

**BEFORE THE INDIANA  
CASE REVIEW PANEL**

**In The Matter C.J.** )  
**Petitioner,** )  
 )  
**and** )  
 ) **CAUSE NO. 160923-154**  
**The Indiana High School Athletic Association,** )  
**Respondent.** )  
 )  
**Review Conducted Pursuant to Ind. Code** )  
**§ 20-26-14 et seq.** )

**FINDINGS OF FACT, CONCLUSIONS OF LAW, AND ORDER**

**PROCEDURAL HISTORY**

On or about July 18, 2016, C.J.’s (“Petitioner”) parents completed the student portion of an Indiana High School Athletic Association (“IHSAA”) Athletic Transfer Report (“Transfer Report”). The Transfer Report requested that the IHSAA make an athletic eligibility determination for the 2016–2017 school year relating to the Petitioner’s transfer. On July 20, 2016 Shenandoah High School (“Shenandoah”), the sending school, completed its portion of the Transfer Report. The receiving school, Pendleton Heights High School (“Pendleton”) completed its portion of the Transfer Report on July 20, 2016.

On July 20, 2016, the IHSAA Commissioner determined that Petitioner’s transfer was a Rule 19-6.2 and ruled Petitioner had limited eligibility at the receiving school. The Petitioner appealed the Commissioner’s determination to the IHSAA Review Committee (“Review Committee”).

The IHSAA sent a letter to Petitioner acknowledging receipt of Petitioner’s request for appeal and set the matter for a hearing before the Review Committee for August 16, 2016. Following the evidence presented at the August 16, 2016 hearing, the Review Committee issued its ruling on August 25, 2016, upholding the decision of the Commissioner declaring that according to Rule 19-6.2, Petitioner have limited eligibility until May 19, 2017, and then on May, 20, 2017, he would be fully eligible to participate in athletics at the receiving school, provided he is academically eligible and meets all other eligibility rules.

On September 23, 2016, the Petitioner appealed the Review Committee's decision to the Indiana Case Review Panel ("Panel"), and the Panel notified the parties that it would review the decision during a Panel meeting. The Panel requested and received the record from the IHSAA on October 5, 2016. On October 11, 2016, the Panel held a meeting,<sup>1</sup> and based on a review of the record and applicable rules and laws, the Panel made the following Findings of Fact and Conclusions of Law.

### FINDINGS OF FACT

The Panel finds the following facts to be true and relevant to its decision.

1. Petitioner lives with his mother and father in Henry County, Indiana. Petitioner attended Shenandoah for his freshman and sophomore years. While at Shenandoah, during his freshman year (2014-15) and sophomore year (2015-16) he played varsity football and track and field. He last participated athletically at Shenandoah on May 19, 2016.
2. Petitioner transferred without a corresponding change of residence by his parents to a new district or territory. In May, 2016 the Petitioner enrolled in Pendleton, which is a public school in Madison County.
3. The Petitioner indicated in the transfer report that he transferred to Pendleton because he "would like to take academic classes at Pendleton not offered at Shenandoah. Those classes include drama, theater production and computer skills currently not offered at Shenandoah."
4. Shenandoah recommended Petitioner have limited eligibility under Rule 19-6.2 and neither recommended full eligibility under Rule 17-8.5 nor signed the *Verification*. Pendleton recommended Petitioner have limited eligibility under Rule 19-6.2 and neither recommended full eligibility under Rule 17-8.5 nor signed the *Verification*.

### CONCLUSIONS OF LAW

1. Any Finding of Fact that may be considered a Conclusion of Law shall be so considered. Any Conclusion of Law that may be considered a Finding of Fact may be considered as such.

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<sup>1</sup> The following members participated in the meeting: Dr. George Frampton (Chairperson), Mr. Glenn Johnson, Mr. Mickey Gombleski, Mr. Chris Lancaster, Mr. Keith Pempek, and Ms. Mary Quimm. Ms. Kelly Bauder, staff attorney, was also present as legal counsel to the Panel.

2. Although the IHSAA is a voluntary not-for-profit corporation and is not a public entity, its decisions with respect to student eligibility to participate in interscholastic athletic competition are considered a “state action” making the IHSAA analogous to a quasi-governmental entity. IHSAA v. Carlberg, 694 N.E.2d 222 (Ind. 1997), *reh. den.* (Ind. 1998).
3. The Panel has jurisdiction in this matter. The Panel was established to review final student eligibility decisions with respect to interscholastic athletic competition. Ind. Code § 20-26-14. The Panel has jurisdiction when a student’s parent or guardian refers the case to the Panel not later than thirty days after the date of the IHSAA decision. Ind. Code § 20-26-14-6(b). In this matter, the Review Committee rendered a final determination of student-eligibility adverse to the Petitioner on August 25, 2016, and Petitioner sought timely review on September 23, 2016.
4. The Panel may uphold, modify, or nullify the IHSAA Review Committee’s decision. (Ind. Code § 20-26-14-6(c)(3)). The Panel is not required to review the IHSAA determination *de novo*. The Panel review is similar to an appellate-level administrative review. A full hearing to recreate the record is not required.
5. The Panel reviews the IHSAA determination for arbitrariness or capriciousness. See Carlberg, 694 N.E.2d at 233. A rule or decision will be found to be arbitrary and capricious “only when it is willful and unreasonable, without consideration and in disregard of the facts or circumstances in the case, or without some basis which would lead a reasonable and honest person to the same conclusion.” Id. (citing Dep’t of Natural Resources v. Indiana Coal Council, Inc.), 542 N.E.2d 1000, 1007 (Ind. 1989).
6. There are two waivers available to students under the IHSAA Rules: a Limited Eligibility Waiver pursuant to Rule 17-8.5 and a General Waiver of an IHSAA Rule pursuant to 17-8.1. Neither the sending school nor receiving school signed the *Verification*, so Petitioner did not qualify for a limited eligibility waiver pursuant to Rule 17-8.5.
7. Generally, a student seeking a Rule 17-8.1 waiver must prove by clear and convincing evidence that: the primary purpose of the Rule will still be accomplished if the Rule is not strictly enforced (Rule 17-8.1(a)); a waiver will not harm or diminish the Rule’s purpose or spirit (Rule 17-8.1(b)); the student will suffer or be harmed if a waiver of the Rule is not granted (Rule 17-8.1(c)); and a hardship condition exists as defined in Rule 17-8.3 (Rule 17-8.1(d)).
8. Petitioner failed to establish that the primary and secondary purposes of the rule would still be accomplished if the Rule is not strictly enforced.

9. The Panel finds that the Petitioner's decision to transfer schools was a choice and he was not compelled to transfer. The Petitioner's parents admitted at the Review Committee hearing, this was not a hardship. The Panel finds this was a choice by his family and did not rise to the level of a hardship. Therefore, all of the requirements of Rule 17-8.1 were not met.

**ORDER**

The Panel finds by a vote of 5-1 that the decision of the IHSAA Review Committee, upholding the decision of the Commissioner is UPHELD. The Petitioner has limited eligibility under Rule 19-6.2 at the receiving school until May 19, 2017, and then on May 20, 2017 he would be fully eligible to participate in athletics at the receiving school provided he is academically eligible and meets all other eligibility rules.

DATE: \_\_\_\_\_

10/12/14



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George Frampton, Ed.D., Chairperson  
Case Review Panel

**APPEAL RIGHT**

Any party aggrieved by the decision of the Case Review Panel has forty-five days from receipt of this written decision to seek judicial review in a civil court with jurisdiction, as provided by Ind. Code § 20-26-14-7.