



# INDIANA STATE BOARD OF EDUCATION

## MEMORANDUM

**To:** Indiana State Board of Education  
**From:** Brian Murphy  
**Date:** October 6, 2015  
**RE:** Approval of the A-F Adult High School Rule

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**Recommendation:** Review the detailed public comment summary before the meeting and approve the Final Rule at the October 14 meeting.

A Proposed A-F Adult High School Rule, approved by the SBOE, was published and a public hearing was held for oral public comments in August. Comments were also accepted by email. In addition, Cynthia Roach, the SBOE's Senior Director of Accountability & Assessment, worked closely with adult high schools. The comments were all incorporated, to the extent they could be, to ensure the Final Rule addressed concerns from the field, and represents a fair and reasonable approach to calculated grades for adult high schools.

The detailed public comment summary and the Final Rule are attached. Each change from the Proposed to the Final Rule is redlined and references the public comment(s) that generated the change.

TITLE 511 INDIANA STATE BOARD OF EDUCATION

Final Rule  
LSA Document #14-508

DIGEST

Adds 511 IAC 6.3 to modify the methodology and metrics that determine in which of the school improvement categories, the "A" through "F" grading scale, adult high schools are to be placed. Effective 30 days after filing with the Publisher.

**511 IAC 6.3**

**SECTION 1. 511 IAC 6.3 IS ADDED TO READ AS FOLLOWS:**

**ARTICLE 6.3. ADULT HIGH SCHOOL PERFORMANCE AND IMPROVEMENT; ACCOUNTABILITY**

**Rule 1. Assessing Adult High School Growth and Performance**

**511 IAC 6.3-1-1 Definitions**

**Authority:** IC 20-19-2-8; IC 20-31-8-5.2; IC 20-31-8-5.4

**Affected:** IC 20-18-2-17; IC 20-19-2-14.5; IC 20-24-1-2.3; IC 20-26-13; IC 20-32-4-1; IC 20-36-3-2

Sec 1. The following definitions apply throughout this rule:

- (1) "Adult High School" has the meaning set forth in in IC 20-24-1-2.3.
- (2) "Advanced placement examination" or "AP exam" has the meaning set forth in IC 20-36-3-2.
- (3) "Board" means the Indiana state board of education.
- (4) "Cohort" has the meaning set forth in IC 20-26-13-2.
- (5) "College and career readiness" has the meaning set forth in IC 20-19-2-14.5(a)(1).
- (6) "College and career readiness target" means the target established by the board for which a school receives full credit within the applicable indicator.
- (7) "College credit" means credit awarded by a regionally accredited post-secondary institution in an approved liberal arts or career or technical education dual credit course verifiable by a transcript.

- (8) “Five year graduation rate” means the graduation rate calculated under IC 20-26-13-10.2.
- (9) “Four year graduation rate” means the graduation rate calculated under IC 20-26-13-10.
- (10) “Graduation qualifying examination passing rate” means the percentage of graduates in the school year being assessed who have passed all subjects required by IC 20-32-4-1.
- (11) “Graduation rate” has the meaning set forth in IC 20-26-13-6.
- (12) “Industry certification” means a certificate or credential that is:
  - (A) developed or supported by industry to verify student mastery of technical skills competencies in an occupational area; and
  - (B) approved by the department of workforce development.
- (13) “International Baccalaureate exam” or “IB exam” has the meaning set forth in 511 IAC 6.2-6-0.5.
- (14) “School year” has the meaning set forth in IC 20-18-2-17.  
*(Indiana State Board of Education; 511 IAC 6.3-1-1)*

**511 IAC 6.2-1-2 Adult high school grade**

**Authority:** IC 20-19-2-8; IC 20-31-8-5.2; IC 20-31-8-5.4

**Affected:** IC 20-19-2-14.5; IC 20-26-13

- Sec. 2. (a) An adult high school’s grade shall be the sum of its weighted graduation calculation score and its weighted college and career readiness score.
- (b) In the first year of operation, the graduation calculation score shall be weighted as twenty percent (20%) of the overall score. The college and career readiness score shall be weighted as eighty percent (80%) of the overall score.
  - (c) In the second and subsequent years the graduation calculation score shall be weighted as forty percent (40%) of the overall score. The college and career readiness score shall be weighted as sixty percent (60%) of the overall score.
- (Indiana State Board of Education; 511 IAC 6.3-1-2)*

**511 IAC 6.3-1-3 Graduation Calculation**

**Authority:** IC 20-19-2-8; IC 20-31-8-5.2; IC 20-31-8-5.4

**Affected:** IC 20-24-7-13; IC 20-26-13

Sec. 3 (a) The graduation calculation shall be comprised of:

- (1) the graduation to enrollment percentage of the school year being assessed;
- (2) the graduation rate; and

(3) the graduation qualifying exam passing rate.

(b) To obtain a graduation calculation, a school must have at least ten (10) students graduate in the school year being assessed. If a school has fewer than ten (10) graduates in the school year being assessed, then the school's grade shall be based on the current graduates aggregated with each immediately preceding year's graduates until a cohort of at least ten (10) graduates is reached.

(c) The graduation to enrollment percentage is a fraction expressed as a percentage, the denominator of which is the school's within-year-average number of students reported for purposes of under IC 20-24-7-13(b)(1), the numerator of which is the number of students who graduated during the school year and reported by August 1<sup>st</sup> to the Department of Education, the quotient of which shall be multiplied by four (4).

Commented [A1]: Technical change

Commented [A2]: Technical change

(1) The graduation to enrollment percentage shall be weighted as ninety percent (90%) of the overall graduation calculation.

(2) The maximum graduation to enrollment percentage score is one hundred (100) points.

~~(2)~~(3) The graduation to enrollment percentage shall be published with the traditional school graduation rate.

Commented [A3]: Addresses public comment 8d.

(d) The graduation rate shall be determined as follows:

(1) STEP ONE Calculate the five year graduation rate for the cohort immediately preceding the prior year cohort.

(2) STEP TWO: Subtract the four year graduation rate for the cohort immediately preceding the prior year cohort from the number determined under STEP ONE ~~from the four year graduation rate for the cohort immediately preceding the prior year cohort.~~

Commented [A4]: Technical change

(3) STEP THREE: Add the number determined under STEP TWO to the four year graduation rate from the prior year cohort.

(e) The graduation rate shall be weighted as ten percent (10%) of the overall graduation calculation.

(f) A school's final graduation calculation score shall be:

(1) the sum of the weighted percentages for graduation to enrollment and graduation rate, multiplied by

(2) the graduation qualifying examination passing rate as follows:

(A) If the graduation qualifying examination passing rate is at least ninety percent (90%), multiply by one (1).

(B) If the graduation qualifying examination passing rate is below ninety percent (90%), multiply by the actual percent passing.

*(Indiana State Board of Education; 511 LAC 6.3-1-3)*

**Authority:** IC 20-19-2-8; IC 20-31-8-5.2; IC 20-31-8-5.4

**Affected:** IC 20-19-2-14.5; IC 20-26-13

Sec 4. (a) The college and career readiness score shall be the result of multiplying:

- (1) the college and career achievement rate;
- (2) the college and career readiness factor; and
- (3) one hundred (100).

(b) ~~The All~~ graduates in the school year being assessed shall be used in determining an adult high school's college and career readiness score.

**Commented [A5]:** Technical change

(c) To obtain a college and career readiness score, a school must have at least ten (10) students graduate in the school year being assessed. If a school has fewer than ten (10) graduates in the school year being assessed, then the school's grade shall be based on the current graduates aggregated with each immediately preceding year's graduates until a cohort of at least ten (10) graduates is reached.

(d) A school's college and career readiness rate shall be based on the percentage of ~~all~~ graduates in the school year being assessed who accomplished any of the following:

**Commented [A6]:** technical

- (1) passed an AP exam with a score of 3, 4, or 5;
- (2) passed an IB exam with a score of 4, 5, 6, or 7;
- (3) earned three (3) college credits as defined by 511 IAC 6.2-6-0.5;
- (4) obtained an industry certification.

(5) Any other benchmarks approved by the board and ~~published-published with the same process in 6.2-10-2 in accordance with 511 IAC 6.2-6-4~~

**Commented [A7]:** Technical change

(e) The college and career readiness target is eighty percent (80%).

(f) The college and career readiness factor shall be one hundred (100) divided the college and career readiness target.

(g) The maximum college and career readiness achievement score is one hundred (100) points.

*(Indiana State Board of Education; 511 IAC 6.3-1-4)*

#### **511 IAC 6.3-1-5 Final accountability grade calculations**

**Authority:** IC 20-19-2-8; IC 20-31-8-5.2; IC 20-31-8-5.4

**Affected:** IC 20-26-13

Sec. 5 (a) The final score shall be based upon the sum of the graduation calculation

and college and career readiness score weighted in section 3 of this rule

(b) The final adult high school grade is assigned in accordance with the following scale:

90%-100% = A

80%-89.9% = B

70%-79.9% = C

60%-69.9% = D

0.00%- 59.9% = F

~~(c) The final scores shall be released to the schools at the same time as the release of accountability results for the traditional schools pursuant to 511 IAC 6.2-10.~~

~~(1) The timelines for release shall be the same as traditional schools with accountability grades calculated pursuant to 511 IAC 6.2-10 for both audit review and final release.~~

~~(2) The only exception shall be where the traditional grades calculated pursuant to 511 IAC 6.2-10 must be delayed beyond October 1; in which case the Adult High School grades must be issued during the normal fall release time frame.~~

~~(d) The same audit and appeals provisions as identified for applied to traditional schools with accountability grades calculated pursuant to 511 IAC 6.2-10 shall also be followed applied to adult high schools, with the exception of confirming graduates from the school year being assessed and graduation rate. Both shall be available for audit during initial release of accountability results audit window.~~

Commented [A8]: Comments 8a and 8c

*(Indiana State Board of Education; 511 IAC 6.3-1-5)*

#### **511 IAC 6.3-1-6 Other applicable configurations**

**Authority: IC 20-19-2-8; IC 20-31-8-5.2; IC 20-31-8-5.4**

**Affected: IC 22-4.1-18**

Sec. 6 (a) a school that is not an adult high school as that term is defined under this rule may elect application of this rule instead of 511 IAC 6.2-10 if the school meets the criteria in subsection (b) of this section.

(b) A school may elect application of this rule if the school:

- (1) grants diplomas; and
- (2) has a majority of students enrolled with the school that:
  - (A) belong to a graduation cohort that has already graduated; or
  - (B) are over the age of eighteen (18) years of age;

at the time the student was first enrolled at the school.

(c) A school that grants GEDs is not eligible to elect application of this rule.

*(Indiana State Board of Education; 511 LAC 6.3-1-6)*



# INDIANA STATE BOARD OF EDUCATION

**To:** SBOE  
**From:** Brian Murphy  
**Date:** September 9, 2015  
**RE:** LSA #14-508 – Public Comment Summary

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A public hearing was held for 14-508 on August 24, 2015, at 9:00 a.m., at the SBOE, 143 East West Market Street, Conference Room 118. There were six attendees who made comments: Scott Bess, Shatoya Jordan, Carey Dahncke, Emily Masengale, Michelle McKeown, and Jeff Hoover. The comments are summarized below.

1) Scott Bess- Goodwill Education

The most important part of the rule is an alignment between the rule and what the expected outcomes of the schools are. He stated that the SBOE must look to the purpose of adult high schools, which is to allow people to get a quality diploma who were not able to earn one the first time. The rule generally does that, he added.

Mr. Bess continued that there are a few details the SBOE will have to figure out. First, he explained that certifications can vary somewhat from location to location and it will be important to have the most current list of certifications, and also that the most important certifications for different reasons make it onto the list. He said the rule incentivizes graduating as many people as possible with a quality diploma. He stated that in this case we have alignment between the proposed rule and the goals of the schools.

**SBOE: Discussions with the Department of Workforce Development are helping to address the request for regional certifications. No change to the rule is being made.**

2) Shatoya Jordan – Excel Center

Ms. Jordan stated that she is excited about being held accountable for their graduates, and increasing the quality and quantity of their graduates. She commented on the successes of her school. She also said she appreciated the rule helping first year schools.

3) Carey Dahncke – Christel House

Mr. Dahncke said they do have some concern with how the metrics are laid out, specifically regarding the cohorts. He said as a dropout recovery school that enrolls people over the age of

18, or people under the age of 18 that are likely to age out before they graduate, it is unlikely that they will fit into a traditional cohort.

Mr. Dahncke specifically addressed the metric that looks to have a quarter of students graduate based on the enrollment – he said the target being set too high is a concern. Mr. Dahncke said Carmel Clay School would not have met that measurement. He added that Signature and Herron High Schools, top charter high schools, also would not have met that metric. He said applying that metric to an adult dropout recovery school seems too aggressive. Mr. Dahncke also recommended looking at the weighting for initial placement based on that metric so that there is greater accountability placed on graduates and the quality of the graduate – he said this part of the metric is much needed.

**SBOE: This requested change is not being made. The understanding is that the majority of these students enter the adult high schools already with some credits towards graduation. The goal is that they actually complete in 2 or 3 years. The metric of one quarter of those enrolled graduating, is actually lower than what should be expected, and is thus already a conservative metric.**

4) Emily Masengale- Christel House DORS

Passed.

5) Dr. Michelle McKeown- General Counsel and Interim Executive Director to the Indiana Charter School Board

Ms. McKeown stated that the ICSB supports the rule because it enables a reasonable measure for schools that serve this population in which the traditional cohort measure seen in the existing A-F metric is not a meaningful measure to capture the educational experiences of these students.

6) Jeff Hoover – Lafayette Excel Center

Mr. Hoover stated that the certification and CCR parts play a huge part for them at the building level. He stated that what he admires most about GEI is the ‘what comes next part.’ He continued that the certifications provide opportunity for employment. Mr. Hoover added that one of the things he hopes for is the flexibility of allowing different regions to be able to focus on different certifications. He then gave an example of the importance of the forklift operator certification in his region.

**SBOE: Discussions with the Department of Workforce Development are helping to address the request for regional certifications. No change to the rule is being made.**

Staff also receive written comments:

7) Dr. Michelle McKeown - General Counsel and Interim Executive Director to the Indiana Charter School Board

The Indiana Charter School Board supports the proposed rule language in LSA Document 14-508. Given the limitations and inapplicability of the traditional cohort calculation for graduation rate, this rule is not only appropriate but also necessary to reasonably assess the performance of adult high schools. Moreover, the Indiana Charter School Board strongly supports the increased emphasis of college and career readiness measures given this school model for adults.

8) Dan Scott – Goodwill

**a. The grade must reflect the previous school year (i.e. the Fall 2016 grade must reflect graduates from the 2014-15 SY)**

- The good news is that I do not believe it is necessary to submit a comment over this since the rule twice references - both in "Graduates" and "CCR" - that graduates from "the school year being assessed" must be used in the calculations.

**b. The release of the Adult HS A-F**

- I would request language be added that required DOE to release the Adult HS accountability grades at the same time that traditional school grades are released except for in cases where the traditional grades must be delayed beyond October 1; in which case the Adult High School grade must be issued during the normal fall release time frame.
- Justification #1 - this will ensure the timely release of the Adult High School accountability grades
- Justification #2 - this rule replaces the traditional A-F model but the grade issued carries the same weight and therefore should be released and published at the same time as the traditional grades

**SBOE: This addition is being made.**

**c. Establish Cohort Appeal Process**

- Request that adult high schools be able to appeal, during the A-F appeal window, their cohort in cases DOE incorrectly included out-of-cohort students in the cohorts used during the issuing of that year's A-F grade.

- Justification #1 - currently DOE allows schools to only appeal any part of their graduation rate during a (shifting) window just prior to the release of graduation rates. DOE currently (incorrectly) reassigns students that pre-date the cohort system into an "active" cohort. This would also create a standard appeal window to fix this issue.
- Justification #2 - adult high schools must be able to appeal during the A-F window to avoid having to file hundreds appeals each graduation rate appeal window, thus wasting countless hours correcting an ongoing DOE error, when the inclusion of those students may or may not have an overall impact on the school's grade.

**SBOE: This change is being made.**

- d. Establish language that DOE must publish, alongside traditional school, adult high school Graduation Rates (graduate to enrollment rate)**
  - Justification - this "graduation rate" comprises 90% a school's graduation score under accountability and therefore should be published wherever traditional school graduate rates are published and made readily available.

**SBOE: This change is being made.**

- e. Create a process where the various Regional Work Councils (RWCs) can add to the standard 'approved certification list' any industry certification that may not meet the overall standards of the list statewide but that the RWCs feel are appropriate in their individual regions**

**SBOE: Discussions with the Department of Workforce Development are helping to address the request for regional certifications, therefore it is not specifically being added to the rule.**

- f. Create a process to allow a school to appeal the State Board of Education directly to have an additional certification count towards a student's CCR requirement outside of DWD and Regional Works Councils**

**SBOE: A formal appeals process wherein a school may appeal to the SBOE that the model does not fit the specific school would allow for this form of appeal to be made. No specific change to the rule is necessary.**

- g. Require DWD to send the individual schools their list of students - annually and prior to the calculation of A-F grades - that have earned an approved industry certification, and therefore satisfy their CCR requirement, according to DWD records**

- Justification: This will allow schools to verify that a student met the requirement prior to the preliminary release of the A-F accountability grades

SBOE: Discussions as to be whether this request is feasible will be had with DWD. No change to the rule is necessary.

**h. Create an appeal process for any student omitted from the DWD industry certification student list that the school believes is in error**

- Justification #1 - this allows schools to correct (or add to) the DWD list in cases where a vendor may have failed to provide the necessary information to DWD
- Justification #2 - this ensures the most accurate and all-encompassing industry certification list possible

SBOE: This is part of the audit process that will allow schools to confirm their students and data. No change to the rule is necessary.