiana, Kansas, Pennsylvania responded yes. b =Indiana responded yes.

Of the football directors responding to the survey, 7.5% included all of the high schools playing football in the football state tournament. In Wisconsin and the neighboring states, one out of six football directors responded all of the high schools qualify for the football tournament.

Question - If no, how many high schools play football? (Appendix E, F6)

The number of teams participating in each state association varied depending on the determination of the member high schools. Vermont has 32 football playing schools and Ohio had 715 football playing schools (Appendix K). The average number of football playing schools in state associations was 262 high schools of the 40 responding football state associations.

Question - If no, how many high schools qualify for the tournament? (Appendix E, F7)

Qualifying high schools in the state association tournaments varied depending on the number of classes and the number of high schools placed in

each division. Twelve high schools qualified for the state football tournament in Delaware, Hawaii, and Vermont (Appendix K). In Pennsylvania, 591 high schools were involved in the football tournament followed by Minnesota with 384 high schools (Appendix K). The average number of qualifying high schools for state association football tournaments was 142 of the 40 responding football state associations.

Indiana had 318 schools participate in football in 2009 (Appendix K). Minnesota had 384 of 394 schools qualify for the football tournament (Appendix K). In the Section Four state associations, Illinois had 256 of 551, Iowa had 192 of 356, Michigan had 256 of 655, and Wisconsin had 224 of 432 qualify for the state tournament (Appendix K).

Table 11

Question – Are high schools allowed to play up one division from where its enrollment would otherwise place the school? (Appendix E, F8)

	Football			
	National		Wisconsin & Neighboring States	
	Yes	No	Yes	No
Responses	24	16	5	1 ^a

Note. a = Wisconsin responded no.

After high schools have been assigned to a division (or class) by the state association, a high school could request to be moved to a higher division. In the survey, 60.0% of the state associations allow high schools to request a higher division (or class). Wisconsin was the only state association of six in Section

Four and Minnesota which did not allow schools to move from an assigned division to a higher division.

Section Two: Enrollment adjustments used

The second section of the surveys (Appendix D & Appendix E) utilized quantitative questions to determine which state associations were utilizing enrollment adjustments for placement of nonpublic high schools in tournaments.

Table 12

Question - Are nonpublic high schools placed in your tournament series differently than the public high schools? (Appendix D, B11; Appendix E, F9)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	2	46	6	0	1	39	6	0

The researcher believed some confusion arose on this question.

Participants state the nonpublic schools were not treated differently, yet several state associations utilized an enrollment adjustment. A reason for this may have been the realization that schools were placed in the tournament following tournament procedures after the enrollment adjustment.

Table 13

Question - Is a multiplier used to alter the enrollments of your nonpublic high schools? (Appendix D, B12; Appendix E, F10)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	5	43	1a	5	3	37	1a	5

Note. a = Illinois responded yes.

In basketball, the five affirmative responses were from Alabama, Connecticut, Illinois, Missouri, and Tennessee. The football participants which responded yes were Alabama, Illinois, and Tennessee. Illinois was the only state association in the six Section Four and Minnesota state associations to use a multiplier (Appendix F).

Table 14

Question - If yes (Nonpublic), what is the value of the multiplier? (Appendix D, B13; Appendix E, F11)

	Value of the Multiplier	
	Basketball	Football
Alabama	1.35	1.35
Connecticut	Enrollment adjusted for semi-final or final appearances for all schools	
Illinois	1.65	1.65
Missouri	1.35	
Tennessee	Nonpublic are in separate divisions	
		1.8

Note. Illinois is in Section Four and considered a neighboring state.

Question - Is a multiplier used to alter the enrollments of your public high schools? (Appendix D, B14; Appendix E, F12)

The only participant to respond yes to this question in both the basketball survey and football survey was Connecticut.

Question - If yes (Public), what is the value of the multiplier? (Appendix D, B15; Appendix E, F13)

Connecticut responded by stating the multiplier is applied to all member high schools utilizing a double enrollment method (Appendix L). In the double enrollment method, all school enrollments were adjusted for semi and final appearances and championships. The method addressed strong programs according to the survey response from the Connecticut basketball participant.

Question - Are nonpublic high schools placed in a higher division than their enrollment would normally place them? (Appendix D, B16; Appendix E, F14)

Two participants (Arkansas and Illinois) in the basketball survey responded yes (4.4% or two out of 45) to nonpublic high schools being placed in a higher division. Illinois is a neighboring state to Wisconsin. In the football survey, two of 40 participants (Rhode Island and Tennessee) responded yes (5.3%).

Question - Are nonpublic high schools placed in a separate division from public high schools? (Appendix D, B17; Appendix E, F15)

In the basketball survey, New Jersey responded yes to a separate division for placing nonpublic high schools in basketball. Tennessee responded yes in the football survey.

Question - If your placement method is not listed above, please describe. (Appendix D, B18; Appendix E, F16)

Participants in the basketball survey provided various responses:

- North Carolina - 3 non-boarding parochial schools are the only private schools part of the membership.
- Nevada - enrollment numbers
- Massachusetts - Mostly – vocational and technical schools are dropped a Division
- New Jersey -Non Public are in two groups A/large, B/small
- Arkansas - Non public schools with over 80 students in the HS, automatically move up one classification
- Illinois - not every non-public school ends in a higher division
- Tennessee - Schools are placed in the class their enrollment puts them. Schools can move up in classes, but cannot move down.
- Minnesota - We use what some would term a reverse multiplier. The grade 9-12 enrollment is reduced by 40 percent of the schools free and reduced lunch. This is done for both public and non-publics.

Minnesota was the only state association utilizing a method of enrollment adjustment which reduced the student population of member high schools based on socio-economic status (Appendix M). Participants in the football survey added:

- Hawaii - The leagues place their own teams
- Virginia - nonpublic schools are not part of the VHSL
- Massachusetts - Divisional alignment by league affiliation in East. Divisional alignment by school enrollment in West and Central.
- Minnesota - We use what could be described as a reverse multiplier. Same for all sports. The nine thru 12 enrollment is decreased by 40 percent of the schools free & reduced lunch count. This tends to affect public schools more than most private.
- Tennessee - It is listed but needs clarification. We have two Divisions: Division I and Division II. Division I is divided into six classes. It is comprised of public schools and a few private schools who do not give financial aid to athletes. Private schools that give financial aid to athletes are placed in Division II. Division II is divided into a Large and Small division. The multiplier of 1.8 is only applied to private schools playing in the Division I class.

Two state associations responded to the football survey allow leagues to determine the placement of member schools. In Massachusetts, the placement was different based on geography.

Table 15

Question – Is an appeal process available to the adjusted high schools? (Appendix D, B19; Appendix E, F17)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	6	24	1	4	6	21	0	4

Note. The remaining participants chose n/a.

Six state associations had an appeal process in place for adjusted high schools nationally. Illinois had an appeal process in place for adjusted high schools in Section Four and Minnesota.

Question - If an appeal is available, please describe. (Appendix D, B20; Appendix E, F18)

Participants in the basketball survey responded with the following:

- Massachusetts - Appeal to State Basketball Committee
- Illinois - non-boundaried schools can apply for a waiver to the multiplier each year
- Tennessee - Any appeal goes in front of our Board of Control.
- New Mexico - Schools can appeal to the Board of Directors for an adjustment in the middle of the four year block if their enrollment figures have reduced.
- Rhode Island - All appeals are heard by the RIIL Principals Comm. on Athletics

Participants in the football survey responded with the following:

- Florida - Must write an appeal letter. It is reviewed by staff, if they meet the requirements an adjustment is made.
- Rhode Island - Schools may present their reasons for appeal before our Board
- Colorado - We allow in certain circumstances for schools to play down from the division dictated by their enrollment. It has to do with .200 winning percentage over the past four years.
- New Mexico - Schools can appeal to the Board of Directors for an adjustment in the middle of the four year block if their enrollment figures have reduced.
- Massachusetts - League presidents may appeal to the Football Committee in East. Schools may appeal to the Football Committee in West and Central.

In Massachusetts, appeals were heard by the state basketball committee or state football committee. Four state associations heard the appeal at the Board of Control level and two states associations heard the appeal at the staff level.

Section Three: History of the Enrollments

Section three of the survey (Appendix D & E) questioned participants about the history of enrollment adjustments used by the state associations which implemented some method of adjustment. The section contains qualitative questions and several participants asked to remain anonymous. Responses will not always reflect state associations or participants in the qualitative questions.

Question - If your state has enrollment adjustments, who mandated that an enrollment adjustment be implemented? (Appendix D, B21; Appendix E, F19)

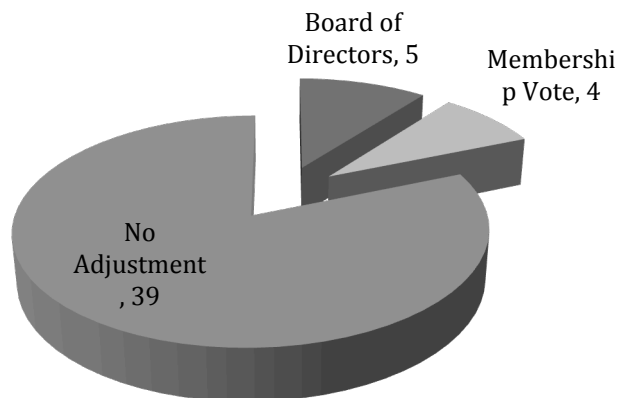


Figure 1. Basketball Directors – Adjustment Mandated

Arkansas, Idaho, Illinois, & Missouri responded membership votes (44.4% of the state associations using an enrollment adjustment). Connecticut, Minnesota, New Jersey, New Mexico & Tennessee responded Board of Directors (55.6% of the state associations using an enrollment adjustment). Illinois and Minnesota are neighboring states to Wisconsin.

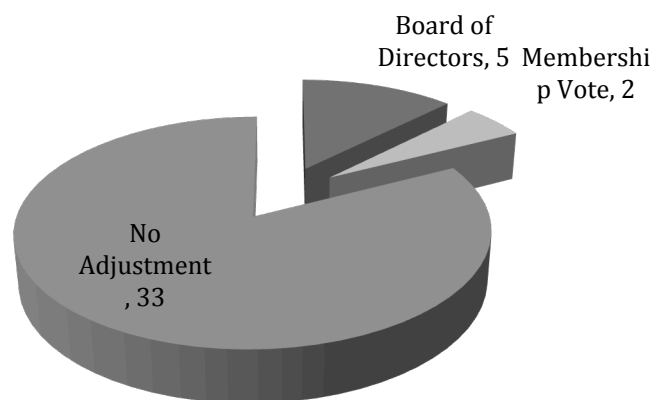


Figure 2. Football Directors – Adjustment Mandated

Colorado and Illinois utilized a membership vote (28.6% of the seven responding state associations using an enrollment adjustment). Alabama, Minnesota, New Mexico, North Dakota, & Tennessee (71.4% of the seven responding state associations using an enrollment adjustment) utilized a Board of Directors vote. Illinois and Minnesota are neighboring states of Wisconsin.

Question – If other, who mandated the enrollment adjustment? (Appendix D, B22; Appendix E, F20)

There were no responses to this question.

Question - Why was the enrollment adjustment implemented? (Appendix D, B23 & B24; Appendix E, F21 & F23)

In the basketball survey, four state associations (Arkansas, Connecticut, Missouri, and New Jersey) responded with private versus public. Five respondents chose other and the responses were:

- Provide school the opportunity to move up or down, for scheduling purposes
- Decision of the membership
- Conversation started with public v private, but became bigger because of the issues facing urban schools
- Equity amongst classifications
- The only enrollment adjustment is the multiplier.

In the football survey, Alabama, Illinois, and Tennessee responded private versus public. Four state associations responded with other as the choice and the answers were:

- Help schools develop a program
- Conversation started with public v private, but became bigger because of the issues facing urban schools
- Hard numbers
- In order for poverty-rich areas to continue sponsoring football

Question - Was this a large school, small school, or state-wide membership issue? (Appendix D, B25; Appendix E, F23)

In basketball, Connecticut responded the issue was small school.

Arkansas, Illinois, Kansas, Minnesota, Missouri, New Jersey, New Mexico, and Tennessee responded the issue was a state-wide issue. In football, Alabama, Colorado, Illinois, Minnesota, New Mexico, and North Dakota responded the issue was state-wide.

Question – If other, what was the issue? (Appendix D, B26; Appendix E, F24)

There were no responses to this question.

Question - Has your state tried some type of enrollment adjustment factor and since rescinded it? (Appendix D, B27; Appendix E, F25) Why was it rescinded? (Appendix D, B28; Appendix E, F26)

Arkansas responded in the basketball survey the state association had an adjustment and it was rescinded. The reason was the multiplier was changed from 1.35 to 1.75. Kentucky responded in the basketball survey the state association rescinded the multiplier and changed to classification solely based on number of boys enrolled in the school.

Table 16

Question - Are nonpublic high schools in your state winning a disproportionate percentage of state championships? (Appendix D, B29; Appendix E, F27)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	12	25	2	4	6	25	1	4

When asked if the nonpublic high schools were winning a disproportionate percentage of championships in basketball, 32.4% of the basketball participants and 19.4% of the football participants stated the nonpublic high schools are winning a disproportionate percentage of championships. In Section Four and Minnesota, two out of four basketball participants and one out of five football participants responded yes.

Table 17

Question - What is described as an acceptable percentage? How is the acceptable percentage determined? (Appendix D, B30 & B31; Appendix E, F28 & F29)

Basketball Survey	
Acceptable Percentage	Method of Determination
10	Based on percentage of non public schools
14	Percent of non-publics in the association
15	Percentage of member nonpublic
Approximately 40%	Non-public schools make up only 20% of our membership. The larger number of championships won by non-public schools are in our smaller classifications and in girls basketball.
Equal to the percentage of non-public schools playing basketball	Just a note that for boys private schools do not win a disproportionate number of titles but for girls it is the opposite
Have not set a percentage. In 2007, private schools won 3 of the 5 state titles majority in the of large school divisions	
Same percentage as the number of private schools as compared to the public schools	Based upon the number of schools
The percentage of non-school members in each classification	Non-public schools divided by number of schools in the classification
The study committee determined non-public schools won a disproportionate amount - but no one indicated what that amount was. Since 1996 non-public schools have won 19% of boys championships and 14% of girls championships .	
We also compared other sports that showed that non-public and public championships were not out of whack	By comparing the percentage of non-public schools to total # of schools
Nonpublic members have won 10 of 11 state championships	We have no acceptable percentages

Football Survey	
Acceptable Percentage	Method of Determination
20	Number of complaints received when too many privates win
20	Based on the number of schools playing football
12%	Number of non-public divided by total number of schools.
50%	Non-public schools make up 20% of our total school population yet, they earn approximately half of the state championships.
About half	Proportionate amount of number of schools involved See above
<p>Acceptable is probably defined as proportionate to the percentage of private schools which comprise our membership. Ex. if 20% of our membership are private schools, they should be winning approximately 20% of the championships. Answer to previous question was yes - depends upon the football classification. In a few classifications in some activities, nonpublic schools do win a high percentage of state titles. But that is not the case in all classifications in all activities. But they are almost always in the finals.</p>	
one-tenth	Ratio of private to public teams
<p>Proportional to the number of member private schools (about 30%)</p> <p>same percentage of number of non-publics that are competing. Answer above would be yes in some classes, but overall the answer would be no</p> <p>The percentage of nonpublic schools in relation to the number of schools in our association.</p> <p>The percentage should be comparable to the percentage of nonpublic schools that are participating.</p>	<p>A study was completed a few years ago looking at this data and it was found that the number of public schools winning championships was higher than the percentage of public school participation rates.</p>
They usually have one or two of the final 12 teams	

When responding to the determination of an acceptable percentage, the respondents used a set number of teams or a percentage of the membership.

Section Four: Matriculation to high school and recruiting.

The fourth section of the surveys (Appendix D & E) reviewed the matriculation of nonpublic high school students to nonpublic high schools and public high school students to public high schools. Recruiting and transfers were addressed with questions in this section.

Table 18

Question - Is matriculation a requirement for eligibility in nonpublic high schools? (Appendix D, B32; Appendix E, F30)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	27	15	1	5	26	9	3	3

Matriculation in nonpublic high schools was a requirement in 64.3% of the basketball state associations and 74.3% of the football state associations. In Section Four and Minnesota, the one of the six basketball directors responded yes and three of out of the six football directors responded yes.

Table 19

Question - Is matriculation a requirement for eligibility in public high schools? (Appendix D, B33; Appendix E, F31)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	27	15	1	5	27	9	3	3

Matriculation in public high schools was a requirement in 64.3% of the basketball state associations and 74.3% of football state associations. In Section Four and Minnesota, the one of the six basketball directors responded yes and three of out of the six football directors responded yes.

Table 20

Question - Has your state had documented violations of your recruiting/undue influence by-law or regulation during the last five years? (Appendix D, B34; Appendix E, F32)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	19	25	4	2	15	22	4	2

During the last 5 years, 43.2% of the basketball directors reported documented recruiting violations and 40.5% of the football directors reported

documented recruiting violations. Four out of six of the Section Four and Minnesota basketball directors reported recruiting violations.

Table 21

Question - If there have been documented violations, how many were nonpublic high school violations? (Appendix D, B35; Appendix E, F33) If there have been documented violations, how many were public high school violations? (Appendix D, B36; Appendix E, F34)

Basketball				Football			
National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
Nonpub	Pub	Nonpub	Pub	Nonpub	Pub	Nonpub	Pub
0	2	0	0	0	2	0	1
1	1	0	2	0	1	0	2
2	2	11	26	1	4-5	11	27
3	>5	0	0	2	2	2	2
6	3	2	2	2	2		
5-10	10-15	<5	<5	5	5		
35%	50%			11	27		
0	4-5			25%	75%		
0	1			5	2		
1	0			5-10	10-15		
1-2	1-2			1	3		
3	2			1	0		
<5	<5			3	2		

State associations that responded to the number of documented recruiting violations (Table 21) varied in number.

Table 22

Question - In your state is there a perception indicating successful schools recruit athletes? (Appendix D, B37 & B38; Appendix E, F35 & F36)

	Perceptions of Recruiting by Member Schools							
	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Nonpublic	39	6	6	0	33	4	6	0
Public	18	27	3	3	25	13	5	1

The perception of nonpublic high schools recruiting was 86.7% of the basketball directors and 89.2% of the football directors in nonpublic high schools on the national level. In Section Four and Minnesota, 100% of the basketball and football directors believed a perception of nonpublic high schools recruiting exists.

When asked if there is a perception that public high schools recruit, 40.0% of the basketball directors and 65.8% of the football directors responded yes. In Section Four and Minnesota half of the basketball directors and five out of the six football directors responded basketball public high school were perceived to recruit.

Table 23

Question - In your opinion, why do high school athletes transfer to nonpublic schools? (Appendix D, B39; Appendix E, F37)

	Basketball					
	School Recruiting	Program Tradition	Solid Coaching	Parents Recruiting	Athletes Recruiting	Other
National	1	27	2	2	0	11
Neighboring States	0	3	0	1	0	2
	Football					
	School Recruiting	Program Tradition	Solid Coaching	Parents Recruiting	Athletes Recruiting	Other
National	3	17	2	2	2	10
Neighboring States	1	4	0	0	0	1

When asked what the reason was for athletes transferring to nonpublic high schools, 62.8% of the basketball directors and 47.2% of the football directors believed program tradition, the historical success of high schools, was the reason athletes transfer. Three out of six of the basketball directors and four out of the six of the football directors in Section Four and Minnesota believed program tradition was the reason athletes transfer to nonpublic high schools. Two out of the six basketball directors and one out of the six football directors in Section Four and Minnesota responded other as the reason athletes transfer to nonpublic high schools.

According to 16.7% of the football directors some form of recruiting was involved in athletes transferring to a nonpublic high school and 7% of the basketball directors indicated recruiting was involved in athletes transferring to a nonpublic high school.

Question: If the transfer is for other reasons, what is the reason? (Appendix D, B40; Appendix E, F38)

When responding other to the question of why high school athletes transfer, the responses in the basketball survey were:

- Religious reasons
- Small class loads and class offerings
- Satisfaction with programming
- Nonpublic schools can provide different academics
- Family traditions
- Parents/students seeking a different educational experience
- Academics
- Overall quality
- All of the above
- Private schools are small and great chance to play

In the football survey, the responses to other were:

- Academic choice, school environment, parent decision, religious reasons.
- Academics
- Disenchantment with playing time or coaching philosophy
- Education
- Family traditions
- Good safe academic schools
- Overall success both academically and athletically
- Playing time
- Playing time and academics
- Socio-economic features, non-public schools can pick
- This could be for a variety of reasons. More often than not the parents are looking for a school environment that they feel will be more suitable for their children's needs.
- Students are placed by the court.

The majority of the responses to this question revolved around the educational opportunities.

Section Five: Effectiveness of the Enrollment Adjustment

The fifth section of the surveys (Appendix D & E) was designed to

determine the effectiveness of the enrollment adjustments with qualitative questions requesting the opinions of the basketball and football directors.

Table 24

Question - Has the enrollment adjustment had its intended effect? (Appendix D, B41; Appendix E, F39)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	6	5	1	1	4	3	1	1

According to 54.5% of the basketball directors and 57.1% of the football directors, the enrollment adjustment had the intended effect in the sport they oversee. One out of two basketball and football directors in Section Four and Minnesota responded the adjustment had the intended effect.

Question - How will the success or failure of the enrollment adjustment be determined? (Appendix D, B42; Appendix E, F40)

Responses to the evaluation of the success of the enrollment adjustment provided the following responses in basketball:

- By our member schools
- Did it place schools in the proper division? How many schools had to move and it was not justified?
- Membership feedback
- Percentage of championships comparable to percentage of members
- We are revisiting this issue during the coming months. There has been an impact for some schools, but most were not affected.
- We assign equivalent public school group to all nonpublic school group but they do not compete in the Group Championships with public schools;

only when we do our Tournament of Champions; nonpublic schools have won 9 of 10.

- Winning

Evaluation of the success of adjustments in the football survey provided the following feedback:

- Number of poverty-rich areas that field teams
- Continue to monitor the percentage of championships vs. the percentage of private schools which are a part of the membership.
- We are revisiting this issue during the coming months. There has been an impact for some schools, but most were not affected.
- We will consider the percentage of state titles won by nonpublic schools over time.

Question - Is there a tool that is used to measure the success of the enrollment adjustment? (Appendix D, B43; Appendix E, F41)

None of the basketball participants responded yes. One football survey participant responded: "Continue to monitor the percentage of championships versus the percentage of private schools which are a part of the membership."

Table 25

Question - Since the enrollment adjustment has been used, have less nonpublic high schools won your state championships? (Appendix D, B44; Appendix E, F42)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	5	5	1	1	4	2	1	1

Fifty percent of the basketball respondents responded the nonpublic high schools had won fewer state basketball championships and 66.7% of the football

directors responded the nonpublic high school won fewer football state championships. One out of two of the Section Four and Minnesota basketball and football directors stated the nonpublic high schools won fewer state championships.

Table 26

Question - Since the enrollment adjustment has been used, have less nonpublic high schools qualified for your state championships? (Appendix D, B45; Appendix E, F43)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	2	8	0	2	5	1	0	2

Two of the eight basketball directors and five of the six football directors responded that the enrollment adjustment reduced the number of nonpublic high schools qualifying for the state tournaments. Both of the basketball and football directors of the Section Four and Minnesota responded the enrollment adjustment did not reduce the number of nonpublic high schools qualifying for the state tournament.

Table 27

Question - In your state, do coaches have concerns with the success of nonpublic high schools? (Appendix D, B46 & B47; Appendix E, F44 & F45)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	26	11	4	1	11	16	3	1

According to basketball directors, 70.3% stated the basketball coaches in their states had concerns with the success of nonpublic high schools and 40.7% of the football directors stated the football coaches had concerns with the success of the nonpublic high schools. In Section Four and Minnesota, the concerns of the coaches were higher with four of the five basketball directors and three of the four football directors responding in the affirmative. Concerns of coaches in the state association listed by the participants in the basketball survey were:

- (The area) from which they may draw students.
- They feel the non public schools have an advantage
- They have no school boundaries, and thus can recruit; the coaches are involved with outside organizations such as Able to get better athletes
- Athletes choosing schools because they are unhappy with coaches.
- High winning percentage, no attendance boundaries, being able to control their student body population/makeup
- In 2007, three of the five state titles were won by private schools
- In the lower classifications
- Larger schools draw from a number of cities/towns
- No boundaries, able to draw from a large population center.
- Perception of recruiting, draw from wider area,
- Recruiting
- Recruiting and/or they can draw from a large area. They build strong programs and athletes will transfer to those programs.

- Recruiting, no boundaries, higher participation rates, parental involvement, not accountable to dept. of education
- Recruiting, selectivity of student body, proximity to urban centers vs. rural
- Recruitment issues; able to draw from entire state, tuition payments by private benefactors
- Success and good players every year
- There are no defined boundaries AAU
- Things we hear: Non-public win too many titles, they recruit, they don't have boundaries from which to draw students, they don't deal with special education students.
- Unfair advantage

When football participants responded to the concerns of coaches in the state associations, the following were submitted:

- Coaches have concern with the success of any other successful program.
- Constant success - very few down years regardless of classification
- Many feel that the non public schools that do not play in their own division have an advantage because they can enroll kids from any location rather than a particular zone.
- Recruiting although never proven
- Recruiting and/or they can draw from a large area. They build strong programs and athletes will transfer to those programs.
- Recruiting by the non-boarding parochial schools in our membership
- Some feel like our two large catholic schools have too many boys to choose from
- The perceived advantages
- There is a perceived concern for any group or school that has a tradition of winning championships
- They can draw from all over the state
- Unfair advantage
- Winning championships

Section Six: Opinions of the Participants

The final section of the survey asked participants to determine in their opinion whether nonpublic high schools had advantage and disadvantages when compared to the public high schools in their state association. Participants were

also asked to state the advantage or disadvantage.

Table 28

Question - In your opinion, do nonpublic high schools in your state have an advantage over your public high schools? (Appendix D, B48 & F49; Appendix E, F46 & F47)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	22	23	3	3	18	20	2	4

Of the national responses, 48.9% of the basketball directors and 47.4% of the football directors believed the nonpublic high schools have an advantage. In Section Four and Minnesota, three of the six basketball directors and two of the six football directors believed nonpublic high schools have an advantage. When asked to state the advantage, the basketball survey participants responded with the following:

- Ability to draw from a greater population base for students
- Ability to enroll students from across the state.
- Able to attract top students/athletes
- Academics
- Attract students from multi state area; selective admission and don't have to keep problem students
- Economies of scale, parental involvement, higher participation rates,
- Even though I do not feel they have an advantage, nonpublic schools in our large metropolitan areas are able to use the boundaries of those larger school districts to have students come to their nonpublic school. Our larger nonpublic schools have more success than the public schools in their same division due to the fact they have a larger base of students that potentially could come to their school.
- Lack of boundaries

- No attendance boundaries, get to control who and who does not attend their school
- No attendance zoning.
- No geographical boundaries from which to enroll students
- No school boundaries
- Nonpublic schools don't have to deal with all students, only students that want to be there.
- Not all schools have an advantage and to lump them all together is unfair.
- Selection and qualifications of students
- Selective enrollment
- Tend to have higher profile games/selective admissions policies
- The ability to recruit and 5th year seniors
- The biggest advantage these schools have is in the more urban area where they have a larger base of kids to draw from. In most cases parents and other kids convince kids to go to private/public schools that are perceived as doing this - if they allow out of district students to enrollment.
- The capability to establish strong programs and thus draw student athletes from a large area
- There are no defined boundaries from which they may draw students.
- They can choose to be exclusive where public is mandated to be inclusive

Participants in the football survey offered the following responses to the

advantages nonpublic high schools have over public high schools:

- A higher percentage of their students participate in interscholastic athletics
- Ability to draw students from all over the region, and all over the globe. Many foreign and international students attend the private schools.
- Better facilities, equipment, etc.
- Draw students from multi-state area; selective enrollment; & don't have to keep problem students
- Even though I do not feel they have an advantage, nonpublic high schools located in large metropolitan areas are able to use those respective boundaries as their own to have students attend their non-public schools.
- Nonpublic schools located in our larger cities have more success than those located in smaller cities and communities.
- Financial resources
- Lack of school boundaries
- No attendance boundaries and ability to manipulate student enrollment
- No boundaries
- Not all non-public schools have an advantage. To lump them all together is unfair. The advantage whether public or non-public is a strong tradition that draws students to the program mixed with an uncanny ability to fill those skill positions.

- Not in these difficult economic times. Are there not advantages or disadvantages from public school district to another?
- Peers that they interact with on a daily basis
- Program funding
- Selective admissions policies
- Selective enrollment
- The capability to establish strong programs and thus draw student athletes from a large area
- The world is their boundary
- They can draw from all over the state
- They can select what students they let into their school.
- Tradition - stability of coaches - community of support (i.e., parents of students in nonpublic schools tend to be much more supportive of their child's education and participation).
- We have many public schools that have an advantage. For example..a county or city school system may have open enrollment as long as the student pays \$1,500 of tuition. Therefore there is no restriction of zone and the tuition is less than most private schools.

The participants in both surveys stated the ability to draw students from a larger area as advantage of nonpublic high schools. Selective admission of students was also mentioned as was tradition of successful programs.

Table 29

Question - In your opinion, do nonpublic high schools in your state have a disadvantage over your public high schools? (Appendix D, B50 & F51; Appendix E, F48 & F49)

	Basketball				Football			
	National		Wisconsin & Neighboring States		National		Wisconsin & Neighboring States	
	Yes	No	Yes	No	Yes	No	Yes	No
Responses	22	9	1	5	7	29	1	5

When asked if nonpublic high schools had a disadvantage, 70.9% of the basketball directors and 19.4% of the football directors responded yes. One out

of the six directors in basketball and football believed the nonpublic high schools have a disadvantage in Section Four and Minnesota. When asked to provide an opinion to the disadvantage nonpublic high schools have compared to public high schools, the basketball participants offered the following opinions:

- Cost
- Cost and less resources
- Higher costs of tuition
- In general, public schools have greater community support
- In some cases - the smaller schools might.
- Students and parents who feel entitled to participate due to tuition issues
- Tax funded income and better facilities
- There is no financial support from state, economic downturns hit nonpublic harder
- They charge tuition.
- Tuition

Participants in the football survey offered the following opinions of disadvantages nonpublic high schools might have when compared to public high schools:

- Because students can open enroll from public to public and public to nonpublic, we do not see recruiting as a big issue. We actually see the socio-economic status of the school district as a bigger issue than that of public vs. nonpublic.
- Cost and less resources
- Cost of sending students to nonpublic schools.
- Funding and facilities in many circumstances.
- In many cases, facilities and funding of programs lag behind the public schools.
- Public schools generally have more or better athletic facilities and of course are funded through taxes
- Tuition
- Tuition costs

The disadvantages listed by participants in both surveys focused on the tuition of the nonpublic high schools and the financial situation of public schools with tax monies available. The socio-economic background of the public high schools was listed in a response. With the economic status of the country during this

study, the tuition factor might have been a larger disadvantage to nonpublic high school enrollment.

Archived Data

Archived data (Appendix J) of the WIAA and the neighboring states (Section Four and Minnesota) was collected through the web sites of the state associations. The data collected included the number of high schools qualifying for the boys basketball state championship tournament and the number of public high schools or nonpublic high schools winning the state championship.

The number of member high schools and the number of nonpublic member high schools (Appendix A) was collected through phone calls by the researcher to each state association. The 2010 membership roll was used for proportionality purposes as several of the state associations did not maintain the exact number for each year.

The WIAA was the only state in Section Four including Minnesota which has eight high schools qualify for the boys basketball state championship in the largest division while having four high schools qualify in the lower three divisions. Neighboring states have quarterfinals in the boys basketball state tournament championship with eight teams in each division (or classes). The quarterfinals were held at various sites. Indiana held the semi-finals (known as semi-states) at a different site than the championship round.

The researcher used archived data from the state semi-final games and championship games for the study since Wisconsin only had four high schools

qualify for the boys basketball state tournament in divisions two-four. Each state association in the archived data (Appendix J) research provides four divisions (or classes) based on enrollment in the sport of boys basketball.

In the sport of football, the divisions (or classes) varied in the number of high schools participating in the football tournament. Archived data (Appendix J) for the study was taken from the number of nonpublic high schools participating in the football state tournament championship games. The researcher used the number of nonpublic high schools qualifying for the state championship games and the number of nonpublic high schools winning the state championship game (Appendix J). During August of 2010, Illinois had eight classes and Michigan had eight divisions. Indiana had five classes. Iowa had six classes (five classes of 11-man and one eight-man class). Minnesota had six classes (five classes of 11-man and one 9-man class). Wisconsin had seven divisions at the time of the study (Appendix J).

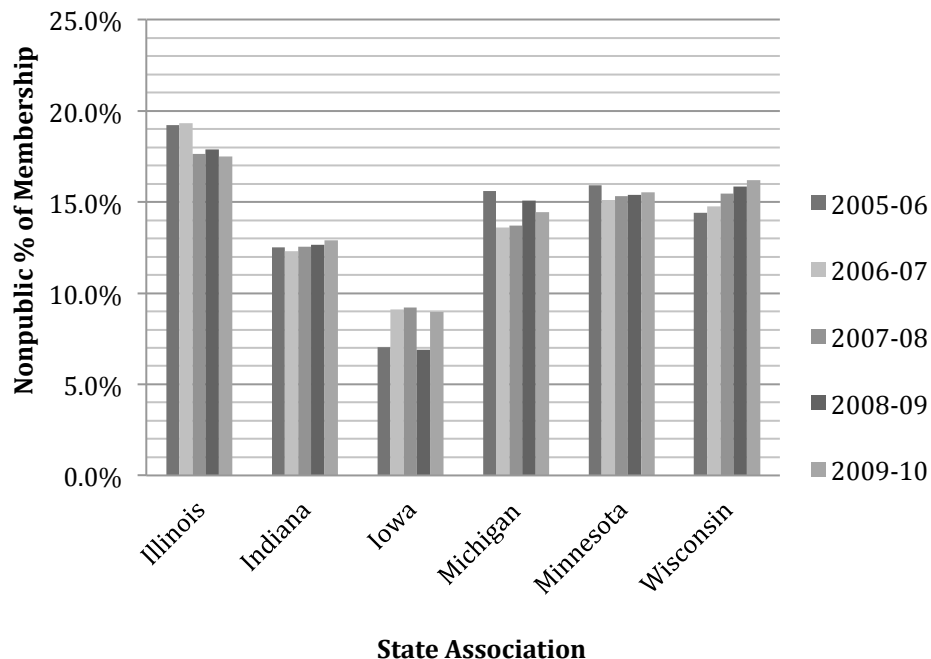


Figure 3. Nonpublic High School Membership in State Associations

Membership

The nonpublic enrollment (Appendix A) in Wisconsin and the neighboring states had increased over the five year period in Indiana and Wisconsin.

Minnesota and Wisconsin reported an increase in the number of charter schools.

Boys Basketball

The archived data (Appendix J) over a 5 year period indicated a nonpublic high school qualified for the semi-finals in all states with the exception of Illinois in 2007 and 2006. A nonpublic high school won at least one title in each state in each of the last 5 years with the exception of Illinois (2010, 2008, 2007, and 2006) and in Minnesota (2009). By winning one championship game of the four

divisions (or classes), the nonpublic high school winning percentage compared to the proportional percentage of state association membership was 25%.

In 2008, four nonpublic high schools won the Michigan boys basketball state championship which was a 100% winning percentage compared to a 13.7% nonpublic high school membership rate.

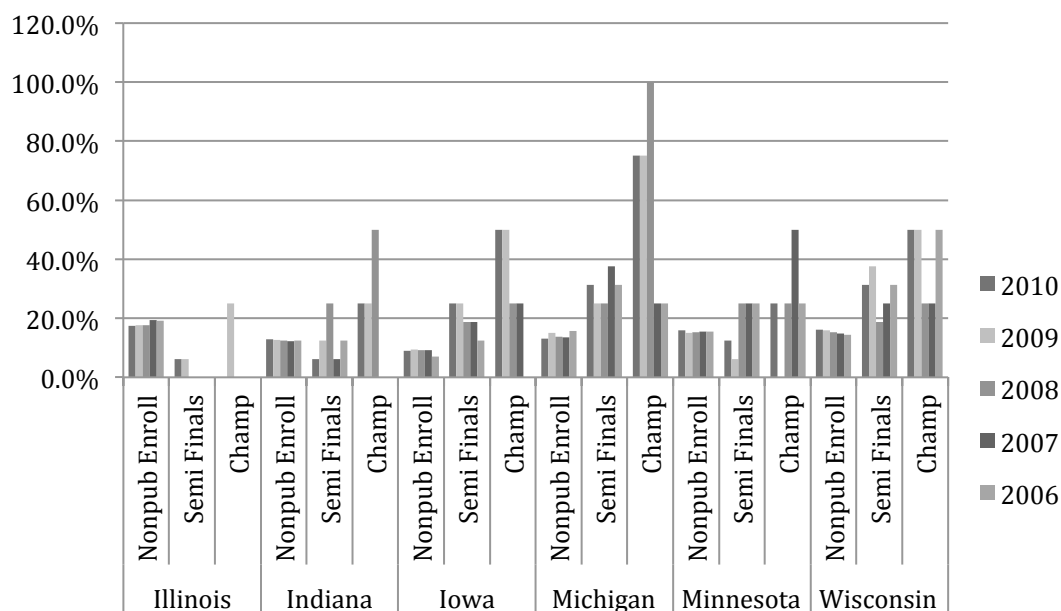


Figure 4. Nonpublic Basketball Semi-Final and State Champions Compared with Nonpublic Enrollment

In Illinois which used a 1.65 multiplier (Appendix F), the percentage of nonpublic high schools qualifying for the semi-finals and winning the state championship was below the nonpublic membership percentage. In Illinois in 2008, the nonpublic high schools qualified 6.3% in the semi-finals and won 25% of the championships.

Minnesota which used a reducing multiplier (Appendix M) for public high schools, the semi-final qualifying high schools was lower in 2009 and 2010 and higher in 2007, 2008, and 2009. The percentage of nonpublic high school

champions was higher in four of the years with the exception of 2009 when the number was zero nonpublic high school champions.

Table 30

5 Year Boys Basketball Nonpublic Semi-Final Qualifiers and State Champions

	Semi-Final Qualifiers					State Champions				
	Div 1	Div 2	Div 3	Div 4	Total	Div 1	Div 2	Div 3	Div 4	Total
WI	1	4	13	5	23	0	2	5	1	8
IA	0	4	10	2	16	0	2	4	0	6
IL	0	0	2	0	2	0	0	1	0	1
IN	0	1	4	5	10	0	0	2	2	4
MI	2	7	6	9	24	1	4	3	4	12
MN	0	5	3	3	11	0	3	1	1	5

Over a 5 year period, the nonpublic high schools in boys basketball have qualified for more semi-finals and captured more championships in lower divisions when compared to the larger divisions with more student enrollment. In Michigan and Minnesota, the division two schools (Class AAA) have also qualified for more semi-finals and captured more championships.

Football

The archived data (Appendix J) over a 5 year period indicated a nonpublic high school qualified for the semi-finals in all states with the exception of Wisconsin in 2006. In Illinois in 2008, the percentage (12.3%) of nonpublic schools qualifying for the state championship game and winning a state championship was below the nonpublic membership percentage (17.7%).

Qualifying nonpublic high schools and champion nonpublic high schools varied in each state association (Appendix J). In Wisconsin, more nonpublic high schools (ten) qualified for the state championship game in the smaller enrollment divisions four through seven than the number of nonpublic high schools (three) in the larger enrollment division one through three. The number of nonpublic champions was 5 in divisions four through seven with 3 in divisions one through three in Wisconsin.

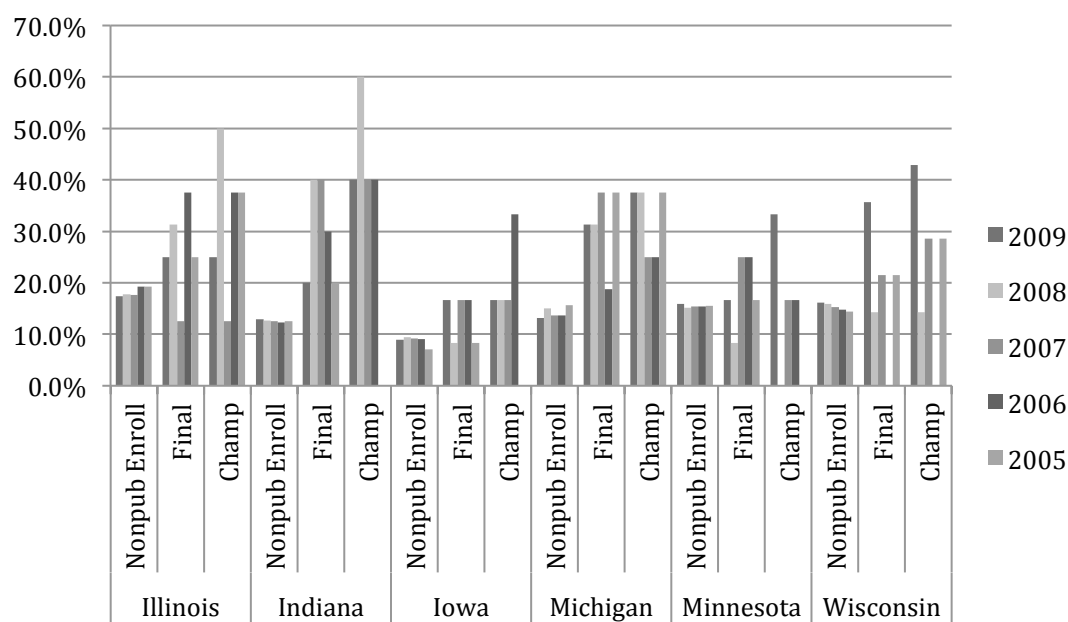


Figure 5. Nonpublic Football Semi-Final and State Champions Compared with Nonpublic Enrollment

In Iowa in 2008, the percentage of nonpublic high schools qualifying for the football state championship game (8.3%) was less than the membership percentage (9.4%). The percentage of nonpublic high schools winning the football state championship in Iowa in 2008 was greater with 16.7% winning the state championship. In 2005 in Iowa, 8.3% of the qualifiers were nonpublic high

schools with a membership percentage of 7.0%. There were no nonpublic champions in Iowa in 2005.

In Minnesota in 2008, 8.3% of the qualifying field was nonpublic high schools which were 15.2% of the membership. In 2008 and 2005, there were no nonpublic state champions in Minnesota.

In Wisconsin, the only year with a lower percentage of nonpublic high school qualifiers and champions was 2006 when nonpublic membership was 14.7% and there were no nonpublic high schools in the championship games. Three nonpublic high schools (42.9%) won the football state championship game in Wisconsin during 2009. The championships won by nonpublic high schools were in divisions one, five, and seven.

Table 31

Five Year Football Nonpublic Qualifiers and Champions

	Nonpub Enroll	Number of Qualifiers	Percentage	Number of Champs	Percentage
Illinois	18.3%	21	26.3%	13	32.5%
Indiana	12.6%	15	30.0%	9	36.0%
Iowa	8.8%	8	13.3%	5	16.7%
Michigan	14.2%	25	31.3%	13	32.5%
Minnesota	15.5%	11	18.3%	4	13.3%
Wisconsin	15.3%	13	18.6%	8	22.9%

In the 5 year archived data (Appendix J), the percentage of nonpublic high school qualifiers for the football championship game in each state association was greater than the nonpublic high school percentage of enrollment. Minnesota was the only state which had a lower percentage of nonpublic high school state

champions than the nonpublic high school membership percentage. Minnesota also had the lowest number of nonpublic high school state champions (13.3%)

Michigan (31.3%) had the most qualifiers in the football state championship games. Michigan and Illinois had the second most nonpublic high school champions over the 5 year period with 32.5%. Both states had the most divisions with eight. Indiana with five classes of football tournaments was second in the number of nonpublic high schools qualifying (31.3%) for the football state championship games and the most nonpublic high school football state champions (36%). Iowa had the lowest number nonpublic high schools qualify (13.3%) for the football state championship game.

Wisconsin was fourth in the number of nonpublic high schools qualifying for the football state championship game with 18.6% and winning the football championship with 22.9%.

CHAPTER FIVE: DISCUSSION

The effectiveness of adjustments to enrollments of nonpublic high schools when determining the division assignment of high schools to state tournaments was examined in this study. The study was designed to be used to provide information to the member high schools of the WIAA and the WIAA executive staff. Included in the study were survey responses from 48 basketball directors and 40 football directors NFHS state associations. The study was conducted to address perceived disproportional winning of nonpublic high schools in boys basketball and football state tournaments.

The surveys (Appendix D & E) gathered information on nonpublic high school membership percentages; enrollment adjustments utilized by state associations; recruiting information; and success rates of enrollment adjustments. Archived data (Appendix J) from Wisconsin and neighboring states was collected to determine the nonpublic high school membership percentages; basketball state tournament and state championship data; and football state championship data.

Discussion

The review of literature did not yield many studies of the enrollment adjustments used by state associations. Epstein did write a thesis on the subject for the University of Texas-Austin Law School. Epstein (2009) concluded: (a) the state legislature and media would generate negative controversies to a multiplier, (b) the enrollment adjustment may not produce the intended results,

and (c) the legality of the enrollment adjustment would be challenged on Constitutional grounds (p. 22).

The researcher found responses to the question of whether nonpublic high schools were winning too much that 32.4% of the basketball directors responded in the affirmative. In Section Four and Minnesota, the basketball directors responded with two out of six responding yes. The majority of all basketball directors responding believed the nonpublic high schools were not winning a disproportionate amount.

Basketball Winning Too Much

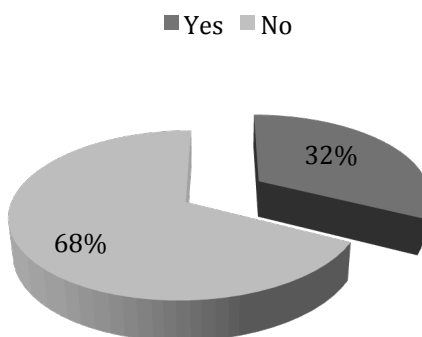


Figure 6. Are Nonpublic High Schools Winning a Disproportionate Amount in Boys Basketball?

Football Winning Too Much

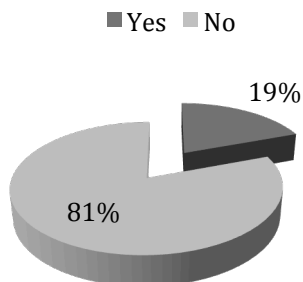


Figure 7. Are nonpublic high schools winning a disproportionate amount in football?

The football directors who were surveyed responded 81% nonpublic high schools were not winning a disproportionate amount of the football state championships. The responses of the football directors would indicate the member high schools, the media, and the public may be responsible for the perception nonpublic high schools are winning a disproportionate amount of state championships in both boys basketball and in football.

Perception of Recruiting

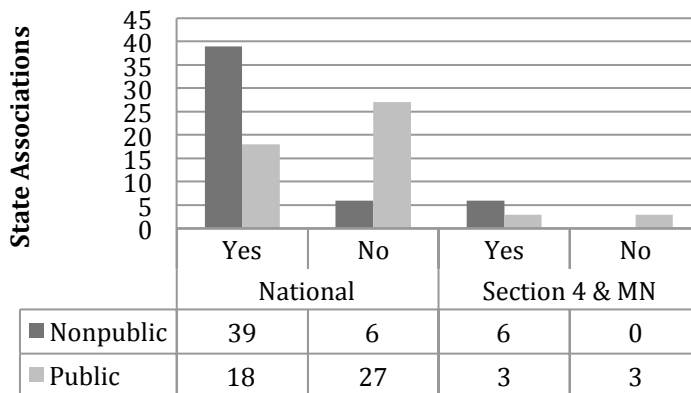


Figure 8. Is There a Perception of Successful Schools Recruiting in Boys Basketball?

Basketball directors (Figure 8) of state associations indicated with 86.7% nationally and 100% in Section Four and Minnesota indicated the perception of recruiting being used as a tool of successful nonpublic high schools in the boys basketball tournament. The perception of public high schools recruiting was 40% nationally and 50% in Section Four and Minnesota. The perception of nonpublic high schools recruiting was more than double for nonpublic high schools than public high schools.

Football directors (Figure 9) responded 89.2% nationally and 50% or three out of the six football directors in Section Four and Minnesota a perception of recruiting by successful nonpublic high schools in football state championships. 65.8% of the football directors responded successful public schools had a perception of recruiting with four out of the six football directors of the Section Four and Minnesota respondents provided the same response.

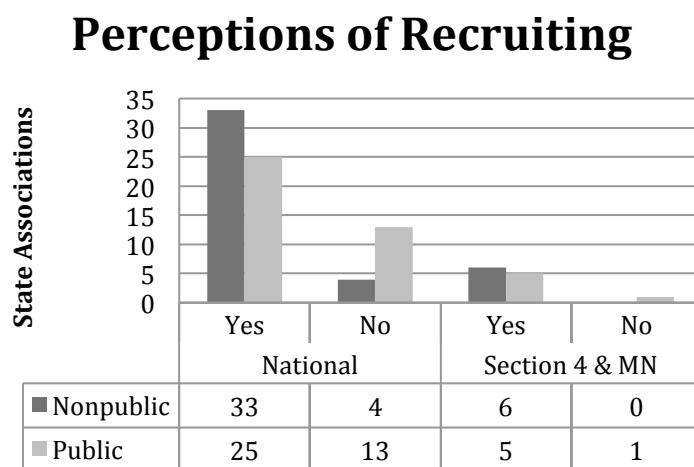


Figure 9. Is There a Perception of Successful Schools Recruiting in Football?

During the period of the study, the number of documented recruiting violations (Figure 10) reported to the state association does not indicate recruiting violations were reported and investigated regularly.

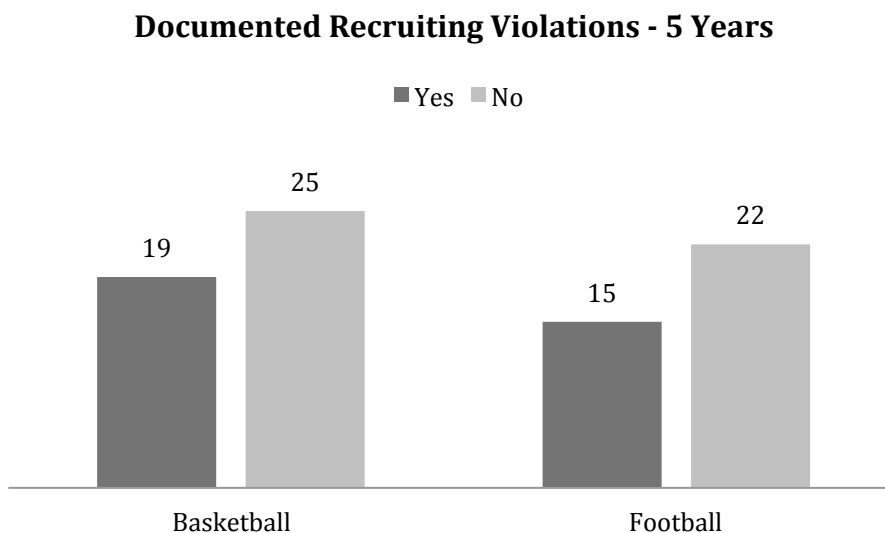


Figure 10. Documented Recruiting Violations During the Last 5 Years

When asked about documented recruiting violations, 43.2% of the basketball directors indicated recruiting violations were reported to the state association and 40.5% of the football directors stated recruiting violations were reported to the state association. The documented recruiting violations were half of the amount of basketball and football directors reporting a perception of recruiting in high schools. When comparing the two questions, the researcher found that the perceptions are not consistent with the data.

Reasons Students Transfer to Nonpublic High Schools

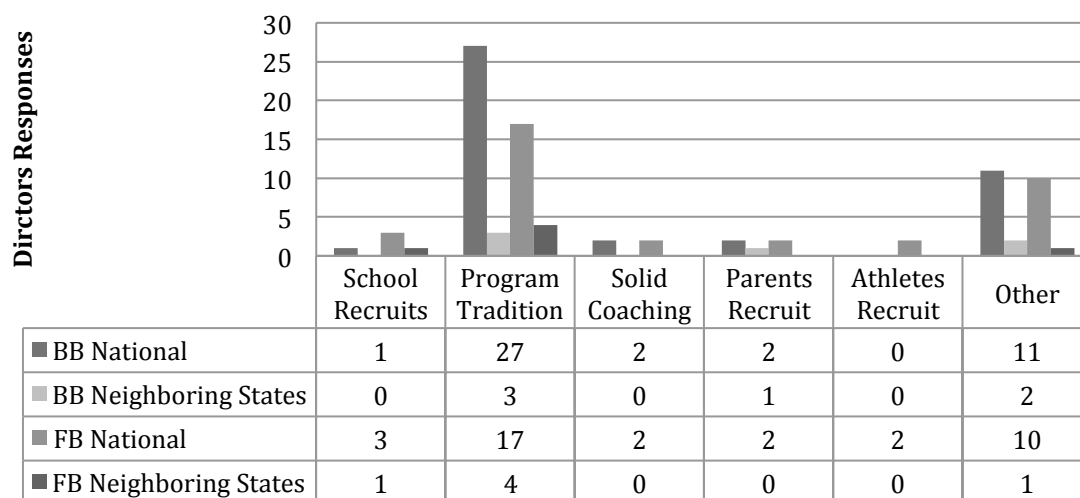


Figure 11. Reasons Students Transfer to Nonpublic High Schools

When asked why students transfer (Figure 11), 62.8% of basketball directors and 47.2% of football directors provided responses which indicated program tradition was the main factor. Of the responses available, 25.6% of basketball directors and 27.8% of football directors responded other. In the responses to what the other factor was the majority of directors replied academic reasons and family tradition. Seven percent of the basketball directors and 19.4% of football directors indicated recruiting was involved by the school, parents, or athletes.

The researcher would assert program tradition was the main factor in students attending nonpublic high schools. Coaching was not a factor in the basketball survey (4.7%) nor in the football survey (5.6%). Connecticut had

instituted an enrollment adjustment which addressed successful programs in all state tournaments whether public or nonpublic (Appendix L).

The results of the survey showed 54.5% of the basketball directors and 57.1% of the football directors believed the enrollment adjustment had the intended effect on nonpublic high schools. In Section Four and Minnesota, 50% (one out of two) indicated the enrollment adjustment had the intended effect.

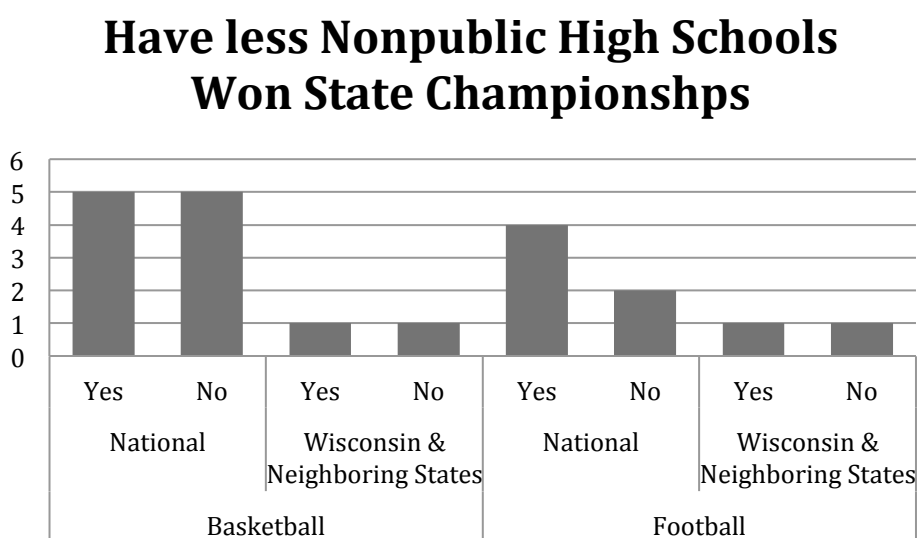


Figure 12. The Effectiveness of an Enrollment Adjustment

When comparing the number of state championships won by nonpublic high schools (Figure 12), 50% of the basketball directors and 66.7% of the football directors responded the nonpublic schools championships were reduced. Comparison of the nonpublic high schools qualifying for the state tournament showed a reduction in boys basketball with 20% and in football with 83.3% responding in the affirmative.

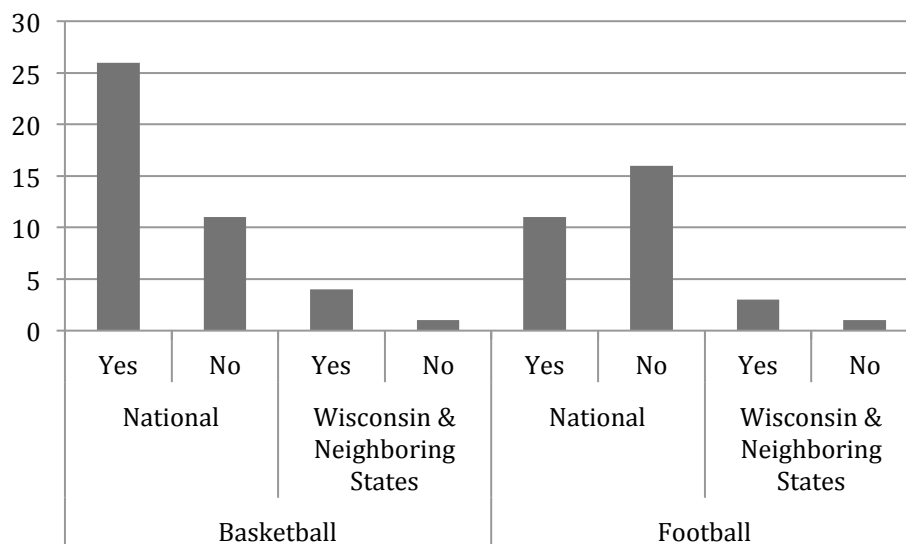


Figure 13. Coaches with Concerns

Coaches in basketball (70.3%) had concerns (Figure 13) with nonpublic high schools in the state tournament. Football directors responded with 29.7% stating the football coaches had concerns with nonpublic schools. The reasons listed were boundaries and recruiting. Illinois has instituted the multiplier to apply to non-boundaried schools.

In Section Four and Minnesota the response was four out of five basketball directors and three out of four football directors that responded the coaches had concerns with nonpublic high schools. The responses when asked to explain the concerns of coaches centered on program success, recruiting, and boundaries.

Basketball directors (48.8%) and football directors (47.4%) stated the nonpublic high schools had an advantage (Figure 14) over the public high schools. The responses provided by Section Four and Minnesota directors were

similar with three out of six basketball directors and two out of six football directors stated nonpublic high schools had an advantage.

With the concerns of the coaches (pp. 117-118) and the advantages listed by both basketball directors (p. 119) and football directors (pp. 119-120), the lack of boundaries appeared to be an advantage to nonpublic high schools. When responding to the Open Enrollment Program opportunities in their respective states, 52.0% of the basketball directors and 52.5% of the football directors (Table 4, p. 92) stated their respective states had Open Enrollment Programs provided by legislation for public high schools. Five of the six state in Wisconsin and neighboring states had Open Enrollment Programs as well.

Four of the 48 basketball directors and 5 of the 40 football directors responded school choice was an option for public high school students (Table 5, p. 93). Wisconsin was the only state in the neighboring states and Minnesota with school choice. Open Enrollment Programs eliminated boundaries for public high schools.

While Wisconsin did provide Open Enrollment (pp. 49-51) to public school students, an important difference was the 3 week window of opportunity in February and the application process determined by individual school districts. With the limitation of a 3 week enrollment window involved in the Wisconsin Open Enrollment Program, public high schools argued that the Open Enrollment Program did not allow the same opportunities to public high schools as the nonpublic high schools without boundaries and no time period limitations on nonpublic enrollment.

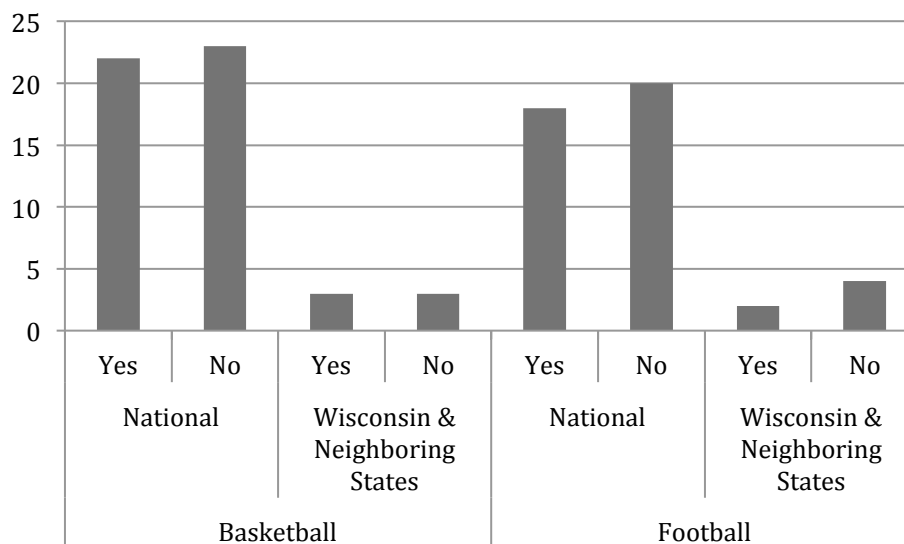


Figure 14. Nonpublic High Schools Have an Advantage

Responses of the basketball directors and of the football directors when asked to state what the advantages were included the following: selective enrollment, boundaries, participation rates, and parental involvement. When asked to offer an opinion of nonpublic high school disadvantages, the basketball directors (Figure 15) stated nonpublic high schools had a disadvantage (70.9%). The football directors (Figure 15) indicated the nonpublic high schools did not have a disadvantage (80.6%). The researcher noted the difference in the response differences of the basketball directors who stated the nonpublic high schools had disadvantages when compared to the football directors who responded to the same question.

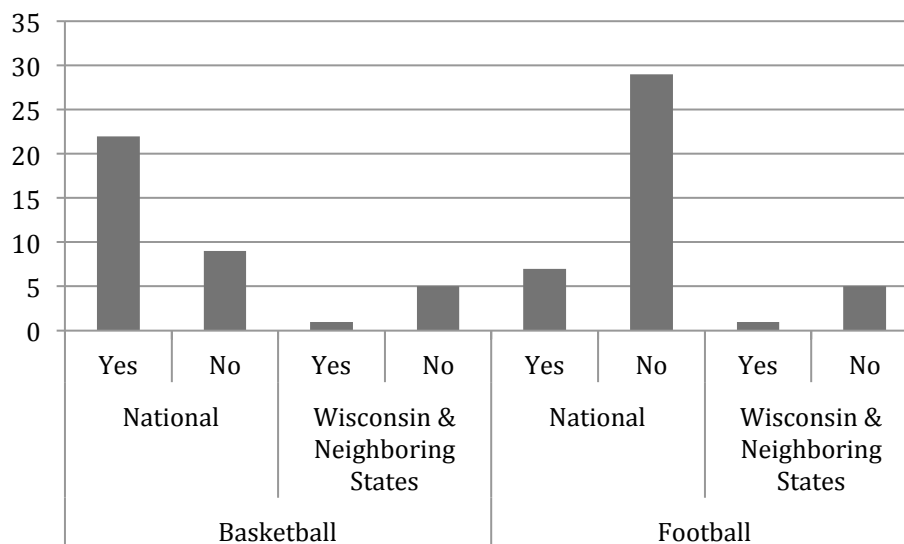


Figure 15. Nonpublic High Schools Have a Disadvantage

Basketball and football directors listed the cost of tuition as the main disadvantage of nonpublic high schools. Archived data (Appendix J) from the Section Four and Minnesota state associations indicated the enrollment adjustment was successful in boys basketball in Illinois. In football in Illinois, the only year where the percentage of nonpublic high school state qualifiers (12.7%) and state champions (12.7%) was lower than the membership percentage (17.6%) in 2007.

In Minnesota, the enrollment adjustment of reducing public school enrollment was effective in football in 2008 when the percentage of nonpublic high school qualifiers was 8.3% and 0.0% of nonpublic high school champions with a nonpublic high school enrollment percentage of 15.1%. In basketball in Minnesota, the nonpublic high school qualifiers percentage was less in 2010 (12.5%) and 2009 (6.3%) than the percentage of nonpublic high school

membership, 15.9% in 2010 and 15.1% in 2009. In Minnesota, the percentage of nonpublic high school state champions in 2010 was 25% and 0.0% in 2009.

The four state associations in Section Four and Minnesota which did not use an enrollment adjustment for nonpublic high schools in state tournaments, nonpublic high schools qualified more teams and won more boys basketball state championships than the percentage of membership with the exception of Iowa in 2006 and in Indiana in 2006 and 2007. In football, the Section Four and Minnesota state associations found that the nonpublic high school qualifiers and state champions were greater than the nonpublic high school membership with exceptions in Iowa in 2005 and 2006 along with Wisconsin in 2006.

Conclusion

Both enrollment adjustments in Illinois (Appendix F) and Minnesota (Appendix M) appeared to have been effective in boys basketball where the nonpublic high school qualifiers were reduced according to the archived data. In Minnesota football, the number of nonpublic high school qualifiers was reduced. Illinois did not appear to have a lower percentage of nonpublic high school qualifiers in football or in the number of champions with the exception of 2007.

Illinois utilized a multiplier (Appendix F) to adjust the enrollment of non-boundaried schools which included the private high schools and public high schools which had no boundaries. Minnesota which at the time of the study had implemented a reducer (Appendix M) which moved high schools in division or class placement for competition according to the reduced and free lunch

population of the high schools. Both adjustments appeared to reduce the number of nonpublic high schools qualifying for the boys basketball state semi-final games as well as the number of schools winning the boys basketball state championship.

The methods of enrollment adjustment appeared to be successful in boys basketball in Illinois (Appendix F) and Minnesota (Appendix M). Wisconsin had chosen to use an expansion of the state tournament with five divisions of four schools qualifying for the state tournament as their approach.

Basketball directors with enrollment adjustments did not reduce the number of qualifiers (Table 26) to the state tournament and football directors indicated the adjustments did reduce the number of teams qualifying for the state tournament (Table 26). When asked whether less nonpublic high schools have won the state tournament (Table 25), basketball directors were split at 50% in both the national survey and in Section Four and Minnesota. The football directors responded with four out of six national respondents and one out of two in Section Four and Minnesota responded the enrollment adjustment reduced the number of nonpublic high school state champions.

Archived data (Appendix J) demonstrated the Minnesota reducer (Appendix M) did reduce the number of nonpublic high schools state champions, but the Illinois multiplier did not reduce the number of nonpublic high school state champions.

The researcher would recommend a period of evaluation of the five division model which had created divisions where the nonpublic high schools had

been moved to the lower half of the divisions in boys basketball. At this time, the researcher would not recommend treating a segment of the WIAA membership differently by utilizing an enrollment adjustment. If required to provide a recommendation, the researcher would examine the Minnesota model (Appendix M) of the reducer based on free and reduced lunch.

Connecticut implemented a multiplier which addressed the success of programs, both public and nonpublic high schools (Appendix L). A process to adjust the classification of high schools which qualify for the semi-finals and which win the state championships was implemented.

The researcher concluded the enrollment adjustment might have been effective in reducing nonpublic high school success to proportionality of nonpublic high school membership in boys basketball. The enrollment adjustment in combination with other factors was the reason for the reduction and cannot be singled out as the main factor.

The success and tradition of programs (Appendix N) in the state tournaments was a factor in the success of high schools reaching the state championship tournament. Participants in the surveys (62.8% in the boys basketball survey and 47.2% in the football survey) indicated the program tradition was an important factor when athletes chose to transfer to a nonpublic high school. As the archived data (Appendix J) was being collected from Section Four and Minnesota state associations, the researcher observed many of the same participating high schools participating over the 5 year period that data was reviewed.

Responses to the recruiting questions on the surveys (Appendix D & E) indicated the directors of both basketball and football did not report a documented recruiting violation in more than 50% of the state associations (Table 20). But the perception of nonpublic high schools recruiting did exist in basketball and football (Table 22). Yet coaches in basketball had concerns with nonpublic high schools with less concern by coaches in football. The state associations must provide concrete facts of documented recruiting to the member high schools and the coaches involved in the sports of basketball and football and must educate member schools, coaches, and the media on the factors discussed in this study. Documented violations (Table 21) of public high schools (not nonpublic high schools) were greater in the majority of the state associations responding.

When evaluated in a data driven analysis, adjustments were seen by member schools as a punishment for successful programs. The researcher concluded when analysis was done on all of the factors, successful programs should not be adjusted.

Many of the methods implemented to adjust the enrollment of nonpublic high schools in state associations were recent at the time of the study. Due to the recent nature of implementation of the efforts of state associations, the history of research on enrollment adjustments did not provide adequate results of the implementation of the adjustments. In the literature review, it was stated that two states (Georgia and Arkansas) eliminated multipliers.

The researcher conducted the survey with limitations: he was, at the time of the study, employed by the WIAA; attended a nonpublic high school during his high school education; and was employed in a public high school as a football coach and athletic director over a period of 22 years.

The best response to membership concerns of the nonpublic high school versus public high school debate was to enforce transfer and recruiting rules. In addition, member schools need to be educated on the statistics of violations to these rules. As described in the literature review, Illinois publicized the high schools which violated the recruiting rules on its state association web site.

The study of the archived data (Appendix J) in Section Four and Minnesota provided successful results of the Illinois multiplier of non-boundaried schools and the Minnesota reducer of all high schools based on free and reduced lunch enrollments, the study was useful to the member state associations of the NFHS as a tool to review the methods used by other state associations.

When considering the use of enrollment adjustments, the researcher recommended a study of successful programs and an analysis of all the factors which contributed to the success of programs in both nonpublic and public high schools. Program tradition was a factor which both the basketball and football directors indicated was a main reason student-athletes choose to transfer to nonpublic high schools.

Recommendations

One of the limitations of this study was the fact that many factors determine the success of athletic programs. The experience of the head coach and of the entire coaching staff contributed to the consistency of a program with staff cohesiveness and longevity. How did these factors affect the success of a program? In addition, the success of a program (Appendix N) attracted athletes to a program, whether a public or nonpublic high school.

The basketball and football directors responded in the survey (Appendix D & E) that program tradition and success were factors in students transferring to nonpublic high schools. Did programs remain strong after a coach retired or left the school? Did research determine whether a program recruited parents and athletes without the involvement of personnel from the school, whether public or nonpublic high school?

Future research should focus on the effect on success proportionality that the WIAA five division model may produce. With the addition of another division in boys basketball, did the movement of the nonpublic high schools to the bottom portion of the division rather than the top portion of the division create an opportunity for the public high schools in the divisions to win? Did nonpublic high school enrollment decrease and alter the division assignments as economic conditions deteriorated?

As the study progressed, a concern arose with a question in the survey. The survey can be replicated, but improvement in question eleven of the

basketball survey (Appendix D) and question nine of the football survey (Appendix E) should be performed.

Why were concerns in Wisconsin success proportionality focused on boys basketball and not other sports where success has been more disproportionate? The lack of interest in the proportionality of success in the sports of golf, tennis, and soccer (Appendix O) by nonpublic high schools in the State of Wisconsin sparked interest in the researcher. Can research be performed to determine the apathy in sports other than boys basketball?

The NCAA and the request of a separate Division III for public, state colleges and universities along with a Division IV for nonpublic colleges and universities were raised to the discussion level during the period between 2008-2010. Nonpublic colleges and universities have struggled to compete with the state colleges and universities which had funding through tuition, foundations, and public tax monies. The researcher was intrigued by the request to create a separate division in NCAA athletics by nonpublic colleges and universities. The request appeared to be the opposite of the equity and proportionality debate in high schools where the nonpublic high schools had requested to remain in the same divisions as public high schools.

The researcher recommended a study of the emphasis (and maybe over-emphasis) of winning in high school sports in the State of Wisconsin. Are the student-athletes as concerned with the public versus nonpublic, rural public versus urban nonpublic, or boundary versus non-boundary debates as much as the adults? How does this emphasis affect the student-athletes' experience and

enjoyment of athletics in high school sports? Did an emphasis on winning have a tangible effect on the participation numbers of high school athletes in high school sports in state associations?

The researcher also suggested that this study would also be useful as a history of sports administration in Wisconsin as member high schools in the State of Wisconsin have discussed the inclusion of nonpublic high schools in the Wisconsin Interscholastic Athletic Association and the member state associations of the NFHS. Any group or individual considering policy development directed at more effective and fair competition among all high school athletic programs would use this study to provide perspective.

During the process of conducting this study, it was invigorating to so fully examine and analyze the working of the sports that the researcher had worked with throughout his professional career. The impressive variety in the methods state associations have sought to improve the competition within their states reflected the amazing diversity and substantial importance of athletics in this nation's day-to-day life. It should also be underscored that the differences between public and nonpublic high school programs did not represent weaknesses in education or athletics but just one more extraordinary characteristic of this great nation's freedoms of opportunity.

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APPENDICES

APPENDIX A

Nonpublic Membership of Wisconsin and Neighboring States

Percentage of Nonpublic High Schools Compared to Total Membership

State		2005-06	2006-07	2007-08	2008-09	2009-10
Illinois	Nonboundary	144	146	133	138	136
	Total	750	756	754	771	778
	Percentage	19.2%	19.3%	17.6%	17.9%	17.5%
Indiana	Nonpublic	50	50	51	52	53
	Total	400	406	407	411	411
	Percentage	12.5%	12.3%	12.5%	12.7%	12.9%
Iowa	Nonpublic	28	36	36	27	35
	Total	398	395	391	392	390
	Percentage	7.0%	9.1%	9.2%	6.9%	9.0%
Michigan	Nonpublic	119	104	105	116	110
	Total	762	764	767	770	762
	Percentage	15.6%	13.6%	13.7%	15.1%	14.4%
Minnesota	Nonpublic	79	74	75	76	77
	Total	496	490	489	494	496
	Percentage	15.9%	15.1%	15.3%	15.4%	15.5%
Wisconsin	Nonpublic	71	73	77	80	82
	Total	493	495	498	505	506
	Percentage	14.4%	14.7%	15.5%	15.8%	16.2%

Notes: Illinois includes private and public schools without boundaries.

APPENDIX B

Permission Request Consent Letter to Conduct Research in NFHS

Athletic Competitive Equity and Proportionality: A study of the Classification of Public and Nonpublic Member High Schools of the Wisconsin Interscholastic Athletic Association for Boys Basketball Tournament Placement

I would like to ask permission to survey football and basketball directors to participate in a research study of placement of nonpublic high schools in divisions in the state associations of the National Federation of State High School Associations. I am working on my dissertation and spoke to you at the Football Rules meeting in January and at the WIAA office when we discussed licensing. You gave me verbal approval and I am seeking written approval.

A total of 51 basketball directors and 51 football directors (102 total participants) will be asked to participate in this study. The purpose of this study is determine if there is a relationship between the type of high school (public or nonpublic) and an enrollment adjustment in success proportionality in state championships.

Each participant will be asked to answer a survey. This study will only take 15 to 30 minutes to complete. The risks associated with this study are the disclosure of opinions which can be opted out as an anonymous contributor. The benefits of participation is the information will be shared to be used by the 51 state associations of the NFHS.

This study is confidential. The records of this study will be kept private. No words linking anyone to the study will be included in any sort of report that might be published. Research records will be stored securely and only Wade Labecki of the Wisconsin Interscholastic Athletic Association will have access to the records. Each participant have the right to get a summary of the results of this research if I would like to have them.

Participation is strictly voluntary and participation will not affect my current or future relations with Argosy University, the NFHS, or my state association. If the participants decide to participate, they are free to refuse to answer any of the questions that may make them uncomfortable. They can withdraw at any time without my relations with the university, job, benefits, etc., being affected. I can contact Wade Labecki at 715-344-8580, wlabecki@wiaawi.org, or 5516 Vern Holmes Dr., Stevens Point, WI, 54482 with any questions about this study.

This research study will be reviewed and Certified by the Institutional Review Board, Argosy University – *Twin Cities*. For research-related problems or questions regarding participants' rights, I can contact the Institutional Board at Argosy University – *Twin Cities* at 651-846-2882.

I have read and understand the explanation provided to me. By signing this document, I consent to the study.

Signature: Bob Handman Date: May 27, 2010



Signature of Principal Investigator: _____ Date: May 24, 2010

APPENDIX C

Informed Consent Letter

Athletic Competitive Equity and Proportionality: A study of the Classification of Public and Nonpublic Member High Schools of the Wisconsin Interscholastic Athletic Association for Boys Basketball Tournament Placement

I have been asked to participate in a research study of placement of nonpublic high schools in divisions in the state associations of the National Federation of State High School Associations. I was asked to be a possible participant because I am the director of football or basketball in my state association. A total of 51 basketball directors and 51 football directors (102 total participants) have been asked to participate in this study. The purpose of this study is determine if there is a relationship between the type of high school (public or nonpublic) and an enrollment adjustment in success proportionality in state championships.

If I agree to be in this study, I will be asked to answer a survey. This study will only take 15 to 30 minutes to complete. The risks associated with this study are the disclosure of opinions which can be opted out as an anonymous contributor. Identity might be determined when responding to several questions which ask for state and enrollment methods being used by state associations. The benefits of participation are the information will be shared to be used by the 51 state associations of the NFHS. I am aware the researcher is an employee of the Wisconsin Interscholastic Athletic Association.

I will receive no payment for participation in the study. This study is confidential. The records of this study will be kept private. No words linking me to the study will be included in any sort of report that might be published. Research records will be stored securely and only Wade Labecki of the Wisconsin Interscholastic Athletic Association will have access to the records. I have the right to get a summary of the results of this research if I would like to have them when I provide a request by email or postal service to the researcher at the address below.

I understand that my participation is strictly voluntary. My decision regarding my participation will not affect my current or future relations with Argosy University, the NFHS, or my state association. If I decide to participate, I am free to refuse to answer any of the questions that may make me uncomfortable. I can withdraw at any time without my relations with the university, job, benefits, etc., being affected. I can contact Wade Labecki at 715-344-8580, wlabecki@msp.stu.argosy.edu, or 5516 Vern Holmes Dr., Stevens Point, WI, 54482 with any questions about this study.

I understand that this research study has been reviewed and Certified by the Institutional Review Board, Argosy University – *Twin Cities*. For research-related problems or questions regarding participants' rights, I can contact the Institutional Board at Argosy University – *Twin Cities* at 651-846-2882.

I have read and understand the explanation provided to me. I have had all my questions answered to my satisfaction, and I voluntarily agree to participate in this study. I have been given a copy of this consent form. By signing this document, I consent to participate in the study.

Name of Participant (printed) _____

Signature: _____ Date: _____



Signature of Principal Investigator: _____ Date: May 24, 2010

Information to identify and contact investigator 5516 Vern Holmes Dr, Stevens Point, WI, 54482

APPENDIX D

Locally Developed NFHS Basketball Director Survey

Basketball Enrollment Adjustment Survey

The members of the Wisconsin Interscholastic Athletic Association (WIAA) are revisiting the public/nonpublic issue. As a member of the NFHS, we would appreciate your help in providing us with information about your state. Your survey responses will be strictly confidential and private. Results of the survey will be made available to any participants if they make such a request.

State

Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Name

Email

NFHS Section Number:

1 NE - CT ME MSA NH NJ NY RI VT
 2 ME - DL DC KY MY OH PN VA WV
 3 S - AL FL GA LA MS NC SC TN
 4 C - IL IN IA MI WI
 5 MW - KS MN MS NE ND SD
 6 SW - AK CO NM OK TX
 7 W - AZ CA HI NV UT
 8 NW - AK ID MT OR WA WY

B1 - Are nonpublic high schools in your state members of your state association?

No
 Yes

B2 - Does your state have legislation providing open enrollment options for public high school students?

No
 Yes

B3 - Does your state have legislation providing public tuition funding for public

high school students to attend nonpublic high schools?

No

Yes

B4 - How many divisions do you have in your state basketball tournament series?

B5 - How many high schools qualify in each division?

B6 - Are high schools allowed to play up one division from where its enrollment would otherwise place the school?

No

Yes

B7 - Are your tournament fields seeded?

B8 - Are your state championships seeded?

B9 - Who does the seeding

Coaches

State Office

Other

B10 - If other, then who seeds?

B11 - Are nonpublic high schools placed in your basketball tournament series differently than the public high schools?

No

Yes

B12 - Is a multiplier used to alter the enrollments of your nonpublic high schools for basketball?

No

Yes

B13 - If yes, what is the value of the multiplier?

B14 - Is a multiplier used to alter the enrollments of your public high schools for basketball?

No

Yes

B15 - If yes, what is the value of the multiplier?

B16 - Are nonpublic high schools placed in a higher division than their enrollment would normally place them for basketball?

No
Yes

B17 - Are nonpublic high schools placed in a separate division from public high schools for basketball?

No
Yes

B18 - If your placement method is not listed above, please describe.

B19 - Is an appeal process available to the adjusted high schools?

B20 - If an appeal is available, please describe.

B21 - If your state has enrollment adjustments, who mandated that an enrollment adjustment be implemented?

Board of Directors
Legislative Action
Membership Vote
Other

B22 - If other, who mandated the enrollment adjustment?

B23 - Why was the enrollment adjustment implemented?

Public v Private
Rural Public v Urban Nonpublic
Other

B24 - If other, why was the adjustment implemented?

B25 - Was this a large school, small school, or state-wide membership issue?

Large School
Small School
State-wide
Other

B26 - If other, what was the issue?

B27 - Has your state tried some type of enrollment adjustment factor and since rescinded it?

No
Yes

B28 - If rescinded, why was it rescinded?

B29 - Are nonpublic high schools in your state winning a disproportionate

amount of state championships in basketball?

No

Yes

B30 - What is described as an acceptable percentage?

B31 - How is the acceptable percentage determined?

B32 - Is matriculation a requirement for eligibility in nonpublic high schools?

No

Yes

B33 - Is matriculation a requirement for eligibility in public high schools?

No

Yes

B34 - Has your state had documented violations of your recruiting/undue influence bylaw or regulation during the last five years?

B35 - If there have been documented violations, how many were nonpublic high school violations?

B36 - If there have been documented violations, how many were public high school violations?

B37 - In your state is there a perception indicating successful nonpublic schools recruit athletes?

No

Yes

B38 - In your state is there a perception indicating successful public schools recruit athletes?

No

Yes

B39 - In your opinion, why do high school athletes transfer to nonpublic schools?

School Recruiting

Program Tradition

Solid Coaching

Parents Recruiting

Athletes Recruiting

Other

B40 - If the transfer is for other reasons, what is the reason?

B41 - Has the enrollment adjustment had its intended effect in the sport of basketball?

No

Yes

B42 - How will the success or failure of the enrollment adjustment be determined?

B43 - Is there a tool that is used to measure the success of the enrollment adjustment?

B44 - Since the enrollment adjustment has been used, have less nonpublic high schools won your state basketball championships?

No

Yes

B45 - Since the enrollment adjustment has been used, have less nonpublic high schools qualified for your state basketball championships?

No

Yes

B46 - In your state, do basketball coaches have concerns with the success of nonpublic high schools?

No

Yes

B47 - If they have concerns, please list them.

B48 - In your opinion, do nonpublic high schools in your state have an advantage over your public high schools?

No

Yes

B49 - In your opinion what is that advantage?

B50 - In your opinion, do nonpublic high schools in your state have an disadvantage over your public high schools?

No

Yes

B51 - In your opinion what is that disadvantage?

Do you wish to remain anonymous?

No

Yes

APPENDIX E

Locally Developed NFHS Football Director Survey

Football Enrollment Adjustment Survey

The members of the Wisconsin Interscholastic Athletic Association (WIAA) are revisiting the public/nonpublic issue. As a member of the NFHS, we would appreciate your help in providing us with information about your state. Your survey responses will be strictly confidential and private. Results of the survey will be made available to any participants if they make such a request.

State

Alabama, Alaska, Arizona, Arkansas, California, Colorado, Connecticut, Delaware, District of Columbia, Florida, Georgia, Hawaii, Idaho, Illinois, Indiana, Iowa, Kansas, Kentucky, Louisiana, Maine, Maryland, Massachusetts, Michigan, Minnesota, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Jersey, New Mexico, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Texas, Utah, Vermont, Virginia, Washington, West Virginia, Wisconsin, Wyoming

Name

Email

NFHS Section Number:

1 NE - CT ME MSA NH NJ NY RI VT
 2 ME - DL DC KY MY OH PN VA WV
 3 S - AL FL GA LA MS NC SC TN
 4 C - IL IN IA MI WI
 5 MW - KS MN MS NE ND SD
 6 SW - AK CO NM OK TX
 7 W - AZ CA HI NV UT
 8 NW - AK ID MT OR WA WY

F1 - Are nonpublic high schools in your state members of your state association?

No
 Yes

F2 - Does your state have legislation providing open enrollment options for public high school students?

No
 Yes

F3 - Does your state have legislation providing public tuition funding for public

high school students to attend nonpublic high schools?

No

Yes

F4 - How many divisions do you have in your state football tournament series?

F5 - Do all high schools qualify for the football tournament?

No

Yes

F6 - If no, how many high schools play football?

F7 - If no, how many high schools qualify for the tournament?

F8 - Are high schools allowed to play up one division from where its enrollment would otherwise place the school?

No

Yes

F9 - Are nonpublic high schools placed in your football tournament series differently than the public high schools?

No

Yes

F10 - Is a multiplier used to alter the enrollments of your nonpublic high schools for football?

No

Yes

F11 - If yes, what is the value of the multiplier?

F12 - Is a multiplier used to alter the enrollments of your public high schools for football?

No

Yes

F13 - If yes, what is the value of the multiplier?

F14 - Are nonpublic high schools placed in a higher division than their enrollment would normally place them for football?

No

Yes

F15 - Are nonpublic high schools placed in a separate division from public high schools for football?

No
Yes

F16 - If your placement method is not listed above, please describe.

F17 - Is an appeal process available to the adjusted high schools?

F18 - If an appeal is available, please describe.

F19 - If your state has enrollment adjustments, who mandated that an enrollment adjustment be implemented?

Board of Directors
Legislative Action
Membership Vote
Other

F20 - If other, who mandated the enrollment adjustment?

F21 - Why was the enrollment adjustment implemented?

Public v Private
Rural public v Urban Nonpublic
Other

F22 - If other, why was the adjustment implemented?

F23 - Was this a large school, small school, or state-wide membership issue?

Large School
Small School
State-wide
Other

F24 - If other, what was the issue?

F25 - Has your state tried some type of enrollment adjustment factor and since rescinded it?

No
Yes

F26 - If rescinded, why was it rescinded?

F27 - Are nonpublic high schools in your state winning a disproportionate percentage of state championships in football?

No
Yes

F28 - What is described as an acceptable percentage?

F29 - How is the acceptable percentage determined?

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No

Yes

F31 - Is matriculation a requirement for eligibility in public high schools?

No

Yes

F32 - Has your state had documented violations of your recruiting/undue influence bylaw or regulation during the last five years?

F33 - If there have been documented violations, how many were nonpublic high school violations?

F34 - If there have been documented violations, how many were public high school violations?

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No

Yes

F36 - In your state is there a perception indicating successful public schools recruit athletes?

No

Yes

F37 - In your opinion, why do high school athletes transfer to nonpublic schools?

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Program Tradition

Solid Coaching

Parents Recruiting

Athletes Recruiting

Other

F38 - If the transfer is for other reasons, what is the reason?

F39 - Has the enrollment adjustment had its intended effect in the sport of football?

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Yes

F40 - How will the success or failure of the enrollment adjustment be determined?

F41 - Is there a tool that is used to measure the success of the enrollment adjustment?

F42 - Since the enrollment adjustment has been used, have less nonpublic high schools won your state football championships?

No

Yes

F43 - Since the enrollment adjustment has been used, have less nonpublic high schools qualified for your state football championships?

No

Yes

F44 - In your state, do football coaches have concerns with the success of nonpublic high schools?

No

Yes

F45 - If they have concerns, please list them.

F46 - In your opinion, do nonpublic high schools in your state have an advantage over your public high schools?

No

Yes

F47 - In your opinion what is that advantage?

F48 - In your opinion, do nonpublic high schools in your state have an disadvantage over your public high schools?

No

Yes

F49 - In your opinion what is that disadvantage?

Do you wish to remain anonymous?

No

Yes

APPENDIX F

Illinois High School Association Adjustment

The placement of IHSA member schools into classes is a several-step process that starts with the school's official enrollment from the *previous school year*.

Step 1. Start with the official enrollment from September 30 of the previous school year.

To determine official enrollments and classifications, IHSA uses data from the Fall Housing Report submitted by each school to the Illinois State Board of Education. The Fall Housing Report is a breakdown of student attendance on September 30, and is usually made available to the IHSA and the public in April. Because official enrollment data is not available until well into the school term, IHSA must use figures from the previous year to determine classifications. For example, IHSA classifications for the 2009-10 school term are determined by the official school enrollments from September 30, **2008**.

In situations where a school will gain students through annexation or consolidation or lose students because of a new school opening in the district, the IHSA uses an estimated enrollment for planning purposes and then uses the figure from September 30 of the *current school year*, as reported by the school directly to the IHSA.

Step 2. Apply variances.

If a school has included out-of-district special education students on its Fall Housing Report, it may petition for a variance to have those students removed from its IHSA enrollment.

A school may also petition for a variance if it anticipates an enrollment increase or decrease of more than 20%.

Step 3. Apply levelers.

Levelers have been used since the first-multiple class tournament in 1972. Levelers are intended to equalize the enrollments of high schools that are not four-year, coed institutions.

a. Single-Gender Schools

The leveler of 2.0 is applied to single-gender schools to make them equal with coed schools having the same number of boys or girls (since athletic programs are gender-specific).

Example: 1,000 girls (starting enrollment) x 2 = 2,000 (leveled enrollment)

b. Three-Year High Schools

The leveler of 1.333 is applied to three-year high schools because the lack of freshmen players typically has little impact on a varsity program.

Example: 1,000 (starting enrollment) x 1.333 = 1,333 (leveled enrollment)

Step 4. Apply the multiplier.

The multiplier was adopted starting with the 2006-07 school term to help level the playing field between boundaried and non-boundaried high schools. The multiplier is applied to all non-boundaried schools.

A non-boundaried school is defined as “any private school, charter school, lab school, magnet school, residential school, and any public school in a multi-high school district that does not accept students from a fixed portion of the district.”

The final figure is called the **adjusted enrollment** and determines the classification in all sports and activities.

Illinois High School Association. (2010). How IHSA enrollments and classifications are determined. Retrieved September 22, 2010, from <http://www.ihsa.org/school/enrollments.htm>.

APPENDIX G

The WIAA Transfer Rule

Article II - Residence and Transfer

Section 3 – Transfers

- A. A full time student may be afforded up to eight consecutive semesters of interscholastic eligibility upon entry into Grade 9. Transferring schools at any time may result in restrictions being imposed on eligibility, or in some cases a denial of eligibility. For the purpose of this rule, attendance at one day of school and/or attendance at one athletic practice shall determine 'beginning of school year.' These additional provisions relate to transfer cases:
- 1) A student who transfers from any school into a member school after the fourth consecutive semester following entry into Grade 9 shall be ineligible for practice and competition for one calendar year, unless the transfer is made necessary by a total change in residence by parent(s). The calendar year (365 days) will be determined from a student's first day of attendance at the new school.
 - 2) Open enrolled and/or tuition paying students entering 9th and/or 10th grade at the beginning of the school year and who are within the first four consecutive semesters of high school will be afforded unrestricted eligibility provided all other rules governing student eligibility are met.
 - 3) Open enrolled and/or tuition paying students entering 11th and/or 12th grade as transfer students are ineligible to practice and/or compete for one calendar year.
 - 4) 9th grade students who transfer after the beginning of the school year and with written consent from both schools directly involved may be provided non-varsity opportunities for the remainder of the school year. Restrictions are removed upon entering 10th grade.
 - 5) 10th grade students who transfer after the beginning of the school year and with written consent from both schools directly involved may be provided non-varsity opportunities for one calendar year (365 days beginning with first day of attendance at the new school).
 - 6) In the event of divorce or legal separation, whether pending or final, residence at the beginning of the school year shall determine eligibility for students entering 9th and/or 10th grade. In situations involving transfer after the fourth consecutive semester following entry into grade 9 the student is ineligible to practice and compete for one calendar year.

- 7) District policies with respect to intra-district transfer do not supersede WIAA transfer rules in situations involving post-4th semester transfers. Intra-district transfers occurring after the fourth consecutive semester following entry into grade 9 result in the student being ineligible for practice and competition for one calendar year (365 days beginning with first day of attendance at the new school).
- 8) Unless transfer, including an accompanying change of parents residence, is effective at the outset of a semester, a student cannot establish eligibility at his/her new school until the fifth calendar day of such transfer.
- 9) If within the first four consecutive semesters following entry into grade 9, a student who transfers more than once in any given school year shall be ineligible for all interscholastic competition for the remainder of that current school year and will be eligible for non-varsity opportunities only for the balance of one calendar year. In situations involving transfer after the fourth consecutive semester following entry into grade 9 the student is ineligible to practice and compete for one calendar year.
- 10) A student may not have eligibility in more than one member school at the same time. A parent or parents who move from a primary residence within one school's attendance boundaries, to a secondary residence within another school's attendance boundaries, may be required by the Board of Control to provide evidence of a total move.

Wisconsin Interscholastic Athletic Association. (2009). *2009-2010 WIAA Senior High Handbook*. July 1, 2009, p. 33.

APPENDIX H

Basketball Divisional Placement Model

History

Since a membership option was extended to religious and independent schools in 2000, the WIAA Board of Control has discussed and examined the placement of nonpublic schools in the tournament series. In recent Area Meeting discussions, small Division 1 member schools have requested relief from the large enrollment disparity that exists in the current 4-division model. At the April 1, 2009 meeting of the Basketball Coaches Advisory Committee, a recommendation was made requesting the Board of Control develop a plan to address these issues and take it to the Area Meetings for discussion.

At its August 7, 2009 meeting, the Board unanimously approved a 5-division plan to take to its member schools for discussion at the Fall Area Meetings. The plan would be specific to the sport of basketball. Discussions continue to focus around the idea that nonpublic schools have a larger base of potential students to draw from by being located in urban areas and the enrollment spread which exists top to bottom in Division 1. The plan that was ultimately endorsed by the Board for discussion purposes was designed with a rural/urban component and the addition of another division. Specific plan details can be found below.

In 2000, when the nonpublic schools became members of the WIAA, their face value enrollment was and continues to be used for their placement in WIAA tournaments. In basketball, the four-division model has been in place since 1991. The current 4-division model places the largest 116 basketball-playing schools in Division 1, the next largest 116 basketball schools in Division 2, the next largest 128 schools in Division 3, and the remaining schools in Division 4.

Plan Details

Here are the specific components of this plan:

Five equal divisions. (Division 1=97 schools; Divisions 2 thru 5=98 schools)

Regional groupings of 6 or 7 schools would be created and follow a playing schedule of Tuesday and

Thursday games will be followed by the regional final on Saturday.

Sectional semifinal and finals would follow the next week.

For purposes of this plan, regional groupings were created without taking into consideration the current provision that a grouping cannot have more than one half of its schools from a given conference.

Four teams from each division would advance to the state tournament field.

State Tournament Schedule

Thursday afternoon - Division 5 semifinal games
 Thursday evening - Division 4 semifinal games
 Friday morning - Division 3 semifinal games
 Friday afternoon - Division 2 semifinal games
 Friday evening - Division 1 semifinal games
 Saturday morning/afternoon - Divisions 5/4/3 finals
 Saturday evening - Division 2 and Division 1 finals

In school districts with more than one public high school, any nonpublic school located in that district would be moved up one division from where its enrollment would normally place it.

If a nonpublic school is located in a district that has one public high school with an enrollment within that of the largest 30 (1695 students for 2010) basketball schools in the membership, the nonpublic school would be moved up one division from where its enrollment would normally place it.

If a nonpublic school's enrollment lands them within the smallest 30 schools of a given division, that nonpublic school would not be moved up a division.

When determining divisions, the total number of programs was divided initially into five parts and then the criteria of the proposed plan will be applied.

For comparative purposes, here are the division breaks for the 2010 4-division tournament series compared to the division breaks for the proposed 5-division plan. Numbers listed reflect the enrollment of the smallest school in each division.

Proposed 5-Division Proposed 5-Division Plan

2010 Tournament (no criteria) (rural/urban criteria applied)

Division 1 smallest D1 935 smallest D1 1091 smallest D1 1129 (public)*
 Division 2 smallest D2 393 smallest D2 508 smallest D2 531 (public)*
 Division 3 smallest D3 207 smallest D3 296 smallest D3 310 (public)*
 Division 4 smallest D4 41 smallest D4 179 smallest D4 187 (public)*
 Division 5 --- smallest D5 41 smallest D5 41 (public)*

* Note - Enrollment listed is the enrollment of the smallest public school in each division. See documents showing enrollments to determine size of smallest nonpublic school.

Area Meeting Schedule

Following is the schedule of Area Meetings for 2009. Meetings are scheduled to start at 9 a.m. at each site with coffee available at 8:30 a.m.

Wednesday, September 9 - Holiday Inn Express, Watertown
Tuesday, September 15 - West Allis Central High School
Wednesday, September 16 - Fox Valley Lutheran High School, Appleton
Tuesday, September 22 - Northstar Lanes, Antigo
Wednesday, September 23 - American Legion, Barneveld
Tuesday, September 29 - Holiday Inn Express, Black River Falls
Wednesday, September 30 - WITC Campus, Rice Lake

Information available on the WIAA web site:

<http://www.wiaawi.org/basketballboys/info.pdf>

APPENDIX I

Ad Hoc committee reviewed the details of the five tournament plans

1. Using existing criteria (four divisions):
 - a. Division One - 116 schools with 2 nonpublic schools
 - i. Enrollment 4238-897
 - b. Division Two - 116 schools with 13 nonpublic schools
 - i. Enrollment 894-371
 - c. Division Three – 128 schools with 25 nonpublic schools
 - i. Enrollment 368-202
 - d. Division Four – 123 schools with 23 nonpublic schools
 - i. Enrollment 201-40
2. Face Value enrollments (five divisions):
 - a. Division One - 96 schools with 1 nonpublic schools
 - i. Enrollment 4238-1029
 - b. Division Two - 96 schools with 9 nonpublic schools
 - i. Enrollment 1029-497
 - c. Division Three – 97 schools with 16 nonpublic schools
 - i. Enrollment 476-282
 - d. Division Four – 97 schools with 20 nonpublic schools
 - i. Enrollment 279-177
 - e. Division Five – 97 schools with 17 nonpublic schools
 - i. Enrollment 177-40
3. Adjusted enrollments (five divisions):
 - a. Division One - 96 schools with 1 nonpublic schools
 - i. Enrollment 4238-1009
 - b. Division Two - 96 schools with 10 nonpublic schools
 - i. Enrollment 1008-466
 - c. Division Three – 97 schools with 15 nonpublic schools
 - i. Enrollment 464-272
 - d. Division Four – 97 schools with 22 nonpublic schools
 - i. Enrollment 272-172
 - e. Division Five – 97 schools with 15 nonpublic schools
 - i. Enrollment 171-40
4. Blaine Plan: (Five Divisions):
 - a. Division One - 96 schools with 1 nonpublic schools
 - i. Enrollment 4238-1323
 - b. Division Two - 96 schools with 9 nonpublic schools
 - i. Enrollment 1318-858
 - c. Division Three – 97 schools with 13 nonpublic schools
 - i. Enrollment 897-352
 - d. Division Four – 97 schools with 26 nonpublic schools
 - i. Enrollment 3590-203
 - e. Division Five – 97 schools with 14 nonpublic schools
 - i. Enrollment 206-40
5. Board Plan (Five Divisions):
 - a. Division One - 77 schools with 1 nonpublic schools
 - i. Enrollment 4238-1200
 - b. Division Two - 88 schools with 8 nonpublic schools

- i. Enrollment 1199-605
- c. Division Three – 99 schools with 15 nonpublic schools
 - i. Enrollment 585-322
- d. Division Four – 99 schools with 20 nonpublic schools
 - i. Enrollment 320-186
- e. Division Five – 145 schools with 19 nonpublic schools
 - i. Enrollment 185-40

APPENDIX J

Archived Data of Wisconsin and Neighboring States

Basketball Proportionality by State

	Illinois			Indiana			Iowa		
	Nonpub Enroll	Semi Finals	Champ	Nonpub Enroll	Semi Finals	Champ	Nonpub Enroll	Semi Finals	Champ
2010	17.4%	6.3%	0.0%	12.9%	6.3%	25.0%	9.0%	25.0%	50.0%
2009	17.7%	6.3%	25.0%	12.7%	12.5%	25.0%	9.4%	25.0%	50.0%
2008	17.6%	0.0%	0.0%	12.5%	25.0%	50.0%	9.2%	18.8%	25.0%
2007	19.3%	0.0%	0.0%	12.3%	6.3%	0.0%	9.1%	18.8%	25.0%
2006	19.2%	0.0%	0.0%	12.5%	12.5%	0.0%	7.0%	12.5%	0.0%

	Michigan			Minnesota			Wisconsin		
	Nonpub Enroll	Semi Finals	Champ	Nonpub Enroll	Semi Finals	Champ	Nonpub Enroll	Semi Finals	Champ
2010	13.1%	31.3%	75.0%	15.9%	12.5%	25.0%	16.2%	31.3%	50.0%
2009	15.1%	25.0%	75.0%	15.1%	6.3%	0.0%	15.8%	37.5%	50.0%
2008	13.7%	25.0%	100.0%	15.3%	25.0%	25.0%	15.3%	18.8%	25.0%
2007	13.6%	37.5%	25.0%	15.4%	25.0%	50.0%	14.7%	25.0%	25.0%
2006	15.6%	31.3%	25.0%	15.5%	25.0%	25.0%	14.4%	31.3%	50.0%

Football Proportionality by State

	Illinois			Indiana			Iowa		
	Nonpub Enroll	Final	Champ	Nonpub Enroll	Final	Champ	Nonpub Enroll	Final	Champ
2009	17.4%	25.0%	25.0%	12.9%	20.0%	40.0%	9.0%	16.7%	16.7%
2008	17.7%	31.3%	50.0%	12.7%	40.0%	60.0%	9.4%	8.3%	16.7%
2007	17.6%	12.5%	12.5%	12.5%	40.0%	40.0%	9.2%	16.7%	16.7%
2006	19.3%	37.5%	37.5%	12.3%	30.0%	40.0%	9.1%	16.7%	33.3%
2005	19.2%	25.0%	37.5%	12.5%	20.0%	0.0%	7.0%	8.3%	0.0%

	Michigan			Minnesota			Wisconsin		
	Nonpub Enroll	Final	Champ	Nonpub Enroll	Final	Champ	Nonpub Enroll	Final	Champ
2009	13.1%	31.3%	37.5%	15.9%	16.7%	33.3%	16.2%	35.7%	42.9%
2008	15.1%	31.3%	37.5%	15.1%	8.3%	0.0%	15.8%	14.3%	14.3%
2007	13.7%	37.5%	25.0%	15.3%	25.0%	16.7%	15.3%	21.4%	28.6%
2006	13.6%	18.8%	25.0%	15.4%	25.0%	16.7%	14.7%	0.0%	0.0%
2005	15.6%	37.5%	37.5%	15.5%	16.7%	0.0%	14.4%	21.4%	28.6%