

DEVELOPMENT OF A FORMULA
FOR FUNDING SPECIAL EDUCATION IN
RESERVE SCHOOLS IN SASKATCHEWAN

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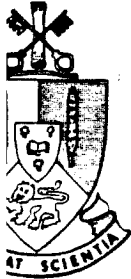
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Development of a Formula for Funding Special Education in Reserve Schools
 in Saskatchewan

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ABSTRACT

This study was designed to investigate concerns with respect to the delivery of special education services in reserve schools, to identify the special needs of children attending these schools, and to study means of identifying and assessing children with special needs. The information obtained was used to develop a special education funding formula which would be more sensitive and responsive to the specific needs of Indian students in schools on reserves in Saskatchewan.

The study which was an exploratory field study involved two or more days of intensive discussion between the researcher and various groups of people on each of six reserves. At the conclusion of the study, a committee comprised of representatives of each band met with the researcher to review the findings and to make recommendations.

The study addressed three main areas of concern-- the identification and assessment of special education students, the special needs of students in reserve schools, and funding arrangements. Results indicated that current procedures for identifying and assessing special education students are vague, costly, and

time-consuming. As well, bands do not have easy access to the qualified personnel to do the identification and/or testing. It was also discovered that large numbers of students in reserve schools are handicapped because they are severely disadvantaged, seriously age-grade misplaced, and/or severely emotionally deprived. These categories of handicap, although not recognized by the the special education funding formulas, do interfere with the academic achievement and success of the students. Bands are experiencing problems with the current funding arrangements. Inadequacy of funds to cover the costs of delivering appropriate programming, lack of firm policies and procedures for accessing and allocating funds or to direct the process of delivering funds to the band level, and ineffective systems at the band level for administering special education funds are the chief problems.

It was recommended that the funding formula should consist of three components--a low cost component to offset the costs of programming for the mildly to moderately handicapped; a special needs component to cover the costs of programming required beyond what is provided through the low cost component; a support services component to cover the costs of education psychologists, classroom consultants, speech therapists, and other consultant services. As well, it was stressed

that for such a formula to be truly functional,
well-defined policies and procedures would have to be
developed and implemented.

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CHAPTER 1

Introduction

The Statement of the Problem

Throughout the past twenty years, special education has become an issue of growing concern to educators, policymakers and legislators throughout the developed countries of the world as well as in many of the underdeveloped countries (Hartman, 1980). As a result of legislation mandating them to provide appropriate educational programs and services to all handicapped children, educational agencies have increased their programmatic commitments to special education. These commitments have resulted in the need for much larger sums of money to develop and support special education programs and services. Of major concern to most educational agencies is the proportion of federal and state aid to cover the costs of federally and state mandated programs (Kakalik, 1978; Vasa & Wendel, 1982).

However, in Canada, by virtue of the treaties signed with Indian bands, the education of Indian children residing on reserve land has remained a responsibility of the federal government. The issue then is not what portion of the education costs will be covered by the government, but is one of how to provide an adequate

education with the sum of money allocated. Pressure is being placed upon Indian Northern Affairs Canada (INAC) by educators and parents to increase the funding of education for Indian children attending reserve schools to allow for better programming and services (de Gosztonyi, 1986).

Currently in Saskatchewan, funding for the education of Indian children living on reserves is provided in one of three ways. The education of students attending provincial schools is covered through tuition and capital contribution agreements between INAC and the local board. For the federal schools on reserves, the money is channelled through a district office which pays some of the education costs directly and, through a contribution-to-bands agreement, turns money for the remaining education programs over to the band council administration which then is responsible for covering the costs of these programs. Increasingly, by way of encouraging local autonomy, more and more program costs are covered through contribution-to-band agreements. In the case of band-operated schools, money for all educational programs and services is turned over to the band council administration through contribution-to-bands agreements for use at the discretion of the band council.

Legislation for the mandatory provision of special education programs in provincial schools was introduced in Saskatchewan in 1972. In 1979, the Education Act expanded

on this legislation and developed specific regulations for the provision of "education services appropriate to the needs of individual students regardless of the type or severity of handicapping conditions" (Kirby, 1985).

Because Indian students attending provincial schools were entitled to special education services as outlined by the Department of Education, INAC was obligated to cover the costs of these services. This resulted in the expectation by parents, band councils and teachers on reserves that the same services should be made available to students attending schools on the reserves.

Accordingly in 1984, some money for special education in band and federal schools was made available through a Treasury Board decision (Treasury Board Minute 794087, 1984). However, a comparison of the monies expended per pupil in 1984 revealed that there were significant inconsistencies in funding levels for special education among the three types of schools (Kirby, 1985). Unit cost in excess of basic instructional costs in provincial schools was \$2,708 as compared to \$1,995 in band-operated schools and \$619 in federal schools. As well, in the area of support services, whereas the Saskatchewan Department of Education provided one professional special education staff for every 3,864 students, INAC had only one professional education staff for the total number of 7,821 students in the Saskatchewan region. Of significance, as

well, is the fact that because the provincial system has a much larger student base (204,771 students in 1984) than the INAC system (7,821 in 1984), it is able to take advantage of economies of scale whereas INAC can not.

These inconsistencies had a serious impact on reserve schools and on Saskatchewan Region INAC. Because of the provincially mandated, highly visible and seemingly effective special education programs offered to Indian students attending the provincial schools, parents expected similar programs and services to be offered at the reserve schools. However, although it was generally understood that INAC would provide sufficient support to meet the costs of education, few guidelines existed to determine what the costs of special education should be. As a consequence, money released from Treasury Board to cover the costs of special education in reserve schools was grossly inadequate (Kirby, 1985).

The result was that program requirements were not being met in the reserve schools. The development of programs specific to the needs of handicapped children was restricted because of limited resources. In some instances, regular instruction funds were being used to supplement special education funds. Because there was no comprehensive approach to diagnosis and assessment, large numbers of children requiring special education were not being identified and the possibility existed that many

children were diagnosed incorrectly and subsequently placed in inappropriate programs. Very few support services were being offered to teachers who were attempting to cope with the many students with special needs. It would seem probable that parents of students with special needs would begin to believe that their children would be better served if they sent them to provincial schools.

On April 25, 1985, in a presentation to the Education and Planning Committee of INAC in Ottawa, the Regional Director of Education for the Saskatchewan Region proposed the establishment of the following basic principles which must be established by the federal government in order to guarantee the delivery of an effective special education program:

1. Access to appropriate special education programming is a basic right of all students with special needs.

2. The resources required to permit students to have full access to this basic right must be recognized as a legitimate and integral part of the mandatory program support provided through the data base process (Kirby, 1985, p. 15).

In keeping with these principles, two recommendations were made.

1. Specific policy needs to be developed respecting the provision and development of special education services in band operated and federal schools.

- policy must clearly incorporate special education programming as a legitimate part of the data base process.
- policy would permit the provision of special education resources without the need for specific Treasury Board approval of the program requirements.
- policy should clearly define the categories of students for whom support is available and within a broad framework define the type and range of services which will be supported.

2. A complete review of the data base approach to special education resource identification needs to be initiated.

Some preliminary steps have been taken respecting the coding of expenditures related to the education of disabled children; however, much more work needs to be done.

- all costs related to special education should be consolidated in related service

codes.

- specific guidelines for substantiation of costs need to be developed.
- appropriate staffing ratios must be established and used as a guide in determining resource requirements. (Kirby, 1985, pp. 15, 16)

Subsequently, additional money for special education was made available. However, policy and guidelines were still not in place.

For the school year, 1986-87, money has been made available to reserve schools for special education at the rate of \$200 per child on the nominal roll plus \$1,700 (federal schools) and \$4,000 (band-operated schools) for each child identified as high cost according to the provincial categories. But there are still many problems, and parents and educators are highly dissatisfied (E. Belt, personal communication, October 17, 1986).

Identification procedures are haphazard and the assessment process is not as sophisticated as that used by the province. Many children who require special programming do not fit the categories designated by the province for funding purposes, but, in an attempt to access money to provide for their needs, these children are being labelled as disabled and, in some cases, are provided with inappropriate programming. According to the

Education Act for the Province of Saskatchewan, a pupil with a disability is defined as unable to participate at an optimal level in a regular program by reason of personal limitations. Many Indian students who are not achieving well in school do not suffer such a disability. Rather they can be classified as disadvantaged by virtue of their socio-economic status, high rates of mobility, cultural differences and/or use of English as a second language (E. de Gosztonyi, personal communication, October 3, 1986).

Budgeting and accounting procedures are not well defined in many instances so that boards and educators are not aware of money that should be ear-marked for special education. Because there are no set policies in place so that one could anticipate the amount of money that could be expected, boards and educators have found it impossible to plan ahead. As well, the lack of set procedures for accessing, distributing, and using special education money has meant that often submissions for special education funding are not received in time for processing, submissions have not been made in an acceptable format for processing, and program administrators have no way of knowing whether their submissions were accepted or when the money can be expected or how they can access the money at the school level.

It is evident that there is a tremendous need for

special education policies to be developed that will ensure special education services on a par with the Province and that will be easily communicated to all of the bands and educators on the reserves. As well there is a need for a special education funding formula that will be sensitive to the special needs of children in the reserve schools. Until such time as well-defined policies are developed and a more responsive funding formula devised, the children with special needs in the reserve schools will not likely be afforded an appropriate and equitable education.

This study was designed to investigate the concerns of parents, teachers, band councils, and INAC officials with respect to the delivery of special education services in the reserve schools, to identify the special needs of the children attending the reserve schools for whom special funding may be required, and to look at means of identifying and assessing children with special needs. This information was used to develop a special education funding formula which should be more sensitive and responsive to the specific needs of Indian students in schools on reserves in Saskatchewan.

One of the problems with technical change is its lack of sensitivity to the social aspects of this change (Lawrence, 1969). Although the change may be realistic, rationally defensible, and based on sound objective data,

it will fail or quite possibly be less than effective if the people who have to implement the change resist it or are indifferent to it. What must happen to guarantee its effective implementation is that those responsible for initiating the change must consider the subjective data surrounding the issue--the feelings, attitudes, and traditions of the people most to be affected by the change (Lucas, 1982).

In this particular case of developing a special education funding formula for schools on reserves, it would be possible to develop a funding formula that would be rationally and technically defensible. However, it would also be possible for such a formula to fail drastically at the implementation stages because the people at the local level (band council administration and educators) using and affected by the formula view it as threatening.

To avoid such an occurrence, the approach used in this study was one of (a) consulting the literature and current INAC policy for the technical information and objective data that are essential for the task at hand, and (b) consulting the people at the reserve level for the subjective information that was critical to this issue as well as for their perceptions of what is wrong with the current system and their opinions of how the system could be improved. The literature review was useful (a) in

providing insights into the policy issues that must be dealt with in devising functional formulas; (b) in describing funding models or formulas that have been used, the impact of such models on the outcomes of the programs involved, and the strengths and weaknesses of the various models; (c) in suggesting criteria that can be used in assessing formulas. As well, the literature review provided the necessary insights into assessing and providing for special education needs. The people who were consulted at the reserve level were those who had been or were being affected in some way by the current funding system, who had the task of delivering special education, or who were dealing with the realities of the current funding arrangements and its concomitant effects upon the delivery of special education. Their involvement served to demonstrate a respect for the knowledge and skills they possess. Feeling that their knowledge was valued served as motivation for them not only to consider, seriously and thoughtfully, possible solutions, but also to be more heavily committed to making the agreed upon solutions work.

The study undertook to answer the following questions:

1. Identification and assessment of special education students
 - (a) Are the present procedures for designating

funding adequate?

- (b) Are the categories for high cost funding laid out by the Saskatchewan Department of Education suitable for Indian students in reserve schools? Are the instruments and criteria adequate? Are the categories comprehensive enough?

2. Special needs

- (a) What are the special needs of students in reserve schools that are not classified as special education needs but that do interfere with pupil achievement and success? What special needs categories could be identified?
- (b) Is there a need for a separate funding program for special needs as opposed to special education students? If so, should special needs identification be by school or by student?

3. Funding arrangements

- (a) What are the problems in funding currently being experienced at the reserve level?
- (b) To what extent should the funding categories be refined?
- (c) Should low-cost special education students be identified to allow funding on a case-by-case basis or should the provincial approach of working a standard per capita allocation to cover all low cost special education needs be

used?

- (d) How should special needs be funded--
categorically, a standard per capita allocation,
or resource-based?
- (e) How can the assessment, designation,
programming, funding sequence best be
operationalized?
- (f) Is there a need for special funding for shared
and support services; and if so, how should
these services be funded?
- (g) Should there be a distinction between one-time
and continuing expenditures on high-cost special
education?

Assumptions

1. The researcher would be granted permission to conduct this study on at least three reserves in each of three districts in the Saskatchewan region.
2. The researcher would be able to communicate effectively with the people to be interviewed.
3. The band councils on the reserves designated for the study would be sincerely concerned about and interested in the study and would be willing to cooperate fully so that a more effective delivery system can be effected.

4. Special education is an issue of great concern to educators, parents, and educational authorities at the local reserve level.

Limitations

1. The reliability and validity of the data collected through interviews were heavily dependent upon the trust relationship developed between the researcher and the persons being interviewed and upon their ability to communicate adequately and effectively with each other.
2. Owing to the intergovernmental nature of this issue and to the growth of Indian self-government, protocol demanded that, in some districts, education committees formed under the auspices of the District or Tribal Chiefs Organization would set out terms and conditions for the study. If these terms and conditions as set out by such a committee were unacceptable to the design of the study, that district would of necessity have to be deleted from the study.
3. Because the northern areas being researched cover a vast area and because conditions can vary a great deal from one band to another, and because the southern districts are excluded from the sample, it may be difficult to generalize the results or to

consider the results applicable to all reserve schools. There is a need to proceed case by case with the hope that findings may lead to conclusions that are generalizable for most federal and band-operated schools.

4. Because each band is sovereign, it may develop its own education act or may adapt or adopt for its use the act for Saskatchewan schools. Therefore, the staff makeup of each school as well as the title and makeup of the educational authorities (school board) does vary from school to school.
5. Because each band and district have been in the process of evolution from a state of complete dependence upon INAC for the delivery of education to a state of complete band autonomy over education, the concerns expressed by the people at the reserve level and the approaches used by the researcher may vary from one reserve to another.

Delimitations

1. Because the majority of the federal and band-operated schools on reserves in Saskatchewan are found in the three northern districts of the region, the sample was restricted to bands in these districts.
2. Because the study deals with special education in both band-operated and federal schools, an effort was

made to include both types of school in the study.

3. Because of the current emphasis on least restrictive placement of special education students, all teachers and para-professionals in each district were encouraged to take part in the questionnaire dealing with identification and programming.

Definitions of Terms

For the purpose of this study, the following definitions are used:

Age-grade misplacement. Number of years off from the normal age-grade placement if a child started grade one at age six.

Band. A body of Indians for whom Crown land has been set aside.

Band council. The elected council of a band consisting of a chief and, for every hundred band members, one councillor.

Band-operated school. A school funded by the federal government but controlled and operated by the band council.

Contribution-to-bands agreement. An agreement between INAC and a band council whereby, according to the terms and conditions of the agreement, INAC releases money for certain programs to the band council for the band council to administer.

Devolution. A process currently being followed by INAC whereby the powers and authority of the Minister of INAC are being passed on to the Indian band councils.

District. The divisions of INAC within a region. The Saskatchewan region has seven districts.

Education coordinator. A person employed by a band to coordinate all education activities of the band; usually synonymous with term director of education.

Federal school. A school operated by the federal government for Indian children residing on a reserve.

Indian. A person who, pursuant to the Indian Act, is registered (or entitled to be registered) as an Indian.

Nursery. A school class for Indian children of four years of age.

Pre-takeover preparation. A process of preparation, by the band, for taking over control of their education program.

Provincial school. A school under the authority of the Department of Education for the Province of Saskatchewan.

Region. INAC is organized into nine regions with headquarters in Ottawa. The boundaries of the regions conform to the Provinces and the Territories with the four Maritime Provinces forming one region.

Reserve school. A school situated on an Indian reserve and funded by INAC for the education of Indian children-- included are both federal schools and band-operated schools.

Reserve. A tract of Crown land set aside for the use of an Indian band.

School (education) staff. Personnel employed by education funds to assist in delivery of education to the students.

Special education personnel. Personnel employed or contracted to deliver special education and special education services.

CHAPTER 2

Literature Review

There have been sweeping changes in the field of special education within the past decade. Recent legislation in the United States, the United Kingdom, and in the provinces of Canada has changed the concept of special education and has greatly increased the expectations of society in terms of education for handicapped children. Among these expectations are (a) the right of all children to an appropriate education at public expense, (b) the right to education in the least restrictive environment, (c) the right to ongoing assessment, (d) the right to an individualized education program, and (e) the right to appeal decisions as to assessments and placements of handicapped children (Edgar & Hayden, 1984; Wilson, 1983).

Costs have escalated as a result of these changes. In May, 1980, Dr. William Schipper of the National Association of State Directors of Special Education made the claim that "State funding of special education programs is now the largest and most rapidly growing element of state categorical financial assistance to local schools" (Schipper, p. 288). Schipper claimed that within the span of a generation, aid for special education in the United States had increased from a total of less than \$200

since 1975, state funding for special education had increased an average of 14.3% annually. A study commissioned by the Rand Corporation and completed in 1981 found that in 1977-78 the total nationwide expenditure for special education was over \$7 billion and in 1980-81 was over \$10 billion (NASBE, 1983).

Likewise, in Saskatchewan, as throughout all of Canada, special education services for handicapped children went through a period of rapid growth following World War II (Dahl, 1984). An amendment to section 122 of the Education Act in 1972 made Saskatchewan one of the first provinces in Canada to mandate educational services to all children including the handicapped. Steps were taken "to develop a system whereby the costs associated with educating handicapped pupils be included in school division budgets in such a way as to ensure appropriate department involvement in funding the costs associated with this change" (Dahl, 1984, p. 2). By 1975, the Department of Education had in place funding schedules for high-cost and low-cost special education. In 1978, the Department of Education recognized learning disabilities as a discrete category of severe handicap. This initiated the development of a service delivery model which addressed the needs of children who were learning disabled. As a result, there was a rapid increase in the number of children identified as requiring special

education services. Using data from the annual reports of the Department of Education in Saskatchewan, Dahl (1984) reported that the recognized expenditures for high-cost students rose from \$7,120,000 in 1978 to \$25,926,000 in 1984. The percentage increase in total special education expenditures in 1979 over the preceeding year was 1.18% as compared to 33.95% in 1984, while the percentage increase in total education expenditure in 1978 over the preceding year was 9.98% as compared to 5.6% in 1984.

As costs have escalated so have concerns over the capability of governments to fulfill their obligations as mandated by legislation. These concerns range from the problems involved in the identification of handicapped children to the problems involved in providing adequate and appropriate programming to the problems involved in funding. Moore et al., (1982), in their handbook for policymakers, identified a set of issues common to the special education policies of every state. These issues were:

- . defining student eligibility for special education,
- . establishing the range of appropriate services,
- . determining the costs of special education,
- . developing funding sources for special education,
- . instituting formulas for distributing special

education funds. (Moore, Walker, & Holland, 1982, p. 3)

Although specifically drawn from the context of the federal and state governments within the United States, these issues can be applied to the context of providing special education to Indian children in reserve schools in Saskatchewan. Because INAC has a policy of full state assumption of the costs of Indian education in the reserve schools, the issue of developing funding sources for special education will not be addressed in this literature review.

The areas researched in the literature deal specifically with (a) the delivery of special education in Saskatchewan, (b) the definition of eligibility of students for special education, (c) the establishment of a range of appropriate services, (d) the determination of the costs of special education, (e) the structure of special education funds, and (f) the development of an appropriate special education funding formula. As well, two models of special education financing will be studied for their applicability to the financing of special education in reserve schools.

Special Education Legislation in Saskatchewan

Because this study deals with the education of Indian children in reserve schools in Saskatchewan, it is

important to know how special education is defined and delivered in the province of Saskatchewan. The Department of Education has taken the philosophical position that:

In a province that is dedicated to maximum self-realization of all of its citizens, handicapped persons must be provided educational opportunities so that they may become productive members of society and live meaningful and self-fulfilling lives. To accomplish this goal, commitments to certain concepts must permeate educational planning for the handicapped...(Saskatchewan Education, 1982, p. 1)

Briefly, these commitments include (a) education or training of all handicapped children, (b) provision of competent, trained, professional personnel, (c) early intervention, (d) recognition of the varying degrees of handicap, (e) education in the least restrictive environment, (f) ensuring that the education of handicapped children provides for affective development as well as for physical education, recreation, and aesthetics, (g) provision of vocational and occupational skill training, and (h) recognition of the dangers of overrepresentation of minority and low socio-economic status groups in special education classes. The policies and regulations covering the delivery of special education are based on this philosophical position (Saskatchewan Education, 1982).

Currently the province of Saskatchewan supports special education through two basic funding schedules: (a) high-cost funding for the moderately to severely handicapped, and (b) low-cost funding for the mildly to moderately handicapped. For a child to receive the benefit of high-cost funding in Saskatchewan, there must be an assessment done by qualified personnel and the child must be placed in any of the high-cost categories prescribed by the Department of Education in its regulations. The eight categories of children eligible for high-cost funding are listed in sec. 4.1 of the regulations as (a) visually impaired, (b) hearing impaired, (c) trainable mentally retarded, (d) learning disabled, (e) orthopedically handicapped, (f) chronically health impaired, (g) socially-emotionally (behaviorally) handicapped, and (h) multiple handicapped (Saskatchewan Education, 1982).

Low-cost funding is provided through a funding schedule based upon the total number of students enrolled in the school. This is intended to provide services for the (a) mildly mentally handicapped, (b) moderately physically disabled (partially sighted, hard of hearing, speech disabilities, orthopedically handicapped), and (c) moderately socially-emotionally handicapped, and (d) moderately learning disabled (Saskatchewan Education, 1982).

Identification of Special Education Students

The Debate over Classification

There has been a growing debate over the classification of children for special education purposes. Some authorities do not agree with the concept of classifying children arguing that:

1. Too much emphasis is placed on trying to describe a child's disability and not enough on trying to find ways of helping the child learn to cope with his disability (Wedell, 1983). Although tests used to diagnose disabilities have become more refined, there has not been a comparable rise in the number of handicapped children who have to overcome their disabilities.

2. Most children with mild or moderate learning disabilities respond equally well to direct teacher-paced instruction in small groups. Therefore, it would be better to merge the categories and provide funding for general compensatory and remedial programs (Finn & Resnick, 1984; Reschly, 1984).

3. Categorizing or labelling students usually has a negative effect on their self-concept. As well, educators tend to reduce their expectations of children who have been labelled, so that they do not achieve their potential (Messick, 1984).

4. Except in cases of severe handicap, currently-used tests do not discriminate well or clearly identify the disability. Especially in the case of minority or low socio-economic status groups, there is a danger of misclassification resulting in an over-representation of these groups in special education (Messick, 1984)

5. It is not easy to remove a label. Occasionally children have been misclassified, labelled, and entered into the special education stream. Even if the error in classification has been detected, replacement of such children into the regular stream is difficult without there being an accompanying deficit in both self-esteem and achievement (Hobbs, 1975).

However, there are those who favour the testing of handicapped children for the purpose of categorization. Their arguments are as follows:

1. Thorough testing must be performed on handicapped children so that their unique strengths and weaknesses can be identified. Only with detailed knowledge about a child's learning disability can a specific instructional technique be developed that will allow the strengths of the child to compensate for the weaknesses (Snow, 1984).

2. Handicapped children are not well-served in the regular classroom. Additionally, the education of the normal or nonhandicapped children will suffer if

handicapped children are kept in the regular classroom. This idea is strongly supported by regular classroom teachers who wish to delimit the scope of their role in serving handicapped children (Edgar & Hayden, 1984).

In the Province of Saskatchewan, testing of the severely handicapped is required to prove eligibility for high cost funding. However, testing for funding purposes of the mildly to moderately handicapped is not required. The position that the Province of Saskatchewan has taken with respect to a standard input of low-cost funding is expressed in the following objectives of low-cost funding:

1. To provide a constant source of financial recognition that will enable school systems to engage in long-term planning of services without dependence on variation in annual estimates of incidence rates.
2. To acknowledge the unreliability that sometimes exists in approaches to identifying the mildly to moderately handicapped child.
3. To encourage the provision of a continuum of services for all children without prescribing specific school organizational arrangements for all school systems in the province. Many children who do not reach the degree of handicap specified for recognition under high-cost funding nonetheless require special provision

intermediate between mainstream education and high-cost provision. (Saskatchewan Education, 1982, p. 28)

Current policy in Saskatchewan, as cited in Special Education: A Manual of Legislation, Regulations, Policies and Guidelines does state that, for programming purposes, children who may be considered at risk handicapped should be identified. School systems are expected to conduct an annual survey to identify such children. Although this survey is usually dependent upon the subjective appraisal of the teachers, it is recommended that use be made of "normative-referred, group standardized test results whenever appropriate" (Saskatchewan Education, 1982, p. 24). As a result of the screening of the at risk population, all children identified as handicapped require "an individual assessment to determine the nature and degree of their handicap and requirements for special programming" (Saskatchewan Education, 1982, p. 25). In making these assessments, schools are encouraged to enlist the assistance of doctors, psychologists, audiologists, and various other specialists. Because funding for such students is not contingent upon identification, it is quite possible that these procedures as laid out in the manual may not be strictly adhered to.

Although it is assumed that students would have to be tested for the purpose of providing appropriate

programming consistent with their individual strengths and weaknesses, no procedures have been implemented at a provincial level whereby schools can be held accountable for having such a testing program in place. INAC funding of low-cost special education for the year 1985-86 was in the form of a standard rate per child enrolled in the school (J. Hurnard, personal communication, November 28, 1986). This is in keeping with the provincial objective to provide a degree of financial support that will enable schools to provide special education services to the mildly to moderately handicapped.

Problems of Overrepresentation

Overrepresentation of minority groups. A major problem today in Saskatchewan is the overrepresentation of Indian children in special education classes. A recent evaluation of the special education programs offered in Lestock revealed that almost 40% of the Indian students enrolled in the Lestock School were enrolled in special education classes (Muskowekwan Band Government, 1986). The Department of Education in Saskatchewan has recognized the danger of minority over-representation in special education:

It must be recognized that minority and/or low socio-economic status presents a special set of problems in planning the education of children. Care

must be taken to ensure that children from these populations are not misassigned to special education because appropriate educational alternatives are not available for them within the educational mainstream. (Saskatchewan Education, 1982, p. 2)

For many years, attempts have been made to discover the causes of the overrepresentation of minority groups and people of low socio-economic status in special education classes (Maheady, Algozzine & Ysseldykel, 1984). Many people support the claim that children of minority and low socio-economic status groups are unable to perform well on tests designed for white, middle-class children because of their cultural backgrounds, values, and experiences. Mercer (1972) took the position that IQ measures should not be used alone for classification purposes. In a study of Anglos, blacks, and Chicanos with IQ's below 70, she discovered that on a test of adaptive behavior, all of the Anglos scored in the lowest 3%, but only 9% of the blacks and 40% of the Chicanos scored in the lowest 3%. This study points out very clearly the dangers of overrepresentation if only the IQ test is used. Mercer suggests adopting a pluralistic assessment approach which would "base its labels of retardation on four types of information" (p. 96). These four types include: (a) a socio-cultural index or rating to determine the child's background; (b) an adaptive behavior rating to determine

home and neighbourhood functions, (c) an IQ test interpreted with standard norms to find out if the child can cope in the regular stream without extra help, and (d) the same IQ test interpreted with ethnic norms to determine the child's potential. Using this type of information, a more productive placement can be made.

A recent study on the use of the Weschsler Intelligence Scale for Children (WISC-R) with Indian children in British Columbia concluded that the cultural values of the Indian children may affect their "orientation toward speed and accuracy and verbal fluency" (Seyfort, Spreen, & Lahmer, 1980, p. 23). To overcome or minimize the test bias of standardized intelligence tests such as the WISC-R, researchers and educators have (a) developed culture-free, culture-fair, and culture-specific tests; (b) introduced the use of adoptive behavior scales with the intelligence tests; (c) used criterion-referenced measures; (d) developed local or special group norms; and (e) altered the procedures for testing. However, these efforts have made little impact upon the overrepresentation problems (Maheady et al., 1984).

Maheady, et al., (1984) recommend the use of a functional assessment perspective in dealing with the problem of overrepresentation. Their claim, predicated on the belief that environmental factors are the cause of

many academic and behavior difficulties, is that these children may not have had sufficient opportunity to learn. Before referring a child for assessment, there should be an assessment of the instruction being provided to the child. Specifically, the amount of direct instruction time and the level of the instruction should be determined. A child should be referred for assessment only if it has been established that the child has had the benefit of sufficient instruction at the appropriate level. A study conducted by the University of Western Ontario into the delivery of special education for Indian children in Western Ontario came to a similar conclusion and recommended that "Only when overall programming is of a high calibre, can it be determined that certain children are different enough from their peers to be considered exceptional, and classified as special education candidates" (University of Western Ontario, 1985). These two studies suggest that the overrepresentation of Indian children in special education classes is symptomatic of the inability of many teachers to "effectively teach large numbers of minority (primarily low socio-economic status) students in regular classrooms" (Maheady et al., 1984, p. 14). Such a suggestion may be well worth considering.

Overrepresentation of low socio-economic groups. As indicated above, the overrepresentation of minority groups in special education is little different from the

overrepresentation of children from a low socio-economic background in special education (Maheady et al., 1984; Tatum, 1980; University of Western Ontario, 1985). Tatum (1980) suggested that poverty can bring children to believe that they have little control over what happens to them, and for this reason they enter academic tasks with a preconception of not being able to cope. The Plowden Report on the results of a study commissioned by the Central Advisory Council for Education in England in 1967 claimed that, in many schools in London, educational handicaps were being reinforced by social handicaps arising from the near poverty-like living conditions of many children from low socio-economic backgrounds (Central Advisory Council for Education, 1967). As well, the Plowden Report referred to the negative influences of externality effects on the achievement of children. This means that if a large proportion of children in a school is from a low socio-economic or disadvantaged background, none of the children in that school will achieve as well as if they were in a school with a smaller proportion of children from such backgrounds. Since that time much has been written about the need for positive discrimination to offset the effects of poverty (Chazan & Williams, 1978; Glennerster & Hatch, 1974; Little & Smith, 1971; Robinson, 1976; Rutter & Madge, 1976). In view of these findings, it may be wise to investigate the possibility of the

socio-economic background of Indian students having a direct bearing on their achievement.

Overrepresentation on the increase. A recent study conducted by Blakeslee (1985) into the handicapping conditions among the native people of Canada presents some startling evidence for the rapidly rising rates of physical and mental disability. The study concentrates on three forms of disability or handicap: (a) congenital or teratogenic--a developmental disability; (b) traumatic--arising from acute infectious diseases, accidents, violence, and chemical abuse; (c) degenerative--arising from physiological malfunctions such as diabetes and arthritis. Blakeslee draws upon the results of recent studies (Schaeffer & Spady, 1982; Skilnyk, 1985) conducted in Canada to give evidence that (a) there is a disproportionate number of congenital and early infant deaths, diseases, and disabilities among Indian people as compared to the rest of the population; (b) there is a disproportionately large number of Indian children being born with teratogenic problems (such as fetal alcohol syndrome); (c) the number one health issue after infancy among Indian people is death or disability from accidents or violence; (d) there is a much higher prevalence of mental disability among Indian people with onset of the disability being manifest at a much earlier age than with the general population; and (e) there is a much higher

incidence of congenital mental disorders among Indians than among the rest of the population.

The term subculture of sickness is coined by Blakeslee to describe the debilitating conditions that ensnare at least one-third of the native communities and close to two-thirds of the Indian population. This subculture of sickness is characterized by (a) abuse of alcohol, drugs, and solvents; (b) consistently high rates of death and disability from trauma such as suicide, accident, and homicide; and (c) frequent and long-term hospitalization. The communities most likely to be affected are those which have suffered social and cultural collapse as a result of forced acculturation.

Implications for Special Education in Reserve Schools

The problem of the overrepresentation of Indian children in special education classes has a direct bearing, not only on the delivery of special education in reserve schools, but also on the delivery of regular education in reserve schools. The process of identification must be reviewed critically in light of the special problems inherent in the testing and identification of Indian students for special education. Care must be taken in the choice of tests and in the interpretation of their results. The recommendation by Maheady et al. and the University of Western Ontario that

programming and instruction be reviewed before a child is referred for special education assessment has serious implications for the evaluation of the regular education program. If it is true that the overrepresentation of Indian children in special education classes is due to the inability of many teachers to effectively teach Indian children in regular classrooms, then the training and selection of teachers must be reviewed as well. For these reasons, emphasis should be placed on the development and monitoring of a sound system of evaluating teachers and programs. As well there may be a need for money to be set aside for inservice training and for the provision of more consultants to work with teachers. At a time such as this, when INAC is in the process of transferring accountability for the provision of education to the bands, it may be wise for policy to be established to guarantee that the problems of overrepresentation be dealt with.

The implications of Blakeslee's study on the special education needs of Indian children is evident. There is an intergenerational dimension of the subculture of sickness which is revealed through extremely high rates of infant mortality, congenital disability, child neglect, child abuse, and childhood infections. These have a direct affect on the number and nature of handicapped children with which the schools must deal. As

well, developmentally handicapped children usually grow up to be disabled parents. This can mean that the disability will continue through several generations. Recent reports of the severe, debilitating conditions in some of the northern areas of Manitoba substantiate Blakeslee's warning in 1971 that if community-based preventative programs were not "immediately and successfully devised Manitoba would witness a rapidly growing need level for rehabilitative and remedial programs to cope with the rapidly escalating rates of physical and mental disability occurring among Native people" (1985, pp. 33, 34).

This means that INAC may have to acknowledge that special education for Indian people may involve a substantially larger proportion of money than for non-Indian people. Blakeslee's assertion that the subculture of sickness describes about one-third of the Indian communities implies that funding levels may have to vary dramatically from one reserve to another. However, that perhaps two-thirds of the general Indian population are so ensnared indicates that there is probably a high incidence on most reserves. This may result in a need to index reserves for funding purposes.

Because of the high number of Indian children being born with teratogenic problems, there needs to be an increased emphasis on early diagnosis and intervention. INAC may need to focus on closer involvement with National

Health and Welfare not only for assistance in diagnosis and treatment, but also for the development of community-based preventive programs. These health-service related issues will have to be considered when developing a special education funding formula for Indian children in reserve schools.

Programming for Special Education Students

Several years ago, the practice was to segregate exceptional children by placing them in special schools (Kirk & Gallagher, 1979). However, since the early 1970's when the courts became involved in making decisions about the rights of handicapped children, there has been a strong move toward mainstreaming (Kirk & Gallagher, 1979) or education in the least restrictive environment (Cruikshank, 1983). Federal law in the United States mandates education in the least restrictive environment (Wilson, 1983) and most provinces in Canada support the concept through their policy guidelines (Alberta Education, 1984; Saskatchewan Education, 1982 ; Wilson, 1983). The policy manual for special education in Saskatchewan states that:

Special education should strive for as much integration as possible of exceptional children with the rest of the school population. This is one example of the principle of placement in the least

restrictive environment. The rationale underlying this goal is that the exceptional child is first of all a child, and that he can profit most from a continued association with children who are not disabled. In some instances, however, there are advantages to identification with a group of similarly disabled individuals. To some extent, this group identification does offer protection from the conflict, anxiety, frustration and disappointment which can result from trying to compete with and gain acceptance from the more able majority. Sometimes access to high quality, expensive programs will need to be weighed against the advantages of at-home residence. (Saskatchewan Education, 1982, p. 3)

Types of Special Education Programs

Basically, there are four types of special education programs (Mercer, 1972). First, there are segregated schools for the very severely handicapped. These are for children who require specialized resources that could not be made available in a regular school. Second, there are self-contained classrooms within regular schools for children who need intensive, specialized teaching from highly-trained personnel on a full-time basis. These are for children who require specialized instruction on a

full-time basis, but who are able to benefit from the social environment of a regular school. Third, there are resource rooms for children who require specialized instruction or special remediation on a regular basis. Children may be withdrawn from the regular classroom for a short time on a regular basis for assistance. Speech therapy and remediation in specific skills could both be handled in a resource room. Finally, children with mild or moderate learning disabilities are usually kept within the regular classroom. Special assistance is provided by way of consultative help, tutorial assistance in the classroom, and/or special equipment and resources. The Province of Saskatchewan has adopted a model for special education programming which has eight levels of service from the segregated schools to the regular classrooms provided with special education supplies and equipment (Saskatchewan Education, 1982). In addition, special boarding schools, hospital instruction, and homebound instruction are recognized.

There has been considerable debate over the definition of an intervention program appropriate for children who have a learning disability. Many believe that there is a "discrete, internal condition which can be characterized by a set of behaviors in children which is indicative of learning disabilities" (Edgar & Hayden, 1984, p. 533), while others maintain that the only

quantifiable aspect of learning disabilities is low achievement (Edgar & Hayden, 1984; McLeod, 1983). Those who support the definition of low achievement generally agree that children with mild to moderate learning disabilities basically respond to the same type of instruction--"small class size; content overlap between teaching activities, learning activities, and criterion task; mastery learning; increased instructional time; pacing; use of motivational techniques; good communication between special education teachers and regular teachers; and mainstreaming" (Edgar & Hayden, 1984, p. 534).

Several studies have been undertaken to find out if handicapped children make more progress within a special class setting or regular class setting (Edgar & Hayden, 1984; McLeod, 1983). Most of these studies conclude that the special class is an inferior alternative to regular class placement in benefitting children (Carlberg & Kavale, 1980; Kirk & Gallagher, 1979). Several reasons have been suggested as to why this may be so (Edgar & Hayden, 1984; Messick, 1984; Tucker, 1980). Some of these reasons include: (a) the assignment of a child to a special class absolves regular education of the responsibility for the child's problem; (b) the staff's expectations of children in special education is generally lower than that of children in regular education; (c) the labelling of a child for placement in a special education

class can have a detrimental effect on self-concept, so that the child lives out the self-fulfilling prophecy of the label. However, much will depend on the competencies and attitudes of the staff involved.

McLeod (1983), although advocating mainstreaming or regular class placement, cautioned against its use unless there was a guarantee of highly trained and competent staff, positive and supportive attitudes present in staff involved, and sufficient patience to allow the ideas to take root and flourish. As well as being competent facilitators of learning, teachers must be well-trained in diagnosis and assessment. Additionally they should have ready access to highly trained consultants who can guide and direct their programs and suggest alternative strategies. The staff must have a belief in the child's ability to progress, a readiness to cooperate with each other and to share ideas and competencies, an openness to the concerns of parents and to the ideas of others, and a willingness to demonstrate the kind of supportive attitude that will enable the child to strive to achieve his potential.

Maher (1981) strongly recommends considering the following as basic to an effective service delivery system for special education: (a) lower pupil/teacher ratio, (b) high level of integration between special education and regular education, and (c) an evaluation process to

identify the most efficient and effective practices. He also stressed the need for flexibility in special education programming to allow for special education personnel to become involved in preventative work in the regular classroom.

New Programming Areas

Three areas that are beginning to be recognized as part of special education are early childhood intervention programs, gifted education, and vocational skill training (Saskatchewan Education, 1981). Currently early diagnosis is handled through Community Health Services and the home-based intervention program is funded by the Department of Social Services. However, the Department of Education does provide funding for pre-school severely handicapped children who are at least three years of age. The program offered must be offered at a centre (but not an approved day care centre), should last for at least four hours daily for five days a week, should be instructed by appropriately trained staff, and must be "of sufficient intensity and scope to warrant the level of funding" (Saskatchewan Education, 1982, p. 37). Gifted education, although recognized in the manual for special education in Saskatchewan, has not been included in the funding scheme. Boards, however, are encouraged to make provisions for gifted education. Vocational

education and occupational training, likewise, are recognized for programming, but not necessarily for funding. Boards are encouraged to enter into agreements with the community colleges for the provision of appropriate training courses.

A final programming area to look at is that of compensatory education. Compensatory education can be defined as "programs of special and extra services intended to compensate for a complex of social, economic, and educational handicaps suffered by disadvantaged children" (Little & Smith, 1971, p. 41). These programs, covering a wide range of action, are aimed at intervention with groups that are identified by socio-economic rather than educational criteria.

Since the mid-sixties, there has been an increasing concern for the provision of compensatory education for children from deprived or disadvantaged backgrounds (Alberta Education, 1976; Passow, 1980). Fantini (cited in Little & Smith, 1971) stated that children from lower socio-economic and minority groups feel a sense of "powerlessness over the educational system and hence alienation from its programs and goals" (p. 42). Massive amounts of money have been channelled into setting up programs--health, welfare, and educational--for the poor and for minority groups. This has been society's attempt

to break the poverty cycle and to equalize educational opportunity.

Implications for Special Education in Reserve Schools

The introduction of the above-mentioned programs could have a significant impact on special education funding in reserve schools. If, as Blakeslee's study indicates, there is an increase in congenital handicaps on reserves in the Treaty 8 area, it is highly probable that there will be found an increasing number of such handicaps on reserves throughout Saskatchewan. Although early intervention programs are costly, they do save money over a long term (Moore et al., 1983), so that schools may well wish to become more heavily involved in early childhood intervention.

Gifted children can be defined as "pupils of superior natural ability or exceptional talent" (Saskatchewan Education, 1982, p. 9). However, regardless of an exceptional talent in music, art, or sports, a child who is truly gifted must also prove to be highly intellectual (University of Western Ontario, 1985). Because many gifted children are not good students, routine testing should be done to identify such students. Little emphasis has, in the past, been placed on the education of gifted Indian children in reserve schools. However, with the advances in technology, the recent emphasis on technical

training and university education for Indian people, and the exodus of large numbers of Indian people from the reserves to the cities, it has become more important for gifted Indian students to be identified and for their talents to be nurtured. Although, in rare cases, gifted students are best channelled into larger school systems, most are better able to benefit from an individualized program in their home schools (University of Western Ontario, 1985). Programs must be adopted and in most cases highly individualized to meet the individual's special needs. Teachers and administrators who are lacking training or sensitivity in this area must be provided with in-service training and on-going consultative assistance. In most reserve schools with limited enrollments this can be a costly venture.

The emphasis on vocational education and occupational training can be of practical significance to Indian students especially those who have reached their mid-teens and are suffering from a deficient academic background. However, depending on the situation and the number of students, such programs could be costly to operate.

Blakeslee (1985) identifies the increasing social problems evidenced on many reserves and discusses the effects of these problems on family life and, ultimately, on the development of children. These social problems with their concomitant effects on the children could be

used as a rationale for providing compensatory education on reserves. Little and Smith (1971), describing a study conducted by Coleman in the United States in the 1960's into factors affecting a child's achievement in school, found that home background factors explained far more variation in performance than did characteristics of fellow students or characteristics of the school. Coleman further suggested that there were three strategies which could be adopted by schools attempting to close the gap between disadvantaged students and normal students. One strategy involved strengthening or improving classroom practices. A second strategy proposed was to extend the influence of the school out into the community. The third strategy involved the integration of schools so that there is a reduction in the concentration of problems.

These strategies, if adopted by reserve schools, could have a profound effect upon programming and ultimately upon financing. The strengthening and improving of classroom practices would support the need for inservice training and employment of classroom consultants to work with teachers on an on-going basis, whereas extending the influence of the school out into the community would support the need for community-based intervention programs as recommended by Blakeslee (1985). The integration of schools in an attempt to reduce the concentration of problems may pose insurmountable problems

if the majority of the people on the reserve are disadvantaged. If a new facility has just been built on the reserve or if distances are too great to allow bussing to a provincial school, it may be impractical to attempt integration. Another alternative may be to bus children from the rural communities outside the reserve to the reserve school. However, this may not be viewed as acceptable by the people in the surrounding communities. Therefore, in some communities, this strategy may not be possible to implement.

The Province of Alberta has established an Educational Opportunity Fund to provide compensatory education to disadvantaged students who are specifically identified as being more than one year age-grade misplaced (Alberta Education, 1984). School jurisdiction eligibility is determined on the basis of an adjusted equalized assessment for each resident pupil. Eligible jurisdictions must submit a proposal for funding which addresses the nature of the disadvantages portrayed by the students, the strategies for addressing the disadvantage, and a proposed budget. Although schools are not indexed, funds are allocated on the basis of economic need as determined by the equalized assessment, and social need as determined by the submission. Funding over a three-year cycle is contingent upon the satisfactory compliance of the jurisdiction with the financial and program

requirements as determined by an annual evaluation and audit. Owing to the high incidence of age-grade misplaced Indian students in schools both on-reserve and off-reserve (Phillips and Cranwell, 1986) the rationale used by Alberta Education for providing compensatory education may well be adopted by INAC for provision of special education on reserves.

The Province of Saskatchewan has made no specific provision for compensatory education. However, as noted in its philosophical commitment to special education, the Department of Education has recognized the problems of minorities and lower socioeconomic status groups, and educators have been challenged to identify and meet their unique needs (Saskatchewan Education, 1982). Although Indian students are not in the minority in schools on reserves, they are regarded as a minority group in Canadian society. If the Indian schools in Saskatchewan are following Saskatchewan curricula and seeking an academic education for their students on a par with the Provincial schools, then the problems of Indians as a minority and as of lower socio-economic status, which are inherent in the provincial schools are most probably evident in the Indian schools on reserves. Therefore, educators in Indian schools could likewise be challenged to identify and meet the unique needs of the Indian students in their schools.

Knowledge of the programming arrangements is necessary if sound financial decisions are to be made (Kakalik, 1978). Programming information is necessary not only at the local and district levels for the appropriate allocation of resources but also at the regional and federal levels so that sufficient funding can be ensured. For this reason, administrators must ensure that planning of the special education programs is done well in advance of the annual budget submissions.

Costs of Special Education

Reasons for Costs Being Greater

It is generally understood that the costs of educating handicapped children are considerably greater than the costs of educating their nonhandicapped peers (Hartman, 1980). In 1981, the Rand Corporation completed a study of the costs of special education. It was found that in the United States in 1977-78:

- . The total cost of special education and related services per handicapped child was an estimated \$3,577, approximately 2.17 times greater than the cost of regular education per non-handicapped child.
- . The added cost of special education and related service above the cost of regular education was

estimated as \$1,927 per handicapped child.

(NASBE, 1983 p. 7)

The reasons cited by Hartman for the greater costs of educating handicapped children included the following:

1. Many students receive related special education services in addition to the regular education program, so that the cost of their education includes both the cost of the regular program and the cost of the additional services. Examples of these services include speech and language therapy, specialists for the visually and hearing impaired, resource rooms which provide part-time assistance to students, paraprofessionals or teacher aides to assist the classroom teacher, specialized equipment, and special transportation.

2. Many handicapped children are placed in separate, self-contained classrooms. Operating these classrooms can be quite costly because they usually have a smaller than normal pupil/ teacher ratio, and, in many cases, specialized teachers and an aide.

3. Some handicapped children require the benefits of multiple special education services. Therefore, their education costs reflect these multiple services.

4. Some severely handicapped students must be placed in residential schools in order to obtain an appropriate education. Their education costs include housing, feeding, child care, and recreational activities.

5. Each handicapped child must be identified and assessed, and have an individualized educational program drawn up for him. This can be a lengthy and expensive process usually involving a professional evaluation and possibly a staff or team conference.

6. Recent federal legislation in the United States mandates the identification and appropriate educational placement of all handicapped children, the provision of an individualized educational program for each handicapped child, and the establishment of due process procedures for the handicapped children and their parents. Although there is no federal mandate for such services in Canada, the provinces have adopted policies which reflect similar expectations (BCTF, 1984; Saskatchewan Education, 1982; Wilson, 1983).

7. Specialized staff such as school psychologists, social workers, parent trainers, and specialized counsellors are required to provide assistance both directly and indirectly to handicapped children. As well, principals and regular classroom teachers require inservice training if handicapped children are to be placed in the least restrictive environment.

8. Special education services have been extended to include all handicapped students from ages 3 to 21. Such preschool and postschool programs, although highly beneficial and cost-efficient over a long term, can be

very costly.

As demonstrated above, the greater costs of providing special education are due to the greater needs and requirements of handicapped students. Therefore, it is necessary to recognize and account for the close relationship between programmatic decisions and the financial implications of these decisions (Hartman, 1980; NASBE, 1983).

Information Needed by Policy Makers

School budgets are often based upon the previous year's expenditures with perhaps an allowance for inflation and increase in the cost of living index (Hartley, 1968). A common fault of policymakers and administrators has been to overlook the dynamic nature of special education costs. The actual costs of special education depend upon (a) the programming arrangements which in turn depend on the number and nature of handicapped children; (b) the local price of goods and services which is a reflection of various geographic and climatic factors; and (c) the amount of revenue available which will depend heavily on federal constraints (Moore et al., 1982).

To be able to develop a responsive funding formula, it is important to have a relatively accurate idea of what the costs of special education are. Determining the costs

of special education can be a complex and difficult task (Kakalik, 1978). One difficulty is that there are different types of costs for different purposes. For example, comparable replication costs are useful for comparing the costs of programs, whereas incremental costs are used for determining the extra costs involved in implementing a program. Another difficulty is that many costs cannot be measured in dollars. The use of a more highly qualified person than required, or costs where no expenditure has been made as in the case of volunteer work, are examples of costs that cannot be measured in dollars. The costs of shared services presents another complex issue, as do time issues such as the length of time a service will be required or determining the discount rates or inflation rates to be used in adjusting costs. Having access to this type of cost information would surely facilitate the development of a sound and responsive funding formula that would have the flexibility to allow for and to encourage the expansion of better special education programming and services.

Implications for Special Education Funding in Reserve Schools

When determining the costs of special education, it is important to consider the financial implications of programmatic decisions and to recognize that programmatic

decisions depend heavily upon the number of children who require special education services and on the nature of their special needs. Owing to the fact that the costs of special education are considerably higher than the costs of regular education (Hartman, 1980), and, especially if the incidence of Indian children requiring special education is rising (Blakeslee, 1985), it would appear that INAC may well have to increase dramatically the funding for special education of Indian children on reserves. It may be that until such time as Treasury Board can be convinced of the magnitude of the need, priorities will have to be set for financing. For this reason, there would be a benefit in determining the costs of special education. Moore et al., (1982) recommend investigating what special education should cost, what special education does cost, what special education would cost if the present policies were implemented, what special education would cost if different policies were implemented, why special education costs vary, and what factors will influence special education costs in the future. Having access to this type of cost information would surely facilitate the development of a sound and responsive funding formula that would have the flexibility to allow for and to encourage the expansion of better special education programming and services.

Structure of Special Education Funds

A key issue which must be considered is how to structure special education funding in reserve schools. This involves making decisions about the design of special education funding, the process by which funds are accessed for special education, and the provisions for ensuring that funds are appropriately used (Moore et al., 1982).

Design

Special education funding may be designed on either a categorical or a non-categorical basis. Categorical funds are designated for a specific purpose, whereas noncategorical funds are not designated for a specific purpose and theoretically are released in one lump sum. Categorical aid allows the targeting of funds so that it is easier to ensure that they are used appropriately. As well as being easier to administer, categorical aid also ensures that specific areas of need are not missed at the state level. The use of noncategorical aid places control of the funds at the local level. This allows need to be determined at the local level and encourages local autonomy. Also there is less danger of bureaucratic inefficiency, and, as well, it is easier to develop and maintain a cohesive approach to special education (Moore et al., 1982).

In a paper entitled "A Taxonomy of Special Education

Finance", Crowner, (1985), identified eight types of revenue which can be used to finance special education. These types include (a) continuing funds, (b) noncontinuing funds, (c) targeted funds, (d) discretionary funds, (e) inside formula funds, (f) outside formula funds, (g) matching funds, and (h) mixed funds.

Continuing funds are stable and continue from year to year. One type of continuing funds is the basic aid for average daily attendance. Noncontinuing funds are the revenue that is available for a fixed time only such as gifts or grants. Because such funds are unstable and cannot be relied on, Crowner suggested using them for purchasing items such as equipment, supplies, or facilities. Targeted funds must be spent on prespecified items, whereas discretionary funds can be spent on any item relevant to the objectives of the school. Inside formula funds are funds which are received from a source other than the primary source, the amount of which must be deducted from the amount received from the primary source. Outside formula funds are funds which are received from another source the amount of which does not have to be deducted from the amount received from the primary source. For instance, suppose a school board has received funding from the state government to install a wheelchair lift, but then a local service club decided to install the lift.

Inside formula funding would mean that the board would have to return the money to the government, whereas outside formula funding would mean that the board could keep the money. Matching funds are funds which are available only if they are matched by funds from other sources. Mixed funds are funds that characterize two or more types of funds. An example might be noncontinuing/targeted funds.

Process

Closely connected with the issue of how to design special education funding is the issue of how monies should be accessed for special education. The choice is essentially one of whether the state should retain all special education monies at that level so that special education services can be purchased directly from the service providers, or whether the state should release all special education money to the district for the district to handle. In most states all special education funds are channelled through the district and the district uses these funds to cover the costs of services that are provided within the public system and to purchase services that are not provided by the public system. An argument for this approach is that it encourages least restrictive placement and discourages the tendency of private service providers to engage in institution building. Arguments

against this approach are district concerns over inadequate funds to cover both the services required and the administrative overhead costs, and concerns that a child may be denied an essential service because it is too costly for the district (Moore et al., 1982).

In Saskatchewan, the Department of Education provides a sum of money to the boards of education based upon the number of severely-handicapped children identified. The board of education must then provide the service or purchase the service from another board of education, institution, agency, or person. Under Section 35 of the regulations, subsection 4, a board of education may opt not to pay the expenses for a handicapped child who has been placed in a department-approved, developmental center. In such a case the department of education would pay the costs directly. In the case of special educational services for pre-school handicapped children, the board of education has the option to provide these services and have the costs covered by the special education grant or to refuse the service. The parents would then be allowed to form a parent management board and this board could apply to the department of education for a grant to cover these costs. The department of education is also involved in funding a limited number of programs for children who are orthopedically handicapped or socially-emotionally handicapped. Students are

enrolled in such programs for a limited period (Saskatchewan Education, 1982).

Controls

In an attempt to ensure the appropriate use of funds, some states impose expenditure controls on special education funds (Moore et al., 1982). In states where there are no controls, districts can shift money from one program category to another. Those who argue for controls fear that districts may use special education money for other purposes. Those who argue against controls do so on the grounds that (a) advocacy groups will ensure that the rights of handicapped children are preserved, and (b) districts will be forced to use funds correctly because of due process procedures which guarantee the rights of handicapped children. These arguments depend on advocacy groups being active in all districts and on the state's willingness to monitor due process procedures.

The situation in Canada is similar to that in the United States. Control over expenditures in most cases is indirect through provision of due process legislation.

In British Columbia, under the Education (Interim) Finance Act passed in 1982, the Ministry of Education does have a more direct control over education expenditures than is found in most provinces. Sections 12.1 and 12.2 of the Education (Interim) Finance Act stated that the

Minister may:

- 12.1 (a) issue directives at any time before May 1 in a year establishing the amount of budget, including establishing the portion for special education programs, of a school district for that calendar year, and
- (b) direct the board of school trustees of a school district not to expend during the calendar year in excess of the amount of its budget.

12.2 Where the minister considers that the board of a school district has failed to show a directive under Subsection (1), the minister may recommend to the Lieutenant Governor in council that a grant otherwise payable under this act be reduced, and the Lieutenant Governor in Council may reduce the grant by any amount that he considers appropriate.

(Education [Interim] Finance Act, 1982)

This act, therefore, does give the Minister control over a school district's planned expenditures on special education. However, the intent is more for restraint than it is over concern that a district meet the special education needs found within its boundaries (BCTF, 1984).

In Ontario, the passage of Bill 82 in 1980 gave the Minister the power to require the compliance of school

boards to the provisions of the Bill (Wilson, 1983). As well as the power to ensure universality of access, free education, due process, and continuous assessment, the Minister has the right to specify the standards by which the special education program is to be operated and to prescribe the definitions of exceptionality to be used and the programs to be provided. Section 10(1)6 of the act gives the minister the right to make new regulations to set the procedures and practices for special education. Although no direct expenditure controls are spelled out, the minister, by this act, would have the power to set down controls if it was deemed necessary.

In Saskatchewan, in keeping with the commitment to foster local autonomy, no direct control is placed on the expenditure of special education money. However, to qualify for high-cost funding, a board must provide appropriate programming which reflects expenditures consistent with funding rates. Section 35(8) and 35(9) of the regulations spell out the regulations for due process which indirectly place a control on special education expenditures (Saskatchewan Education, 1982).

Implications for Funding Special Education in Reserve Schools

A recent study in the United States (Tron, 1980) revealed that in 1978-79, twenty-seven states subscribed

to categorical funding of special education programs, six states employed both categorical and noncategorical structures, and seventeen states used a noncategorical approach, although several of these did specifically earmark certain funds for special education. However, since 1979, there has been a significant reduction in the number of special education programs in the states supported by categorical funding (Moore et al., 1982). This would seem to indicate a move toward state support of local autonomy and should be taken into consideration when deciding the design of special education funding in the reserve schools. If it is deemed that the Minister of INAC is accountable for the appropriate use of funds, it would be advisable to use a categorical funding design. The Minister could then ensure that important areas of special education are recognized in the funding arrangements. It would also be easier to target the funds and to track their use in an effort to guarantee that they have been used appropriately. If, however, it is important that accountability be established at the reserve level, a noncategorical design should be implemented. This would allow the special education needs to be determined at the local level and would foster the development and maintenance of a cohesive approach to special education. Those who will be involved in making this design will have to weigh the arguments in light of

not only the current commitment of INAC to devolution and to the transferring of accountability for education to the bands, but also in view of what the people at the local level feel is best for the children involved.

The current process used by INAC is to purchase special education services from the service providers. INAC releases money to the various schools--provincial, federal, band-operated, private--to cover the costs of the special education services they provide. A certain amount of money is retained in the regional office to pay for the costs of the regional support staff. Consideration is being given to channelling all special education monies to the band councils and charging them with the responsibility of ensuring that the needs of all handicapped children on their reserves are looked after. This would mean that if a child required services provided only by a private service provider, the band council would have to pay for that service in money released from INAC (Belt, personal communication, Nov. 12, 1986).

Currently INAC has a policy of encouraging global funding. Under global funding, band councils may move money from one program to another (Belt, personal communication, Nov. 12, 1981). To be eligible, band councils must have a record of three years of unqualified audit and must have demonstrated that there is an efficient accounting system in place. Whether this is

sufficient to ensure that special education money is appropriately used will have to be considered. One of the problems that will be encountered is that INAC has few clear policy statements and rarely any regulations or procedures in place. Therefore, there are no regulations regarding due process. As well, owing to the era of paternalism which has pervaded the administration of education on reserves, few people would understand what due process is or how it could benefit them.

Special Education Funding Formulas

Purpose of Formulas

The ultimate outcome of this study is the development of a funding formula for special education for Indian students in reserve schools. Therefore, it is important to become familiar with (a) the purpose of a formula, (b) the different types of formulas and the characteristics of each, (c) the criteria for assessing formulas, (d) the incentives and disincentives created by each type, and (d) the strengths and weaknesses of each.

A funding formula for special education is merely a mechanism for transferring money designated for special education from one government body to another (Bernstein, et al., 1976; Kakalik, 1978; Hartman, 1980; Moore et al., 1982). A formula obligates the government to generate

state revenues for the purpose of special education. Given the same regulations, guidelines, and constraints for programming, the amount of money generated would be the same under any formula. Therefore the choice of formula is important, not for the money it generates, but for the incentives and disincentives it creates for school districts to provide adequate and appropriate special education programs.

A recent study into special education finance stated that:

A funding formula encompasses the mandated procedures, prorating provisions, administrative guidelines, and exceptions or exclusions that determine and regulate the allocation of state [and federal] funds to districts. The actual impact of a particular procedure cannot be determined without reference to all the other factors--legal, political, social, educational--that interact with its actual operation. (Bernstein et al., 1976, p. 25)

Types of Formulas

Six types of funding formula for offsetting the costs of special education have been identified (Bernstein, et al., 1976; Hartman, 1980; Kakalik, 1978; Thomas, 1973). The six types are: (a) unit--for each qualified unit of instruction, administration and transportation, a fixed

amount of money is provided to cover the cost of resources; (b) personnel--funding is provided for all or a portion of the salaries of special education personnel; (c) weight--for each handicapped child, a sum of money is provided equal to the regular per pupil cost times a factor which varies by type of handicap; (d) straight sum--for each handicapped child, a fixed amount (which may vary by handicap) is provided; (e) percentage--a percentage of the approved costs of providing special education for handicapped children is provided; (f) excess cost--reimbursement in full or part of the additional costs of educating handicapped children.

These formulas can be grouped according to one of three factors used to allocate funds--resources, children served, cost. Using this system one factor becomes the basis for funding, while the other two factors regulate the amounts and the uses of the funds so generated. This means of classifying formulas shows the interrelationships of the factors and demonstrates that, although one factor may be used as a basis for funding, the other two factors must be considered.

Resource based formulas are based on the resources (personnel, equipment, supplies, etc.) required to provide the level of services desired. Regulations are placed on the costs of allowable resources and on the resource use per handicapped child served. Unit and personnel formulas

can be classified as resource-based formulas. The child-based formulas are based on the number and type of handicapped children served. Regulations are placed on the cost and the use of resources. Weight and straight sum formulas are child-based formulas. The cost based formulas are based on the costs of providing the special education services. Regulations are placed on the number and type of children served and on the use of resources. The percentage-cost and excess-cost formulas are both cost-based formulas.

Categorizations such as these are useful for analytical and comparative purposes. However, in actual practice, states have modified formulas, combined formulas, and even used different formulas to obtain funds for different programs. Studies conducted into state special education funding formulas revealed that (a) every formula used a variant of the base element--students, resources, costs; (b) it is relatively impossible to devise a classification scheme that can highlight all of the differences among the formulas; and (c) the failure of the current special education formulas to be easily classified reflects the desire of the states to use funding formulas that are truly responsive to the needs in the districts (Bernstein, 1976; Kakalik, 1978; Moore et al., 1983).

The escalating costs of special education coupled

with increased demands for better special education services have caused many states in the United States and provinces in Canada to alter their funding formulas in an effort "to fine tune an existing formula or to shift to a new approach" (Moore et al., 1982). Excess-cost formulas, which require close monitoring of district costs, can become quite costly to administer, so many states have moved away from using these formulas. Pupil weighing formulas, however, are becoming popular probably because the entire range of special education needs can be accommodated in a single formula. Meanwhile, states using resource based formulas have simply refined them through adding weights to more adequately reflect "student, placement, and cost differences across districts" (Moore et al., 1982, p. 83).

Assessment of Formulas

No formula has universal appeal. The choice of formula will depend upon the policy issues considered most important by the policy makers. Clearly they will seek a formula that will assist in decision making, foster appropriate placement of handicapped children, support equitable treatment of districts, and encourage sound and efficient administration (Moore et al., 1982).

Criteria. Hartman (1980) listed several policy issues, of a programmatic and management nature, which

could serve as criteria for assessing special education funding formulas. These issues were (a) classification of children, (b) choice of program, (c) change or modification of program, (d) class size, (e) labelling of children, (f) support for mainstreaming costs, (g) ability to provide programs in small districts, (h) reporting and record keeping requirements, (i) fiscal and program planning, (j) cost control, (k) tracking of funds, and (l) ability to incorporate future changes.

Using these criteria it is possible to assess each of the formulas in terms of the incentives or disincentives it provides for making decisions about handicapped children. Such an assessment of the three types of formulas--resource-based, pupil-based, cost-based--is given below.

Resource-based formulas (unit and personnel).

Resource-based formulas are based on the resources required to produce the level of service desired. To acquire another unit or personnel, an incremental number of students would be required. For this reason there is less direct incentive for overclassification and for keeping children in special education past the time which it benefits them. Resource-based formulas encourage maximum class size to reduce costs. Therefore, fully funded formulas can be an incentive to reduce class size and caseloads in special education. Because funding is

based on program and personnel units, a child does not have to be labelled for funding purposes.

If eligible mainstreaming units or types of personnel are defined and included, resource-based formulas do support the costs of mainstreaming programs and personnel. Because there are usually state regulations specifying minimum and maximum class sizes, small districts which cannot meet the minimum standard would receive no funding for special education. Little information is required beyond the normal pupil, personnel, and cost records so that record keeping and reporting requirements are minimized.

Resource-based formulas (particularly the unit formulas) aid program and fiscal planning. The planning sequence begins with determining the number of children to be served, moves to determining the type and number of programs, and then automatically calculates the total funding. State and federal programs can be encouraged through offering higher funding levels for certain program units or personnel. Resource-based formulas enable a straightforward tracking of the use of special education funds because there is a direct correspondence with the funds provided for instructional units or personnel and the expenditures for the resources used. The updating of funding amounts is straightforward so that programmatic or price changes from year to year are identifiable as the

reasons for changes in the funding amounts.

Child-based formulas (weight and straight sum).

Child-based formulas are based on the number and type of handicapped children served. Because reimbursement depends upon the number of handicapped children identified, child-based formulas are the most likely to lead to overclassification. The straight sum formula does encourage identification of more mildly but fewer severely handicapped children so can result in misclassification. However, child-based formulas are the greatest incentive to locate and serve handicapped children who had previously been overlooked. If the weights or dollar amounts are different by type of program, there is an incentive to place handicapped children in higher reimbursement programs. If the reimbursements do not cover the program costs, there is an incentive to place children in lower cost programs. Differential per child funding amounts by type of program can be used as an incentive to achieve specific program objectives (e.g. offering relatively greater amounts for less restrictive placements).

Child-based formulas can provide the greatest incentive for maintaining handicapped children in higher reimbursement programs. If there is no provision for adjusting the funding for the amount of time a child is enrolled in a special education program, there is an

incentive to move as many children as possible through the program to maximize funding. These formulas provide strong incentives for maximizing class sizes and caseloads. Child-based formulas generally require labelling in order to qualify for funding.

If mainstreaming is identified as an approved special education program, child-based formulas provide fiscal support for mainstreaming costs. Small districts would probably find it very difficult to provide a complete program. However, some funding is provided regardless of the number of students identified, so that it may be possible to share services with other small schools in the district. Accurate and reliable data on the number of children served in special education is required as the basis for the federally mandated annual child count of handicapped children eligible for funding.

Under child-based formulas, planning is a less direct process than under resource-based or cost-based formulas and tends to be based on available dollars rather than educational needs. Under child-based formulas, differential funding amounts can encourage service to specific students. As well, child-based formulas provide the greatest incentive to locate and identify handicapped children in a previously unserved population. It is not possible to track individual child funding to the expenditures. Tracking of funds must be done on an

aggregate basis. As well, funding amount changes are difficult to document and explain. Changes in costs result from concurrent changes in the proportion of children served in various special education programs with varying costs. Therefore analysis of child-based funding must revert to a unit basis and then back to cost-per-pupil amounts.

Cost-based formulas (percentage and excess cost).

Cost based formulas are based on the costs of providing the special education services. These formulas offer the least incentive for overclassification. Under a percentage formula if the district portion of the cost is significant, there will be a tendency to place handicapped students in lower cost programs initially. If the district's portion of the costs are significant, there will be an incentive to resist changes from low cost to higher cost programs and to encourage changes from high cost to lower cost programs. A fully funded excess cost formula would have no fiscal influences on placement decisions. To reduce the district's share of the costs the percentage cost formula and excess cost formula provide no such incentive. Labelling is not necessary because funding is based on reimbursement of approved program costs. Categorization of students is not a funding requirement.

If costs of mainstreaming have been approved, cost

based formulas can provide an incentive for mainstreaming programs. They have little effect on the ability of small districts to provide programs. Detailed, accurate cost records, submission and approval of expenditure reports, and centralized control are required with cost-based formulas.

Cost-based formulas facilitate planning. Available dollars are an easy planning factor. In percentage formulas, districts have an incentive to hold down costs because they share in the cost. Cost-based formulas can encourage programs by offering higher funding for certain items or programs. Special education funds are easily tracked because of the direct connection between funding and expenditures since reimbursement amounts are for actual expenditures. The updating of funding amounts is tied to cost changes so that it is easy to incorporate future changes.

Strengths and weaknesses. A general understanding of the strengths and weaknesses of the various funding formulas will enable policymakers to more confidently construct a specific special education funding formula which should serve to address the issues of greatest concern (Moore et al., 1982). Care must be taken to ensure that:

1. The formula serves the decision making needs of the policymakers. It should be (a) compatible with other

educational funding policies so that a more comprehensive view of education aid is possible, (b) rational and simple so that the effects of decision making can be easily understood, and (c) easily modifiable so that economic changes and new information can be easily incorporated.

2. The formula supports appropriate educational placements. Appropriate placement calls for (a) minimizing misclassification so that placement is not controlled by financial incentives, (b) reinforcing the policy of least restrictive placement, and (c) avoiding labels so that handicapped children are not stigmatized.

3. The formula supports equitable treatment of districts. Equitable treatment necessitates (a) accommodating the various student needs from district to district, (b) accommodating cost variations, and (c) making adjustments for fiscal capacity.

4. The formula promotes cost-containment and efficient administrative practices. To accomplish this the formula must (a) ensure funding predictability so that there can be adequate resource planning, (b) foster cost containment so that costs can be kept from escalating too high, and (c) minimize reporting and record keeping that the administrative burden will not be too great.

Implications for Funding Special Education in Reserve Schools

The development of a special education funding formula for use in reserve schools will not be an easy task. Much will depend on the programmatic and management issues identified both at the department (INAC) level and at the local (reserve) level. If the priorities of INAC reflect the policy issues of most concern at the local level, it should be possible to develop a formula that will truly be responsive to the needs at the reserve level.

Special Education Finance Models

Recently emphasis has been placed upon the development of special education finance models which would provide a framework within which aspects of different formulas and alternative strategies for financing can be incorporated. Two such models--the Resource Cost Model and the Compensatory Education Indexing Model-- are examined here with the view that they may be applicable, in part or in total, to the funding of special education in reserve schools.

Resource Cost Model

Description. The Resource Cost Model (RCM) designed by the Association for Educational Finance and Planning

(AEFP) has been recently implemented by the Illinois State Board of Education. It is a comprehensive, analytical framework which has been designed to bring together considerations of adequacy and equity in education finance formulas (Chambers & Hartman, 1981; Parrish & Chambers, 1982; Geske & Johnston, 1985).

There are three basic elements to this model:

(a) specifications of program and service made at the state level, (b) patterns of student enrolment at the district level, and (c) price of resources and cost data. The approach focuses on the specification of the educational programs in programmatic terms. Therefore, "program costs are explicitly derived from the structure of the educational program" (Chambers & Hartmen, 1981, p. 11). Rather than specifying what kind of programming is adequate, the RCM poses a set of questions for policymakers to use in determining what constitutes adequate and appropriate programming and what the costs of financing such programs would be. Chambers and Hartman outline four basic questions that policymakers would have to address when assessing programmatic cost differences:

1. What characteristics of students reflect different educational needs?
2. How do we objectively identify these characteristics among populations of students?
3. How do we translate these educational needs of

students into the resource requirements that define the programs necessary to ameliorate the particular problems?

4. How do we determine the variations across local school districts in the prices of the resources of which these programs are composed? (Chambers & Hartman, 1981, p. 14)

Educational costs vary from district to district because resources may cost more in one district than another and because there may be differences in educational need from one district to another. To accommodate these educational cost differences, AEFPP developed the Cost of Education Indices (CEI) and the Program Cost Differential (PCD).

The CEI recognized that some districts, because of their size, location, climate, and access to major centers, may have to pay higher salaries to attract staff and as well may have to pay higher energy and transportation costs. Therefore the CEI is made up of (a) the personal index, whereby for each category of personnel, each school has its own cost index; (b) the energy cost index which accounts for differences in climate and in prices paid for gas and electricity; and (c) the transportation cost index which considers economies of scale, cost of fuel, salaries for driving and environmental variables such as climate, quality of roads,

and population density. The PCD addresses the issue of how much more aid should be given to each district to enable it to be able to offer an appropriate education to handicapped children. Basically this involves determining the categories of instructional programs, and estimating the costs of operating each of these programs based on the numbers of students enrolled. Using these indices, it is possible to determine the cost to each district of providing specific educational services (Chambers, 1976; Geske & Johnston, 1985).

The RCM Process. The three component steps in the specification process of RCM are:

1. Assessment of student needs and program assignment;
2. Specification of the input configurations corresponding to: (a) instructional programs and program units; (b) instructional administration and operation of programs; and (c) general administration and operations; and
3. Determination of resource prices and total district costs. (Chambers & Hartman, 1981, pp. 14, 15)

Because this model (RCM) is one that may be applicable to the provision of special education in reserve schools, a brief summary of the process follows.

1. The first step--assessing student needs and

program assignments--involves (a) setting up, at the state level, a student classification scheme for identifying handicapped students and determining their educational needs; (b) specifying the current number of students served in each category; (c) establishing a standard set of programs for exceptional children; and (d) identifying the potential number of program placements from each category. There is a danger that districts may assign students for the purpose of maximizing revenue rather than serving student needs. To reduce the danger of such an incentive, the state could (a) impose limits or controls on the number of students assigned to each category, or (b) establish a standard pattern which would be followed for funding purposes only.

2. The second step--specifying input configurations--involves (a) establishing, for each program unit, the optimal and maximum number of students and the type and quantities of resources; (b) determining, on the basis of the actual number of students eligible, the number of program units allowable; (c) defining, in a similar manner, the requirements for supervision and administration.

3. The third step--determining costs--involves (a) determining the cost for each program and administration unit using the CEI and PDI to make the necessary adjustments, and (b) summing the costs to

determine the total cost. This total cost is, according to the process outlined, based on the needs of students, the specification of the programs, and the prices of the resources.

Compensatory Education Indexing Model

A second finance model that will be considered is one that was set up in England to deal with the education of the disadvantaged. Because this model depends on the indexing of schools according to need, it will be referred to here as the Compensatory Education Indexing Model.

Development of an educational priority index. In the mid-sixties, the Central Advisory Council for Education in England commissioned a study under the chairmanship of Lady Plowden into the subject of primary education in England (Robinson, 1976, p. 51). The Plowden Report in 1967 recommended that special assistance should be given to schools "where educational handicaps were reinforced by social handicaps" (Inner London Education Authority, 1982). As a result of this report the Inner London Education Authority (ILEA) established a policy of positive discrimination whereby schools serving areas of particular stress or difficulty would be granted extra resources. Using this method, a school would receive, in addition to its basic funding, a variable amount determined by an educational priority index.

To aid in developing the indices, the authorities established the following principles:

1. Schools should be granted extra resources according to need. Needs were to be determined annually.
2. The needs of all schools should be reflected by the index. It should not just include schools with serious problems.
3. The needs to be considered must be those over which the school had no control. For instance, needs which would be a reflection of efficiency could not be used.
4. Measures used must be sensitive enough to show distinct differences among the schools.
5. Criteria must be measureable and not based on opinion. Two criteria not allowed for this reason were teacher stress and disturbed children.

Two separate indices were developed--the Primary Schools Index (PSI) and the Secondary Schools Index (SSI). The original indices included such items as social class, housing stress, large families, immigrant status, poverty, handicapped pupils, mobility, parental interest, adequacy of school buildings, specialized teachers (SSI only), and disturbed behavior (PSI only). Originally, the data on social class, housing, stress and family size had been collected from census data. However, because of the unreliability of such data, the system was revised to

allow data collection on a pupil basis.

Variations of the original index. There were several criticisms of the use of the ILEA index. Therefore, in 1981, educational priority data were collected and analyzed on an individual pupil basis for all pupils coming in to each school--infant, junior, and secondary. In this way it was possible to examine the strength of the associations between the various measures, to investigate the relationship of each measure with achievement and behavior, to determine the extent to which pupils experienced multiple disadvantage, and to devise a method for accounting for the effects of multiple disadvantage.

From this study it was discovered that (a) there was not a strong association between the measures so that no measure could be deleted because of duplication; (b) the relationship between multiple disadvantage and educational outcome was high, as was the relationship between multiple disadvantage and disturbed pupil behavior; (c) some measures had a higher relationship with achievement and behavior than others, so were ultimately better predictors. On the basis of these findings, a system of weights was assigned to each measure and combination of measures depending upon their respective effects on educational performance or achievement. Each pupil was given the weight corresponding to his characteristic measure or combination of measures. These

individual pupil weights were summed and then expressed as a percentage of the number of pupils. This percentage became the index for that school.

A modification of this model in use in the Province of Ontario (Benson & Burtnyk, 1979; 1984 Weighting Factor Information) requires no formal identification of students. Special grant money is made available on the basis of socio-economic data on the community. The variables used to obtain the socio-economic data are the percentage who receive family welfare and general assistance benefits, the percentage of income tax returns with a taxable income of less than \$10,000, the percentage of the population whose first language is neither French nor English, and the number of public housing units for each 1,000 persons (adjusted in 1984 to reflect the number of bedrooms. School jurisdictions above the median on the composite scale receive a weight which reflects their respective scores and are then eligible for compensatory funding. School boards may use the money to develop their own programs according to their own priorities.

Implications for Use in Financing Special Education in Reserve Schools

The resource cost model. The federal and band-operated schools in Saskatchewan cover a large geographic area from the White Bear School near Carlyle in the extreme

south-east to Fond du Lac School on Lake Athabaska in the extreme north-west. Isolation, climatic conditions, and distance all combine to reflect a much higher cost of living index in the northern reserves than in the southern reserves. Because RCM is a cost-based funding approach that recognizes both the differences in costs and the differences in student needs across the districts, it may be highly applicable to the provision of special education services in reserve schools. Geske and Johnston (1985) discussed several implications of the use of the RCM. These implications are discussed below with a view to relating them to the context of providing special education to Indian children in reserve schools.

1. Especially in a situation of full-state funding, as is the case with Indian education (Indian Treaty Act, Sec. 114-123), RCM is an "equitable solution to the inequity of the school finance system" (Chambers & Hartman, 1981, p. 56). By recognizing differences in student needs and costs from reserve to reserve, and by compensating for these higher costs, students will be treated equitably in terms of the distribution of real education services--an example of vertical equity. However, RCM does not ensure that all students served will have equal life chances. As well, it does not specify how the program will be delivered or even whether it will be delivered. Unless specific policies are drafted to

guarantee accountability for the use of funds, RCM merely ensures that the money for appropriate programs has been distributed equitably.

2. The RCM is comprehensive. It provides "for all necessary program options and support services and adjusts for differing costs among districts" (Geske & Johnston, 1985, p. 112). As well, purchased services, special equipment, supplies, and materials are accounted for by the program cost differentials. This would benefit the planning that will be required if complete special education services are extended into the northern areas. A current concern of educators in the north is that the current funding arrangements do not consider the high costs of assessment by qualified personnel (Gosztonyi, 1985). A recent figure submitted by the Prince Albert District for assessment of 68 students was \$56,232.70. The RCM would be helpful in portraying such costs to the policymakers at the regional and federal level so that the children in these northern communities could have their needs met.

3. The RCM can be highly flexible. Because of the changing nature of special education, and of Indian education, flexibility is important. The autonomy guaranteed to each band by virtue of the treaties signed with each band and currently being reinforced in the Education Acts being adopted by the various bands

(Saskatoon District Chiefs, 1985), has culminated in many different approaches to education. To be truly effective, a finance model must, of necessity, be flexible enough to allow for the differences among bands in philosophy, goals, and programs.

4. The RCM has the potential to foster accountability and cost-effectiveness. The detailed cost information generated by RCM can be used for comparative analysis of programs, for assessment of alternative strategies, and for justification of programmatic decisions. As more and more control is handed over to the band councils, band council administrators and school boards are looking for ways and means of comparing programs, assessing strategies and justifying their decisions. Bands, which are applying for global funding, must prove that they have a good, well-functioning accounting system in place (Belt, personal communication, November 12, 1985). Although there would be much work involved in obtaining such detailed cost information, the benefits would probably make the increased time and effort worthwhile.

5. The RCM is compatible with most other finance formulas. This would be useful in the context of Indian education on reserves, because, at the present time, the formula used to fund education in band-operated schools is not the same as the one used to fund education in federal

schools. As well, band administrators are dealing with different formulas for different programs such as housing, economic development, and welfare so that the compatibility feature of RCM would be distinctively advantageous.

Parrish and Chambers (1982) dealt extensively with the desired degree of centralization. This issue is concerned with "the linkage between the funding mechanism and the delivery of the educational services at the local level" (p. 16). Policy will, of necessity, have to be set as to the degree of conformity "between the program specifications which are serving as the basis for state aid and the actual resources that are being provided in school districts" (p. 16). If districts are receiving the funds, must the programs be delivered? How closely must the actual programs mirror the program specifications?

The RCM framework is sufficiently flexible that it can be implemented under situations of few controls or of strict accountability. Even when there are few controls there will be implicit controls operating. The fact that standards have been set and money has been released, based on program specifications, will raise the expectancy level of both educators and parents as to the delivery of the special education services.

Parrish and Chambers (1982) recommend an eclectic approach to centralization. For each of the program areas there would be a different linkage between funding and program delivery. Their suggestion was that for each program a committee of practitioners and experts should meet to discuss the best linkage for their particular program. Their recommendations would be sent to a centralized RCM committee for approval. In this way a system of positive incentives could be implemented to attempt to match program delivery with state objectives. With the increasing move toward decentralization or devolution of INAC and the strong proclamation of the supremacy and sovereignty of the band, these suggestions may be worth considering (Saskatoon District Chiefs, 1985).

The compensatory education indexing model. The indexing model could quite probably be used to deal with some of the special needs evident in the reserve schools. If there is a high incidence of students in the reserve schools from a low socio-economic background, with limited proficiency in English, and experiencing difficulty in coping with the academic work, there would appear to be a need for special funding education which would allow for a reduced pupil/teacher ratio, more direct instruction, remediation, etc. The biggest problem would no doubt be in determining on what basis funds should be allocated to

the schools and on what basis schools should be treated differently (Wilson, 1975).

CHAPTER 3

Methodology

The Setting

An important feature of this study is the dynamic nature of the political context within which the study was undertaken. Since the early 1970's the Indian bands in the Saskatchewan Region, as well as in the other regions, have been going through an evolutionary process leading from a state of complete dependence upon INAC for the delivery of education to a state of Indian control of Indian education. The first bands to assume control of their own education did so with little preparation and training. Consequently, with no policy directives or procedures in place to guide the process, their first years were filled with trial and error as band governments struggled to deal with the rapid transition from complete dependence to complete autonomy. However, over the past few years, money has been set aside for pre-takeover preparation and as recently as July, 1986, a special division was set up within the Saskatchewan Regional Office which has taken over the function of preparing bands to assume control of their education programs.

Within each district, the chiefs of the bands have

come together to form a district chiefs' organization or tribal council. This group is funded through a special grant from Indian Affairs. Although they have no legal authority, they do have political power and exert considerable influence on the decision-making process. The federal government's current commitment to devolution, whereby INAC is being phased out and the Indian governments are to take over control of their own affairs, implies that the district chiefs' organizations or tribal councils would probably assume the role and function of INAC's district offices. However, owing to the autonomous status of the bands, INAC cannot transfer its authority to the Indian governments until the bands declare that this should happen.

The Saskatchewan Education Act does not apply to education on reserve lands unless the band council so desires or unless an agreement has been reached under section 114 of the Indian Act between the Minister and the Government of Saskatchewan. Through the efforts of the Federation of Saskatchewan Indian Nations (FSIN), an Indian Education Act was drawn up and presented to the Indian Bands for their approval in 1984. However, because the Act, in essence, centralized authority in the provincial body and did not recognize the paramountcy and sovereignty of the band, the bands refused to accept it. An attempt is now being made to draft a new Indian

Education Act under the auspices of the Saskatchewan Indian Education Council (SIEC) formed in April, 1985. This Act is being reviewed carefully with each band, and band councils are invited to adapt it to their unique situation and to adopt it as their Education Act. As well, an Education Act pertaining to Indian education at the district level and another one aimed at the provincial level have been drafted and are being presented to the district chiefs' organizations or tribal councils and to the provincial body (FSIN) for their approval. As of April, 1986, the Meadow Lake District Chiefs (now the Tribal Council) had officially adopted theirs and the provincial act had passed the first reading. The three acts--band, district, provincial--are all correlated and the hope of the FSIN is that there will one day be one Indian Education Act for the Province (Saskatoon District Chiefs, 1985).

At the present time in the Saskatchewan Region, funds flow from Treasury Board in Ottawa through INAC and directly to the individual bands. The process normally follows a route from Regional Office to the various district offices where there is usually an information session with the chiefs' organization before the funds are dispersed to the bands. Under section 27 of the Financial Administration Act, the district superintendent of education (INAC) has signing authority for receiving and

dispersing funds but has no real control over the use of most of the funds which are distributed to all bands through contribution-to-band agreements. All special education monies in the Saskatchewan Region are channelled to the bands through contribution-to-band agreements with only a small amount kept back for support services at Regional Office and for some severely handicapped students who are in special institutions. By this means, INAC has retained accountability for the collection of data to substantiate funding and for the dispersement of funds, but has relinquished accountability for the use of funds to the individual bands.

Each district and, each band within each district, is at a different position in this evolutionary process. The twenty-one schools in the Prince Albert District are all band-operated schools with some bands having assumed control in the early 1970's and the most recent bands having assumed control in 1985. The Prince Albert District Chiefs (PADC) has set up an education committee composed of five chiefs. This committee meets once a month and has as its mandate the overseeing of matters of an educational nature at a district level. As well, the PADC has hired two education personnel-- a director of education and a special education consultant. Although this is the district which led the way into band control, the PADC has yet to ratify an education act.

The Meadow Lake District bands have nine schools in all. Five of their schools are band-operated (all having become band-operated in the 1980's) and four are federal schools. The Meadow Lake Tribal Council (MLTC) has set up an education committee with a representative from each of the ten bands. Through a band council resolution from each band, this committee has been given authority by the bands to act on their behalf on education matters. However, the bands do still retain their sovereignty and in this way are autonomous. The MLTC has hired one education person--a director of education. At the present time, the MLTC has adopted an Education Act as have several of their bands.

The North Battleford District presents a still different situation. Of the ten bands, three have federal schools and six have band-operated schools. The North Battleford District Chiefs are currently reorganizing as the Battlefords Treaty #6 Tribal Council (BTTC). At the time of the study, they had no education committee or education staff.

Because each district has its own unique political context, the approach of the researcher had, of necessity, to be different. In the Prince Albert District, the approach was through INAC's district office to the education staff of the PADC. At the initial meeting with the education staff, it was decided that the special

education consultant would contact the schools to see if any would be interested and willing to take part. As well, the researcher was invited to meet with the special education personnel from several of the schools and, on the basis of this meeting, the special education personnel were to approach the administration of their respective schools about taking part. Requests to take part were to be addressed to the consultant who would then forward these requests to the researcher.

In the Meadow Lake District, the approach was through the district office to the education committee and the director of education for MLTC. This group had been highly concerned about the format and methodology of the study and had requested the right to review the questionnaire before agreeing to allow the study to take place. At the conclusion of their third meeting with the researcher, it was agreed that the members of the committee should relay the information about the study to their respective band councils and school boards or committees. Any band that wished to have its school take part was to contact the researcher directly.

Because of the reorganization currently taking place in North Battleford District, the researcher was referred by INAC's district office directly to the principals' group. At an initial meeting of the researcher with the principals' group, the purpose and objectives of the study

were presented by the researcher. The principals then agreed to discuss the feasibility of taking part in the study with their respective band councils and/or school boards. If interested in taking part in the study, the band would contact the researcher directly. As a result of this meeting, the school board for Band E requested that the researcher conduct the study in its school in December. The board also expressed a willingness to allow the study in their school to serve as a field-test of the methodology and instruments.

The Sample

Although it had originally been planned to try to include three bands from each of the three districts, it was not possible to do so within the time frame of the study. Therefore, only six bands took part in the study. However, each of the six participating bands possesses unique characteristics and in that way they do constitute a good sample. To safeguard their anonymity, the bands will be referred to by letter designation rather than by name. The six bands which took part in the study were as follows: (a) one band in the Prince Albert District; (b) one band in the Meadow Lake District; and (c) four bands in the North Battleford District.

Band A operated an isolated school in the extreme northern part of the province. The school had 262

students from nursery to grade nine. The staff of 15 certified teachers included a principal, curriculum development specialist, two special education teachers, and 11 regular classroom teachers. As well, there were 17 paraprofessionals working in the school as teacher-associates or aides, a librarian, librarian assistants, language instructors, a guidance counsellor, and a secretary. This band had also employed a director of education to oversee the education program and to assist the band in assuming control of the education program. The staff was anxious to take part in the study because of the unusually high number of special needs students within the school and because of the difficulties encountered in having such students assessed for funding purposes.

Band B had a federal school with 104 students from nursery to grade nine and a staff of eight full-time certified teachers, two aides, and an education coordinator. Currently using the temporary facility on Band E's reserve which had served as a joint school for the children of Band B and Band E, the band is looking forward to the opening in September of an eleven-classroom facility on their own reserve. However, because over 100 students are bussed to provincial schools, the band is experiencing difficulty in planning their program for the upcoming year. For this reason, the band wished to be included in the study.

The band-operated school system controlled by Band C consisted of two schools serving children from nursery to grade three and a larger school for grades 4 to 12. The total enrollment for the three schools was 737 students. The two primary schools each had a staff of six teachers, one Cree language teacher, and, in one school, two aides, and in the other, three aides. The larger school had a staff of 26 teachers. Band C assumed control of their education programs in 1981. They currently have a director of education, a superintendent, and three principals. Their desire to be included in the study was partially precipitated by the fact that they were currently in the process of revamping their special education program.

The federal school on Band D's reserve had an enrollment of 149 students from nursery to grade nine. The staff consisted of eight certified teachers, one special education teacher, one Cree language instructor, one teacher aide, and one education coordinator who worked half-time. The band did handle most of the education programs through contribution-to-band agreements, but was hesitant to take over control of the entire educational program until such time as it felt competent to handle such a responsibility (E.Borisnikoff, personal communication, December 4, 1986). Because of funding cutbacks, the school had recently been forced to close

down an alternate education program and was concerned that other special education programs would also be closed down. For this reason, the staff was anxious to take part in the study.

Band E had a band-operated school with 81 students from nursery to grade nine and a staff of seven full-time certified teachers, one part-time teacher, and an education coordinator. The principal of the school, the education coordinator, and four of the certified teachers were band members. This school was opened in 1983 and was now in its fourth year of operation. The students previously had been attending one of two provincial schools nearby or a joint school on the reserve which served children from the Band B and Band E. Faced with funding cutbacks because of a declining enrollment, the band was concerned about the possible loss of the special education program. For this reason, the staff and school board felt it would be to their advantage to take part in the study.

The school operated on their reserve by Band F had an enrollment of 161 students from nursery to grade 10 and a staff of 14 which included 11 certified staff, one teacher-aide, one language instructor, and one secretary/music teacher. An education coordinator was employed on a half-time basis. This school came under the operation of the band in 1985. Band F has the distinction

of being the first band in Canada to ratify its own education act. There has been a heavy emphasis on restructuring the education program within recent years and the staff, anxious to have assistance in assessing its programming, requested the opportunity to take part in the study.

Research Design

This study follows the design of an exploratory type of field study because it attempts "to discover significant variables in the field situation, to discover relations among the variables, and to lay the groundwork for later, more systematic and rigorous testing of hypotheses" (Kerlinger, 1986, p. 373). To guide the study, a framework proposed by Kakalik for use when considering special education costs and finance issues was adopted. The framework consists of eight steps and, beginning with the identification of exceptional children and their service needs, proceeds through the determination of programming, resources, and costs, and concludes with the examination of fund distribution formulas. This framework is presented here with a description of the information sought and the methods used in obtaining the information.

Step 1 - Definition of Exceptional Children and Their Service Needs

At a general open session with the staff and education authorities of each school, the definition of special education and of special education services as pertaining to that particular school and community were established. Following this, the position of the Department of Education for the Province of Saskatchewan as to its definition of special education and special education services was clarified. Charts and overhead transparencies were used so that all aspects of the provincial definition could be studied and discussed. This was followed by a discussion of INAC's definition and of INAC's position on the provision of special education services. As a conclusion to this session, the researcher led a discussion on the provision of compensatory education for disadvantaged children. The group was then asked to make up a list of problems experienced by children of their reserve which could be used to identify certain children as disadvantaged.

Step 2 - Determining the Magnitude of the Exceptional Population and Its Service Needs

Through age-grade studies done by each classroom teacher and by the principal according to a format supplied by the researcher (see Appendix A), a common

frame of reference was established by which students requiring special education services could be identified and the magnitude of the population determined. Teachers were requested to collate this information in such a way that they would be able to determine the number of children who could be classified according to the provincial categories and the number of children who require services but who could not be classified according to the provincial categories.

Through use of a questionnaire (see Appendix B), the special education teacher and principal were interviewed as to their perceptions of the existing categories and their recommendations for change. They also were asked to suggest new categories that would more aptly define their current student population.

Step 3 - Assignment of Service Responsibility

This step involved the determination of which type of public or private educational agencies or noneducational agencies is to provide which services to handicapped children. Although it is generally understood that all special education funding for Indian children attending schools on reserves is forthcoming from INAC, there are specific areas where education authorities may wish to investigate the possibility of shared services with other agencies. As well, they may wish to investigate the

possibility of shared services among schools or within a district. The principal, special education teacher, and representatives of the school board and band administration were interviewed as to their perceptions of the advantages and possibilities of shared services.

Step 4 - Determination of Programming Required to Provide the Services Desired

Although programming was beyond the scope of this project, there was a need to determine the type of programming that is desired so that an estimate of costs can be made. Knowledge of the costs of special education is basic to the development of a special education funding formula.

Through use of section II of the questionnaire (see Appendix B) completed in open session with the staff, information was sought regarding: (a) the type of programming currently in place, type of programming required, and type of programming preferred; (b) the need for early childhood intervention, education for the gifted, vocational education and occupational training, compensatory programs, and community-based preventive programs; and (c) the need for and possibility of shared services.

Step 5 - Determination of Resource Requirements

Throughout the week following the group interview session on identification and programming, the principal and staff engaged in a planning exercise in which they listed the resources required to provide the programs they had identified. They were specifically asked to consider the personnel required, the equipment and supplies needed, the facilities or facility changes required, and the training requirements of their current staff.

Step 6 - Determination of Costs

The principal and special education personnel were then requested to complete a costing exercise (see Appendix C). This involved determining the costs of the program currently in place, the costs of the program they had wanted to have in place, and the costs of the program they hope to see in place. They were asked to consider excess costs only, so that it could be more easily determined how much money would have to be generated and how that money could be best allocated.

Step 7 - Determination of Total Level of Funding Required to Provide All Necessary Services

This step is an extension of step 6 and essentially involves determining the total costs of special education services in the Saskatchewan region. The assumption was

that by using a sample of reserves from each of three districts--Prince Albert, Meadow Lake, North Battleford--it should be possible to estimate relatively accurately the district totals and then to extrapolate to the region to obtain the regional total. As well, the researcher interviewed the education staff in each district office as to their perceptions of the district needs. Such information was essential so that INAC would have a better idea of the total amount of money required and would be able to allocate the money in such a way that all children may have the benefit of appropriate programming to meet their special needs.

Step 8 - Examination of Fund Distribution Formulas

In preparation for this step, an indepth interview using section III of the questionnaire (see Appendix B) was conducted with representatives of the school and of the band administration and/or school board. These interviews attempted to determine the problems currently being experienced at the band level as far as funding for special education goes and the concerns of those involved. The interviewees were asked for their recommendations as to the structure of special education funding--the design of the funds, the process by which funds were distributed, and the controls they felt were necessary to guarantee the provision of adequate and appropriate services to all

children identified.

At the completion of the study in the six schools, the researcher, in consultation with a committee of representatives from each of the six schools, reviewed all information gathered, investigated various formulas for distributing special education funds, and attempted to determine a formula that would be sensitive to the needs identified and that would ensure adequate and appropriate programming and services.

Data Collection

Several instruments designed by the researcher were used for data collection purposes. Five charts (see Appendix A) were used to collect data on students' ages, grades, attendance, achievement, special education classifications, and signs of disadvantage. These charts served as a common frame of reference from which information was collated on summary sheets in such a way that patterns could be seen, relationships between variables noted, and decisions or conclusions could be drawn. A student information study using Chart 1 was completed by the staff members and made available to the researcher prior to the sessions with the staff. This allowed the researcher time to draw up school profiles using Chart 2 and to have them ready for presentation to the staff before the group sessions on identification and

programming. The high cost student profiles--Charts 3, 4, and 5--were completed by the special education personnel and/or principal.

The questionnaire (see Appendix B), which formed the basis for the interview, was in three parts--a section dealing with identification, a section dealing with programming, and a section dealing with funding and finances. The principal and special education personnel took part in the section on identification; the entire staff was encouraged to take part in the section on programming; while the principal, special education personnel, and representatives of the band administration were encouraged to take part in the section on funding and financing.

The sections on identification and programming were designed to give the interviewees an opportunity to identify problems or concerns, to evaluate current procedures, and to recommend changes. Because many of the questions relied heavily on knowledge of provincial regulations and procedures, it was decided to have the respondents complete this in a group session conducted by the researcher so that the needed background information could be made available. Respondents were encouraged to refer to their completed charts or student profiles when considering the questions. They were allowed to discuss the questions and to weigh the opinions of each other

before arriving at a group decision. In this way, the staff was able to reach a consensus which then became the position of the school.

The section on funding and financing was likewise designed to give the interviewees an opportunity to identify problems or concerns, to evaluate current procedures, and to recommend changes in funding and financing. Depending upon the preference of those being interviewed, this interview could have been conducted jointly or in two separate sessions with the special education staff and principal in one session and the band representatives in the other. Because it was important to try to arrive at a position for the school or community, as much of the interview as was possible was conducted in a joint session. However, if it became apparent to the researcher that the two groups--school personnel and band representatives--did not feel free to discuss openly in front of each other, or that their communication styles inhibited the discussion, the researcher could have chosen to conduct at least a portion of the interview separately.

A costing exercise (see Appendix C), whereby the principal and special education personnel were required to identify the costs of special education programming, was left for them to complete. In this exercise, they were asked to cost out the program that was currently in place,

the one that they had wanted to have in place, and the one they hoped to have in place the next year. Following the completion of this exercise, the researcher met with the principal, special education personnel, and other interested people for the purposes of reviewing both the results of the study as it pertained to their community and the program plans basic to the costing exercise. As well, this provided the staff with the opportunity to make further recommendations to the researcher. At this time the researcher conducted a discussion on alternative strategies that may be necessary if there is not enough funding to support their program plans. Through this discussion, the researcher again had the opportunity to hear concerns expressed and to solicit ideas for developing a suitable and responsive funding formula.

Data Analysis

The five charts contained in Appendix A were each designed to give a profile of the students within the school. The student information study (Chart 1) was set up in such a way that the teacher would be able to determine for each student the age-grade placement as well as the instructional level and, if standardized tests are used, the achievement level. Also it would be possible to determine for each student the effects of such variables as attendance and social, emotional, and family problems.

The summary sheets (see Appendix D) were designed to organize the data so that it could be more easily interpreted. In this way, it was relatively easy to identify the number of students who were experiencing difficulty in school and the number of students who were disadvantaged, and, to discover the relationships among the variables. Likewise, the age-grade profiles (Chart 2) of the school population enabled the administrator and special education personnel to draw similar conclusions about the entire school population. These school profiles, because they were drawn up using current grade placement, instructional level in reading, instructional level in mathematics, and various CTBS or other standardized test scores, would also prove to be highly informative when making program decisions.

The high-cost students profile (Chart 3) was designed to give a profile of the high cost students in the school. It illustrated the age, type of handicap, program, and testing information for each high cost student. The age profile (Chart 4) was designed to give a simple illustration of the incidence of handicap for each age, whereas the program profile (Chart 5) gave an illustration of the programming provisions for each category of handicap. This information was useful when considering questions on programming. By studying these charts, and the high cost summary form (see Appendix D), it was

possible to make some generalizations as to the amount of testing done, the tests used, the examiners and diagnostic sources available, the type of programming currently used and the need for more appropriate programming, and the incidence of handicap which in turn indicated an increased need for early identification. This information was useful to the interviewees when considering questions on identification and programming.

The results of the questionnaires were collated on special summary sheets (see Appendix D) which allowed responses from each of the schools to be easily compared and for commonalities to be noted. By direct reference to these forms, the problem questions posed for the study were considered. Section I of the interview form, which deals with high cost students, was used to determine the answers to the questions on the identification and assessment of special education students; whereas, as a result of studying the responses to Section II, the answers to the questions on special needs emerged. The section on financing was used to determine the answers to the questions dealing with the financing of special education.

The costing exercise (see Appendix C) was intended to be a practical exercise which would influence the thinking of the committee when making recommendations for the development of a funding formula. As well, this exercise,

along with information received from district offices, was useful in making an estimate of the total amount of money required for special education in the reserve schools throughout the region.

The final task of the researcher was to develop the funding formula. A committee comprised of one or two representatives of each of the schools included in the study was set up to assist with this task. This committee met with the researcher to review the concerns and recommendations from each of the schools involved and to make recommendations for the development of a formula that would satisfy the needs as expressed by these schools. The researcher viewed these recommendations in light of knowledge gained from the literature and, using this information, developed a special education funding formula for use in Indian schools on reserves in Saskatchewan.

In the discussion which follows, the questionnaires are analyzed to show the position of each school and with regard to each topic being researched. As well, there is a discussion of any further investigations carried out by the researcher and, in the case of the third section of the questionnaire, the perceptions of INAC's district office personnel are discussed. These discussions are followed up with an account of the deliberations of the committee and a brief summary of the observations resulting from the discussions.

CHAPTER 4

Analysis and Discussion of Data

Identification

Under the provincial regulations in Saskatchewan, high cost funding is available for eight categories of handicap--visually impaired, hearing impaired, trainable mentally retarded, severely learning disabled, orthopedically handicapped, chronically health impaired, socially-emotionally (behaviorally) handicapped, and severe multiple handicaps (Saskatchewan Education, 1982). INAC's expectation of the schools has been that they should use the provincial categories for identifying students with severe handicaps and that, on this basis, high cost funds of \$4,000.00 per students could be accessed by the school. A set of procedures for special education funding issued by INAC in 1985, briefly outlined the categories and the criteria and assessment procedures that should be followed by schools on reserves.

Section I of the questionnaire (see Appendix B) dealt with the identification and designation of severely handicapped students. The schools were first of all requested to describe the problems they were currently experiencing in using the provincial categories for designation purposes. They were then asked to evaluate, for their particular situations, the use of both the

criteria for designating students to each category and the assessment procedures as set out by the province of Saskatchewan. In both cases, they were requested to specify changes they would recommend to render the use of the criteria and assessment procedures more applicable to their particular situations. As well, they were asked to suggest new categories which would more likely encompass the special needs in schools on reserves.

Analysis of the questionnaires. Of the six schools participating in the study, five listed problems they were currently experiencing. Most of the problems had to do with the difficulties experienced in the identification and designation of students--lack of personnel, problems with the categories, and problems with the process. All five schools cited problems arising from the lack of or inaccessibility to the personnel qualified to do the identification and/or testing. The school in the extreme north spoke of the high commuter costs of either bringing qualified personnel in to the community to do the testing or of sending children out to larger centers in the south to be tested. However, in the more southern communities, the four schools which did respond claimed that such services were not easily available to them either. Complaints such as "no one to do the designation....no access to persons to do the testing" were common. Three schools

identified problems in using the categories. Specific problems cited were that it was hard to identify such children, that personnel at the school level often lacked knowledge of what was contained in each category, and that there were many children with moderate handicaps who did not fit the existing categories. Three schools identified procedural type problems. One school claimed that there was too much red tape, that there was no clear policy, and that no one knew where to begin. A second school claimed that the system was too slow to respond and that outdated nominal roll data were being used. The third school claimed that it was identifying students on the nominal roll, but was not receiving the funding.

To support the claim of high commuter costs made by the northernmost school, the special needs consultant hired by the district chiefs organization in that district furnished the researcher with a detailed breakdown of the projected costs of bringing a specialist in to six northern communities to do the initial assessments, to monitor the programs, and to do the required year-end assessment. The total cost for 68 students in the six communities was calculated at \$56,232.70. For the community in question, the initial assessment cost alone was projected at \$4,089.60. This projection assumes that one specialist could be brought in to the community to assess all of the students, but,

in actual fact, in this community at least two and possibly three different types of specialists would be required. The other alternative would be to bring the students out to Prince Albert or Saskatoon to be tested. This, however, would be far more costly, since air fare alone for each student would be \$301.00 or \$427.50 (depending on the age of the student) and, as well, there would be hotel bills, food bills and chaperone costs. All in all, it can be seen that assessment in this and other northern communities is extremely costly. As far as any of the schools knew, no provision has been made by INAC to date to provide up front monies to cover such costs.

An additional concern expressed by all schools, either directly through the questionnaire or indirectly through the discussions of the groups, had to do with the problem of using outdated nominal roll data. Under the current practices, provincial schools receive high cost funding from INAC for Indian students attending their schools but who reside on the reserves. Such students are designated as high cost on the October nominal roll and payments are immediate so that the students can get the benefit of appropriate programming during the current year. However, in the case of the reserve schools, students designated on the October nominal roll are not recognized for high cost funding until the next fiscal

year. (John Hurnard, personal communication, April 27, 1987). To allow enough time for the identification-testing-designation process to be completed by October 1, the assessments would probably have to be completed by the end of June of that year. If the students are designated as eligible for high cost funding on the October data base, and assuming that the process does work, the funds are not made available until the next April. If, however, the identification-testing-designation process is not completed by October 1, funds would not be made available until April of the following year (18 months later). Therefore, the school is left with the option of either bearing the total cost of programming for its high costs students by taking money away from other programs, or not setting up the required programming until the money arrives. Although almost one full year or, in the extreme case, two full years will have elapsed since the assessments had been completed, the second option could quite possibly be the only option a school has. This is not consistent with the provincial regulations which stress that the placement of such students "should be subject to continual evaluation" (Saskatchewan Education, 1982, p.27) and that handicapped students should be reassessed annually to ensure that programming is appropriate.

Only two schools did a thorough evaluation of the

criteria and assessment procedures for the various high cost categories used by the Province of Saskatchewan. The other four schools admitted that they really did not know if the criteria or assessment procedures were adequate for use in their respective schools. The discussions of the staffs surrounding the completion of this particular exercise revealed to the researcher the following reasons why they may have been reluctant or unable to evaluate the categories: (a) students within their schools were either extremely easily identified as handicapped according to the provincial categories or had no handicaps of this nature, (b) most schools had no copy of either the Saskatchewan Special Education Manual or of INAC's special education funding procedures, or (c) there was no one on the staff, or accessible to the staff, who had enough knowledge and training in this area to do such an evaluation. All schools, however, did recommend new categories that would better match the special needs of their student populations.

Following is a review of the evaluation of and recommendations for changes to the current provincial high cost categories. For the sake of clarity and so that the position of each school will be better understood, the criteria and assessment procedures will be discussed at the same time. Throughout the following discussion, reference will be made to the criteria and

assessment procedures as set out in the Saskatchewan Special Education Manual (Saskatchewan Education, 1982) and to the summary sheet for the high cost study (see Appendix D).

Both schools did agree with the criteria for designation to the chronically health impaired (CHI). However, one school did state that the criteria should be interpreted as encompassing health problems which cause educational problems. Throughout the entire study, this school took a strong position that the health support system was inadequate and that effective learning was extremely difficult because of faulty health practices--poor nutrition, lack of sleep, and children requiring glasses and/or hearing aids but not wearing them. This school also claimed that the assessment procedure was complicated because professional resources were not easily available.

Of the two schools participating, one agreed with the criteria for designation to the trainable mentally retarded (TMR) category. This school did recommend that, for assessment purposes, the IQ test should be supplemented with another test such as the Vineland. The other school made no response as to the adequacy of the criteria and in place of recommending a change to the assessment procedures responded with the question. "What is an approved test?". This lack of response may be

interpreted as indicating either that the staff did not have enough information on or knowledge about this category to evaluate it or that they had no students with severe handicaps in this category and so were not concerned enough to bother evaluating it.

Both schools felt that the criteria for designation to the category for the socially-emotionally disturbed (ED) were inadequate. One school claimed that the criteria were too vague and should be more specific, while the other stated that more use should be made of the professional judgement of teachers in the far northern isolated communities. In support of this position, this school further pointed out that there were no psychiatric or psychological services available to this community, that the school had no access to social or child care services, and that, without these services, they could not qualify children referred under this category. It was felt that an incidence form or report corroborated by others should be sufficient here. As well, this school maintained that the social services clause is restrictive thus making it more difficult to assess such students.

When evaluating the categories for the hearing impaired (HI) and visually impaired (VI), one school felt that the criteria for designation were not adequate in either case. This school took the position that, because

the best possible correction is not always available, a sub-clause should be inserted to allow designation to be based on visual or hearing acuity during classroom instruction. To support its position, this school pointed out that qualified professionals are not readily available for assessment purposes. In the group discussions at this school, the staff revealed that the current process for having vision and hearing checked means that, from the time of the initial referral for eye or ear examination until the glasses or hearing aids are actually received, almost a full year passes. As well, they expressed grave concern over the attitude that the children had toward both wearing the corrective devices and taking care of them.

The other school claimed not to know if these categories were adequate and made no recommendations. This could probably be attributed to the fact that this particular school does have one child who is profoundly deaf but has no borderline cases or other serious problems in these areas. As well, one other school, which claimed not to know if the criteria or assessment procedures were adequate, does have a child who is seriously visually impaired. In both of these cases, the schools, when discussing high cost concerns, indicated that the children had been tested and that special programming was in place. However, in both cases, the

programs were costly and money to cover the costs of these programs had to be taken from other program areas within the education budget. Particularly in the case of the profoundly deaf student, the program which had to be put in place required much more financial support than could have been obtained through the current provision for high cost education.

Both schools agreed that the criteria for designation to the learning disabled category were inadequate. In making recommendations for changes in the criteria and assessment procedures, one school referred to the many problems with intelligence testing which can make the test results invalid. This school also recommended using teacher appraisal, resource room reports, and other informal screening measures for designation purposes until the children can be tested by a person or persons in their own language. The special education teacher further supported the use of the ABC-Kausam test by stating that it is good for children from age 2 1/2 to age 13, that it is normed with minority groups, and that it is extremely useful for testing children with learning disabilities because it gives a clear assessment of such cognitive functions as non-verbal functioning and simultaneous processing (Nella Hegemann, personal communication, May 6, 1987). The other school likewise stressed the need to use an

appropriate intelligence test and to include a psychological profile of the student. This school believed that by applying the process as outlined in the manual, it would take a year, in many cases, before children could be designated as learning disabled. For this reason, there are many children in this school who should be in this category, but have not been designated. A third school also stated that the criteria were not adequate and suggested using an aptitude test to confirm the results of the intelligence test. Throughout the discussions at all of the schools, teachers generally expressed dissatisfaction with the learning disabled category. It appeared that they felt that the category was not inclusive enough. Many teachers insisted on referring to children who are disadvantaged and children who are seriously age-grade misplaced as being learning disabled. There was considerable resistance to accepting the reasons why this category could not necessarily include such children. Therefore, it may be safe to conclude that the dissatisfactions expressed could be dissipated through the creation of new categories.

With regard to the multiply handicapped category, one school stated that the criteria for designation were adequate. However, the other school did not agree and recommended considering multiply handicapped low cost students for high cost funding because of their special

programming needs. This school also suggested having a graded scale of funding because the number of problems students have varies from student to student. A final recommendation was that the intelligence test should be supplemented with other tests.

Of the schools who did not complete a thorough evaluation of the categories, one claimed to have no knowledge of what was contained in each category, another questioned the tests used and the examination process, and a third expressed genuine concern over the lack of policy and claimed that no one knew where to begin. The fourth school acknowledged that, within the current enrollment, there were no children who would qualify in the existing categories. This school was more concerned about setting up programs for disadvantaged children. It may be significant to note here that two of these schools did indicate that on the nominal roll they had identified children in several of the categories, but had not received high cost funding for them. Discussions with the principals and special education teachers in the two schools revealed that they felt the problem was not a problem with the categories, but a problem with the process that was not working. It is quite possible that if there had been a satisfactory process in place, these schools may have expressed more interest in evaluating the categories.

In total, nine new categories were suggested by the various schools. All six schools recommended that there should be a category for age-grade misplacement. Two schools felt that special consideration should be given where students are more than two years off the provincial norm on standardized achievement tests, one felt that three years was critical and five years or more was severe, whereas another school recommended that there should be a high or medium cost factor for students who are four years or more age-grade misplaced. Examination of the student profiles (see Appendix D) gives evidence of quite serious age-grade misplacement in all of the schools. Because it is seemingly worse in some schools than others, a graded scale could perhaps be adopted to allow for the differences.

Four schools suggested including a category for the severely disadvantaged with emotional deprivation, neglect, abuse, alcoholism within the home, attendance, social problems, unemployment, and transiency being used as key determiners of disadvantage. One school recommended checking into tests of disadvantage drawn up by the university. A more detailed discussion of disadvantage can be found in a special section on disadvantage near the end of this chapter.

Two schools felt that emotional deprivation was serious enough to be treated as a separate category. The

children considered for this category would be those who are emotionally deprived through such factors as neglect, transiency, being shifted from home to home, and trauma, and who have reacted by withdrawal rather than acting out. Such children, because they are usually well-behaved, can easily be overlooked.

Other recommended categories included: (a) speech problems, (b) English as a second language (ESL) problems, (c) cultural deprivation, (d) fetal alcohol syndrome, (e) retrieval (students dropping back into school), and (f) students on probation (in conflict with the law). These categories, in most part, reflected problem areas with which the schools were currently dealing.

Further investigations. It became evident from the discussions that all of the participating schools were highly frustrated with the identification-testing-designation process and that no one was sure what the correct process was. On the basis of this, the researcher conducted a special investigation to find out if a definite process actually was in place and what the district officials' perceptions of the procedural problems were. Informal discussions were held with the district office personnel in the three districts and the education personnel in each office were invited to complete Section III of the questionnaire--the portion

that deals with financing. From these discussions, it became clear that the education personnel in the district offices did not know what the process actually was and, for the most part, believed that there was no definite process in place.

The researcher also did a further investigation into provisions made by INAC for covering the costs of the assessments. The regional coordinator for special education services in the Saskatchewan region confirmed, that indeed no provision had been made by INAC to cover assessment costs (Dave Devasahyam, personal communication, February, 1987). His recommendation was that schools would possibly have to use their low cost funds to cover these expenses. This cannot be perceived as a reasonable solution because most schools are currently using their low cost funds of \$200 per student to cover the cost of setting up a resource room situation. In many cases, especially if the enrollment is below 150 students, this does not allow sufficient money to hire a properly qualified teacher and to cover the other costs incurred in setting up appropriate low cost programming.

Deliberations of the committee. The committee endorsed the concerns expressed by the schools as to high cost funding arrangements. They were specifically concerned about the shortage of people to do the

assessments and about the confused interpretations of what the process for designation actually was. The members stressed that a clearly defined process for designation was essential and recommended that sufficient money be made available to the district or to the bands to provide the services of people to do the assessments.

Although the committee members did not deal with the current categories, they did discuss the recommendations for new categories made by the various schools. Whereas it was recognized that all of the categories recommended are indeed indicative of current and serious concerns, the members felt that several of these categories could be subsumed by other categories already in existence. However, they felt that there were three areas of a highly serious nature in all six schools which could easily be overlooked and would not necessarily be absorbed into the existing categories, and therefore should be treated separately. These areas are: (a) severe age-grade misplacement, (b) seriously emotionally deprived, and (c) severely disadvantaged. No attempt was made to establish criteria for designation to these categories as a part of this exercise.

Summary. A summary of the high cost needs is given below. This summary is included to provide a clearer picture of the needs at the school level and of the difficulties schools encounter in attempting to provide

appropriate programming.

1. School A had a current student enrollment of 250. A total of 47 students had been referred to the special education teacher for testing, but, of these, only 21 had qualified for designation as high cost students. Of the 21 students designated on the nominal role for high cost funding, four had not been tested by a qualified examiner, although arrangements had been made to have them tested at a later time. The school had received high cost funding for all 21 students. It is interesting to note that full funding had been made available, although not all of the students referred had been properly assessed.

This school was fortunate in having on staff a person who was qualified to administer the WISC-R and other intelligence tests and who had the knowledge required to select, administer, and interpret a wide variety of tests. Seven students had been tested by outside sources--the Alvin Buckwold Clinic and the hearing clinic at the University of Saskatchewan.

There were, at this school, an unusually large number of children suffering from severe hearing loss. The special education teacher estimated that, of the eight children designated as hearing impaired, only two could be declared congenital. The other six children

suffered hearing loss because of neglect and inadequate health services.

The Brigance test in reading had been administered to students from grades 5 to 9, while the Brigance tests in mathematics and spelling had been administered to students from grades 2 to 9. School profiles drawn up on the basis of these tests indicates that 2% to 7% of the students were doing average work for their age, 14% to 25% were two or three years age-grade misplaced so could be considered at risk, and 69% to 84% were four or more years age-grade misplaced so could be considered as having severe academic problems. It is clear from these results that age-grade misplacement is a serious problem, and that this school could benefit from recognition of severe age-grade misplacement as a high cost category.

2. Out of an enrollment of 96 students in School B, a total of 7 students had been referred for high cost designation. However, no high cost funding had been received.

School age-grade profiles indicated that of the students from grade 2 to grade 9 tested on the CTBS, 21% to 29% of the students are doing average work for their age, 39% to 44% are at risk, and 28% to 37% are having severe academic problems. However, grade-grade profiles indicated that, on the CTBS composite scores, 61% of the students are doing average work for their grade, 39% are

at risk, and none have severe problems. These results show that, although there is a serious age-grade misplacement problem, the students are achieving quite well for their grade. On the basis of these results, this school can now afford to investigate the feasibility of offering an alternate education program with an emphasis on academic upgrading and remediation to its older students who are age-grade misplaced.

3. On the nominal roll of School C, 67 students out of a total enrollment of approximately 750 had been referred for high cost designation. However, with regard to the 282 students from grades 4 to 9, the current administration felt that there had been too much testing done in previous years and that possibly 18 students definitely should have been referred. Of these 18 students, 14 had been tested by a qualified examiner. The administration estimated that approximately 19 more students from the entire school population should be referred for high cost funding. This school system had received high cost funding for ten students only. It should be noted here that a profoundly deaf child has been accepted into this system. To cover the costs of training and hiring a full-time paraprofessional and to purchase the program equipment and materials required to offer an appropriate program for this child, the board has had to set aside approximately \$20,000.00 for the

education of this one child.

School profiles based on the results of CTBS tests given to grades 4 to 7 indicate that 20% to 32% of the students are doing average work for their age, 47% to 58% are at risk, and 19% to 23% are having severe academic problems. This system currently has a special education teacher in each of the division I schools and four special education teachers in divisions II to IV. Their plans are to have one resource specialist to coordinate special education activities and act as a consultant to the other teachers. Being much larger than any of the other schools, this school system is able to take advantage of economies of scale. However, to offer what they feel is appropriate programming, there is a need for more money.

4. School D did not identify any students within its current enrollment of 117 from kindergarten to grade 9 as requiring designation to high cost categories. However, reference was made to two students whom they had referred to district office as socially-emotionally disturbed and who had subsequently been sent to a special institution.

School profiles indicated that a large number of the children in this school were severely age-grade misplaced. On the CTBS tests given to students in grades 3 to grade 9, 4% to 8% were doing average work for their

age, 42% to 49% were at risk, and 47% to 50% were experiencing severe problems. On the basis of these results, this school is anxious to reinstitute an alternate education program for the older students, to maintain the resource room, and to lower pupil/teacher ratios in division I to allow teachers the opportunity to ensure that students have a strong foundation in the skill subjects.

5. School E did not identify any high cost students within its current enrollment of 81. However, the principal did question why students who transferred to the neighboring provincial school were immediately designated as high cost and funded accordingly.

School profiles indicated that of the students in grades 4 to grade 9 tested on the CTBS, 3% were academically gifted, 38% to 45% were doing average work for their age, 39% to 43% were at risk, and 9% to 21% have severe problems. As well, of the students who were born in 1970 or later, no one was more than four years age-grade misplaced. It seems highly probable that, unless new categories are introduced, none of these students will qualify for high cost funding.

The staff and school board of this school expressed great concern over maintaining a high academic standard. For this reason they were anxious to keep the pupil/teacher ratio low and to maintain a close

relationship with the neighboring provincial school. As well, there was considerable interest in offering a retrieval program for older students who had dropped out of school or who were threatening to do so. Because of its low enrollment, this school expressed interest in sharing special education services with other schools.

6. Out of a total current school enrollment of 125 students from nursery to grade 9, School F had identified 24 as high cost students. However, although all 24 students had been designated as high cost on the nominal roll, the school had received no high cost funding. The principal and special education teacher claimed that they did not have access to either the Saskatchewan Special Education Manual or to INAC's special education funding procedures, so did not really know what the criteria or assessment procedures were, and that, as far as they could determine, there was no actual identification-assessment-designation process in place. They had reported their high cost students on the nominal roll and had informed district office personnel that they had supporting data on these students, but had received no request for substantiation of these data and had received no funding for these students. However, further discussions revealed that, in actual fact, only four of these students had been sent to qualified personnel for assessment purposes, and, of these, none had actually

been tested. It would appear, in this case, that, had a definite process been in place and detailed information on designation been made available to this school, the staff may have been better equipped to identify high cost students and to access funds accordingly.

The profiles indicate that there is a serious age-grade misplacement problem in this school. The results of the CTBS testing with students in grades 4 to 9 revealed that approximately 3% of their students were doing average work for their age, 24% to 31% could be considered at risk, and 66% to 76% were having severe academic problems. However, the profiles drawn up on the basis of the results of the Gates-McGinitie Reading Test given to students from grades 1 to 6 indicated that 17% were doing average work for their age, 45% were at risk, and 38% were having severe academic problems. This may be an indication that there are fewer problems in the lower grades and that the program changes made within the past few years are having a positive influence on student achievement.

A concerted effort is currently being made to deal with the age-grade misplacement problems by reducing the pupil/teacher ratio and operating two self-contained special education rooms for the most serious problems. However, without the benefit of high cost funding, they are concerned that they may not be able to maintain these

programs. As well, the staff identified a crucial need for community preventive programs to deal with the growing number of disadvantaged children.

In the mind of the researcher, the staff at this school are enthusiastic, hard-working, and willing, but in their estimation they lack the information and program direction to offer fully adequate services. A comment from their questionnaire confirms the concern they, as a staff, share--"Program does not seem applicable; every effort has been made with the skilled materials we have in place, but results are not satisfactory".

Programming

Early Childhood Intervention

The first program dealt with in the questionnaire is that of early childhood intervention--the provision of special education services for preschool handicapped children. The Department of Education in the Province of Saskatchewan has adopted a policy which allows preschool children of three years of age and older who are severely handicapped to attend special education classes sponsored either by the school or by a parent management board. This part of the questionnaire dealt first with early intervention programs for children who are three years of age and older. Schools were asked to consider whether

there is a need for this type of programming on the reserves, and, if so, who should provide it and what the criteria for admissions should be. The questionnaire then dealt briefly with early identification and early intervention programs for children from birth to age three.

Analysis of the questionnaires. All six schools agreed that there is a need on the reserves for early intervention programs for children who are three years of age and older and that the school should be involved with social services, the health department, and a parent management board in providing such programs. Three schools suggested that these groups work together as an inter-agency group. There was a general feeling that the school's role should not necessarily be to provide the program but to monitor it. One school recommended that a trained community worker be put in place to oversee the program(s). Five of the schools believed that there were no early intervention programs currently in place on their respective reserves, while one school was not sure if there was such a program in place.

Three schools felt that the criteria used by the province for designation to an early intervention program were not appropriate for use in their communities, whereas one school felt that they were appropriate, one school did not know if they were appropriate, and one

school declined to answer. Five schools recommended changes to the criteria. Three recommended including disadvantaged children while one recommended including all three year old children on the reserve. One school recommended that there should be more flexibility as to the centre in which the program should be offered so that approved day care centres could be considered. The home-based nursery concept was suggested by one school.

All schools felt that there was a need for early intervention programs for handicapped children from birth to age three. None of the schools was aware of such programs operating on its reserve. Three schools felt that the school should become involved, in a leadership or advocate's capacity, in this type of education, while three felt that the school should not be involved. None of the schools was really sure whether early identification was currently being practiced in reserves although two were quite sure it was not, one thought that it might be being carried on by the health nurse and doctor in charge, and one thought it was partly in operation through the Battlefords Indian Health Centre.

Further investigations. The researcher conducted interviews with various community health representatives and field nurses on the reserves and was able to confirm that early identification is being carried on by the nurses and doctors. As well, INAC is purchasing early

intervention program services from provincial agencies for a small number of Indian children living on the reserves. Estimates made by health workers indicate that there are many more children requiring the service but they are not receiving it because there is no funding policy and/or because of parental indifference or parental denial of the problem.

Deliberations of the committee. The committee, in their deliberations, expressed concern that Indian children on reserves are not receiving the same quality of service as children who reside off the reserve. It was recommended that early intervention programs be made available for children from age 3 and up. As well, there was strong support for the idea of including disadvantaged children and considering the home-based nursery concept. Some people felt that, because of the very large number of disadvantaged children on their reserves, it would be advisable to include all children, while others felt it should be left to the discretion of those in charge at the band level. The home-based nursery concept was described by the director of education of one band which had previously offered a home-based nursery for four year olds in lieu of the customary nursery program in the school. Most committee members felt that such a program for three year olds would encourage positive parent-child interaction and aid

the development of the parenting skills that are so often lacking in disadvantaged homes.

Summary. On the basis of the questionnaires, the discussions at the committee level, and special interviews conducted by the researcher, the following observations can be made.

There is a need for early intervention programs for children who are between three years of age and the age of eligibility for school entrance in their respective reserves. Children, to be admitted to early intervention programs, should meet the criteria for the severely handicapped or should be seriously disadvantaged. In reserve communities where there is a high incidence of disadvantage, consideration may be given to including all children who are three years old (up to school entrance age). There is, as well, a need for early intervention for handicapped children from birth to age three.

There is a general feeling that the school should be involved but not entirely responsible. The interagency concept is popular. Consideration should be given to allowing such a program to operate from an approved day-care centre or to offering the program as a home-based nursery.

Neither INAC nor National Health and Welfare have made provisions for setting up and operating early intervention programs for handicapped children on

reserves. INAC is purchasing early intervention services from provincial agencies for a very small number of Indian children on reserves.

Early identification is being carried on by the field nurses and doctors. However, many parents are rejecting early intervention services because of indifference or denial of the problems.

Vocational Education and Occupational Training

Current legislation in the Province of Saskatchewan allows a board of education to enter into an agreement with a community college to provide vocational education and occupational training for young people (Saskatchewan Education, 1982). In view of this and, in recognition of the fact that many young people in reserve schools are seriously age-grade misplaced, schools were asked to consider the advisability of offering vocational education and occupational training programs.

Analysis of the questionnaires Four schools claim that they are currently not offering courses in vocational education and occupational training, whereas one school is offering courses in typing and computers and another is contracting local people to teach courses in industrial arts and home economics. It appears that there may have been problems in the interpretation of this question with some schools believing that the

courses discussed on this page of the questionnaire would have to be offered by a community college and others viewing them as strictly vocational education and occupational training courses regardless of who offers them. Consequently the two schools who do offer industrial arts and home economics as part of the regular school program did not acknowledge this and were among the four who claimed not to be offering courses in vocational education and occupational training. As well, several schools do offer typing courses and computer instruction, but only one school acknowledged this.

All schools felt that there is a need for such courses to be offered in the schools. The types of courses to be offered included: (a) trades courses in plumbing, mechanics, carpentry, and business education; (b) work experience off the reserve and work training; (c) courses in parenting, child care, home management, social skills, and life skills; (d) credit courses in typing, computers, industrial arts, home economics, agriculture, ceramics, pottery, and photography; (e) courses in first aid and home nursing; and (f) courses in commercial fishing and trapping.

When asked to suggest criteria for designation to vocational education and occupational training courses, five schools suggested that the suitability of the student--aptitude and interest--was important and five

schools suggested age-grade displacement. Two schools felt that such courses should be made available to all students, whereas one school felt that academic incompetence was a necessary criterion for designation, and one school felt that designation should be considered only after thorough and intensive discussions involving the student, the parents, and a counsellor. As well, two schools felt that the courses offered should reflect needs within the community with one of these schools stressing the importance of considering the availability of jobs when deciding upon course offerings.

Deliberations of the committee. The committee members discussed the need for vocational education and occupational training courses in the schools. The members representing the school which offered a division IV program claimed that there was a need for a vocational stream through grade 12. However, the members representing the other schools which offered divisions I to III were anxious to see such courses offered as an alternate education program to students who are seriously age-grade displaced and/or experiencing serious academic problems. A further suggestion was that smaller schools could possibly consider sharing services so that they can offer the programming they wish.

Summary. The following observations can be made as a result of the above information and discussions at the

committee level.

All schools felt that there is a need for courses in vocational education and occupational training. However, most schools are currently not offering such courses.

The types of courses that could be offered include:

(a) trades courses in plumbing, mechanics, carpentry, and business education; (b) work experience off the reserve and work training; (c) practical courses in parenting, child care, home management, social skills, and life skills; (d) credit courses in typing, computers, industrial arts, home economics, agriculture, ceramics, pottery, and photography; (e) courses in first aid and home nursing; and (f) courses in commercial fishing and trapping.

There appear to be three different approaches to such programming: (a) credit courses to enable division IV students to better prepare for a life vocation; (b) alternative programs for those students who are seriously deficient in academic skills; and (c) enrichment for all students as motivation and as preparation for life work. Criteria for designation to alternative programs should be concerned with (a) student suitability (interest and aptitude), (b) age-grade displacement and academic incompetence, and (c) age.

Gifted and Talented Students

The Education Act for the Province of Saskatchewan gives boards the authority to make special provisions for "pupils of superior natural ability or exceptional talent" (Education Act, 1983, s.185). The Special Education Manual put out by Saskatchewan Education in 1982 acknowledges the fact that boards may wish to set up appropriate programming for gifted students (Saskatchewan Education, 1982). This part of the questionnaire invites teachers to consider the number of gifted children in their classes, the areas of giftedness displayed, and the problems incurred in providing appropriate programming for these students.

Analysis of the questionnaires. All schools acknowledged that there were gifted and talented students within their student populations. However, because there had been no formal identification of these children except through teacher observation, no school was really sure how many students actually were gifted or talented. Estimates ranged from 2% to 12% of the total enrollment and depended to a large extent upon the areas of giftedness recognized by the various schools. All schools claimed to have students gifted in the arts--art, music, dance--and four schools recognized students who were gifted athletically. In addition, four schools

acknowledged students who were gifted academically with one school acknowledging students with talents in the area of divergent thinking and aptitude.

Some provisions have been made for special programming for gifted and talented students in three of the schools. One school had hired an artist to come in for several sessions each year to work with artistically talented students and another school had hired people to come in to offer special instruction in music and dance. One other school expected the regular classroom teachers to offer special programming and to rely on the resource room teachers to offer enrichment wherever necessary.

All schools would like to see programming in place for gifted and talented students. Four schools expressed concern about the lack of materials and equipment for use with gifted students, and three stressed the need for qualified personnel. There was general concern over the development and creation of special programming for gifted and talented students. Two schools advocated setting up individualized, self-monitored programs, while two schools suggested special summer sessions for gifted and talented students. Other suggestions included (a) placing more emphasis on extracurricular activities; (b) introducing music, dance, powwow, drama, art, and computers; and (c) getting academically talented children together on a regular basis so that they can challenge

each other.

Teachers were asked to consider what assistance regular classroom teachers would require so that they would be able to provide special programming for gifted students. All schools stressed the need for resource personnel--qualified teachers, consultants, specialists. Three schools stressed the need for special training sessions for regular classroom teachers; two felt there was a need for more information and for adequate time for the teachers to get to know the child and to become familiar with the materials; three stated that more money was needed for staff, equipment, and other resources; one school mentioned the need for better facilities. Finally, one school spoke of the understanding and support that were seriously needed by teachers who are trying to meet the needs of all students of all abilities in their classrooms.

Deliberations of the committee. The committee members endorsed the comments made by the schools on the questionnaires. All members expressed serious concerns that there are indeed many gifted and talented students in the schools and that, for the most part, their needs as gifted and talented students are not being met. It was stressed that these students should be recognized for their talents and that regular classroom teachers must look for innovative ways of accommodating their special

needs. There is a need for consultative advice and for special funding provisions so that schools could better provide programming for their gifted and talented students.

Summary. The following observations can be made with regard to the education of the gifted and talented children in reserve schools.

There are gifted and talented students in all of the schools on reserves. However, such students are seldom formally identified except through teacher observation. Most schools acknowledge having students who are gifted in art, athletics, and academics. Some schools also recognize students gifted in music, dance, and divergent thinking.

Although only three schools have recognized some gifted children in their programming, all schools would like to see programming in place for gifted/talented students. There is a need for (a) classroom-based programs which would provide for such students in the context of the regular classroom, (b) special programming which may necessitate bringing such children out of the regular classroom for regular sessions, and (c) summer sessions.

To be able to provide for gifted/talented students within their classes, the regular classroom teachers do require assistance. The most urgent types of assistance

required are access to qualified consultants and in service training.

Mildly to Moderately Handicapped Students

When dealing with children who are mildly to moderately handicapped, testing becomes an issue. At the present time, in the Province of Saskatchewan, such students do not have to be identified for funding purposes, but schools are expected to identify them for programming purposes. Likewise, INAC does not require identification for funding purposes, but does expect appropriate programming to be put in place and this does imply some type of a testing program. Because the testing of children in reserve schools can be very costly, especially in isolated areas, it was important to see how teachers felt about testing and to determine how much emphasis they felt should be placed on the testing of the mildly to moderately handicapped students.

Analysis of the questionnaires. Three schools felt that there was a need to do more testing of these children and two were divided in their attitude to testing. One school gave no response, although, because this school cited three reasons why more testing should be done, it would seem reasonable to assume that it did agree to doing more testing.

Four schools wanted to see more testing done because

the staff needed more information about such children. Of these, two wanted more information on hearing and vision problems, two on speech and perceptual problems, one on the difficulties the child is experiencing, and one wanted the information required to set up psychological profiles of the students. All schools felt that more testing was required for identification and programming purposes. The three schools who felt it would aid in identification wanted to set up school norms so that they could identify students who were at risk, and to identify students at an earlier age so that programming could be started earlier. The four who wanted more testing for programming purposes felt that the results of testing would save time and would assist in setting up suitable programming and, as well, would be useful for prescription and direction in instruction. Other reasons given for supporting the idea of more testing were (a) for funding purposes, (b) to prove that more than 3% of the student enrollment are eligible for special programming, and (c) to promote better communication and follow-up.

Two groups opposed the idea of doing more testing with these children. The division I teachers in one school felt that money could be better spent on support services. The division II and III teachers in another school felt that enough testing had already been done.

It should be noted that, in the latter school, there had been a massive, intensive testing program for two years preceding the study and the staff, suffering the effects of too much testing, were not anxious to see such a program reinstated.

The schools were asked to decide what type of tests should be used with the mildly to moderately handicapped children. All schools recommended using tests of adaptive behavior with five also recommending the use of intelligence tests as a means of discovering what the child's potential actually is. Five schools advocated setting up a standardized achievement testing program to include all children within the school. Two schools felt that diagnostic tests should be used with students who are experiencing academic problems. As well, three schools stressed the need for a better physiological testing program to deal more effectively with visual and hearing problems and to provide teachers with more information on the child's medical problems.

There appears to be some inconsistency here with regard to intelligence testing. The discussions within the groups seemed to indicate that most teachers really felt that intelligence testing was not necessary for the mildly to moderately handicapped. Two popular complaints about intelligence tests were that such tests do not really provide the teachers with usable information and

that there is too much potential for cultural and socio-economic biases to render the test scores as valid indicators of a child's potential. However, five of the six schools did opt for the use of intelligence tests. One possible explanation for this inconsistency could be that there may have been confusion over which type of child was being referred to--the moderately to severely handicapped or the mildly to moderately handicapped. Since all five schools also recommended using tests of adaptive behavior, another explanation could be that teachers really do want more information about the mildly to moderately handicapped child and feel that the use of such tests in concert with intelligence tests may furnish them with usable and relevant information.

At the present time, all six schools are using standardized achievement tests such as the CTBS (Canadian Test of Basic Skills), Gates-McGinnee, Metropolitan, WRAT (Wide Range Achievement Test), PIAT (Peabody Individual Achievement Test), and the San Diego. Five schools are using diagnostic tests such as the Brigance, Key Math, Peabody, Woodcock, and Slingerland. One school is making use of the WISC-R intelligence test on site, while three schools have sent a very small number of children out to be tested by educational psychologists who have used the WISC-R and Stanford Binet for testing purposes.

All schools had some concerns about the tests currently being used in their particular schools. Three schools had implementation concerns specifically regarding the time of year, student motivation, the testing environment, and the shortage of qualified staff, appropriate facilities, and funds to conduct a proper testing program. All schools had some concerns over the nature or purpose of the tests. Four schools were concerned over the cultural and socio-economic bias of the tests, and two schools were concerned over the potential misuse of the test results. Other concerns expressed by various schools as to their particular testing program included: (a) there is no prescription or follow-up as a result of the tests, (b) tests portray the weaknesses but not the strengths of the child, (c) the tests in use do not diagnose, (d) the tests are not school-normed, and (e) achievement tests should be started in division I.

It would seem, from the above discussion, that the teachers were concentrating on concerns with the standardized achievement and diagnostic testing being carried on within their schools, although some of the concerns expressed could be generalized to the intelligence testing being carried on. Most of the concerns were of an administrative nature and were peculiar to each school so should be dealt with

internally. However, the shortage of qualified staff, appropriate facilities, and adequate funding to conduct an adequate testing program, along with the cultural and socioeconomic basis of tests commonly used do have a bearing on the study.

All six schools stated that, within their schools, the mildly to moderately handicapped students are currently being identified by the regular classroom teachers and through the use of standardized achievement tests. One school also acknowledged the use of diagnostic tests, the diagnosis of the resource room teacher, information passed on by the nurses, and concerns of the parents in identifying such children.

The final question in this part of the questionnaire--Do you agree that children with mild to moderate handicaps usually respond to similar instructional techniques?--was designed to elicit discussion about the programming and organization required within the regular classroom to accommodate mildly to moderately handicapped students and to preface the discussions on least restrictive placement, appropriate programming, and support services. Four schools agreed that mildly to moderately handicapped children usually do respond to similar instructional techniques. Specific instructional techniques that, according to these schools, worked with such students

were (a) direct teacher instruction, (b) more teacher-time per child, (c) lower pupil/teacher ratios, and (d) individual or small group instruction. The two schools who did not agree stated that it was important to meet individual needs and that every child learns at a different level and different pace.

Deliberations of the committee. The committee discussed the issue of testing mildly to moderately handicapped students. Members were asked to comment on (a) what kind of tests should be given to children with mild to moderate handicaps, and (b) which students should be given aptitude and intelligence tests. The committee members supported the idea of a standardized achievement testing program for all children and the use of diagnostic tests for students exhibiting academic difficulties. Members further recommended that aptitude and intelligence tests should be given to the severely age-grade misplaced students and to new students with no records and with obvious academic problems. However, they stressed that such tests should be only one of many factors used to determine what is wrong.

The committee spent considerable time discussing the peculiar needs of children who are disadvantaged. Although recognizing that disadvantaged children are not mentally handicapped, there was agreement that such students are handicapped and, for that reason, deserve

special recognition. Members deplored the strategy used by many schools of labelling such children as learning disabled. Although such a strategy can bring extra funding to a school, the misclassification of the student can result in inappropriate programming and reduced teacher expectations. As well, the student may experience a loss of self-esteem and a sense of futility and discouragement. It was generally agreed that, like all children with mild to moderate handicaps, disadvantaged children generally do not require segregation, but should be educated within the regular classroom. However, it was recognized that such students often require close personal interaction with the teacher on an individual or small group basis and that the regular classroom teachers require special support in dealing with their needs. Because of the relatively high incidence of disadvantage in most schools on reserves, the committee recommended that strong consideration should be given to lowering the pupil/teacher ratio. Members reasoned that if cities operate with a pupil/teacher ratio of 20 to 1, and rural school divisions operate with a pupil/teacher ratio of approximately 15 to 1, then schools on reserves could possibly operate better at approximately 12 to 1.

The committee realized that it may be difficult to convince Headquarters or Treasury Board of the need for

more funding to allow schools to lower the pupil/teacher ratio. However, members estimated that probably more than 50% of their student population is disadvantaged and felt that this point should be stressed. While recognizing that low cost funding is already available to schools, it was pointed out that this money was provided to schools on the premise that approximately 3% of any population can be expected to have a mild to moderate handicap. Such a provision to small schools is scarcely enough to allow them one teacher knowledgeable in special education. With each school operating as an autonomous unit and no provision for centralization of services, it is crucial that each school retain the services of a special educator to offer resource room services and to offer consultative help to regular teachers. The need for more funding to lower the pupil/teacher ratio because of disadvantage must be identified separate from and in addition to the standard provision for low cost funding.

Summary. In summary, the following observations can be made:

1. Most schools felt there is a need to do more testing of children who are mildly to moderately handicapped. The reasons for needing more testing included: (a) to furnish teachers with more information on the child, (b) to identify students earlier, (c) to develop a mental health or psychological profile, (d) to

establish school norms, (e) to determine how many students are at risk, and (f) to obtain funding. Those who did not agree to having more testing done felt that enough testing is already being done and that money could be better spent on support services.

2. Most schools felt that more use should be made of aptitude and intelligence tests. It is not clear whether they meant that these tests should be used only with cases of severe handicap or if they felt that the use of both types of tests with mildly to moderately handicapped students would provide teachers with useful and relevant information. The committee recommended using such tests with students who are severely age-grade misplaced and with new students who are experiencing academic difficulties and for whom there are no available records of testing.

3. Standardized achievement tests should be administered to all students for screening purposes. Diagnostic tests should be administered to students who are experiencing academic problems.

4. All schools are currently using standardized achievement tests. Five schools are using diagnostic tests. One school is administering intelligence tests to a few of its students, while three schools have sent a small number of students out to be given intelligence tests by educational psychologists. Two schools have no

record of any intelligence testing being done on their students.

5. Most of the concerns schools have over the tests currently being used are administrative and interpretive concerns which are peculiar to each school. However, there are overriding concerns about the lack of adequate funding, the shortage of qualified personnel to administer the tests, and the cultural and socioeconomic bias of most tests currently in use.

6. In all schools, the mildly to moderately handicapped children are being identified by the regular classroom teacher and through the use of standardized achievement tests.

7. Most schools agree that mildly to moderately handicapped children usually respond to similar instructional techniques which specifically incorporate use of the following: (a) direct teacher instruction, (b) individual and small group instruction, and (c) close interaction with the teacher.

Many regular classroom teachers did not regard themselves as very knowledgeable in the area of the testing of the mildly to moderately handicapped. Therefore, for background information, they tended to rely on the researcher and the few, if any, teachers who were knowledgeable in this area. There is a possible danger, therefore, that the biases of the researcher and

the few knowledgeable teachers present could have influenced the discussions. For example, when discussing the final question on instructional techniques used with such children, one group appeared to be considerably influenced by the researcher citing as a reason, "Gwen said so".

Least Restrictive Placement

The Province of Saskatchewan has adopted the principle of least restrictive placement for handicapped children. This means that most mildly to moderately handicapped children should be educated within the regular classroom.

Analysis of the questionnaires. Four schools agreed with the policy of least restrictive placement, while one school was in partial agreement and one school gave no response. Two schools felt that a policy of least restrictive placement would necessitate lower pupil/teacher ratios, extra aides, and special education assistance. One school stressed the need for support services, and another school suggested that core subjects should be taught in the resource room and the other subjects in the regular classroom.

All schools agreed that a policy of least restrictive placement is socially and emotionally advantageous for the mildly to moderately handicapped

students. In support of this position one school maintained that adopting such a policy would result in the improved self-concept and motivation of the handicapped student, one school felt that such students would be less frustrated, two believed it would help handicapped students to feel as though they were a viable part of the student body, and two believed that such a policy would remove the stigma of students being labelled as handicapped.

Three schools believed that a policy of least restrictive placement is academically advantageous as well. Reasons cited were (a) the opportunity for handicapped students to learn from the other students, (b) the benefits of the consistency of having one teacher, and (c) the motivation for teachers to develop their skills to meet the challenge of teaching in such a situation.

All schools agreed that there would be certain disadvantages to a policy of least restrictive placement. Three schools referred to the problems which such a policy creates for teachers. These problems included (a) the drain on the teacher; (b) the need for qualified teachers and more resources; and (c) the need for more preparation time, lower pupil/teacher ratios, and extra support services. Four schools referred to problems created for the regular students because the teacher

would have less time for the regular students and academic standards may lower. As well, one school felt that an additional problem for handicapped students, who cannot cope as well as the regular students, may be that their peers would label them as retarded.

All schools believed that to implement a policy of least restrictive placement for mildly to moderately handicapped students, teachers would require support services. Three schools felt that teachers would require in-service training and workshops and three schools stressed the need for lower pupil/teacher ratios. Other requirements cited by the schools included:

(a) community support, (b) more equipment and other resources, (c) specialized programs, (d) better library, (e) resource room teachers, (f) parent assistance, (g) program direction, and (h) a sharing of responsibility among the aide, the teacher, and the consultant.

To implement a policy of least restrictive placement for the moderately to severely handicapped students, five schools felt that regular classroom teachers would require special training. Three schools felt they would require access to specialists and/or professionally qualified personnel, and three schools stated that they would require special materials, teaching aides, and lowered pupil/teacher ratios. One school stressed the

need for access to better health support services and one school referred to the need for moral support and for liaison with the homes.

All schools are currently practicing a policy of least restrictive placement for the mildly to moderately handicapped. Four schools are practicing a policy of least restrictive placement for the moderately to severely handicapped.

Deliberations of the committee. The issue of least restrictive placement was dealt with briefly by the committee. It was generally agreed that the policy of least restrictive placement is socially, emotionally, and academically advantageous for the mildly to moderately handicapped student. However, such a policy does place an extra burden on teachers. All members agreed that for a policy of least restrictive placement to be implemented, teachers must have the benefits of (a) lower pupil/teacher ratios, (b) support services, and (c) in-service training.

Summary. The following observations can be made on the basis of the questionnaires and the discussions.

1. Most schools agreed with the policy of least restrictive placement but with the following conditions: (a) There must be lowered pupil/teacher ratios, extra aides, and special education assistance; and (b) there must be sufficient support services.

2. All schools agreed that a policy of least restrictive placement is socially and emotionally advantageous to the mildly to moderately handicapped student. Many schools agreed that a policy of least restrictive placement is academically advantageous to the mildly to moderately handicapped student.

3. A policy of least restrictive placement can cause problems for the teachers, the regular students, and the handicapped students. Teachers would experience overload because of the range of ability in the students and the need to use a variety of instructional techniques. Regular students would get less attention from the teacher and may experience a lowering of standards. Handicapped students may feel stigmatized in the regular classroom because of the adaptations made on their behalf.

4. To implement a policy of least restrictive placement for mildly to moderately handicapped students, teachers would require support services, in-service training, and lowered pupil/teacher ratios. As well, there is a need for better program direction, more resources, and parental support. To implement a policy of least restrictive placement for severely handicapped students, teachers would require access to specialized training, access to professionally qualified personnel and specialists, lowered pupil/teacher ratios, and

special materials and resources.

5. All schools are currently practicing a policy of least restrictive placement with the mildly to moderately handicapped, while four schools are practicing this policy with the moderately to severely handicapped. In light of the assistance requested by teachers to implement a policy of least restrictive placement, it is reasonable to assume that teachers probably do not feel that they are currently doing an effective job under the existing conditions.

Appropriate Programming

Provincial legislation states that every pupil "shall be provided insofar as is practicable within the policies and programs authorized by the board of education with a program of instruction consistent with his educational needs and abilities" (Education Act, 1983, s.178). This part of the questionnaire was designed to discover what assistance teachers should be given so that appropriate programming could be provided, what provisions must be made to ensure that appropriate programming is in place, and what changes would have to take place before appropriate programming could become a reality.

Analysis of the questionnaires. All schools felt there is a need for assistance in programming.

Assistance is required in the area of qualified personnel. All schools required consultative help from well-trained professional consultants, but two schools also required more qualified teachers and teacher's aides, and one school mentioned the need for contact people. Assistance is also required in the area of training. Five schools stressed the need for in-service training for staff, while two schools also felt there should be in-service training for the education committee or school board. One school specifically noted a need for training in teaching English as a second language (TESL) and for more research into how children learn. Other types of assistance mentioned by various schools were (a) better health support systems, (b) parent support, (c) specialized services and programs, (d) materials, (e) facilities, and (f) consistency within the system which would promote sequenced learning.

It should be noted here that, although only one school mentioned the need for better health support systems, all six schools complained about the problems in teaching children who require but do not wear glasses and/or hearing aids. Few children on any of the reserves who need glasses or hearing aids do wear them. In some instances the problem is due to inadequate systems for acquiring glasses and hearing aids, whereas in others it

is a result of a negative attitude of the children to wearing these corrective devices. Ultimately, teachers are highly frustrated because so many children within each class cannot see or hear adequately. Other health concerns revolved mainly around the lack of communication between the health personnel and school personnel. However, in one instance, a school expressed concern that basic health services, such as immunization, first aid, and information on good nutrition, were not available to the people.

All schools felt there is a need for a monitoring system to ensure that appropriate programming is in place. Three schools discussed the monitoring function that could be provided by a consultant or district coordinator. Three schools referred to the monitoring provided by the teachers and principal within a system and advocated the use of tests to monitor student progress. Two schools stressed the use of provincial guidelines and of exploring ways of tying in with provincial services. Two schools also felt that there should be a monitoring of the use of funds.

No school gave the assurance that appropriate programming was firmly in place. Two schools claimed that appropriate programming was partially in place in their schools, but two said it was not in place in their schools, one did not know how to tell if it was in place,

and one declined to respond. Although they were not asked to elaborate on the actual programming that was in place, four schools did note specific deficiencies within the existing programs. These deficiencies included:

(a) no general program, trades program, or occupational diploma program in division IV; (b) not enough provision for remediation; (c) assistance needed for able students; and (d) program does not seem applicable--"much effort has been put forth with not very satisfactory results."

Several reasons were cited as to why appropriate programming was not in place. Four schools blamed it on inadequate funding, while three schools claimed a shortage of materials and resources, and three schools felt they lacked qualified personnel. Three schools said that there was too little information or direction which resulted in a lack of consistency within the system. As well, one school referred to certain jurisdictional problems between the federal and provincial governments which could be seen as interfering with the provision of appropriate programming.

For appropriate programming to be set up, several changes would have to take place. Four schools stated that more funding would have to be made available for support services, more adequate facilities, resources, and in-service training. As well, two schools stressed the importance of providing school boards with training

so that the boards would be better equipped to make sound decisions with regard to personnel, programs, and finances. Three schools emphasized that appropriate programming depended upon schools having better access to information, and that there must be better coordination of services and better communication throughout the system. Other changes which various schools regarded as essential to the provision of appropriate programming were (a) improved parental and public awareness and support, (b) legislative changes to clear up problems of jurisdiction, (c) smaller class loads, (d) more preparation time, and (e) less time spent on nonprofessional duties such as recess supervision.

Deliberations of the committee. The committee generally agreed that assistance was needed in providing appropriate programming. For appropriate programming to be put in place, committee members stressed the need for more funding so that the pupil/teacher ratio could be lowered and teachers could have access to in-service training and services.

Summary. The following observations can be drawn from the preceding analysis of appropriate programming.

1. Schools do require assistance with programming. Teachers regard in-service training and access to consultative help as the most crucial types of assistance required for the provision of appropriate

programming. An expressed concern for sequenced learning instruction and for consistency in programming implies the need for coordination of services and for direction in planning.

2. There is a need for better health support systems in some communities. Dealing with health concerns through an inter-agency approach is needed.

3. A monitoring system is required to ensure that appropriate programming is in place. In some instances, this may involve monitoring the use of funds. Suggested monitoring systems included: (a) within school monitoring provided by the teachers and principal, (b) district-wide monitoring provided by a consultant or district coordinator, and (c) external monitoring provided by purchased provincial services.

4. Appropriate programming is currently not in place in many reserve schools. Appropriate programming is not in place because of (a) inadequate funding for qualified staff, materials, and resources; (b) the lack of information, direction, and consistency in learning; and (c) jurisdictional problems between the provincial and federal governments. Specific deficiencies currently found within the existing programs are: (a) provision is made for an academic stream through division IV with no provision for a general program, a trades program, or an

occupational diploma program; (b) there is not enough provision for remediation; (c) assistance is needed for the able students; and (d) the current program does not seem applicable because much effort has been put in by the teachers but the results are not satisfactory. For appropriate programming to become a reality, there would have to be (a) more funding for support services, facilities, and resources; (b) in-service training for the teaching staff and school board; (c) guaranteed access to more information, improved coordination, and better communication; (d) greater parental and public awareness and support; (e) legislative changes and (f) reduced teacher load.

Shared and Support Services

A problem experienced by many smaller schools is that there are frequently not enough students to allow the school to offer adequate and appropriate educational services and programs to the students with special needs. This part of the questionnaire is an attempt to determine if this is a problem in the reserve schools, and, if so, to elicit suggestions as to how this problem may be overcome.

Analysis of the questionnaires. Three schools claimed that this was indeed a problem with which they had to deal, but three schools said that it was not a

problem in their case. It should be noted that of the three schools who said that it was not a problem, one school was a large system with more than seven hundred students and the other two claimed to have an unusually high incidence of handicap. In one case 8% and in the other case 15% have currently been identified by the staff as moderately to severely handicapped. If additional categories were included, as recommended in the section on high cost students, the percentages would dramatically increase in both cases.

Of the three schools who felt this was a problem, all felt that a possible solution would be to share services. As well, one school recommended utilizing itinerant resource personnel and purchasing services from the province, but stressed that more money would be needed. Another school discussed its current emphasis on working closely with the neighboring provincial schools in an attempt to bring its program closer to a provincial standard. One strategy used had been to invite the principals of these provincial schools to participate in the inter-agency meetings held on the reserve so that common problems could be discussed and dealt with. The other school referred to the need to reduce teacher load through having smaller classes and allowing teachers to have more preparation time. The larger school system also suggested setting up shared services among the three

individual schools within its system. As well, this school system emphasized the importance of reducing teacher load through having smaller classes, properly trained teacher's aides, and access to a resource room. Proper screening procedures were also advocated by this system. Of the other two schools who did not feel that their size was a problem, one did acknowledge that more money was needed, while the other declined to make any comments. It would appear that with these two schools, their size is indeed a problem in reality although they both feel that they have a sufficient number of handicapped children to justify more funds. As acknowledged by the one school which claimed that more funding was required and by general comments on the need for more funds made by the second school at various times throughout the sessions, it seems that they have not been able to access the funds they feel they are justifiably entitled to.

When asked specifically if there was a need for shared services, all schools agreed that there was. As well, all schools agreed that it would be geographically possible for them to share services with neighboring communities. There was some suggestion of sharing services on a district basis, but each school preferred to share with both provincial and reserve schools within a smaller area.

All schools expressed a need for support services. Four schools felt that they should have access to program and classroom consultants, four requested child and/or educational psychologists, three requested speech pathologists and/or speech therapists, and three requested social workers especially youth and family workers at the reserve level. Other personnel requested as support services were psychometricians, early childhood workers, career counsellors, coordinators to set up policies and coordinate services, personnel to conduct teacher in-service, and someone at the band level to see that all children get adequate care. As well, one school emphasized the need for the coordinative effort of shared personnel and two schools stressed the need for a proper referral system for screening special needs students.

Deliberations of the committee. The committee spent considerable time discussing the need for support services. Members stressed that there is an urgent need for classroom consultants specifically trained in special education. These consultants should be actively working full-time with teachers in the classrooms or doing in-service training and should be available to each school for one to three week periods several times during the year. Their responsibilities would be to assist teachers in setting up appropriate programming and to

work with teachers in developing effective instructional techniques. The committee noted that, according to the profiles drawn up as a part of this study, there are currently a large number of children in reserve schools who are either at risk academically or experiencing severe academic problems. Therefore, because of such a high incidence of academic problems and until such time as the problems have been corrected, districts would probably require the services of more than one classroom consultant. The committee also discussed the need for educational psychologists to test children, to make recommendations to the teachers as to how best to work with these children, and to counsel troubled children and adolescents. Because of the increase in social and emotional problems experienced by a growing number of children on the reserves today, the committee stressed that the need for counselling should not be overlooked. The committee also expressed concern that the current system for funding Indian children as high cost in the provincial schools allows for potential misuse of special education funds. Therefore, it was recommended that educational psychologists, specifically employed to work with Indian students on reserves, could also be expected to review the assessments of Indian children from the reserves who are attending provincial schools.

The committee discussed the feasibility of sharing

services or purchasing services from the province. Although all members felt that there is a need for shared services and that it would be geographically possible to share services with the neighboring schools, there was considerable concern over how such services could be funded. This issue is further discussed under the section on financing.

Summary. In summary, the following observations can be made on the need for shared services and support services.

1. Many schools on reserves are unable to offer a complete line of special education services because of their size. Although some small schools do feel that there are enough handicapped children within their school to warrant adequate and appropriate special education services, they, to date, have not been successful in accessing the special education funds they feel entitled to. Suggestions as to how to overcome this problem of size were to share services, to purchase services, to hire itinerant resource personnel, and to concentrate on improving programming through reducing teacher load and working closely with neighboring provincial schools.

2. All schools agreed that there is a need for shared services. It would be possible for each of the six schools to share services with schools in its area.

3. All schools felt that there is a need for

support services. The support services most urgently requested were classroom and program consultants, educational and child psychologists, speech pathologists and therapists, and youth and family social workers at the reserve level.

Special Equipment

Current provincial regulations state that special equipment will be provided when setting up programs for severely handicapped students (Saskatchewan Education, 1982). These will be provided through non-continuing funds. The intent is to help offset the costs of specialized equipment which is necessary for such children, but which is too costly to be purchased through high cost funds.

Analysis of the questionnaires. All six schools agreed that to date no equipment has been provided to them in this manner. All agreed that there is need for such a provision within the reserve schools.

Five of the schools claimed that there was no need at this point in time for specialized equipment within their schools, but that, if and when the need arises, they would hope to be able to be provided with the required equipment. One school expressed an immediate need for such equipment citing specifically chest hearing aides, health and medical facilities which would include

a cafeteria and showers, and a computer.

Summary. In summary, the following observations can be made.

At the present time there is no stated policy for providing specialized equipment for severely handicapped students in reserve schools. All schools feel that there is a need for such a policy. Most schools do not, at this point in time, require specialized equipment.

Finance and Funding Issues

The third section of the questionnaire dealt with financial concerns and problems experienced at the band level in providing programs for the children with special needs in the reserve schools. The people who participated in this part of the study varied from band to band but in each case there was representation from the school administration and the band administration or school board. Most of the participants were band members who held a position in the school, in the band office, or on the school board. In one situation only, Band A, no band members were involved in this exercise. However, the band administration was represented by its director of education. For purposes of the following discussion and analysis of the financial concerns, the group participating will be referred to as the band and it will be assumed that this group does present the position of

the band on each issue.

This section deals extensively with the following concerns or topics: (a) service delivery of special education, (b) structure of special education funds, (c) process of moving special education funds from INAC to the service providers, (d) expenditure controls on special education funds, and (e) funding formula considerations. Each topic will be treated separately in the following manner. The responses of the bands will first be analyzed and discussed. Then the deliberations and recommendations of the committee will be presented. For the sake of presenting another perspective and to confirm or to clarify issues, the responses of the district office staff will also be presented.

Service Delivery Problems

Bands were asked to cite problems they were currently experiencing in acquiring funds, in the allocation of funds, and in the adequacy of the funds. They were then asked to discuss the possible causes of these problems and to recommend changes to the service delivery of special education.

Analysis of the questionnaires. Five bands cited problems experienced in acquiring funds. Three of these described problems encountered in the identification of students--not knowing who designates children as

handicapped or what the process is; not receiving high cost funds, although children had been identified for two years; getting no cooperation from INAC's district office, so having to work through Regional Office where it takes one or two years to react. One band accused INAC of considering the numbers alone and disregarding the actual cases or quality of service. Specifically, this band claimed that INAC had disregarded the need for alternate programs of a life skills nature which the band felt were needed for older students who had no academic future. As well, INAC was not willing to provide enough money for people who were well-qualified in teaching special education. Another band pointed out that special education funds were passed through many levels from Treasury Board in Ottawa to the band level and expressed the concern that cuts may be being made at each level, so that the bands may be receiving only a portion of their actual entitlement.

Five bands cited problems encountered in the allocation of funds. Two bands complained that, because all of the money is used up in salary dollars, there are no funds to provide equipment, supplies, or other special education services. One band claimed that it had no indication of how much money it was entitled to or how much was actually received. Another band complained that the actual breakdown of funds was done at the district

office with no input from the bands and no information passed on to the bands as to how the allocations had been arrived at. The fifth band stated simply that the system was too slow to respond.

All six bands cited concerns over the adequacy of special education funds. As mentioned previously with regard to allocation, one band stated that it did not know how much money it had received for special education; while two bands claimed that all of the money had been used up in salary dollars leaving nothing for equipment, supplies, and other special education services. One of these bands stated that, without more funds, it was impossible to do justice to special education. Two bands cited concerns over the use of outdated nominal roll information in determining a band's entitlement. As well, another band claimed that the current system of making adjustments on the basis of current nominal roll data meant that bands cannot plan ahead because they won't know how much money they will have until October. A final complaint was that insufficient money had been received because the high cost students had not been recognized.

Bands were asked to suggest reasons as to why the service delivery problems existed. Two bands claimed that the current formula does not adequately reflect the needs of the students in reserve schools or the costs of

providing appropriate programming. Specific mention was made of the large number of disadvantaged students in reserve schools which should be recognized by the current formula. Five bands claimed that many of the problems were a result of poor communication and the lack of information available to the bands.

Bands were asked to suggest reasons as to why the service delivery problems existed. Two bands claimed that the current formula does not adequately reflect the needs of the students in reserve schools or the costs of providing appropriate programming. Specific mention was made of the large number of disadvantaged students in reserve schools which should be recognized by the current formula. Five bands claimed that many of the problems were a result of poor communication and the lack of information available to the bands. Specific attention was drawn to the lack of information available as to the proper identification of high cost students and to the lack of information in Regional Office as to the real needs in the reserve schools. One band wondered if the flow of information may be being stopped at the district office. Another band described what it regarded as a definite management problem within INAC in that each department works in isolation and there is little communication between the departments. This means that the band management officers, whose responsibility is to

prepare bands to administer their own programs, have no knowledge of education matters and, therefore, are of no assistance in dealing with this issue. Three bands claimed that many of the problems they encountered were a result of there being no specific identification-referral-designation process in place. Bands had been instructed to follow the provincial guidelines for identification purposes, but there was no follow-through because no formal process had been set in place for the handling of assessment information or for the designation of handicapped students. One band claimed that the fact that there was no process in place was a result of definite neglect and should not be regarded as an oversight. This band further accused certain INAC officials of being stubborn and of not making any attempt to deal realistically with the problems which bands were facing.

Bands recommended several changes to the special education service delivery system. Two bands claimed that a better formula should be developed which would take into account the special needs that are found in reserve schools. One of these bands recommended introducing a medium cost component into the formula and including funding to cover the initial data collection. As well, this band stressed that the formula must be more flexible and that the prescribed funding levels must be

revised. Three bands stressed the need for better communication which will allow bands access to the information they require. They specifically requested more information on the funding formula, the criteria and procedures for identifying handicapped students, and the process for acquiring and allocating funds. Five bands recommended the development of clear-cut guidelines and procedures for identification and designation purposes so that bands would be better able to access funds. To be specifically considered when drawing up these guidelines were the importance of allowing bands more input in defining the needs and that the current year's nominal roll data should be used for computation purposes with provision made for children who move in after nominal roll date. One band also cautioned against using band lists for projection purposes because the band list does not accurately reflect the actual school enrollment. A final recommendation put forth by one band was that for funding purposes, bands should be treated on a selective basis depending on their ability and willingness to develop programs.

Deliberations of the committee. The committee confirmed that bands were experiencing serious problems in providing special education services to the children in reserve schools. Because the current formula did not

adequately reflect the needs at the school level, there were inadequate funds for the costs of program delivery. The lack of well-defined policies and procedures has resulted in numerous problems in the identification, referral, assessment, and designation of students for special education purposes. Problems in communication and in the flow of information from INAC to the band level has meant that too little information has been disseminated to the bands for identifying handicapped students and for accessing and allocating special education money. The committee stressed the need for (a) a formula that will better reflect the needs of the students, (b) clear-cut policies and procedures, and (c) improved communication to allow a better flow of information from INAC to the band level. As well, the members expressed concern that, in some schools, they feared that special education monies were being used for other purposes. For that reason and because of the scarcity of special education funds, they recommended treating bands on a selective basis on the basis of both need and of a demonstrated ability and willingness to develop and provide appropriate programming.

Perceptions of the district office staff. District office personnel from two districts discussed the service delivery problems as they perceived them. Both pointed out that the low cost funds of \$200 per student were

inadequate especially in the case of smaller schools. One office claimed that the current formula did not take into consideration the actual needs as documented by test results and other backup information. This office further confirmed that special education funds were decentralized to bands even if special education programs were not in place.

Both offices agreed that the current problems were caused by the lack of policies and procedures for accessing funds. One office recommended that funding be provided on the basis of a formula but should be tied in to documentation of testing and of programs that are actually being delivered. The other office recommended that funds should be allocated on a program basis and that, once students have been designated and a program put in place, the funds should be made available on a continuing basis so that programs can be maintained as long as necessary.

Summary. In summary, the following observations can be made.

1. There are problems in the service delivery of special education. These problems include:
 - (a) inadequate funds for the costs of program delivery,
 - (b) problems in the identification and referral of high cost students,
 - (c) too little information disseminated to bands for identifying handicapped students and for

accessing and allocating special education money. These problems are caused by: (a) the current formula not adequately reflecting the costs of special education required to deal adequately with needs at school the level; (b) the lack of well-defined policies and procedures for the identification, referral, assessment, and designation of students; (c) the problems in communication and in the flow of information from INAC to the band level.

2. Recommended changes include: (a) the development of a better formula that will take into account the needs of all students especially those who are disadvantaged, (b) the development of clear-cut policies and procedures, (c) the improved communication and better flow of information from INAC to the band level, (d) the selective treatment of bands on the basis of both need and of ability and willingness to develop and provide appropriate programming.

Structure of Special Education Funds

Bands were asked to state whether they preferred categorical or non-categorical aid or a combination, to cite reasons for their choice, and to suggest advantages of categorical aid and of non-categorical aid. They were then asked if there was a need for non-continuing funds

and to specify when or for what reason non-continuing funds may be needed.

Analysis of the questionnaire. One of the difficulties encountered with analyzing responses on categorical and non-categorical aid was the interpretation of the terms. To some people categorical meant strictly the high cost categories as set out by the Saskatchewan Department of Education and, for that reason, some bands rejected the idea of categorical aid and chose a combination of categorical and non-categorical instead. However, others interpreted the term categorical in a much broader sense believing that special education funds, if identified as such, are categorical. Therefore, it is more important to analyze the advantages of categorical and non-categorical aid rather than to pay too much attention to which kind of aid the band preferred.

Two bands preferred categorical aid citing as reasons that they wanted to be sure how much money was received for each function and that they wanted to be able to target or monitor the use of special education funds. Three bands preferred a combination of categorical and non-categorical aid. Two of these bands stressed the importance of being able to target areas of concern and, for that reason, wanted to be able to access special education monies categorically and to have the

assurance that funds were received to cover each area identified. The third commented simply that there would always be some problems within the system which must be addressed. It could be inferred from this comment that this band may really have preferred non-categorical aid, but did envisage problems in either accessing or allocating funds which would possibly require proof that special education money had been received. The sixth band preferred either categorical aid or a combination. This band wanted to be able to tell how much money had been received for special education and wanted to be sure that the over-expenditures would show up in the annual audit. This band specifically stated that if funds were categorical, they should simply be identified as special education funds. It appears that this band is concerned that it be able to tell if money had been received for special education purposes, but did not want to be confined as to how it allocates the money within the special education budget.

All six bands cited advantages of categorical aid. Three bands stated that it was important to know how much money had been received. One of these wanted to be able to compare what it had received with what it needed; another wanted to be able to target and monitor special education funds; the third wanted to be better able to plan. Other advantages of categorical aid cited were:

(a) so that important areas would not be missed, (b) to prevent the misuse or abuse of special education funds, and (c) to enable bands to develop a rationale for more funds.

Five bands cited advantages of non-categorical aid. Four of these stated that non-categorical aid would allow more flexibility as to how special education funds are used; while one band stated that, although certain costly areas may be missed, non-categorical aid did provide general support. The sixth band stated simply that it saw no advantage to non-categorical aid.

All six bands felt there was a need for non-continuing funds. Four bands stated that non-continuing funds may be needed to deal with children with very specific needs, and four stated that such funds may be needed for special start-up supplies and equipment. Another band suggested using non-continuing funds to cover programming for handicapped children who transfer in after the nominal roll date. Three others suggested uses were to pay for (a) in-service training, (b) consultant services, and (c) community education. It would have to be assumed, in these three cases, that these services would be regarded as not being provided on a regular basis.

Deliberations of the committee. The committee dealt briefly with the issue of categorical or non-categorical aid. The members agreed that there had to be some means of ensuring that special education money had actually been received and that it was important for the administration at the local level to be able to target and monitor the use of funds. For these reasons, they generally agreed that special education monies should be identified as such within the education budget. All members felt there was a need for non-continuing funds especially for specialized equipment.

Perceptions of the district office staff. It appeared that the staff in one district office interpreted the question as to which type of aid was preferred as meaning whether or not funding should be based on the high cost categories or on the programs required. The response given was that the provincial categories do not show the true picture and for that reason, categorical aid was rejected. This office stated that an advantage of such categorical aid was that it provided continuous funding for suitable programs for individual students with learning difficulties. This office supported the idea of non-categorical aid provided there are sufficient funds for teachers and supplies in all schools. No comment was made on the need for non-continuing funds.

The staff in the other office, meanwhile, interpreting categorical aid in a broader sense, preferred categorical aid. The staff reasoned that funding would then reflect the needs and the actual program delivery thereby benefiting those bands that are meeting the needs of their children. This office stated that non-categorical aid would be less cumbersome because it would be easier to disperse to the bands and there would be no means of monitoring the funds. This office also stated that there was a need for non-continuing funds for development purposes only.

Summary. In summary, the following observations can be made.

1. No band expressed an interest in non-categorical aid. Whereas two bands preferred categorical aid, three bands preferred a combination and one preferred either categorical or a combination. There is a concern that special education monies be identified within the budgets to ensure that: (a) funds be provided for all areas of concern, (b) special education money not be lost within the education budget.

2. The chief advantages of categorical aid for special education purposes are: (a) to ensure that special education was actually received and what that amount was, (b) to allow targeting and monitoring at the

local level, (c) to aid the planning process, (d) to ensure that important areas are included, (e) to develop a rationale for more funds, (f) to prevent abuse. The chief advantages of non-categorical aid is that it would allow more flexibility as to how money is used at the local level.

3. There is a need for non-continuing funds to purchase specialized equipment for children with very specific needs and to cover in-service training for teachers. As well, there is a need for a contingency fund to cover programming for children who transfer in to a school after the nominal roll date. Consideration should also be given to having money available for ongoing in-service training, consultant services, and community education.

Process of Delivering Money from INAC to the Service Providers

Bands were asked to identify problems that were being experienced in the flow of special education funds from INAC to the service providers. They were then asked to decide through which of the following routes special education funds should be dispersed to the bands:

(a) through INAC's district offices, (b) through the district chiefs or tribal council, (c) directly from Regional Office, (d) through a combination of the

preceding, or (e) by some other means. As well, they were asked to consider the advantages and disadvantages of each route. As a conclusion to this topic, bands were allowed to express other concerns or to offer other recommendations about the process of delivering money from INAC to the service providers.

Analysis of the questionnaires. The bands expressed five basic concerns they had with the current process of delivering special education funds from INAC to the service providers. The first concern was whether the bands actually received their full share of special education monies. Two bands were concerned over whether money was being taken off at each level--Headquarters, Regional Office, district office, district chiefs or tribal council. One band, claiming that they are not informed of cuts that have been made, stated that bands should be informed in advance of any changes that are being made. Another band wondered where the adjustments were being made to pay for unforeseen moves. This band felt that there should be a contingency fund somewhere to provide for such situations rather than having to cut a band's budget or to make adjustments in the budgets to accommodate the unforeseen costs.

A second concern was over the lack of policies and procedures which meant that there were no clear guidelines for INAC or the bands to follow in assigning

or moving special education funds. One band stated that, because of this, there was no fixed formula used for funding and that there were no clearly established criteria which determined which students were eligible for special education. Another band complained that it was difficult to know what services INAC was willing to pay for. A third band recommended that, until such time as there is better organization at the local level, specialized services should be paid from the district offices.

A third concern had to do with paying for shared services. At the present time, bands are not sharing services with other bands or jurisdictions. However, shared services may be a practical solution to the problems of providing adequate services especially in the case of smaller schools. One band felt that there may be a problem in sharing services with other bands because the other bands may not pay for their share. This band suggested that it might be better if INAC paid for such services on behalf of the bands. This would mean that bands would have to do considerable planning so that the money for shared services could be set aside from their budget allotments. A second band stated that the feasibility of sharing services would depend on how the department breaks out the funds. A third band pointed out the current jurisdictional conflicts between the

federal and provincial agencies which would have to be resolved if bands wished to share services with the provincial institutions. A fourth band stated that, at the present time, there is no way of paying for shared services.

A fourth concern had to do with the current movement toward having the district chiefs or tribal council handle programs on behalf of the bands. One band claimed that, until such time as these organizations have proven themselves credible, programs should not be turned over to them to be administered on behalf of the bands. Another band suggested that, if technical people were hired by the district chiefs or tribal council to handle such programs and if the technical people were making the decisions, programs could possibly be turned over to them. This band stated that programs currently handled by the district chiefs or tribal council tend to cater to that organization rather than to the bands. Another concern was that, because at the present time each chief gets only one vote regardless of the size of the band, the larger bands do not have a representative voice in the district chiefs or tribal council organizations.

The fifth concern had to do with the amount of time it currently takes for money to move from Treasury Board to the band level. One band pointed out that the process of moving the funds through the various levels is quite

time-consuming. Another band stressed that, especially if bands wish to purchase services, they must have quick access to the funding dollars.

Two bands preferred to see special education funds dispersed to the bands through INAC's district offices. However, both bands stated the condition that district office must not be allowed to make adjustments or to tamper with the amounts specified by the formula. Four bands listed advantages of this route. Two felt that this gives bands quick access to the money; two felt that it would be easier to monitor the funds and programs; two felt that district offices would have a better idea of local needs and costs than would Regional Office. Two disadvantages of this route were mentioned. Three bands were concerned that district offices may not keep bands fully informed as to how much they are entitled to and that the funds may be tampered with or distributed equally with no regard to enrollments or needs. One other band felt that, since district office staff is being reduced, it may be preferable to use another route.

Although no bands preferred to see special education funds dispersed to the bands through the district chiefs or tribal councils, four bands did cite advantages of using this route. One band felt that monies would be more easily accessible and could be more closely monitored if this route was used. Another band believed

that, if there were definite guidelines in place, it may result in a more equitable or fair distribution of funds. A third band believed that local needs may more likely be considered. Two bands also pointed out that, since the district chiefs or tribal council are useful when it comes to lobbying, it may be politically expedient to use this route. Three disadvantages of using this route were stressed. Two bands felt that the district chiefs or tribal councils are too political at this point in time and that decisions would tend to be political decisions. Three bands felt that, at the present time, the district chiefs or tribal council are too disorganized and lack the qualified personnel to do an effective job. One of these bands felt that it was important to get qualified people serving on a district education board, while another referred to the need for qualified personnel to administer the programs. A final disadvantage cited was that special education funds may be tampered with and that the bands may not be kept fully informed.

One band felt that dispersing education funds directly from Regional Office to the bands may be preferable if the district office could not be trusted not to tamper with the funds and to keep bands fully informed. The advantages of using this route, as cited by four bands, were that it would cut down on red tape by cutting out the middlemen and that they would not have to

worry about money being tampered with at a lower level. However, there were several disadvantages to using this route. One band felt that it may be harder to access money for emergency purposes; two bands felt that Regional Office would not have enough knowledge of the special needs at the school level; one band claimed that Regional Office may be influenced to pay special attention to the more vocal bands; one band felt that use of this route may affect the possibility of sharing services.

Two bands preferred dispersing special education funds to the bands through a combination of routes. One band claimed that the advantage of this would be that more people would be involved, so that there would be a greater awareness of the problems on reserves. The other band hoped that Regional Office would get to know better what was going on at the district level and that this may ultimately result in improved communication. However, three bands cited communication problems as the major disadvantage to using a combination of routes. It was felt that many different sources of funding would lead to confused lines of communication and arguments over areas of responsibility. Another band wondered if a freeze on funds at Regional Office could be a detriment to using a combination of routes.

Three bands suggested other routes for dispersing

special education monies to the bands. One band recommended routing the money through a centralized office staffed with qualified professional people and perhaps operating under the jurisdiction of the district chiefs or tribal council. The advantages of using such a route would be that this office should be expected to be highly supportive so there would be better collation of information and better communication. The disadvantages would be that starting-up such an office would be costly and, as well, there may be duplication of services.

Two bands recommended that special education funds should be dispersed directly from Treasury Board to the bands. The advantages they saw in choosing this route were that money would not be lost in regional or district allocations and that it would be less time-consuming. The chief disadvantage would be that Treasury Board would be less sympathetic to the real needs at the band level.

In responding to the questions as to other concerns they had or recommendations they wished to make about the process of delivering money from INAC to the service providers, bands listed four types of concerns. Although some of these concerns may have been mentioned earlier, they are listed here for analysis purposes. Three bands had concerns over the system. Specifically they mentioned that the system was too complicated and too slow to respond, that there were too many middlemen, and

that the poor communication meant that bands did not know how much money they should be receiving. Two bands expressed concern over the administration at the local level. One stressed that INAC should be educating people at the local level on all aspects of funding. The other, concerned over accounting problems at the band level, stressed that education monies should be kept in a separate account. Two bands had concerns as to the paying for shared services. One band recommended that shared services be paid for at the district level. The other band recommended that money for purchased services should come directly from Regional Office to the bands but cautioned that people must go through the proper channels in accessing such funds and that this would mean that well-defined policies must be in place. This band also felt that, if institutionalized care was paid for by the bands, there may be better monitoring of such services.

A final recommendation was made by one band with regard to the type of payment. This band recommended that to facilitate planning, special education monies should come to the band in one lump sum rather than quarterly.

Deliberations of the committee. The committee members throughout their deliberations endorsed the concerns expressed by the bands on the questionnaire.

Especially in one district, there was considerable suspicion that money allocated to the bands may be being taken off at the district level. The members of the committee felt that bands should have complete access to all budget information and that policies and procedures must be developed to direct the process of delivering special education money to the bands. The committee also discussed the need for people at the local level to have more training on all aspects of funding and stressed the importance of bands maintaining an education account separate from the general account. Considerable discussion ensued over the issue of providing money for shared services. All members agreed that shared and/or purchased services would be a practical solution to many of the problems they are currently experiencing in providing specialized service. However, most members believed that, owing to the financial and organizational problems currently being experienced by many bands in Saskatchewan, it would not be advisable to have the money for purchasing such services decentralized to the bands. The members of the committee who represented the larger school system believed that, because of their much larger enrollment, they would probably not be sharing services outside of their system. The committee agreed that, since such was the case and especially since the administration at that particular band's level was

well-developed, money for purchasing specialized services should be decentralized to this band. It should also be noted here that one committee member, representing one of the smaller schools, did present a strong argument for having money decentralized to his band for such purposes claiming that this band could easily purchase services from the surrounding provincial systems. However, this member did also admit that the removal of two or three key people within the current band administration would render this band incapable of handling such a responsibility.

The committee members discussed at length the route through which special education money should be channelled to the bands. The advantages of having such money channelled through the district offices (INAC's or district chiefs) would be that the money would be more easily accessible and could be more closely monitored and that the people at the district level may be more sensitive to local needs and costs. However, the members stressed that there would have to be firm policies and procedures in place, and that bands would have to have access to all budget information if this route was to be regarded as satisfactory. Additionally, with regard to channelling through INAC's district offices, members could not see this as being a viable route over a long term because of INAC's current commitment to devolution.

However, several members were strongly opposed to channelling money through the district chiefs or tribal council because they felt that these organizations were too political and too disorganized. Members strongly advocated that, before such a route is considered, the organization at that level must be improved and policies must be put in place that will remove the possibility of decisions being made on political grounds and that will lay out definite guidelines that would have to be followed. It must be noted here that the committee members representing one band maintained strongly that education monies must never, on any condition, be channelled through the district chiefs or tribal council.

The committee agreed that the advantages of channelling money directly from Regional Office or from Headquarters in Ottawa were that bands would be more assured of getting their actual entitlement and that the process would not take so much time. However, the disadvantage of such routes was that neither Regional Office nor Headquarters would be sensitive to the needs and costs at the local level. As well, members acknowledged that there would have to be well-defined policies and procedures in place, well-qualified administrative staff at the local level and, well-informed parents who truly understand their rights.

Perceptions of the district office staff. The district office staff did not really address the problems inherent in the flow of special education funds but dealt mainly with the problems encountered in providing programming. However, one problem that was identified was that bands do sometimes bypass the district offices and that Regional Office, in heeding the requests of such bands, often provides funding for the wrong reasons. This does add credence to the need for definite policies and procedures to be put in place and for strict adherence to these guidelines. As well, it does confirm that staff at the regional level may not be truly cognizant of the needs at the band level.

Both district offices felt that special education monies should be dispersed to the bands through INAC's district offices. One office did envisage that eventually such funds may be channelled through the district chiefs or tribal council. The other office stressed that, before this should happen, there must be a qualified person in place to be in charge of special education. Both offices cautioned against getting too many people involved because it would be too time-consuming and everything could become fragmented to the point that no one really knows what is going on.

Summary. In summary the following observations can be made.

1. There is a widespread concern over the number of levels through which money passes as it moves from INAC to the service providers. Bands fear that money may be being taken off at each level, so that schools would not be receiving the full amount of special education money to which they are entitled. As well, moving through several levels is time consuming, and, especially if purchasing services, bands require quick access to special education money.

2. There is a need for the development of policies and procedures to direct the process of delivering money to the band level.

3. Some bands expressed a concern over the administration of funds at the local level and stressed: (a) the need for INAC to educate people at the local level on all aspects of funding; (b) the advisability of a school board having autonomy from the band council, or maintaining a separate education account.

4. There is considerable concern over the problems that would be involved in sharing special education services with, or in purchasing special education services from, other bands or jurisdictions. Although most bands preferred the idea of having money decentralized to the individual bands for the purchasing

of such services, they felt that, except in the case of larger bands which would not be sharing services, the money for such support services should be taken off at the regional or district level.

5. Dispersing special education funds to the bands through INAC's district offices would mean that:

(a) funds could be more easily accessible; (b) funds could be more easily monitored; (c) there could be a greater sensitivity to local needs and costs. However, because bands currently have too little information regarding the accessing and delivery of special education services, there is a great deal of mistrust and suspicion between the bands and INAC's district offices. The development of firm policies and procedures and improved communication flow between INAC and the bands would do much to alleviate this problem.

6. Dispersing special education funds to the bands through the district chiefs or tribal council would mean that: (a) funds could be more easily accessible and more closely monitored; (b) there may be a greater sensitivity to local needs and costs; (c) it would be politically expedient. However, most bands involved in the study feel that, at the present time, the district chiefs or tribal councils are too political and lack the organization and qualified personnel to effectively handle such education programs and funds on behalf of the

bands.

7. Dispersing special education funds directly from Regional Office to the bands would: (a) cut down on the number of levels through which the money must pass; (b) eliminate concerns over losing money at each level. However, there is concern that: (a) there would be a lack of awareness of local needs; (b) it would be harder to access money for emergency needs; (c) the more influential bands may get preferred treatment; (d) it may be more difficult to set up a system of shared services.

8. Dispersing special education funds to the bands through a combination of the preceding means--through INAC's district offices, through the district chiefs or tribal council, directly through Regional Office--would mean that more people would be involved and Regional Office may get a better idea of what is going on at the district and band level. However, communication problems would probably result in arguments about areas of responsibility and there would be a breakdown of service.

9. Dispersing special education funds to the bands through a separate education committee set up by the district chiefs or tribal council could mean that: (a) funds could be more easily accessible and more easily monitored; (b) there may be a greater sensitivity to local needs and cost; (c) there may be better communication and support. However, at the present time,

there would be : (a) a possibility of duplicating services; (b) the costs incurred in starting up such an operation; (c) time needed for a proper organizational structure to be put in place.

10. Dispersing special education funds to the bands directly from Treasury Board or Headquarters would: (a) cut out the middle offices and their costs, thereby making more money available to the band level; (b) be less time-consuming. However, Treasury Board or Headquarters would probably be less sympathetic to the real needs.

Expenditure Controls

To be able to provide appropriate programming which will satisfy the needs of handicapped children, there must be sufficient money in place and it is essential that this money be used for its intended purpose. This implies the need for some form of accountability and/or some system of controls. The Department of Education for the Province of Saskatchewan provides funding for designated high cost students depending upon the actual provision of appropriate programming. However, control over expenditures is indirect through the provision of due process legislation and the pressure of advocacy groups for the rights of handicapped students. The Federal Government's current

commitment to devolution promotes the concept of local autonomy and of establishing accountability at the band level.

This part of the questionnaire is designed to draw out the concerns of the bands on the issue of accountability and to give them an opportunity to explore various means of establishing accountability. Bands were asked to describe the current system of controls on the use of special education money, to discuss the advantages and disadvantages of the system in place, and to describe the system of controls they would like to see in place. They were then asked to name or describe advocacy groups for the rights of exceptional children which may be operating in their bands or district. Finally, they were asked to comment on what due process provisions have been made to guarantee the rights of exceptional children.

Analysis of the questionnaires. Three of the four bands which operate their own schools discussed the controls established at the local level. One of these bands referred to the indirect controls which arose from the physical planning at the administrative level, the in-school budgeting procedures, the regular administration/executive meetings, and, as well, the annual audit which was required. This band felt that such a system of indirect control allowed for greater flexibility, but did place greater reliance on the people

occupying strategic position rather than on the system. From this can be inferred a concern that, if the people in such key positions lack either ability or integrity, this system of controls may not necessarily guarantee the provision of appropriate programming. This band further recommended that some agency--INAC's district office or district chiefs' organization--should monitor the system to see if funds are being properly spent within the areas of need as identified by the bands.

A second band stated that, although included in the general education account, special education funds are tracked at year's end as a part of a year-end program review. Because the band, being sensitive to the needs of the program, will move money from one code to another if needed, this year-end review allows the administration to see what had been spent throughout the year and from this to identify more clearly the areas of need. This band did feel that controls should be addressed at the Treasury Board or Headquarters level, so that there would be a commitment from that level that funds would be available over a long term. Only with such a guarantee of long-term funding can bands hope to engage in better planning. It should be noted here that this band is coming from a different perspective and is viewing the issue more in terms of accessing than of expending funds. Although, throughout the study, this band implied that it

was essential that education money at the band level be kept in a separate account, no concern was expressed that special education needs may not be met even though the money was in place. Therefore, it can be assumed that this band either has complete faith in the system and in the people in key positions or is relatively ignorant of what the real needs are and of ways of determining if the needs are actually being met.

The third band stated that its budget is monitored by the band administrator with monthly financial statements being submitted to the school and the board. The school, therefore, has an idea of what is being spent and is able to make its commitments out of the balance. The chief advantage of this system is that it does promote better accountability. However, the administrator expressed the concern that there is never enough time to deal fully with the finances at the board meetings with the result that board does not have a clear understanding of the budget or other finance information. This band believed that bands need guidelines for the use of funds and, for that reason, that policies should be developed along with the programs. As well, this band advocated increasing parental awareness of what is available in special education and of what their rights as parents of handicapped children (or children with special needs) are.

The fourth band commented that, whereas with federal schools the use of funds customarily has been questioned through INAC's quarterly review process, with band operated schools these quarterly reviews are not required. It appears then that this band believes that in band operated schools there are currently no controls especially of an external nature. This band claimed that the chief advantage of this system is the flexibility it gives the staff members to develop programs as they see fit. The disadvantages cited by this band are that the system is slow in reacting to the needs and that there are insufficient funds to pay for the initial assessment costs and to set up programs. However, it should be noted that this appears to be more a criticism of the process and of the formula than of the system of controls. This band did state that control should be at the local level and that an appeal process should be in place to ensure that students who qualify for special education actually receive it and that the necessary funds be made available to the band at the beginning of the term so that the special education program can be implemented as planned.

The two bands which had federal schools on their reserves should have received their special education funds through a contribution to bands' agreement. However, in their specific cases, the money had been

released to them in the form of salary dollars for a special education teacher. Since the amount of money received in reality exceeded their actual entitlement according to the funding formula, there was no special education money left for them to expend. However, both bands did respond to the questions on controls and treated the questions as though special education monies had been provided through a contribution to bands agreement.

One of these bands suggested that the contribution to bands agreement might be considered as a form of control. The main advantage of this type of control is that it allows the band the flexibility to spend where it feels there is a need. This band further stressed the importance of maintaining a separate education account so that education money could be safeguarded from covering a deficit in the general account. Because it could be used to realign funds where necessary, the annual audit was also regarded as a form of control over special education funds. This band felt that there definitely should be controls on the use of special education money. It was further stressed that the school committee should make recommendations to the band council and, in so doing, to emphasize that special education money should be used for special education purposes and that transfers should happen only when program requirements have been met.

The other band claimed that, although the amount of money allocated to bands for special education was controlled by the formula, there were no real controls on the spending. Although this allowed bands the flexibility to use the funds as they see fit, there was a general concern that people at the local level are often not educated well enough in the determination of special education needs, so may not be able to accurately or adequately pinpoint and address these needs. For this reason, this band stressed that all people involved, especially the band council, should have access to more information, and that specific guidelines should be developed, implemented, and evaluated in terms of their efficiency and effectiveness in guaranteeing the appropriate use of special education funds.

Five of the six bands claimed that there were no advocacy groups for the rights of exceptional children operating in their bands or in their districts. However, one of these bands described an alcohol awareness group recently formed on its reserve to deal with problems at the reserve level. Although not specifically designed to address the problems of exceptional children, this group does focus on developing community awareness of the problems of children living in an alcoholic environment and of the need to deal with these problems. For this reason and because of the extremely high incidence of

alcoholism on the reserve, it was felt that this group could become an advocacy group for the rights of exceptional children. The sixth band felt that the inter-agency group and school board could be regarded as advocacy groups of a sort. This band also suggested that a parent-teacher group could be an ideal advocacy group.

"Due process in special education refers to an established set of procedures which, when fully implemented, guarantee the rights of exceptional children" (Saskatchewan Education, 1982, p.23). Five of the six bands stated that, to their knowledge, there are currently no due process regulations in place. The sixth band, although acknowledging that no such regulations were in place, believed that the band does react to community pressure. Two bands stressed that, before due process procedures can be put in place, definite policies and procedures for the delivery of special education must be established. Three bands stressed the need for developing parental awareness of what is available and of what they can do and what they should do as far as ensuring that their children are provided with appropriate education programs. One band suggested that, when bands are drafting their education acts, they should ensure that a section regarding the rights of exceptional children is included. However, this band also pointed out that, for a band to be able to

guarantee programming for exceptional children in its education act, there must be a commitment from INAC and/or Treasury Board that the necessary funding will be provided.

Deliberations of the committee. The committee dealt extensively with the issue of controls. Although all members supported the concept of local autonomy and local control, there was considerable concern that special education funds are a scarce resource and that there may be abuse of such funds by some bands. Additionally, members advocated placing controls on the accessing of funds both in terms of a guarantee that money would be forthcoming and in terms of strict adherence to clearly established policies and procedures for accessing said funds. Members from three bands strongly supported the need for some type of accountability factor being built into the contribution agreement and the need for bands to explore the issue of accountability--to understand what it means and what the implications are of bands being accountable to parents for the delivery of special education. These members stressed that, until bands truly understand this issue, there must be provision for some type of external control. The committee members representing the other two bands, although maintaining that control ideally should be at the local level, did agree that there should be some external means of

preventing the abuse of scarce funds.

All committee members agreed that there were no advocacy groups for the rights of exceptional children over and above the caring attitude of the staff and the school board of the various schools. As well, all members agreed that due process regulations should be established by each band. However, it was generally acknowledged that a great deal of work had to be done first in developing awareness of what parental accountability actually means.

Perceptions of the district office staff. Both district offices agreed that at the present time there are no expenditure controls on special education funds. Whereas one office saw no advantage to such a system of no control, the other claimed that having no controls reduced the paper-flow and other related anxieties. This office claimed that the chief disadvantage of having no controls was that there was no way of ensuring that funding was meeting the needs of the children. Both offices agreed that funding for special education should be contingent upon adequately trained personnel actually delivering a special education program that meets the needs of the children in the school. One office suggested that it may help to have a special needs consultant in each district to bring about community awareness and to coordinate and guide the special

education programming.

One office felt that the provincial early intervention programs, the inter-agency groups, and the Indian Health Center did act as a type of advocacy group. Both offices claimed that, at the current time, no provision has been made for due process regulations. No recommendations were made in this regard.

Summary. Bands generally felt that there is a need for controls on the use of special education money. Control of funds should be at the local level where the need is best understood, but there is a need for some form of external monitoring to ensure that funds are being spent within areas of need as identified by the bands. Before bands can be regarded as accountable to the parents for the appropriate use of special education money, there is a need for (a) more parental awareness of what is available, and (b) an appeal process to ensure that those students who qualify for special education actually receive it.

There are currently no advocacy groups for the rights of exceptional children operating on the reserves or in the districts. However, there are several groups operating which do occasionally or which could advocate for the rights of such children.

At the present time, there are no due process regulations in place which would guarantee the rights of

exceptional children. Before such regulations could operate as an effective control on the use of special education money, there is a need for (a) the establishment of definite policies and procedures for the delivery of special education services, and (b) increased parental awareness and understanding of special education services and of the band's accountability to the parents for the delivery of these services.

Formula Considerations

Analysis of the questionnaires. The final topic which bands were asked to deal with had to do with specific formula considerations. Bands were asked (a) to name areas of need which are currently identified under special education funding and for which money is required; (b) to discuss the advantages and disadvantages of funding special education on a pupil base, on a resource base, or on a cost base; (c) to decide if there is an advantage to indexing schools according to need to allow for special monies for compensatory education, and, if so, to suggest how such an index could be derived; and (d) to describe the formula currently being used for funding special education and to recommend changes that should be made to the current formula.

The question dealing with advantages and disadvantages of funding special education on a pupil

base, a resource base, or a cost base was difficult for the bands to deal with because these are technical terms with which most people are not familiar. Because there was too little time to completely familiarize everyone with these concepts of formula funding, the researcher advised the bands to ignore the cost base and to decide the advantages and disadvantages of receiving special education funds on the basis of the number of handicapped children identified (pupil base) or on the basis of the programs required to deal with the handicapped children in the school (resource base).

All bands agreed that there are areas of need which are not currently identified under special education and for which money is required. Five bands spoke of the need for compensatory education for disadvantaged students. One of those bands stressed that, although they are not eligible for high cost funding, disadvantaged students do require individual attention and special programming. This band suggested introducing a medium cost component to cover compensatory education. Three bands identified a need for money for early intervention and for community preventive programs. One of these bands stressed the need to work with the parents of small children in developing better parenting skills and recommended achieving this through setting up a home-based nursery. Four bands felt that money was

needed to set up special programming for older students who were doing poorly academically. These bands stressed the need for vocational education and occupational training as an alternate program or as a supplement to the regular program. Two bands stressed the need for shared and/or support services. Other needs identified included (a) up front monies for assessment purposes and to cover programming for special education students who transfer in during the year, (b) gifted and talented students, (c) guidance, (d) students on probation, and (e) tutoring and correspondence courses. Although guidance, students on probation, and tutoring and correspondence courses may be subsumed by other categories or programs, special attention should be paid to the need for special programming for gifted and talented students and for up front monies for assessment purposes and for dealing with students who transfer in during the year.

Four bands cited advantages to using a pupil base. Two felt that it would ensure that students would actually be found or identified, and that it would more likely ensure that programming would be in place. One of these bands also felt that pupil based funding would allow teachers more discretion over the use of funds. A third band also felt that it would be a better guarantee that individual needs would be met.

All six bands cited disadvantages to using a pupil base funding approach. Two referred to the negative effects of labelling students as handicapped. One of these bands also feared that, in an endeavor to access funds, there may be a tendency to misclassify students as handicapped. Three bands were concerned that the use of a pupil base would mean that there would not be adequate funds to meet the needs of the programs required. Another band pointed out that total use of a pupil base would mean that there would be no way of accessing money for resource or support staff. A final concern expressed by one band was that pupil based funding would not be a guarantee of adequate programming appropriate to the needs of the children.

All six bands agreed with the concept of resource based funding. Five bands described that advantages of such a funding approach. Four of these bands felt that resource based funding would allow schools to develop special programs according to the specific needs of the children. One of these also suggested that resource based funding would be a better guarantee that money would be provided because bands could be required to justify their programs. The fifth band suggested that resource based funding would be fine as long as the school retained the right to determine how long the programs run.

Although strongly supporting the concept of resource or program based funding, two bands did point out disadvantages to or problems in using such an approach. One band mentioned that there may be a problem in ensuring continuity. This may be an indication of a fear that, in times of budget constraint, the department may find it easier to cut programs than to cut pupil based funding. The other band's concern was that resource based funding would require that program specifications would have to be put in place. This would necessitate a considerable amount of work by a centralized body and with INAC's current movement toward devolution, such a feat may not be easily accomplished.

All bands generally agreed that there would be an advantage to indexing schools according to need to allow funding for compensatory education for disadvantaged students. One band felt that indexing for disadvantage would be a sensitive issue, while another suggested that its success or acceptability by the bands would depend on who is doing the indexing and how it is done. A third band commented that, although it may be possible to pinpoint need, there is no guarantee that compensatory education monies would be used properly.

All bands agreed that it would be difficult to develop an index. One band suggested that a thorough study would have to be done to find the best way of

devising an index, while another band recommended studying the northern factor that is now in use. Suggested factors that could be considered for indexing purposes included: (a) isolation or distance from an urban population, (b) the number of persons receiving social assistance, (c) the number of persons noted in current police reports and the number of students on probation, (d) age-grade displacement, (e) record of annual academic growth, (f) housing stress, (g) number of cars and other motor vehicles, and (h) other pertinent Statistics Canada information. However, one band commented that, although economic factors are objective measures, they are not necessarily the best measures. Likewise, another band claimed that it would not be wise to use economic or income-related factors.

When asked what formula was currently being used for funding special education, five bands stated that they had received \$200 per student. However, only one of these bands referred to this as being low cost formula funding and no band mentioned high cost funding. Owing to the fact that all of these bands wanted to see new high cost categories created, that two had requested high cost funding, and that one of these had received some high cost funding, it does seem significant that high cost funding was not mentioned. The sixth band simply stated that it was an INAC formula. By noting the amount

of money this band had calculated that it had been entitled to, it can be assumed that both the low cost funding of \$200 per student plus the \$4,000 per high cost student had been recognized in its calculations.

All bands stated that they had encountered no difficulty in accessing the special education money, although no band was able to quote the exact amount received. One band pointed out that outdated nominal roll data had been used and that no adjustments had been made to reflect the increase in enrollment. As well, in at least three cases, it appeared that the special education money had come to the band in the form of salary dollars and that the amount received exceeded their actual entitlement. One band, in acknowledging that such was the case, expressed concern over where the extra money had come from and by what process it had been determined that this should happen.

All bands did recommend changes to the current formula. Three bands specifically suggested adding a resource based funding component which would be determined by program and need. However, one of these bands recommended retaining some pupil based funding. One other band suggested adding a medium cost component for disadvantaged students, while another recommended having three categorized areas--high cost, low cost, disadvantaged. The sixth band stressed the need to use

current nominal roll information and commented that had current nominal roll data been used this year there would have been sufficient funds to cover the costs of the programming currently in place in its school.

It appears evident that no band was really aware of how much money it was actually entitled to for special education purposes or how much had actually been received. Although, in some cases, the bands felt that they had received more special education money than they were entitled to, there was considerable discontent on the part of all six bands. It appeared that two major sources of discontent were: (a) the inadequacy of the current formula as far as recognizing the real needs, and (b) the lack of information as to how the amount of money received had been determined. As well, the fact that no band specifically mentioned high cost funding as part of the current formula could be interpreted as an indication that the bands did not actually believe that either a formula or a process was in place.

Deliberations of the committee. The committee members, throughout their deliberations, identified several areas of need not recognized by the current special education funding formula. They strongly advocated making funding provisions for disadvantaged children, early childhood intervention, community preventive programs, alternate programming for older

students who are not achieving academically, gifted and talented students, and support services.

The committee dealt extensively with the issue of the best funding base to use. It was generally agreed that the standard high cost rate of \$4,000 per student did not, in many instances, allow bands enough money to provide adequate and appropriate programming. As well, all members deplored the negative affects of labelling children as handicapped and of the tendency to misclassify children in an attempt to access more money. Other concerns were the exorbitant costs involved in assessing children for identification purposes and the lack of access to the persons qualified to do the assessments. It was generally agreed that a resource based funding approach would allow schools to remove the costly aspects of assessments for identification purposes and to concentrate funding on providing appropriate programming and on testing for diagnostic and prescriptive purposes.

The committee dealt briefly with the issue of indexing schools according to need. Basically, the members agreed that it would be advantageous to index schools according to need to allow for compensatory funding. However, no member had any suggestions as to how such an index could be developed. It was generally agreed that an intensive study would have to be conducted

in an attempt to develop a usable index but that this topic was beyond the scope of the current study.

The committee did deal extensively with changes that they would like to see in the funding formula. Their chief concerns were that (a) the identification-assessment-designation process was too costly and too time-consuming, (b) the formula did not adequately reflect the needs at the band level, (c) no one seemed to know what the policies and procedures for the delivery of special education services to the bands were, (d) there was very poor communication between INAC and the bands, (e) there was no provision for support services, (f) there were no controls to ensure that special education monies are being appropriately used, and (g) there was no monitoring to ensure that individual students' needs are being met.

The committee recommended that the formula should have three components--a low cost component to offset programming for the mildly to moderately handicapped, a special needs component to cover the costs of programming required beyond what is provided through the low-cost component, and a support services component. They also stressed the need for the development of well-defined policies and procedures for the delivery of special education services to the bands and that this information must be clearly disseminated to the district offices and

to the bands. Because special education funds are scarce, steps must be taken to ensure that such money is not abused, that students' needs are being met, and that priority is given to bands where the need is greatest and where there is a demonstrated evidence of appropriate programming.

Perceptions of the district office staff. Both offices acknowledged that compensatory education funding for disadvantaged students is a real need on the reserves today. One office interpreted the need as so critical on every reserve that there would be no advantage to indexing schools for funding purposes. Both offices expressed the concern that if funding for compensatory education was received, bands must not be allowed to regard the program as static, but must be prepared to set goals for overcoming educational gaps within a specific time. One office commented that teachers often do not or will not recognize when remediation has been completed. Both offices supported the concept of funding according to program. One office pointed out that such an approach would affect the actual developmental costs of programs and would allow programs to vary from school to school and district to district. There appeared to be some concern over whether programs were actually being delivered and whether the allocations per school actually reflected the needs and the programs required. One

office stressed that there should be an effective monitoring system in place at the district level to ensure both that programs are being delivered and that goals are being met within a reasonable period of time.

Both offices claimed that there had been problems in obtaining the special education monies. One office stated that funding had not been provided according to need and that certain schools had been allocated more special education monies than was deemed fair. The other office claimed that backup documentation had not been considered. This office admitted that staff at the district office had indeed revised the education budgets of each band so that needs as perceived by district office could be more adequately met. However, the bands had not been informed that revisions had been made or how and why this had been done. This probably accounts for the suspicions of the bands in that district that there was no real formula in place.

Summary. There are areas of need which are not being currently identified under special education and for which money is needed. The areas of greatest concern are (a) compensatory education for disadvantaged children, (b) early childhood intervention, (c) community preventive programs, (d) alternate education with an emphasis on vocational education and occupational training for older students who are doing poorly

academically, (e) gifted and talented students, and (f) shared and support services. As well there is a need for up front monies for assessment purposes and for dealing with special needs students who transfer in during the year.

The chief advantage of funding special education on a pupil base is that handicapped students would actually be found or identified and, therefore, would more surely be recognized as eligible for special education. The chief disadvantages of funding special education on a pupil base are that (a) labelling students as handicapped can have a negative effect on them, (b) there would probably not be adequate funds to meet program needs (especially in smaller schools), and (c) there would be no way of accessing funds for support staff.

The chief advantages of funding special education on a resource base are that (a) schools could develop special programs according to the specific needs of the children, and (b) schools would no longer have to bear the costly aspects of assessment for identification purposes but could concentrate funding on providing appropriate programming and on testing for diagnostic and prescriptive purposes. The chief disadvantages of a resource based funding approach are that (a) in times of financial constraint, it may be easier for INAC to cut programs rather than per pupil funds, and (b) ideally

program specifications should be put in place and this may not be easy to do without more centralization.

There would be an advantage to indexing schools according to need to allow funding for compensatory education for disadvantaged children. The development of an index would require a thorough study conducted by a person or person who would be cognizant of the sensitivity of the issue. Such an exercise is beyond the scope of this study.

The current formula for funding special education is inadequate and bears no reflection to program needs. Provision should be made within the formula for the unique needs of the children in reserve schools as well as for support services.

There is a need for well-defined policies and procedures for the delivery of special education services to the children in reserve schools. As well, there is a need for improved communication and dissemination of information between INAC and the bands.

There is a need for controls to ensure that special education monies are being appropriately used. As well, there is a need for monitoring of the special education programs being offered to ensure that individual students' needs are being met. Because special education funds are scarce, priority for funding purposes must be given to schools (a) where the need is greatest, and

(b) where there is a demonstrated evidence of an ability and willingness to develop and deliver appropriate programming.

Secondary Data

Two types of data were collected: (a) primary data directly related to the research questions outlined in Chapter 1, (b) secondary data not related to the research questions but useful to the staff as background information for the study. Analysis and discussion of both types of data are necessary for a complete understanding of the study. The preceding sections on Identification, Programming, and Finance make up the primary data. This final section is comprised of the analysis and discussion of two sources of secondary data: (a) school profiles, and (b) disadvantaged children.

Profiles

Introduction. Prior to the first session with the school staff, the researcher requested that all classroom teachers complete student information forms (Chart 1, Appendix A). Using the information gleaned from these forms, the researcher drew up school profiles. These profiles were presented to the staff for discussion purposes prior to the administration of the questionnaire and served as a focus of attention for the discussions

and as valuable background information for the questionnaire.

For the purpose of this discussion, the profiles from one school are examined and analyzed. However, the summary sheets of three schools are examined so that it is possible to show how this type of information can impact on programming. The schools will be identified as School 1, School 2, and School 3.

Data. Tables 1, 2, 3, 4, 5, 6, and 7 show the profiles of School 1. Using these profiles it is possible to determine age-grade misplacement and grade-grade misplacement according to actual grade placement and to ability level as determined by the Canadian Test of Basic Skills (CTBS). Tables 8, 9, 10, and 11 show analysis sheets for summary purposes. Table 8 shows the analysis sheet for grade-grade summary purpose; Table 9 shows the analysis sheet for age-grade summary purposes; Tables 10 and 11 show the analysis sheets for age-grade summary purposes for two other schools. Using these analysis sheets, it is possible to determine the percentage of students who are average, the percentage who are at risk, and the percentage who have serious problems. Additionally, using Tables 9, 10 and 11, it is possible to draw comparisons from one school to another.

Examination of the profiles (Tables 1, 2, 3, 4, 5, 6 and 7) yields the following information.

1. For the children born in any given year (1967 to 1982), it is possible to determine the current grade placements (Table 1) and their ability levels according to the Canadian Test of Basic Skills (CTBS) reading scores, mathematics scores, and composite scores (Tables 2, 3, 4).

To demonstrate the use of the profiles the fourteen children born in 1973 are used as an example. The current grade placement profile (Table 1) reveals that five of these children are in grade 8 (correctly age-grade placed), four are in grade 7 (one year age-grade misplaced), two are in grade 6 (two years age-grade misplaced), and three are in grade 5 (three years age-grade misplaced). The CTBS reading profile (Table 2) indicates that no children are reading at a grade 8 level (the correct age-grade placement), one is reading at a grade 7 level (one year age-grade misplaced), five are reading at a grade 6 level (two years age-grade misplaced), two are reading at a grade 5 level (three years age-grade misplaced), and six are reading at a grade 4 level (four years age-grade misplaced). The CTBS mathematics profile (Table 3) shows that no children are at a grade 8 mathematics level (the correct age-grade placement), one is at a grade 7 level

Table 1
Current Grade Placement Profile

Year of birth	Current grade placement											Total	
	N	K	1	2	3	4	5	6	7	8	9		10
1982													0
1981		9											9
1980		4	9										13
1979			3	5									8
1978			1		3								4
1977			1	1	2		1						5
1976				1	1	3	3						8
1975						3	2	1					6
1974							1	3	2				6
1973							3	2	4	5			14
1972							1	1			2		4
1971							2			3	3	1	9
1970										2	2	1	5
1969											1		1
1968											1	2	3
1967											1		1
1966													0
Totals	0	13	14	7	6	6	13	7	6	10	10	4	96

Note. The values represent frequencies of the number of children who fit that category.

Table 2
CTBS Reading Age-Grade Profile

Year of birth	Reading grade placement											Total											
	N	K	1	2	3	4	5	6	7	8	9												
1982																		0					
1981																		0					
1980																		0					
1979			1	1	3	1												6					
1978				1	2	1												4					
1977			1	1	1	1				1								5					
1976					1	2		1	3		1							8					
1975						1		1	1	2		1						6					
1974							1			1	2		2					6					
1973									4	2	1	1	3	2		1		14					
1972											2				1			3					
1971								1		1				2	2		2	1	9				
1970															3	2			5				
1969															1				1				
1968													1				1	1	3				
1967													1						1				
1966																			0				
Totals	0	0	0	2	3	2	7	5	1	3	11	5	4	4	5	4	6	4	2	2	0	1	71

Table 3
CTBS Mathematics Age-Grade Profile

Year of birth	Mathematics grade placement																			Total	
	K	1	2	3	4	5	6	7	8	9											
1982																				0	
1981																				0	
1980																				0	
1979		2	2	1	1															6	
1978			1	1	2															4	
1977		1		1		3		1												6	
1976				2		1	2	1		1										7	
1975					1	3	1		1											6	
1974								1	1	2		1	1							6	
1973							1	4	1	3	1	3			1					14	
1972									1					2						3	
1971								1	1			1		2	2			1	1	9	
1970												1	1	2						4	
1969													1							1	
1968															1	2				3	
1967															1					1	
1966																				0	
Totals	0	0	3	3	5	4	7	4	8	5	6	1	6	3	6	5	2	1	1	0	70

Table 4
CTBS Composite Score Grade Placement

Year of birth	Overall achievement grade placement																			Total	
	K	1	2	3	4	5	6	7	8	9											
1982																				0	
1981																				0	
1980																				0	
1979			2	2	2															6	
1978				1		3														4	
1977		1		1		1			1											4	
1976				1		1		3	1	1		1								8	
1975							3	1	1		1									6	
1974								1		1	2		1	1						6	
1973							1	2	1	1	1	2	3	1	2					14	
1972									1				1	1						3	
1971									2				3		2			2		9	
1970													1		3		1			5	
1969													1							1	
1968														1		1	1			3	
1967															1					1	
1966																				0	
Totals	0	1	2	5	2	5	4	7	5	5	4	3	5	7	5	5	1	2	2	0	70

Table 5
CTBS Reading Grade-Grade Profile

Grade	Reading grade placement										Range											
	K	1	2	3	4	5	6	7	8	9		10										
N																						
K																						
1																						
2		2	1	3	1							1.6 (1.2 - 2.8)										
3			1	3	2							.9 (1.7 - 2.6)										
4				1	1	1	1	2				2.1 (2.3 - 4.4)										
5					1	2	7	1	1	1		3.1 (2.5 - 5.6)										
6							2	3	1			1.3 (4.0 - 5.3)										
7								1	1	3	1	1.7 (4.7 - 6.4)										
8									2	3	4	1	1.5 (6.0 - 7.5)									
9									1	1	1	2	2	1	2	3.3 (5.4 - 8.7)						
10											1	1	1			1	3.3 (6.3 - 9.6)					
Totals	0	0	2	2	7	5	1	3	11	5	4	4	5	4	6	4	2	2	0	1	0	0

Table 6
 CTBS Mathematics Grade - Grade Profile

Grade	Mathematics grade placement																			Range		
	K	1	2	3	4	5	6	7	8	9	10											
N																						
K																						
1																						
2		2	1	3	1															1.4 (1.3 - 2.7)		
3				2	2	2														1.0 (2.2 - 3.2)		
4					1	2	3													1.0 (2.9 - 3.9)		
5						4	1	4	2	2										2.2 (3.1 - 5.3)		
6								3	2	1										1.1 (4.1 - 5.2)		
7									1	1	1	2	1							2.1 (4.5 - 6.6)		
8										2		3	1	2	2					2.5 (5.1 - 7.6)		
9												1	1	3	2	1			2	3.8 (6.0 - 9.8)		
10															1	1	1	1		1.8 (7.0 - 8.8)		
Totals	0	0	2	1	5	4	8	4	7	5	6	1	6	3	6	5	2	1	0	2	0	0

Table 7
 CTBS Composite Grade - Grade Profile

Grade	K	Composite grade placement										Range											
		1	2	3	4	5	6	7	8	9	10												
N																							
K																							
1																							
2		1	4	2																	1.1 (1.1 - 2.2)		
3				5																	.4 (2.5 - 2.9)		
4					2	3	1														.9 (3.2 - 4.1)		
5					2	3	4	3	1												2.6 (3.2 - 5.8)		
6						1	2	3													1.4 (3.9 - 5.3)		
7								1	1	3	1										1.2 (5.4 - 6.6)		
8									1	1	4	2	2								1.8 (5.9 - 7.7)		
9										1	2	2	2	1	1	1					2.6 (6.4 - 9.0)		
10												1	1		1	1					2.0 (7.0 - 9.0)		
Totals	0	0	1	4	2	5	4	7	5	5	4	3	5	7	5	5	1	2	2	0	0	0	67.0

(one year age-grade misplaced), three are at a grade 6 level (two years age-grade misplaced), four are at a grade 5 level (three years age-grade misplaced), five are at a grade 4 level (four years age-grade misplaced), and one is at a grade 3 level (five years age-grade misplaced). In like fashion, the CTBS composite scores can be used to determine the overall skill development level.

2. For the children placed in any grade (N to grade 9), it is possible to determine their years of birth and their years of age-grade misplacement as portrayed on the current grade placement profile (Table 1). For example, of the thirteen children currently placed in grade 5, one was born in 1977 so was one year accelerated, three were born in 1974 so were the correct age for grade 5, two were born in 1975 so were one year age-grade misplaced, one was born in 1974 so was two years age-grade misplaced, three were born in 1973 so were three years age-grade misplaced, one was born in 1972 so was four years age-grade misplaced, and two were born in 1971 so were five years age-grade misplaced.

3. For the children placed in any grade (N to grade 9), it is possible to determine their grade-grade misplacement according to their ability and achievement levels as measured by the CTBS reading scores (Table 5), mathematics scores (Table 6), and composite scores (Table

7). The ten students in grade 9 are used to demonstrate the use of these profiles. The CTBS reading profile (Table 5) shows that none of these students are reading at a grade 9 level, three students are reading at a grade 8 level so are one year grade-grade misplaced, four are reading at a grade 7 level so are two years grade-grade misplaced, two are reading at a grade six level so are three years grade-grade misplaced, and one is reading at a grade five level so is four years grade-grade misplaced. The CTBS mathematics profile (Table 6) shows that two students are working at a grade nine level so are correctly grade-grade placed, one student is working at a grade eight level so is one year grade-grade misplaced, five students are working at a grade seven level so are two years grade-grade misplaced, and two students are working at a grade six level so are three years grade-grade misplaced. The CTBS composite profile (Table 7) shows that one student is working at a grade nine level so is correctly grade-grade placed, two students are working at a grade eight level so are one year grade-grade misplaced, four students are working at a grade seven level so are two years grade-grade misplaced, and three students are working at a grade six level so are three years grade-grade misplaced.

4. The grade-grade placement profiles (Tables 5, 6, and 7) also show the high score, low score, and range of

scores for the students placed in any grade. The six students in grade seven are used to demonstrate how to obtain this information. The CTBS reading profile (Table 5) shows, for grade seven, a low score of 4.7 (seven months into grade four), a high score of 6.4 (four months into grade six), and a range of 1.7 (one year and seven months). The CTBS mathematics profile (Table 6) shows a low score of 4.5 (five months into grade four), a high score of 6.6 (six months grade into grade six), and a range of 2.1 (two years and one month). The CTBS composite profile (Table 7) shows a low score of 5.4 (four months into grade five), a high score of 6.6 (six months into grade six), and a range of 1.2 (one year and two months).

5. The CTBS profiles (Tables 2-7) also distinguish between students achieving in the top half of a grade and in the bottom half of a grade. For example, the CTBS mathematics profile (Table 3) shows that of the children born in 1979, two are achieving at a low grade one level, two are achieving at a high grade one level, one is achieving at a low grade two level, and one is achieving at a high grade two level.

By using the analysis sheets (Tables 8, 9, 10, and 11) the following information can be obtained.

6. Using the age-grade summary sheets (Table 9), it is possible to discover the percentage of students who

Table 8
Grade - Grade Summary

Placement	Reading	Math	Composite
Accelerated			
Correct level	8	10	5
1 year misplaced	29	27	36
2 years misplaced	24	24	19
3 years misplaced	5	7	7
4 years misplaced	2		
5 years misplaced			
6 years misplaced			
7 years misplaced			
8 years misplaced			

Classification	Reading	Math	Composite
Gifted			
Average	37 (54%)	37 (54%)	41 (61%)
At risk	29 (43%)	31 (46%)	26 (39%)
Severe problems	2 (3%)		23 (32%)

Table 9
Age - Grade Summary for School 1

Placement	Students			
	Grade	Reading	Math	Composite
Accelerated	1			
Correct level	40	6	4	4
1 year misplaced	25	9	15	16
2 years misplaced	14	17	14	13
3 years misplaced	11	13	17	14
4 years misplaced	2	19	9	11
5 years misplaced	3	3	6	7
6 years misplaced		1	4	4
7 years misplaced		2	1	1
8 years misplaced		1		
Classification	Grade	Reading	Math	Composite
Gifted				
Average	66 (69%)	15 (21%)	19 (27%)	20 (29%)
At risk	25 (26%)	30 (42%)	31 (44%)	27 (39%)
Severe problems	5 (5%)	26 (37%)	20 (29%)	23 (32%)

Table 10
Age - Grade Summary for School 2

Placement	Students			
	Grade	Reading	Math	Composite
Accelerated				
Correct level	39		1	
1 year misplaced	45	4	2	2
2 years misplaced	15	13	7	10
3 years misplaced	9	9	16	14
4 years misplaced	7	11	9	9
5 years misplaced	2	7	7	5
6 years misplaced		3	5	4
7 years misplaced		4	2	3
8 years misplaced		1	1	2
Classification	Grade	Reading	Math	Composite
Gifted				
Average	84 (72%)	4 (8%)	3 (6%)	2 (4%)
At risk	24 (21%)	22 (42%)	23 (46%)	24 (49%)
Severe problems	9 (7%)	26 (50%)	24 (48%)	23 (47%)

Table 11
Age - Grade Summary for School 3

Placement	Students			
	Grade	Reading	Math	Composite
Accelerated	3			
Correct level	53			
1 year misplaced	23	1	1	
2 years misplaced	18	4	3	5
3 years misplaced	12	8	7	4
4 years misplaced	12	8	8	12
5 years misplaced	3	6	9	7
6 years misplaced	1	5	5	5
7 years misplaced		6	2	5
8 years misplaced			3	
9 years misplaced		1		
Classification	Grade	Reading	Math	Composite
Gifted				
Average	79 (63%)	1 (3%)	1 (3%)	
At risk	30 (24%)	12 (31%)	10 (26%)	9 (24%)
Severe problems	16 (13%)	26 (66%)	27 (71%)	29 (76%)

are gifted (more than one year accelerated for their age), the percentage who are average (one year accelerated, correctly age-grade placed, or one year age-grade misplaced), the percentage who are at risk (two or three years age-grade misplaced), and the percentage who are experiencing severe problems (more than three years age-grade misplaced).

7. Using the grade-grade summary sheet (Table 8), it is possible to tell the percentage of students in any grade who are gifted (achieving more than one year above their grade placement), the percentage who are average (achieving one year above their grade placement, achieving at their correct grade placement level, or achieving one year lower than their grade placement level), the percentage who are at risk (achieving two or three years lower than their grade placement), and the percentage who are having severe problems (achieving more than three years below their grade placement level).

8. Comparisons can be drawn among the three schools using Tables 9, 10, and 11.

Observations. From the data collected, the following observations can be made:

1. The current grade placement profiles classify a much larger proportion of the students as average than do any of the CTBS profiles. Similarly the current grade placement-profile classifies a smaller proportion at risk

and a much smaller proportion as having severe problems than do the CTBS profiles (see Tables 9, 10, and 11). It appears from these figures that the children who, according to the CTBS profiles, are classified as at risk as well as a number of the children who, according to the CTBS profiles, are classified as having severe problems are placed in grades according to their ages not their abilities.

2. The year of birth of the students ranged:

(a) in grade 1 from 1977 to 1980, (b) in grade 2 from 1976 to 1979, (c) in grade 3 from 1976 to 1978, (d) in grade 4 from 1975 to 1976, (e) in grade 5 from 1971 to 1977, (f) in grade 6 from 1972 to 1975, (g) in grade 7 from 1973 to 1974, (h) in grade 8 from 1970 to 1973, (i) in grade 9 from 1967 to 1972, and (j) in grade 10 from 1968 to 1971. The smallest age range (two years) is in grade 4 and grade 7 with the greatest age ranges in grade 5 (seven years) and in grade 9 (six years).

3. The current grade placements of the students born in: (a) 1980 ranged from kindergarten to grade 1, (b) 1979 ranged from grade 1 to grade 2, (c) 1978 ranged from grade 1 to grade 3, (d) 1977 ranged from grade 1 to grade 5, (e) 1976 ranged from grade 2 to grade 5, (f) 1975 ranged from grade 4 to grade 6, (g) 1974 ranged from grade 5 to grade 7, (h) 1973 ranged from grade 5 to grade 8, (i) 1972 ranged from grade 5 to grade 9,

(j) 1971 ranged from grade 5 to grade 10, (k) 1970 ranged from grade 8 to grade 10, (l) 1969 was in grade 9, (m) 1968 ranged from grade 9 to grade 10, and (n) 1967 was in grade 9. The greatest ranges in grades were found with students born in 1971 (six grades), 1972 (five grades), 1977 (five grades), and 1976 (four grades). Excluding the students born in 1967 to 1969 (students who had dropped back in to school), the smallest grade range was with students born in 1980 and 1981 (one year only in both cases).

4. The CTBS reading profiles show a range of:

(a) five grades for students born in 1971, 1976, and 1977; (b) four grades for students born in 1973, 1974, and 1975; and (c) three grades for students born in 1972.

The CTBS mathematics profile shows a range of: (a) six grades for students born in 1971; (b) five grades for students born in 1973; (c) four grades for students born in 1977, 1976, and 1972; and (d) three grades for students born in 1974 and 1975. The CTBS composite score shows a range of: (a) six grades for students born in 1971; (b) five grades for students born in 1977, 1976, and 1973; and (c) four grades for students born in 1974 and 1972. It should be noted that the greatest range was consistently six grades for mathematics and composite profiles and was for students born in 1971. Students born in 1973 and 1976 had a grade range of five grades on

two of the profiles and of three grades on the other profile. However, there were more students who had been born in each of these years (1971 - 9 students, 1973 - 14 students, 1976 - 8 students) than in any other years from 1969 to 1978. It should also be noted that by the time the students were nine years old (born in 1977), there was a range in ability of at least four or five grades.

5. The grade-grade profiles show that the range of reading ability went from .9 year in grade 3 to 3.3 years in grades 9 and 10. The range of mathematics ability went from 1.0 year in grades 3 and 4 to 3.8 years in grade 9. The range of overall ability went from .4 year in grade 3 to 2.6 years in grades 5 and 9. The greatest range in ability for all three profiles was found in the ten students in grade 9.

6. Using the age-grade analysis sheet, the following observations can be made: (a) according to their current grade placement, 69% of the students can be classified as average, 26% as at risk, and 5% as having severe problems in comparison to other students in Canada of the same age; (b) according to the CTBS reading scores, 21% of the students are of average reading ability, 42% are at risk, and 37% are experiencing severe reading problems in comparison to other students in Canada of the same age; (c) according to the CTBS mathematics scores, 27% of the students are achieving at

an average level in mathematics, 44% are at risk and 29% are having severe problems in mathematics as compared to other students in Canada of the same age, (d) according to the CTBS composite scores, 29% of the students are achieving overall at an average level, 39% are at risk, and 32% are having severe problems as compared to other students in Canada of the same age.

7. Using the grade-grade analysis sheet, the following observations can be made as to the achievement level of the students compared to other students in that grade: (a) the CTBS reading scores classify 54% as having average reading ability, 43% as at risk, and 3% as having severe reading problems; (b) the CTBS mathematics scores classify 54% of the students as being at an average mathematics level, 46% as at risk, and 0% as having severe problems in mathematics; (c) the CTBS composite scores classify 61% of the students as being at an overall average level, 39% as being at risk, and 0% as having severe problems overall.

Tables 10 and 11 show the age-grade summary sheets for two other schools. Examination of these summaries along with the summary sheet in Figure 13 allows comparisons to be drawn among the three schools.

8. According to current grade placement: (a) 69% of the students in School 1 are classified as average, whereas 72% of the students in School 2 and 63% of the

students in School 3 are classified as average; (b) 26% of the students in School 1 are classified as at risk, whereas 21% of the students in School 2 and 24% of the students in School 3 are classified as at risk; (c) 5% of the students in School 1 are classified as having severe problems, whereas 7% of the students in School 2 and 13% of the students in School 3 are classified as having severe problems.

9. According to the CTBS reading scores: (a) 21% of the students in School 1 are classified as average in reading as compared to 8% in School 2 and 3% in School 3; (b) 42% of the students in School 1 are classified as at risk in reading as compared to 42% in School 2 and 31% in School 3; (c) 37% of the students in School 1 are classified as having severe reading problems as compared to 50% in School 2 and 66% in School 3.

10. According to the CTBS mathematics scores: (a) 27% of the students in School 1 are classified as being average in mathematics as compared to 6% in School 2 and 3% in School 3; (b) 44% of the students in School 1 are classified as being at risk in mathematics as compared to 46% in School 2 and 26% in School 3, and (c) 29% of the students in School 1 are classified as having severe problems in mathematics as compared to 48% in School 2 and 71% in School 3.

11. According to the CTBS composite scores:

(a) 29% of the students in School 1 are classified as being average overall as compared to 4% in School 2 and 0% in School 3; (b) 39% of the students in School 1 are classified as being at risk overall as compared to 49% in School 2 and 24% in School 3; (c) 32% of the students in School 1 are classified as having severe problems overall as compared to 47% in School 2 and 76% in School 3.

Conclusions. A thorough review of the observations allows the following conclusions to be made:

1. There is a great deal of disparity between the classification of children according to current grade placement and the classification according to CTBS scores. Such a disparity means that probably well over half of the students in any class are placed above their ability levels as measured by the CTBS. Such a situation will result in serious implications for programming and teaching strategies.

2. In School 1, there is a considerable range of age within each grade especially in grade 5 and grade 9. The two grades with the least range--a range of one year--are grades 4 and grade 7. This may well indicate that students in this school are not promoted to the next division until their skills are up to the provincial standard as measured by the CTBS.

3. The current grade placement profile shows that there is a considerable range of grades among students

born in any year. The CTBS age-grade profiles likewise show a considerable range of ability among students born in any year. It appears that, if the enrollment was held constant for each grade, the range of ability would increase with the age of the students.

4. Comparison of the age-grade analysis form (Table 9) with the grade-grade analysis form (Table 8) reveals that both analysis sheets classify much the same proportion of students at risk. However, the age-grade analysis sheet classifies from 21% to 29% of the students as average, whereas the grade-grade analysis sheet classifies from 54% to 61% of the students as average. Conversely, the age-grade analysis sheet classifies from 28% to 37% of the students as having severe problems, whereas the grade-grade analysis sheet classifies only 3% of the students as having severe problems in reading and none as having severe problems in mathematics or in overall achievement. It appears that although considerably age-grade misplaced, the students in this school are probably capable of handling the work for the grades to which they are assigned. This means that student performance within any grade is close to the provincial standard for that grade.

5. The age-grade misplacement problems are more severe in some schools than in others. Although there is no way of determining why these differences exist, it is

reasonable to assume that corrective measures would have to vary from school to school and would have a serious impact on the overall program design of each school.

Implications. It is important that everyone understand that there are certain limitations to the use of standardized test scores in this context. First, it must be understood that standardized test scores are crude measures of an individual student's ability. Placement and program decisions should not be based on the standardized test scores alone, but these scores may indicate a need for further testing of a diagnostic nature. Secondly, standardized test scores can be affected by environmental factors such as the time of day, the time of year, the temperature within the classroom, the classroom atmosphere, the relationship between the tester and testees, or by the physical or psychological state of the student. Also test scores for one school may vary from those in another because of the motivation of the students in that school toward testing.

However, despite these limitations, standardized test scores do give a general indication of the standard within the class. Teachers and administrators can use this information for purposes of program planning, goal setting, and to back up requests for funding.

The information obtained from such a profiling exercise can have a profound impact on planning and

programming decisions. Principals could be encouraged to draw up these profiles each spring or fall and, using overhead transparencies, to use them to initiate discussion with their respective staffs as to placement decisions and to specific thrusts that should be adopted. Such information could also be used in goal setting exercises. Broad goals can be set whereby the years of age-grade misplacement or grade-grade misplacement are to be reduced through special programming or whereby the percentage of students who are classified as average by the CTBS is significantly increased. As well, principals could use this information when requesting special monies for special education, for compensatory education, or for significantly reducing the pupil/teacher ratio so that teachers are better able to correct the problems.

The wide range of ages evidenced in most of the grades must have considerable impact on the socialization of students within the class. Teachers should be sensitive to the social problems that can arise from such a disparity in ages and may wish to consider modified or alternate programming which may involve (a) social promotions with grouping for instruction, (b) social promotions with provision for pulling students out for remedial instruction in specific skill areas, (c) special classes whereby students are taught at their own levels, and (d) work training programs whereby older students

receive remedial instruction along with occupational/vocational skills training and/or work experience.

To prevent the range of ability from increasing with the age of the students, provisions must be made to identify remedial problems and learning difficulties in the primary grades. Consideration should be given to grouping the students for instruction. In this manner students would be able to proceed at their own pace and skills would be well developed before moving ahead to more difficult work. Individual teachers should be encouraged to draw up their own class profiles. From a class profile, the teacher can easily discover the range of age as well as the range of ability in the skill areas. Such information should significantly impact on programming and on instructional techniques.

Because the student performance by grade in School 1 is relatively close to the provincial standard as determined by the CTBS, consideration should be given to dealing with the age-grade misplacement situation. This would mean (a) concentrating resources on the primary grades so that problems are prevented or are corrected earlier, (b) intensifying remedial instruction in division II so that age-grade misplaced students may eventually be upgraded, and (c) providing modified programming in division III so that students leave school with functional skills and an increased possibility of

being able to work.

Administrators at a district level can use this type of information to determine specific district thrusts and to determine allocation of resources. As well, such information can be used in determining the need for support services and to obtain sufficient funding to meet this need.

Administrators at a regional level can likewise use such information to determine (a) districts where specific needs are greatest, (b) thrusts that should be adopted at a regional level, and (c) regional support that is required within specific districts. Such information is also a valuable tool when appealing to Headquarters in Ottawa for more Treasury Board funding.

Disadvantaged Children

Introduction. As an introduction to the study with each band, the researcher held a general open session with the staff of the school and, in some cases, with members of the school board or band council. At this session, the definition of special education as it pertains to that particular school and community was established. Although the emphasis varied from band to band, all groups arrived at similar definitions. In addition to including children who are mentally or physically handicapped, all groups felt that special

education services should be extended to include children who require special attention because they are (a) gifted or talented, (b) severely age-grade misplaced, (c) seriously emotionally disturbed, and (d) severely disadvantaged. As well, all groups recognized the need to include early intervention programs for children who are age three and older and alternate vocational/occupational training programs for older students who are unable to cope in the academic stream.

At the conclusion of this session, the discussions ultimately centered on the special education needs of disadvantaged children. The intensity of the discussion depended upon the amount of time available and the participants' knowledge of and involvement in the community.

All groups expressed the concern that a large proportion of their student population is disadvantaged and that, for this reason, the academic progress of all students is slowed down. Some of the factors contributing to disadvantage were listed as (a) alcoholism within the family, (b) single parent family, (c) second or third generation welfare, (d) mobility, (e) parents addicted to bingo, (f) family breakdown, (g) child neglect, (h) child abuse, (i) child raised by grandparents, (j) unemployment, (k) both parents working or single parent working, (l) trauma, and

(m) uninformed parents.

The researcher challenged the staff of each school to conduct a study into the prevalence of disadvantage and its affect on student progress. Instructions were given as to how this may be done so that the results could be used to substantiate requests for special funding for compensatory education. Because of time constraints, most bands tabled the conducting of an in-depth study until a later time.

One band, because of an intense interest in the subject precipitated by a concern that funding cuts were threatening their guidance counsellor's position, undertook a mini-study under the supervision of the researcher. A total of 32 factors contributing to disadvantage on their reserve were suggested by the participants. From this list, 18 were selected for use in the study and were listed vertically on the side of a grid. Teachers were then asked to rank their students according to achievement--high, medium or average, low--and to list them, using a letter identifier along the top of the grid. One person, who knew all of the families on the reserve, was asked to check off the factors contributing to disadvantage for each student. A tally was kept of the number of students who experienced each factor and in this way the prevalence of each factor was determined. As well, by studying the grids closely,

it was possible to see relationships between the factors and to determine the effect of each on pupil achievement.

Data. Tables 12, 13, 14, and 15 show the completed grids. For the purpose of this study, the grids have been reorganized so that the factors contributing to disadvantage are placed in order from the most to least prevalent. This allows one to see better the relationships among the factors.

Although 18 factors were originally used, only 14 could actually be used. There appeared to have been a misinterpretation of the factor single parent working. Although the staff intended it to mean a parent who is single and working, it appeared that the evaluator interpreted it to mean one parent working. For this reason that factor has been deleted from the study. As well, because alcohol and drug abuse, young offenders, and attempted suicide are results of disadvantage rather than contributing factors, they must necessarily be treated differently. Although included on the grid, they are analyzed as results or effects of disadvantage.

Some people may not view both parents working, living with grandparents, living with relatives, and latent family alcoholism as contributors to disadvantage. Although these factors are not likely to contribute to physical neglect, there is a high possibility of

Table 12
Disadvantage Among Nursery/Kindergarten Children

Disadvantage	Students																			Total
	High						Medium						Low							
	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	
Parents addicted to bingo		1	1				1	1	1	1	1		1	1	1	1	1		1	13
Family Alcoholism									1	1			1	1	1			1	1	7
Unemployed parents				1			1	1	1		1	1	1	1			1	1	1	11
Single parent family		1							1	1		1								4
Lack of good role model																			1	1
Family breakdown																				0
Both parents working	1																			1
Living with grandparents																				0
Living with relatives																				0
Latent family alcoholism																				0
Family neglect																				0
Living with non-family																				0
Trauma																				0
Abused child																				0
Alcohol/drug abuse																				0
Young offender																				0
Attempted suicide																				0
Totals	1	2	2	0	0	0	2	3	4	2	2	2	3	4	2	2	2	2	2	37

Table 13
Disadvantage Among Children in Grades 1 to 3

Disadvantage	Students																						Total	
	High								Medium								Low							
	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V		
Parents addicted to binge	1	1		1					1	1	1	1			1	1	1	1		1	1	1	1	15
Family Alcoholism	1	1		1						1	1	1			1	1	1	1	1	1		1		13
Unemployed parents		1							1	1	1				1	1					1	1		8
Single parent family		1	1							1					1					1			1	6
Lack of good role model									1	1														2
Family breakdown												1												1
Both parents working				1																				1
Living with grandparents													1											1
Living with relatives																								0
Latent family alcoholism																								0
Family neglect																								0
Living with non-family																			1					1
Trauma																								0
Abused child																								0
Alcohol/drug abuse																								0
Young offender																								0
Attempted suicide																								0
Totals	2	4	1	3	0	0	0	0	2	5	4	3	1	3	4	2	2	2	3	2	0	2	48	

Table 14
Disadvantage Among Children in Grades 4 to 7

Disadvantage	Students															
	High			Medium												
	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P
Parents addicted to Bingo	1	1		1	1	1		1		1	1	1	1	1	1	1
Family Alcoholism				1	1		1	1	1	1	1	1	1	1	1	
Unemployed parents		1		1	1	1		1	1						1	1
Single parent family					1							1				
Lack of good role model							1	1						1	1	
Family breakdown					1		1		1			1				
Both parents working	1		1										1			
Living with grandparents									1							1
Living with relatives	1															
Latent family alcoholism												1				
Family neglect																
Living with non-family																
Trauma																
Abused child																
Alcohol/drug abuse																
Young offender																
Attempted suicide																
Totals	3	2	1	3	5	2	3	4	4	2	3	4	3	3	4	3

Table 14 (con't.)
Disadvantage Among Children in Grades 4 to 7

Disadvantage	Students												Total
	Low												
	Q	R	S	T	U	V	W	X	Y	Z	a	b	
Parents addicted to Bingo	1	1	1	1	1	1		1	1	1		1	23
Family Alcoholism	1			1	1	1	1	1	1	1	1	1	21
Unemployed parents			1	1	1	1	1	1	1				15
Single parent family			1		1	1	1	1	1				8
Lack of good role model		1			1	1	1	1	1	1			11
Family breakdown								1		1		1	7
Both parents working										1			4
Living with grandparents		1		1									4
Living with relatives													1
Latent family alcoholism	1												2
Family neglect													0
Living with non-family													0
Trauma													0
Abused child													0
Alcohol/drug abuse													0
Young offender													0
Attempted suicide													0
Totals	3	3	3	4	5	5	4	6	5	5	1	3	96

Table 15
Disadvantage Among Children in Grades 8 and 9

Disadvantage	High		Medium							Low							Total	
	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P		Q
Parents addicted to bingo	1				1	1			1	1	1				1			7
Family Alcoholism			1	1	1	1		1	1		1	1	1	1	1	1	1	13
Unemployed parents			1				1	1		1	1	1	1	1	1	1	1	11
Single parent family					1			1			1	1	1	1	1	1	1	9
Lack of good role model			1				1				1	1	1	1	1	1	1	9
Family breakdown								1			1	1	1	1	1	1	1	8
Both parents working	1								1									2
Living with grandparents											1							1
Living with relatives					1											1		2
Latent family alcoholism				1														1
Family neglect											1						1	2
Living with non-family																		0
Trauma							1											1
Abused child																		0
Alcohol/drug abuse								1			1	1	1	1	1		1	7
Young offender								1									1	2
Attempted suicide											1							1
Totals	2	0	3	2	4	3	2	6	3	2	10	6	6	6	7	6	8	76

emotional deprivation. For that reason these factors are included in the study.

Some of the factors can be evaluated subjectively--unemployed parents, single parent family, family breakdown, both parents working, living with grandparents, living with relatives, living with non-family. However, many factors depend upon the objective evaluation of the evaluator--parents addicted to bingo, family alcoholism, lack of good role model, latent family alcoholism, family neglect, trauma, abused child. Therefore, it must be acknowledged that the results of this study depended heavily upon the objective evaluation of this person and that a more in-depth study would require a more valid method of grading. However, by having only one person do the grading so that possibility of differing perceptions was controlled, it was possible to study the prevalence of and effects of disadvantage albeit from one person's objective judgement.

Observations. A study of the grids, in conjunction with the tables, can be used to make certain observations. These observations are organized according to the information collated by each table.

Using Table 16, the following observations can be made: 1. Parents addicted to bingo is the most prevalent contributor to disadvantage among children from

Table 16
 Number of Students in Each Group Affected by Each Factor Contributing to Disadvantage

Disadvantage	N/K			1 - 3			4 - 7			8 - 9			Total		
	NO.	Rank	%	NO.	Rank	%	NO.	Rank	%	NO.	Rank	%	NO.	Rank	%
Parents addicted to bingo	13	1	68	15	1	68	23	1	82	7	5	41	58	1	67
Family Alcoholism	7	3	37	13	2	59	21	2	75	13	1	76	54	2	63
Unemployed parents	11	2	58	8	3	36	15	3	54	11	2	65	45	3	52
Single parent family	4	4	21	6	4	27	8	5	29	9	3	53	27	4	31
Lack of good role model	1	5	5	2	5	9	11	4	39	9	3	53	23	5	27
Family breakdown			0	1	6	5	7	6	25	8	4	47	16	6	19
Both parents working	1	5	5	1	6	5	4	7	14	2	5	12	9	7	10
Living with grandparents			0	1	6	5	4	7	14	1	6	6	6	8	7
Living with relatives			0			0	1	9	4	2	5	12	3	9	3
Latent family alcoholism			0			0	2	8	7	1	6	6	3	9	3
Family neglect			0			0			0	2	5	12	2	10	2
Living with non-family			0	1	6	5			0			0	1	11	1
Trauma			0			0			0	1	6	6	1	12	1
Abused child			0			0			0			0			0
Alcohol/drug abuse			0			0			0	7		41	7		8
Young offender			0			0			0	2		12	2		2
Attempted suicide			0			0			0	1		6	1		1
Totals	37			48			96			76			258		

nursery up to and including grade 7. However, with students in grades 8 and 9, parents addicted to bingo is ranked as the fifth most prevalent contributor to disadvantage.

2. Alcoholism within the family is ranked overall as the second most prevalent contributor to disadvantage. This factor is the most prevalent contributor with students in grades 8 and 9, but it is the second most prevalent contributor with students from grades 1 to 7, and the third most prevalent contributor with students in nursery and kindergarten.

3. Unemployed parents is the third most prevalent contributor to disadvantage. It is ranked as the second most prevalent contributor with students in nursery and kindergarten and in grades 8 and 9, but the third most prevalent contributor with students from grades 1 to 7.

4. Single parent families is the fourth most prevalent contributor to disadvantage. This factor is ranked as the third most prevalent contributor with students from nursery to grade 3, and the fifth most prevalent contributor with students in grades 4 to 7.

5. Lack of good role models is the fifth most prevalent contributor to disadvantage overall. However, with students from grades 8 and 9, this factor ties with single parent family as the third most prevalent contributor. With students from grades 4 to 7,

this factor is the fourth most prevalent contributor. Very few children from nursery to grade 3 suffer from the lack of a good role model. 6. Family breakdown is the sixth most prevalent contributor to disadvantage. This factor is the fourth most prevalent contributor with students from grades 8 and 9 and the sixth most prevalent contributor with students from grades 4 to 7. Only one child in grades 1 to 3 and no children in nursery and kindergarten have had to cope with family breakdown.

7. A small number of students may be viewed as disadvantaged because of parents working (9 or 10%), living with grandparents (6 or 7%), single parent working (3 or 3%), latent family alcoholism (3 or 3%), or living with relatives (3 or 3%). Very few students are affected by family neglect (2 or 2%), living with non-family (1 or 1%), or trauma (1 or 1%). No student was regarded by the evaluator as abused.

Tables 17, 18, and 19 show the relationships among the factors. Table 17 shows the following relationships among the three most prevalent factors contributing to disadvantage:

8. In total, 58 children have parents who are addicted to bingo. Of these, 40 or 69% are affected by family alcoholism, 33 or 57% have parents who are unemployed, and 20 or 34% are affected by all three factors.

Table 17

Number of Students Experiencing Parents Addicted to Bingo (B), Alcoholism Within the Family (A), and Unemployed Parents (U)

	B	-	A	B	-	U	A	-	U	B	-	A	-	U
Nursery - kindergarten														
No. affected by each	13		7	13		11	7		11	13		7		11
No. affected by combination		6			9			4			3			
% of total (/19)		32			47			21			16			
Grades 1 - 3														
No. affected by each	15		13	15		8	13		8	15		13		8
No. affected by combination		12			8			6			6			
% of total (/22)		55			36			27			27			
Grades 4 - 7														
No. affected by each	23		21	23		15	21		15	23		21		15
No. affected by combination		17			13			11			9			
% of total (/28)		61			46			39			32			
Grades 8 - 9														
No. affected by each	7		13	7		11	13		11	7		13		11
No. affected by combination		5			3			9			2			
% of total (/17)		29			18			53			12			
Totals														
No. affected by combination	58		54	58		45	54		45	58		54		45
%	69	40	74	57	33	73	54	29	64	34	20	34	23	44
% of total /86		47			38			34						

Table 10
 Relationship Between Parents Who are Employed (E), Parents Addicted To B Bingo (B), and Alcoholism
 Within the Family (A)

	B	-	E	A	-	E	B	-	A	-	E
Nursery - kindergarten											
No. affected by each	13		8	7		8	13		7		8
No. affected by combination		4			4			3			
Percentage %			50			50					38
Grades 1 - 3											
No. affected by each	25		14	13		14	15		13		14
No. affected by combination		7			7			6			
Percentage %			50			50					42
Grades 4 - 7											
No. affected by each	23		13	21		13	23		21		13
No. affected by combination		10			10			8			
Percentage %			77			77					62
Grades 8 - 9											
No. affected by each	7		6	13		6	7		13		6
No. affected by combination		4			4			3			
Percentage %			67			67					50
Totals											
No. affected by each	58		41	54		41	58		54		41
No. affected by combination		25			25			20			
Percentage %			61			61					49

Table 19
 Number of Students Experiencing Single Parent (S), Lack of Good Role Model (R), and Family Breakdown (F)

	S	-	R	S	-	F	R	-	F	S	-	R	-	F
Nursery - kindergarten														
No. affected by each	4		1	4		0	1		0	4		1		0
No. affected by combination		0			0			0			0		0	
% of total (/19)		0			0			0			0		0	
Grades 1 - 3														
No. affected by each	6		2	6		1	2		1	6		2		1
No. affected by combination		1			0			0			0		0	
% of total (/22)		5			0			0			0		0	
Grades 4 - 7														
No. affected by each	8		11	8		7	11		7	8		11		7
No. affected by combination		5			3			1			1		1	
% of total (/28)		18			11			4			4		4	
Grades 8 - 9														
No. affected by each	9		9	9		8	9		8	9		9		8
No. affected by combination		7			8			7			7		7	
% of total (/17)		41			47			41			41		41	
Totals														
No. affected by combination	27		23	27		16	23		16	27		23		16
% of total (/86)		13			11			7			8		8	
		15			13			8			9		9	

9. In total, 54 children are affected by family alcoholism. Of these, 40 or 74% have parents who are addicted to bingo, 30 or 55% have parents who are unemployed, and 20 or 35% are affected by all three factors.

10. In total, 45 children have parents who are unemployed. Of these, 33 or 73% have parents who are also addicted to bingo, 30 or 67% are affected by family alcoholism, and 20 or 44% are affected by all three factors.

Table 18 examines the effect of employment on addictions to bingo and/or alcohol. Examination of this table reveals the following observation:

11. There are 41 students whose parents are employed. Of these, 25 or 61% have parents addicted to bingo, 25 or 61% experience alcoholism within the family, and 20 or 49% are affected by both factors.

Table 19 examines the relationship among another group of factors--single parent family, lack of good role model, and family breakdown. Examination of this table reveals that:

12. There are 17 students in grades 8 and 9. Of these, seven or 41% come from single parent families and lack good role models; eight or 47% come from single parent families and have experienced family breakdown; seven or 41% have experienced all three factors--single

parent family, lack of a good role model, family breakdown.

13. There are 28 students in grades 4 to 7. Of these, five or 18% experience the two factors--single parent family and lack of a good role model; three or 11% experience the two factors--single parent family and family breakdown: one or 4% experience the two factors--lack of a good role model and family breakdown; one or 4% experience the two factors--lack of a good role model and family breakdown; one or 4% experience all three factors--single parent family, lack of a good role model, family breakdown.

14. There are twenty-two children in grades 1 to 3 and nineteen children in nursery and kindergarten. Of these, one child or 5% of the children in grades 1 to 3 is affected by two factors--single parent family and lack of a good role model. No other child in either group is affected by more than one of the factors--single parent family, lack of a good role model, and family breakdown.

Table 20 can be used to determine the effect of disadvantage on pupil achievement. Examination of Table 20 shows that:

15. High achievers at the nursery/kindergarten level experience .83 disadvantage per student as compared to 2.6 disadvantages per student for medium achievers and 2.0 disadvantages per student for low achievers. This

means that medium achievers experience about three times as much disadvantage as high achievers and low achievers means that medium achievers experience about three times as much disadvantage as high achievers and low achievers experience over twice as much as high achievers.

Table 20
Average Number of Disadvantages Per Student

Group	N/K	1-3	4-7	8-9	Total
High achievers	.83 ^a	1.25	2.0	1.0	1.2
Medium achievers	2.6	3.0	3.31	3.0	2.8
Low achievers	2.0	2.3	3.92	5.375	3.9
Overall	1.95	2.10	3.4	3.0	2.76

Note. The values represent the average number of disadvantages per student.

^a High achievers in nursery/kindergarten experience an average of .83 disadvantages per student.

16. High achievers at the grades 1 to 3 level experience 1.25 disadvantage per student as compared to 3.0 disadvantages per student for medium achievers and 2.3 disadvantages per student for low achievers. This means that medium achievers experience about 2.4 times as much disadvantage as high achievers and low achievers experience almost twice as much as high achievers. 17. High achievers at the grades 4 to 7 level experience 2.0 disadvantage per student as compared to 3.31 disadvantages per student for medium achievers and 3.92 disadvantages per student as low achievers. This

means that medium achievers experience about 1.6 times as much disadvantage as high achievers and low achievers experience about 2.0 times as much as high achievers.

18. High achievers at the grades 8 and 9 level experience 1.0 disadvantage per student as compared to 3.0 disadvantages per student for medium achievers and 5.375 disadvantages per student for low achievers. This means that medium achievers experience about 3.0 times as much disadvantage as high achievers and low achievers experience about 5.375 times as much.

19. In total, high achievers experience 1.2 disadvantages per student whereas medium achievers experience 2.8 disadvantages per student and low achievers experience 3.9 disadvantages per student. This amounts to an overall ratio of 1:2:3 for high achievers to medium achievers to low achievers.

Table 21 can be used to show the effect of the three most prevalent factors contributing to disadvantage on the achievement of the students. Examination of Table 21 reveals that:

20. Of the high achievers in the school, 42% have parents addicted to bingo as compared to 78% of the medium achievers and 70% of the low achievers. This means that medium achievers are about 1.9 times as likely to have parents addicted to bingo as high achievers are and that low achievers are about 1.7 times as likely.

Table 21
Relationship Between Disadvantage and Academic Achievement

Group	Factors contributing to disadvantage						ALL
	B	A	U	B-A	B-U	A-U	
High Achievers							
Number	8	3	3	3	3	1	1
Percentage/19	42%	16	16	16	16	5	5
Medium Achievers							
Number	29	28	22	23	21	20	11
Percentage/39	78	76	59	62	57	54	30
Low Achievers							
Number	21	23	20	14	13	15	8
Percentage/30	70	77	67	47	43	50	27
Overall							
Number	58	54	45	40	37	37	20
Percentage/86	67	63	52	47	43	43	23

Note. B = bingo; A = alcoholism; U = unemployment.

@ Of the 19 high achieving students, 42% have parents addicted to bingo.

Group	Factors contributing to disadvantage						ALL
	S	R	F	S-R	S-F	R-F	
High Achievers							
Number	3	0	0	0	0	0	0
Percentage/19	16	0	0	0	0	0	0
Medium Achievers							
Number	9	9	6	1	3	1	0
Percentage/39	24	24	16	3	8	3	0
Low Achievers							
Number	15	14	10	12	8	9	8
Percentage/30	50	47	33	40	27	30	27
Overall							
Number	27	23	16	13	11	10	8
Percentage/86	31	27	19	15	13	13	9

Note. S = single parent; R = lack of good role model; F = family breakdown.

21. Of the high achievers in this school, 16% experience alcoholism within the family as compared to 76% of the medium achievers and 77% of the low achievers. This means that medium and low achievers are about 4.8 times as likely to experience alcoholism within the family as high achievers are.

22. Of the high achievers in this school, 16% have parents who are unemployed as compared to 59% of the medium achievers and 67% of the low achievers. This means that medium achievers are about 3.7 times as likely to have unemployed parents as high achievers are and low achievers are about 4.2 times as likely.

23. Of the high achievers in this school, 5% experience all three of these disadvantages as compared to 30% of the medium achievers and 27% of the low achievers. This means that medium achievers are about 6 times more likely to experience all three disadvantages as high achievers are and low achievers are about 5.4 times as likely.

24. Of the high achievers in this school, 26% experience at least two of these disadvantages as compared to 57% of the medium achievers and 57% of the low achievers. This means that medium achievers and low achievers are about 2.2 times as likely to experience at least two disadvantage as high achievers are.

25. In similar fashion, it can be seen that medium

achievers are about 4 times as likely to experience both alcoholism within the family and parents addicted to bingo as high achievers and low achievers are about 3 times as likely. Medium achievers are about 3.6 times as likely to experience both unemployed parents and parents addicted to bingo as are high achievers and low achievers are about 2.7 times as likely. Medium achievers are about 10.8 times as likely to have parents who are unemployed and to have experienced alcoholism within the family as are high achievers and low achievers are about 10 times as likely.

26. Of the high achievers in the school, 16% come from single parent families as compared to 24% of the medium achievers and 50% of the low achievers. This means that medium achievers are about 1.5 times as likely to come from single parent families as high achievers are and low achievers are about 3.1 times as likely.

27. None of the high achievers in the school lack good role models whereas 24% of the medium achievers and 47% of the low achievers do lack good role models. Similarly, none of the high achievers have experienced family breakdown whereas 16% of the medium achievers and 33% of the low achievers have experienced family breakdown. This means in both cases that low achievers are about twice as likely as medium achievers to either lack good role models or have experienced family

breakdown.

According to Tables 12, 13, 14, and 15, the only incidences of alcohol and drug abuse, young offenders, and attempted suicide are found in the group of students in grades 8/9.

Examination of Table 15 reveals that:

28. Six of the seven students who suffered from drug and alcohol abuse all experienced the five most prevalent contributors to disadvantage for the grade 8 and 9 group--alcoholism within the family, parents who are unemployed, single parent family, lack of a good role model, and family breakdown. These six students are all low achievers. One other low-achieving student experienced the same five contributors to disadvantage but was not identified as suffering from drug and alcohol abuse. This student was living with relatives.

29. Only one medium achiever suffered from alcohol and drug abuse. This student experienced four of the five most prevalent contributors to disadvantage for the grade 8/9 group--alcoholism within the family, parents who are unemployed, single parent family, and family breakdown.

30. The one student who attempted suicide experienced the six most prevalent contributors to disadvantage for the grade 8/9 group--alcoholism within the family, parents who are unemployed, single parent

family, lack of a good role model, family breakdown, and parents addicted to bingo. This student was also living with grandparents, experiencing family neglect, and suffering from drug and alcohol abuse. This student experienced the greatest number of contributors to disadvantage.

31. The two students who were young offenders were also suffering from alcohol and drug abuse. One was a medium achiever and one was a low achiever.

Conclusions. A thorough review of the observations made on the data allows the following conclusions to be made:

1. The three factors contributing to disadvantage which are most prevalent on this reserve are (a) parents addicted to bingo--58 children or 67% of the student population, (b) alcoholism within the family--54 children or 63% and (c) unemployed parents--45 children or 52%. Other major factors contributing to disadvantage are (a) single parent families--27 children or 31%, (b) lack of role models--23 children or 27%, and (c) family breakdown--16 children or 19%.

2. There is a strong correlation among the three most prevalent factors contributing to disadvantage--parents addicted to bingo, alcoholism within the family, and unemployed parents. The relationship between parents addicted to bingo and alcoholism within the family is

very high so that there is a very strong probability (about 70%) that a student who is experiencing one will probably be experiencing both. There is also a probability that about 35% of the students who are experiencing any one of these three disadvantages will be experiencing all three.

3. There is a greater likelihood that students whose parents are unemployed will have to deal with parents who are also addicted to bingo and/or alcoholism than will students whose parents are employed. This may indicate an attempt on the part of unemployed people to try to forget their unemployed state through playing bingo or through heavy drinking.

4. Except with the parents of the oldest students, there is a higher correlation between parents addicted to bingo and parents who are unemployed than between alcoholism within the family and parents who are unemployed. It appears that older people who are unemployed are more likely to escape the reality of daily living through heavy drinking than by playing bingo.

5. There is a significant relationship between single parent families, lack of good role models, and family breakdown. According to the data, older students are affected more than younger students. The strong correlation between family breakdown and single parent family with the oldest students suggests that following

the breakdown, the caretaker parent is choosing to remain single. Also the strong correlation between lack of good role model and single parent family suggests that the student does not have a good role model because the parent who could be that role model is absent.

6. Disadvantage does clearly impact on achievement especially as it distinguishes high achievers from the rest. Students who are high achievers have significantly fewer disadvantages than students who are medium or low achievers. There is little difference in the number of disadvantages experienced by medium achievers and low achievers from nursery to grade 7. However, in grades 8 and 9, low achievers have dramatically more disadvantages than do medium achievers. These facts suggest that, from nursery to grade 7, many low achievers are probably better described as slow learners. Because few slow learners will progress beyond grade 7, the effects of disadvantages on achievement are probably more accurately measured in grade 8 and 9 than in the lower grades.

7. The two factors, alcoholism within the family and parents who are unemployed, have a serious effect on achievement. Having parents addicted to bingo, according to this study, does not have as serious an effect on achievement as do the other disadvantages cited.

8. There is very little chance that students who experience all three of the disadvantages--parents

addicted to bingo, alcoholism within the family, and parents who are unemployed--will be high achievers. There is also little chance that students who experience the two factors--alcoholism within the family and parents who are unemployed--will be high achievers. A high achiever who does experience both of these factors is probably academically talented or gifted.

9. There is a strong possibility that students affected by alcoholism within the family, family breakdown, unemployed parents, single parent family, and lack of a good role model will, themselves, resort to drugs and alcohol abuse in their teen-age years. Students who suffer extreme disadvantage may try to commit suicide.

10. As shown by the strong correlation between family breakdown and alcoholism within the family, it appears that the two factors are interrelated. It is possible that one is the cause of the other.

11. Both parents working is not portrayed as a disadvantage within the context of this study. In fact, it might even be viewed as an advantage.

Implications. Educators on reserves should be cognizant of the possible effects of disadvantage on academic performance.

As evidenced by the profiling done using standardized test scores, academic performance in all

schools studied was considerably below the provincial standard. Teachers were highly concerned over the serious age-grade misplacement of a large percentage of the students in their schools. Additionally, on every reserve, teachers and community leaders expressed concern over the socio-economic conditions on the reserves and indicated that there was an increasing number of factors which appeared to be contributing to disadvantage. Although an in-depth study into disadvantage was not done on each reserve, the researcher noted from the discussions and the profiles that the bands with the poorest academic performance as measured by the standardized tests were the bands with the most depressed socio-economic conditions. This would seem to prove that disadvantage can and does affect academic performance.

Therefore, it is important that educators in reserve schools become familiar with the socio-economic conditions on their respective reserves. They must be sensitive to the problems that students living in such conditions might experience. Programming and instructional techniques must be adapted to accommodate disadvantaged students with the hope that they can learn to cope with the existing conditions and to set realistic goals that will enable them to rise as adults to a higher socio-economic level.

The problems identified by this study on

disadvantage were common to all of the reserves that were included in the study. Therefore, the following comments can be considered as applicable in many ways to all of the reserves included in the study and probably to all reserves in Saskatchewan.

Bingo has become a source of real concern, especially since the appearance within the past four or five years of the bingo palaces. On every reserve with the exception of Band A, the people involved in the study agreed that the rate of addiction to bingo is high and that the children of parents addicted to bingo are suffering great disadvantage. The chief of one of the participating bands claimed that bingo is causing more problems to family life than alcoholism ever did. Children are left alone unsupervised night after night while their parents drive to the nearest large centre to play bingo. In many homes, virtually all of the income goes to bingo leaving very little for food and other essentials. Teachers spoke with concern about the growing number of hungry, tired, and neglected children. One principal also spoke of the difficult moods of addicted parents when they are not winning. It is clear that the children coming from such situations must find it difficult to cope with the demands of the classroom and that teachers must be prepared to give special attention to their individual needs and to place special

emphasis on motivating these children to rise above this situation.

It was surprising to note, in light of the above-mentioned concerns of the teachers and community leaders, that, according to the data, bingo did not seem to have as great an impact on achievement as did either unemployment or alcoholism within the family. It may be that, since bingo addiction is a relatively new phenomenon, there has not been enough time for the effects of this addiction to impact on achievement.

Alcoholism within the family is also a major problem especially with the older students. As noted previously, younger children are not as subject to alcoholism within the family as they are to parents who are addicted to bingo. If it can be assumed that the age of the parents increases with the age of the students, then an examination of these two factors reveals that there are three groups of parents each exhibiting distinct characteristics: (a) a group of older parents who are more addicted to alcohol than to bingo, (b) a group of younger parents who are addicted to both bingo and alcohol, and (c) a group of very young parents who are more addicted to bingo than to alcohol. Therefore, it does appear that the appearance of the bingo palaces in the 1980's and the resulting addiction to bingo of so many people may actually be acting as a deterrent to

alcoholism. The older parents may be more subject to alcoholism than bingo playing because they were already alcoholic before the bingo palaces appeared. The group of younger parents may be equally addicted to alcohol and to bingo because they were not too heavily addicted to alcohol before the bingo palaces appeared. The youngest parents may be more addicted to bingo than to alcohol because they were young teenagers and not as likely to be addicted to alcohol when the bingo palaces appeared. It could also be that the reason why younger parents are less likely to be subject to alcoholism is because of the growth of alcoholics anonymous groups and of the native alcoholic treatment centres. (It must be noted here that it is impossible to tell from the data if a parent is addicted to both alcohol and bingo. It could be that one parent is addicted to alcohol and the other to bingo.) If, as the data shows, the achievement of students is not as seriously affected by having parents addicted to bingo as it is by having alcoholism within the family, then it may be assumed that achievement levels should improve if the trend of addictions continues to move from alcoholism to bingo. However, it must be also be noted that as indicated earlier, the achievement levels may be more seriously affected by bingo in time to come than is currently noted.

Unemployment is also a serious problem with over

half of the children coming from homes where there is unemployment. It is interesting to note in this study that the rate of unemployment drops with the age of the child but rises dramatically with the youngest children. This may indicate the effects of the increasing rates of unemployment and the difficulties of obtaining employment especially among the younger parents. Since having parents who are unemployed has a serious effect on achievement, it would appear likely that if unemployment increases, the level of achievement will ultimately lower. It is probable that if adults feel discouraged because their own education has not served to make them self-sufficient and independent, then they will not be convinced that academic education will help their children. As a result, the only motivation many of the children of unemployed parents will receive will have to come from the teachers. It is important that teachers understand the need to place great emphasis on motivation especially in reserves where there is a high degree of unemployment.

CHAPTER 5

Recommendations and Conclusions

Summary of the Study

This study was designed to investigate the concerns of parents, teachers, band councils, and INAC officials with respect to the delivery of special education services in the reserve schools, to identify the special needs of the children attending these schools for whom special education funding may be required, and to look at means of identifying and assessing children with special needs. The information obtained was to be used to develop a special education funding formula which would be more sensitive and responsive to the specific needs of Indian students in schools on reserves in Saskatchewan.

The sample consisted of six Indian bands--one from the Prince Albert District (Band A); four from the North Battleford District (Bands B, C, D, and E); one from the Meadow Lake District (Band F). Bands A, C, E, and F have band-operated schools, while Bands B and D have federal schools. With the exception of Band C which represents a large educational system with three schools and a total enrollment of almost 750 students and Band A which has a school with an enrollment of approximately 250 students, the schools are relatively small--150 students or

fewer--and, owing to their autonomous status, are unable to take advantage of economies of scale.

Several instruments designed by the researcher were used for data collection purposes. Charts for collecting and organizing student data were completed by the teachers and presented to the researcher before the group sessions. Using information gleaned from the charts, the researcher drew up several profiles of the school and presented these to the staff for discussion purposes. These profiles served as common frames of reference during the group interview sessions on identification and programming. A questionnaire consisting of three sections--a section dealing with identification concerns, a section dealing with programming issues, a section dealing with financing concerns--formed the basis for the group interview sessions. This questionnaire was administered in such a manner as to solicit the positions of the school on identification and programming issues and the band on funding and financing issues. A costing exercise was completed by the principal and the special education personnel. This exercise, designed to provide much needed information on the costs of delivering special education on reserves, also served to initiate a review of the costs of the current program and to engage the staff members in planning the program they wished to see in place the next year.

The study which was an exploratory field study involved two or more days of intensive discussion on each reserve between the researcher and various groups of people--the teaching staff; the principal and special education personnel; a group representing the administration of the school, the administration of the band, and the school board. As well, the education staff in each district office was interviewed at a later date. At the conclusion of the study, people representing five of the bands met as a committee with the researcher for one day to review the findings and to make recommendations. The band that was not represented on the committee made recommendations and concurred with the results over the telephone.

The study undertook to answer the following questions:

1. Identification and assessment of special education students.
 - (a) Are the present procedures for designating students for special education high cost funding adequate?
 - (b) Are the categories for high cost funding laid out by the Department of Education suitable for Indian students in reserve schools? Are the instruments and criteria adequate? Are the categories comprehensive enough?

2. Special needs.

- (a) What are the special needs of students in reserve schools that are not classified as special education needs but that do interfere with pupil achievement and success? What special needs categories could be identified?
- (b) Is there a need for a separate funding program for special needs as opposed to special education students? If so, should special needs identification be by school or by student?

3. Funding arrangements.

- (a) What are the problems in funding currently being experienced at the reserve level?
- (b) To what extent should the funding categories be refined?
- (c) Should low cost special education students be identified to allow funding on a case-by-case basis or should the provincial approach of working a standard per capita allocation to cover all low cost special education needs be used?
- (d) How should special needs be funded-- categorically, a standard per capita allocation, or resource-based?
- (e) How can the assessment, designation, programming, funding sequence best be

operationalized?

- (f) Is there a need for special funding for shared and support services and, if so, how should these services be funded?

Discussion of the Results

The following discussion of the results of the study serves to provide answers to the study questions. For clarification purposes this discussion is organized under the three headings (a) identification and assessment of special education students, (b) special needs, and (c) funding arrangements.

Identification and Assessment of Special Education Students

The current procedures for designating students for special education high cost funding are generally perceived as inadequate for several reasons. In the first place, the current procedures are so vague and ill-defined that the personnel in the schools and district offices have varying interpretations as to what these procedures really are. This means that many schools simply do not know where to begin and, if consulted, the district office personnel are of little help. Secondly, it is difficult to get assessments done because of the lack of or

inaccessibility to the personnel qualified to do the identification and/or testing. INAC in the Saskatchewan region currently has one person on staff--the coordinator of special education services--who is qualified to do intelligence testing. However, this individual is largely inaccessible to the schools for testing purposes because of other commitments arising from this position. Current provincial cutbacks mean that provincially-employed personnel are generally overloaded with off-reserve clients so are unable to accept Indian clients residing on the reserves. As well, jurisdictional problems between the Federal and Provincial Governments, whereby the Federal Government refuses to pay for provincial services which it deems should be made available to Indian children residing on reserves, further compounds this problem. A third reason is that assessment procedures are extremely costly especially in the northern isolated areas. Without the provision of upfront monies to cover the high commuter costs in such northern isolated communities, it is impossible to have the assessments done because they are just too costly. A fourth reason is that the procedures laid out by Saskatchewan Education, when translated to a reserve situation, can be very time-consuming. For this reason, almost a full year can elapse between referral and designation. If designation is completed in time to be noted on the October 1 nominal roll, funding will be made

available six months later on April 1. If, however, designation is not completed in time for the October 1st nominal roll, funding will not be made available for another eighteen months. This could mean, in extreme cases, that more than two full years could elapse between the time when the referral is made and the time when funding is received.

The categories for high cost funding as laid out by the Saskatchewan Department of Education are generally perceived as suitable for Indian students in reserve schools for the specific handicaps included in the high cost formula. However, as discussed in the following section on special needs, new categories should be created to cover some of the unique special needs of students in reserve schools.

The criteria and assessment procedures for designation to the chronically health impaired category are adequate. However, especially in situations where there are inadequate health support systems, consideration could be given to enlarging this category to include children with educational problems caused by health problems such as lack of sleep or poor nutrition.

There are no problems with the criteria for designation to the trainable mentally retarded category. However, because of the potential cultural and socio-economic biases of the intelligence tests used, it

is recommended that tests of adaptive behavior be used to verify the results of the intelligence tests and to give a more accurate indication of a student's potential.

The criteria and assessment procedures for designation to the socially-emotionally disturbed category are perceived as vague and should be more specific. It is recommended that an incidence form completed by the teacher and corroborated by other professionals or people in authority within the community should be sufficient to qualify children as socially-emotionally disturbed. As well, because there are no psychiatric or psychological services available to isolated communities, the category should be enlarged to include children referred by social services if an assessment has been completed by a certified social worker.

The criteria and assessment procedures for the hearing impaired and visually impaired categories are adequate. However, in communities where there is a problem in obtaining corrective devices or where the children refuse to wear them, it may be advisable to use visual or hearing acuity during classroom instruction as a criterion rather than visual or hearing acuity with the best possible correction.

The criteria and assessment procedures for designation to the multiply handicapped category are adequate. However, consideration could be given to

enlarging the category to include children with multiple mild to moderate handicaps. It may also be advisable to use a graded scale of funding for this category.

The criteria for designation to the learning disabled category are adequate if a new category is created to include children who are seriously age-grade misplaced. The instruments used for assessment purposes can be problematic in that intelligence tests and, in some instances, certain achievement and diagnostic tests are generally perceived as incapable of rendering accurate information because of the cultural, socio-economic, and language biases of the tests being used. These factors can result in the misclassification of many students and in inappropriate placement and programming. Tests of adaptive behaviour could be used to verify the results of intelligence tests. Standardized achievement tests and diagnostic tests, used for screening purposes, should be normed against the provincial norms to give an indication of whether the child can cope in the regular stream and against school norms to give an indication of the child's potential. In some cases, it may also be advisable to have a child tested in his own language.

The criteria and assessment procedures for designation to the orthopedically handicapped category are perceived as adequate. There appears to be no need to enlarge this category.

Special Needs

A large number of the students in reserve schools have handicaps that are currently not being recognized by the high cost funding categories but that do interfere with their academic achievement and success. There is concern at the band level that the number of such students is growing to such a proportion that the progress and achievement level of all students is being adversely affected.

Because of the generally depressed social and economic conditions that exist on the reserves in Saskatchewan, many students are severely disadvantaged. The absence of a viable economic base has rendered the large majority of Indian people living on reserves unemployed and dependent on welfare or social assistance. Several bands indicated that many of their people can now be termed as third or fourth generation welfare recipients. A high incidence of alcoholism and drug abuse, lack of adequate housing, poor nutrition, insufficient rest, and little motivation or encouragement to do well in school affect a large number of the students. Within the past two or three years, the appearance of bingo palaces in larger centers has resulted in large numbers of Indian parents becoming addicted to playing bingo. It is quite common for many people--the employed as well as the unemployed--to drive long

distances every night to play bingo and to play until all of their money and much of their property is gone. Children of such parents are not only left to fend for themselves almost every night but they are also suffering from inadequate nourishment and, in many cases, are suffering the effects of extreme neglect.

Many children in reserve schools are seriously age-grade misplaced. Although some of this can be attributed to mental handicap, there are several other possible causes--poor attendance, cultural conflict, high rate of mobility, inadequate instruction, poor early childhood training, and, of course, disadvantage. Profiles drawn up on the students in the six participating schools indicate that from 9% (in School E) to 84% (in School A) of the students are achieving four or more years below the correct grade placement for their age. Such a high incidence of severe age-grade misplacement creates an unusually difficult teaching-learning situation and ultimately results in the large majority of students either being unable to pursue a high school education or experiencing such severe academic difficulties in high school that they drop out of school.

A seemingly growing number of children in reserve schools are severely emotionally deprived. Such children can be distinguished from children who are socially-emotionally disturbed because they tend to

withdraw into themselves rather than to be disruptive in class. These children have suffered emotional neglect due to extreme alcoholism and drug abuse in their home, family breakdown, being passed from family to family, and high rates of mobility. Teachers find it extremely difficult to reach such children and desperately require the assistance of specially trained counsellors and child psychologists in dealing with them.

If high cost funding is to be continued, categories should be created to allow for students who are (a) severely disadvantaged, (b) seriously age-grade misplaced, and, (c) severely emotionally deprived. Although there appears to be considerable overlap among these categories, it is recommended that they should be viewed as discrete categories so that no child will be overlooked.

It is, however, recommended that a special needs component be introduced to provide funding for appropriate programming for the special needs of Indian children in reserve schools--disadvantaged, age-grade misplaced, emotionally deprived. Consideration could be given to indexing schools according to disadvantage for funding purposes. However, a further in-depth study would have to precede the implementation of such a plan. It is further recommended that special needs be funded according to the actual costs of providing adequate programming rather than

according to a predetermined rate per child. A more detailed description of the recommended funding approach is included in the next section.

Funding Arrangements

Bands are currently experiencing problems in funding special education. The first problem is that there are inadequate funds available to the bands to cover the costs of delivering appropriate programming. Schools are unable to access the money required to provide many much-needed programs because the current formula does not adequately reflect the actual needs at the school level. In many cases, schools are unable to access high cost funding for students who should be recognized by the current formula because (a) too little information has been disseminated to the bands for identifying and designating students as handicapped and for accessing and allocating special education monies, and (b) there are no well-defined policies and procedures for the identification, referral, assessment, and designation of students for special education. Additionally, the use of outdated nominal roll data for funding purposes means that even if a child has been recognized for funding purposes, the money will not be forthcoming until the next fiscal year. This means, in most cases, that appropriate programming cannot be made

available until the next school year.

Second, there are problems with the flow of funds from INAC to the service providers. Because there are no firm policies and procedures in place for accessing and allocating funds or to direct the process of delivering funds to the band level, bands are not aware of how much money they are actually entitled to or of what happens to the money as it proceeds through the various levels from Treasury Board to the band. Consequently, there is considerable suspicion at the band level that money designated to specific bands may be being taken off at the regional and district levels or that funds may have been adjusted or reallocated at the district level. A further complaint is that the process of going through the various levels is too time-consuming.

Finally, bands are experiencing problems in the administration of special education funds at the band level. In recent years, INAC has transferred accountability for the use of program monies to the bands, but has set in place no system of controls or of maintaining accountability for the use of such monies. Band councils and band administrators often lack a basic understanding of sound budgeting and accounting practices with the result that money earmarked for special education purposes is, in some cases, placed in a general account where it may inadvertently be used for other purposes.

Because there are no advocacy groups for the rights of handicapped children operating on the reserves and because there is no due process legislation in place in either federal or band-operated schools, the informal controls on special education funding that operate within the provincial school system do not exist at the band level. As well, parents are not fully aware of their rights and responsibilities or of how they could use due process legislation to guarantee appropriate programming for their children.

The current funding categories--low cost funding to offset the costs of special education programming for the mildly to moderately handicapped and high cost funding to offset the costs of educating children with moderate to severe handicaps--do not, as they exist, provide funding for many of the special needs of students in reserve schools. Therefore, it is recommended that the formula should consist of three components--a low cost component to offset the costs of programming for the mildly to moderately handicapped; a special needs component to cover the costs of programming required beyond what is provided through the low cost component; a support services component to cover the costs of educational psychologists, classroom consultants, speech therapists, and other consultant services.

The current approach to low cost funding of providing

a standard per capita allocation to cover all low cost special needs should be maintained. Because of the isolation factor and because small autonomous schools cannot take advantage of economies of scale, consideration should be given to guaranteeing that the per student allocation should be large enough that smaller schools would be able to hire a qualified, special education person. As well, funding should be based on the current year's nominal roll data with adjustments being made in June and in November.

Special needs funding to cover the costs of special education programming required beyond what is provided for the mildly to moderately handicapped should be made available through a resource based approach. Under the current arrangement, \$4,000.00 is provided to band-operated schools and \$1,700.00 to federal schools to cover the special programming costs for each high cost student. This amount, especially in the case of small schools where there are very few high cost students, is probably grossly inadequate in terms of the actual costs of the programming required. A resource based funding approach would mean that the actual costs of the program delivered would be funded so that schools would be able to provide more appropriate programming.

The identification-assessment-designation-funding process as set out by the province for accessing high cost

funding is too costly and time-consuming when translated to use in the reserve situations. For such a process to be truly functional, well-defined policies and procedures would have to be developed and implemented. These policies and procedures would have to take into account the many and varied unique problems peculiar to funding special education on reserves. As well as recognizing the problems involved in assessing and designating students (cultural biases of the tests, inaccessibility to qualified personnel to make the assessments, exorbitant costs of assessments, etc.), these policies and procedures would have to be more detailed and specific as to the processes involved in designating students and in dispersing money to the bands. Also, steps would have to be taken to improve the communication process, to remove the confused interpretations of policies and processes, and to ensure that bands have access to all of the information required for designating students as handicapped and for accessing and allocating special education monies.

A resource based funding approach to cover the special needs component would allow bands to remove the costly aspects of assessments for designation purposes and to concentrate funding on providing appropriate programming and on testing for diagnostic and prescriptive purposes. Additionally, this would allow schools to

develop programming to deal with special needs students who cannot be designated to any of the high cost categories, but who do have handicaps that interfere with academic achievement. Schools could be challenged to prepare a submission for special needs funding in which they must (a) justify their need for such funding in terms of the existing budget and student needs, and (b) provide a detailed description of the requested program in terms of rationale, objectives, content, methodology, evaluation, and resources required. These submissions could be made to the district level where the selection of the programs to be offered in the district would be made. Priority for funding should be given to schools who can justify their need and who can show a demonstrated ability and willingness to develop and deliver appropriate programming.

One of the advantages of this funding approach is that it places an indirect control on the use of special education money. Although customarily there is no formal monitoring or control of the use of low cost funds, to be able to qualify for special needs funds, bands would have to account for the use of low cost funds for special education purposes and would have to prove that the desired program cannot be delivered within the current budget. Also, they would have to show (a) that there are special needs which cannot be met within the current

regular or special education programs and (b) that there are a sufficient number of students to justify the program or that there is a student whose handicap is so severe or unique that special programming is necessary. A standardized achievement testing program could be used to develop profiles of the student population and to provide justification for programming to deal with the problem areas. As well, such a testing program on a regular basis can be used for establishing school norms, for setting yearly objectives, and for evaluating the worth of the program. The advantage of using the submission approach is that it gives priority funding to bands which (a) have developed programs that are ready to be implemented and (b) have prepared an acceptable means of evaluating the programs. This will more likely ensure that money will be well-used.

There is a tremendous need for shared and support services. Each school identified a need for educational and/or child psychologists to test students as well as to counsel troubled students. As well, each school strongly supported the need for classroom consultants specifically trained in special education who would devote at least 80% of their time to working directly with teachers. It was also felt that there are a number of children who would benefit from speech therapy.

Although it would be ideal if each school could

purchase its own support services, most Indian schools in Saskatchewan are so small that such services would have to be shared. To avoid problems of some bands not paying their share or of determining how much each band should pay, it is recommended that, in cases where support services have to be shared, money should be taken off at the regional level and distributed to a district level service agency which would see that the services are provided.

Recommended Formula

The recommended formula for funding special education for Indian children in reserve schools in Saskatchewan should consist of three components: (a) a low cost component, (b) a special needs component, and (c) a support services component. The following description of each component outlines the services provided as well as the allocation of funds and the process for acquiring such funds.

Low Cost Component

The low cost component would be used to offset the costs of providing special education programming for the mildly to moderately handicapped students. Low cost funding would provide services to the following categories of handicapped students: (a) the educable mentally

handicapped; (b) the mildly to moderately physically handicapped including the partially sighted, hard of hearing, orthopedically handicapped, and students with speech disabilities; (c) the mildly to moderately socially-emotionally handicapped; and (d) the mildly to moderately learning disabled.

The objectives of a standard input of low cost funding would be primarily to provide a constant source of special education funding that will allow bands to engage in the long-term planning of special education services and to concentrate funding on providing appropriate programming rather than on costly assessments for designation purposes. As well, the provision of such a low cost funding approach should allow schools the flexibility required to deliver appropriate programming as determined by the needs of the students and strengths of the teachers.

Low cost funding should be provided in the form of a per student allotment based on the total enrollment as determined by the nominal roll. Funding should be released to the bands in April (the beginning of the fiscal year) on the basis of the current year's nominal roll. Adjustments should be made to the funding levels in September on the basis of the June nominal roll update and in November on the basis of the October nominal roll.

Special Needs Component

The special needs component would cover the costs of special education programming required beyond what is provided through the low cost component. Special needs funding could be used to provide: (a) specially designed programs for the moderately to severely handicapped students, (b) alternate education for older students who are seriously age-grade misplaced, (c) compensatory education for seriously disadvantaged students, (d) early intervention programs for severely handicapped and seriously disadvantaged children, (e) special services to children who are severely emotionally deprived, (f) community preventive programs aimed at removing the causes of disadvantage.

To qualify for special needs funding, certain requirements must be met. First, the program(s) for which special needs funding is required must be justified in terms of both the existing budget and the student enrollment. This means that the band must be able to account for the use of all budgeted special education monies for special education purposes and must be able to show how the desired program cannot be delivered within the current budget. As for justification in terms of student enrollment, the band must show that student needs cannot be met within the current or planned program (regular or special education) and that there is a

sufficient number of students to justify the program or that there is a student whose handicap is so severe that special programming is necessary. Second, the program must be well-defined in terms of (a) rationale, (b) objectives, (c) content, (d) methodology, (e) evaluation, and (f) resources required. Third, there must be provision for a monitoring process. Such a monitoring process will ensure that the program is actually in place and that a sufficient number of students are benefitting from it, that the program is appropriate to the students' needs, and that the objectives are being reasonably met. Fourth requirement, there must be a written proposal for special needs funding submitted to the district office. This submission should include justification in terms of the budget and student enrollment, a complete description of the program(s) to be delivered, and a description of the monitoring process. On the basis of these written submissions, the selection of programs to be offered in each district will be made at the district level.

Special needs funding should be in the form of a district allocation as determined by nominal roll data. Funds should be retained in Regional Office and released to the districts on the basis of proposals submitted by individual bands and approved at the district level. Proposals prepared at the band level should be submitted

by May 1 to the district level for approval and selection. Selected proposals should be submitted to Regional Office by May 15 for acceptance and for the release of funds to the district. Funds could then be released to the districts by May 31 and should be turned over to the bands as required. Any funds set aside for district use and not designated by the district for special education purposes by November 1 could be reassigned to another district at the discretion of the Regional Director of Education.

The district offices should ensure that a monitoring process is set up which will involve personnel at the local level and at the district chiefs or tribal council level wherever possible. Such a monitoring process should serve not only to enable bands to ensure that appropriate programming is set up and carried out, but also to encourage parental awareness. Therefore, it is important that the monitoring process include an appeal process for parents to ensure that their children who do qualify for special education actually receive special education services.

Support Services Component

There is a tremendous need for new and improved support services at the band level. The support services component would provide various support and consultative services as may be required. Each district should have

the services of an educational psychologist whose duties could include (a) testing children and making recommendations to the teachers as to how best to work with these children, (b) counselling troubled children and adolescents, and (c) reviewing the assessments of children in the provincial schools and monitoring the programs set up for these children. Each district also requires the services of classroom consultants specifically trained in special education. These consultants should spend at least 80% of their time in the classrooms working with teachers and/or doing inservice training. Some districts may require the services of more than one such classroom consultant depending on the number of teachers and the severity of the problems encountered by these teachers. As well, speech therapists and other specialists and consultants are required by each district as determined by the needs of that district.

Support services funding would be in the form of a district allocation as determined by nominal roll data and by need as identified by the bands. Support services funds should be made available to the districts according to policies and procedures developed by Regional Office in consultation with the district offices. The district offices, in making recommendations, must take into consideration the preferences of the bands as to the type of support services required and how these services should

be delivered. If, and when, the budget for support services would allow for it, money should be decentralized to bands who prefer to purchase their own support services.

Concluding Remarks

Throughout this study no attempt was made to evaluate the special education programming currently being offered or to suggest how programming should be designed to more adequately meet the needs of the students. Programming was discussed in terms of the needs for which programming should be made available. As well, staffs engaged in discussions on the concept of least restrictive placement and the need for support services to regular classroom teachers in schools which adhere to a least restrictive placement policy. The principal and special education personnel of each school were challenged to investigate means of delivering programming to meet the special needs within their school and to determine the cost of delivering such programs. The researcher did not become involved in this exercise other than to advise them to allow sufficient time to complete this exercise and that they should seek assistance if necessary in designing adequate and appropriate programming.

The recommended formula as presented here may appear

to regard special needs or special education funding as an add-on feature to the overall education funding formula. Therefore, it is conceivable that many schools, likewise, will regard special needs or special education programming strictly as an add-on feature to the regular program. However, discussions at the school level and with the committee who assisted in designing the formula stressed the need to revise the overall education funding formula to allow the pupil/teacher ratio to be lowered. This would mean that many of the special needs and special education problems could then be dealt with within the context of the regular classroom. In the meantime, until such time as the overall education funding formula does recognize a lowered pupil/teacher ratio, the recommended formula would allow schools to access sufficient money for special needs through the special education funding formula. Once the funds have been obtained, schools would then have the option of providing add-on programs or of using the funds to lower the pupil/teacher ratio.

It may be difficult for educators who are not working with Indian people to understand the jurisdictional issues surrounding funding for Indian people and the impact of such issues on the delivery of sound educational services to Indian children. The federal/provincial impasse on whether certain services to

Indian people should be funded by the Federal or Provincial governments is further compounded by the transfer of programs to Indian bands and the concerns of the Indian leadership as to whether rights guaranteed under treaty are in danger of erosion. In no way did the researcher attempt to pass judgement on this current state of affairs or to make recommendations as to how these issues should be resolved. Any recommendations made as a result of this study are made in light of an acceptance of the current political situations as the reality within which educational administrators must operate and are intended to make it possible for needs to be met on an interim basis until such time as jurisdictional and political issues have been resolved.

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Appendix A

Charts for DevelopingStudent Profiles

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Year of Birth

Handicap

Program
Diagnostic
Source

Test Used

Examiner

Test Used

Examiner

Test Used

Examiner

Test Used

Examiner

Funding Level
1986-87

Funding Level
1985-86

APPENDIX B

QuestionnaireSpecial Education in Reserve Schools

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Special Needs Study

Questionnaire

Section I

Identification

of

Special Education Students

in

Reserve Schools

nder the provincial regulations in Saskatchewan, high cost
unding is available for eight categories of severe
andicap.

What problems do you currently experience in using the
provincial categories for designation purposes?

Do you feel that the criteria for designating students
to each of the following categories is adequate? If
not, specify what change(s) you would recommend.

Category Adequacy? Change(s)?

(Y,N,DK)

CHI	-----	-----
TMR	-----	-----
ED	-----	-----
HI	-----	-----
LD	-----	-----
MH	-----	-----
OH	-----	-----
VI	-----	-----

What other categories would you suggest? What criteria
would you recommend for assessment purposes?

Category Criteria

Do you have any concerns over the assessment procedures used for designation?

Category Assessment Procedure

CHI	-----
TMR	-----
ED	-----
HI	-----
LD	-----
MH	-----
OH	-----
VI	-----

How many students have been referred by your school for designation as high costs students? -----

Are these students currently being funded as high cost students? -----

If not, why not? -----

Have these students been tested by a qualified examiner? -----

If not, why not? -----

How many additional students should be referred for high cost designation? -----

How many of the students referred or that you wish to refer require:

- full-time service in a self-contained classroom? -----
 - part-time resource room service? -----
 - speech therapy? -----
 - psychological counseling? -----
 - other specialized service? ----- Specify -----
-

SPECIAL NEEDS STUDY

QUESTIONNAIRE

SECTION II

PROGRAMMING

FOR

SPECIAL EDUCATION

IN

RESERVE SCHOOLS

considerable emphasis is being placed on early intervention programs. The province of Saskatchewan has adopted a policy that will allow severely handicapped children of three years of age and up to be provided with special education provided at the school or a parent management board. Special Education; A Manual of Legislation, Regulations, Policies and Guidelines, 1982, P.37

Is there need for such a provision for Indian children living on reserves? _____(yes, no, don't know)

Who do you feel should provide this type of education?

- parent management board? _____
- the school? _____
- social services? _____
- health department? _____
- other? _____ Please specify _____

Is there such a program currently in place in your community? _____(yes, no, don't know)

Do you feel that the criteria for admissions and program are appropriate for use with children in your community?

_____ (yes, no, don't know)

What changes, if any, would you recommend? _____

Is there a need for early intervention programs from birth to age three? _____ Is such a program currently in place in this community? _____ Should the school become involved in this type of education? _____ Is early identification currently being practiced in this community? _____ By whom? _____

In the provincial schools in Saskatchewan, mildly to moderately handicapped students do not have to be classified to handicap for funding purposes. However, some educators feel that there should be more thorough testing of these children.

Is there a need to do more testing of these children in your school? _____

Give reasons. _____

What type of tests, if any, do you feel should be used with these children?

- i) aptitude tests? _____
- ii) intelligence tests? _____
- iii) standardized achievement tests? _____
- iv) other? _____ Specify _____

What type of tests are currently being used with these children in your school? _____

Do you have any concerns over the use of the tests currently in use? _____

Please elaborate. _____

How are children with mild to moderate handicaps currently identified in your school?

- i) regular classroom teacher? _____
- ii) standardized test results? _____
- iii) intelligence tests? _____
- iv) aptitude tests? _____
- v) other? _____ Specify _____

There is a growing belief among educators that children with mild to moderate learning handicaps usually respond to similar instructional techniques.

Do you agree with this statement? _____

Why or why not? _____

Current legislation in Saskatchewan allows a board of education to provide courses in vocational education and occupational training or to enter into an agreement with a community college to provide vocational education and occupational training for young people. Education Act, S.

3

Are such courses currently being offered in your school?

_____ If so, please describe. _____

Is there a need for such courses to be offered? _____

Describe courses which you feel would be suitable and beneficial for the students in this school. _____

State the criteria that should be used for designation to this type of course. _____

Current legislation allows schools to provide for special programming for students of superior natural ability or exceptional talent (gifted).

Education Act sec.185

Are there students who would fit this description in this school?_____ How many? _____

How were these students identified? _____

In what ways is each gifted? _____

What provisions have been made for special programming for these gifted students? _____

What programming would you like to see in place for them? _____

What assistance would regular classroom teachers require to provide for special programming for the gifted students in this school?_____

The province of Saskatchewan has adopted the principle of least restrictive placement for handicapped children. This means that mildly to moderately handicapped children should be educated within the regular classroom as much as possible. Section 12 Special Education: A Manual of Legislation, Regulations and Guidelines.

As a regular classroom teacher, do (would) you agree with this policy? _____

Explain. _____

What would be the advantage of such a policy? _____

What would be the disadvantages of such a policy? _____

As a regular classroom teacher, do (would) you feel qualified to handle such placements? _____

What assistance should regular classroom teachers be given so that they can more effectively teach such children in the regular classroom? _____

What assistance would regular classroom teachers require to handle the placement of the severely handicapped children currently identified within this system? _____

Is your system currently practising the policy of least restrictive placement for the mildly and moderately handicapped? _____ for the severely handicapped? _____

Provincial legislation states that every pupil "shall be provided, insofar as is practicable within the policies and programs authorized by the board of education, with a program of instruction consistent with his educational needs and abilities". Education Act. Sec. 178 (1).

Is there a need for assistance in the development of appropriate programming? _____

Explain what type of assistance is required and how it should be offered. _____

Is there a need for a monitoring system to ensure that appropriate programming is in place? _____ If so, describe a suitable monitoring system that you would recommend. _____

On the basis of the students that have currently been identified within this school, has appropriate programming been set up? _____

If not, explain what changes would have to take place for appropriate programming to be set up? _____

A problem experienced by many smaller schools is that there are frequently not enough students to warrant a program for students with special needs. Special Education 1982, S 4.4 (p.36)

Is this a problem in the case of this school? _____

How would you suggest that this problem could be overcome? _____

Is there a need for shared services with other schools? _____

Would this be possible in your situation? _____

With whom would this school be able to share? _____

Is there a need for support services at the district or regional level? _____

What support services would you like to see in place? _____

Current provincial regulations state that special equipment will be provided when setting up programs for severely handicapped students. These will be provided through noncontinuing funds. The intent is to help offset the costs of specialized equipment which is necessary for such children, but which is too costly to be purchased through the high cost funds. Special Education: 1982, S.4.4 (p.36)

Has equipment been provided to this school in such a manner? _____

Is there a need for such a provision in INAC's funding arrangements? _____

Is there a need for equipment that is basic to a child's learning and for which there are not adequate funds?

Specify. -----

SPECIAL NEEDS STUDY

QUESTIONNAIRE

SECTION III

FINANCING OF SPECIAL EDUCATION

IN

RESERVE SCHOOLS

What service delivery problems do you currently experience:

a) in acquiring funds? _____

b) in allocation of funds? _____

c) in adequacy of funds? _____

Why do you think these problems exist? _____

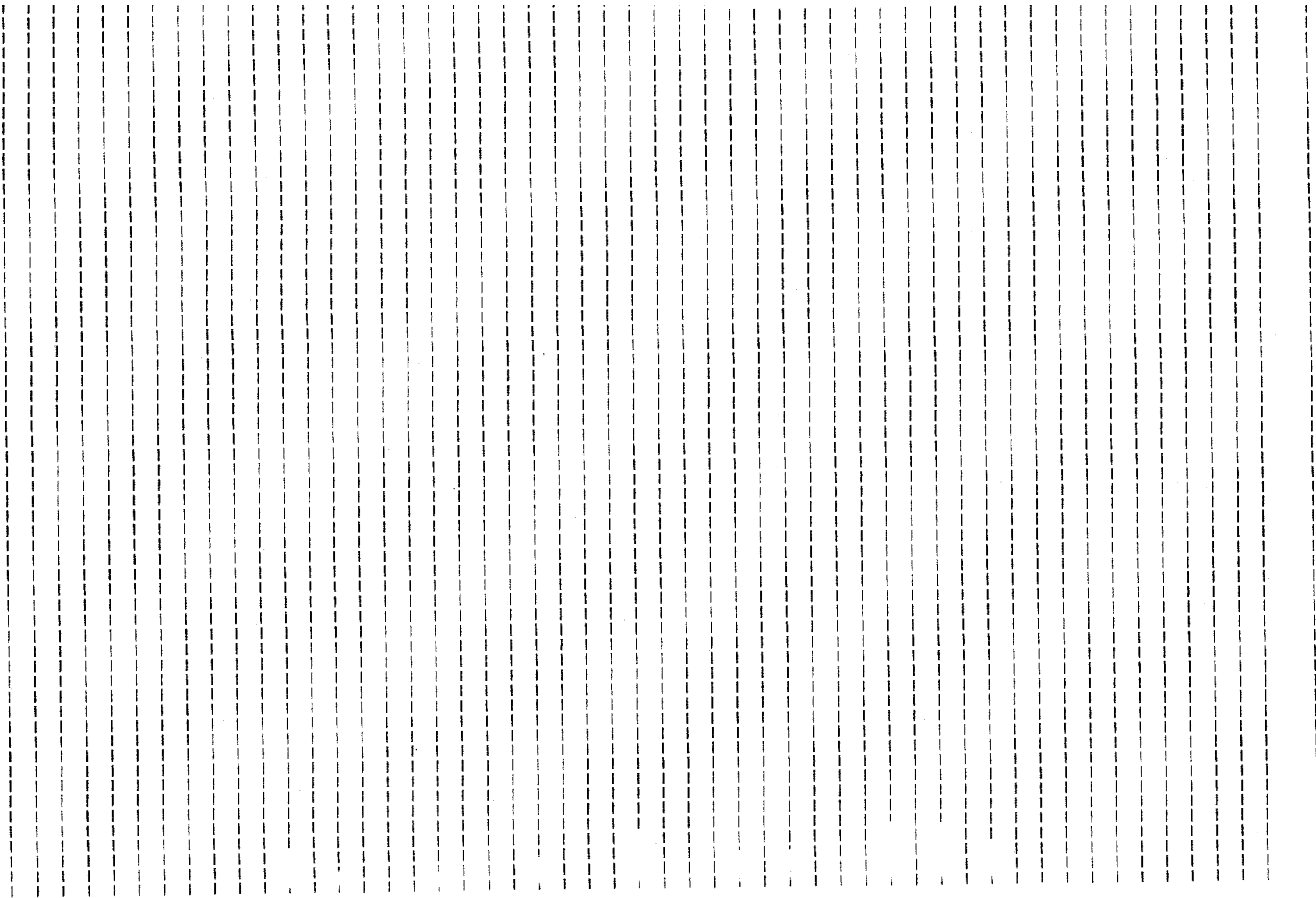
What changes would you recommend? _____

Would you prefer categorical aid (to allow targeting and monitoring) or noncategorical aid or a combination? _____

Give reasons. _____

What would be the advantages of categorical aid? _____

What would be the advantages of noncategorical aid? _____



Should special education funds be dispersed to the bands:

- a) through INAC's district offices? _____
- b) through the District Chiefs or Tribal Council? _____
- c) directly from Regional Office? _____
- d) through a combination of the above? _____
- e) other (please specify) _____

What would be the advantages of each of the above?

- a) _____

- b) _____

- c) _____

- d) _____

- e) _____

What would be the disadvantages of each?

- a) _____

- b) _____

- c) _____

- d) _____

- e) _____

Do you have other concerns or recommendations to make about the process of delivering money from INAC to the service providers?

What expenditure controls on special education funds are currently in place?

What are the advantages of the current system of controls?

What are the disadvantages of the current system of controls?

What controls do you feel that there should be on the use of special education money?

When constructing your answer, consider:

- a) the needs of the child;
- b) the implications for local control and local decision-making.

Are there advocacy groups for the rights of exceptional children operating in this band? _____

Name or describe the advocacy groups, if there are any.

Due process in special education refers to an established set of procedures which, when fully implemented, guarantee the rights of exceptional children.

What provisions are currently in place for due process?

What recommendations would you make in this regard?

Are there areas of need which are not currently identified under special education funding for which money is required?

____ Name the areas. _____

What are the advantages and disadvantages of funding special education:

a) on a per pupil base? _____

b) on a resource base? _____

c) on a cost base? _____

Is there an advantage to indexing schools according to need
to allow for special monies for compensatory education?

How should such an index be arrived at? -----

What formula is currently being used for funding special
education in this school?

According to this formula, how much special education money
is your school entitled to this year? -----

Did you have any problems in obtaining this money? -----

What changes would you like to see in the funding formula?

Appendix C

Costing Exercise

COSTING EXERCISE

Determine the costs of the program that is currently in place, the program which you had hoped to have in place, and the program which you would like to see in place next year. Be sure to include personnel, equipment, supplies, special services, and facility expenses. Treat these costs as excess costs or costs in addition to the regular costs. Therefore, if equipment and supplies are needed because of the special education program, include them, but, if they would have been purchased for the regular program, exclude them.

The following guide may be used as it is or it may be adapted.

<u>Personnel</u>	<u>Salaries</u>	<u>Travel Expenses</u>
1. Full-time		
(a) professional	_____	_____
(b) paraprofessional	_____	_____
(c) other	_____	_____
2. Part-time		
(a) professional	_____	_____
(b) paraprofessional	_____	_____
(c) other	_____	_____
3. Shared		
(a) professional	_____	_____
(b) paraprofessional	_____	_____
(c) other	_____	_____
4. Contracted/purchased		
(a)	_____	_____
(b)	_____	_____

<u>Equipment</u>	<u>Price</u>	<u>Shipping</u>	<u>Total</u>
1. Basic start up			
(a)	_____	_____	_____
(b)	_____	_____	_____
(c)	_____	_____	_____
2. Specialized			
(a)	_____	_____	_____
(b)	_____	_____	_____
(c)	_____	_____	_____
3. Other			
(a)	_____	_____	_____
(b)	_____	_____	_____

<u>Supplies</u>			
(a)	_____	_____	_____
(b)	_____	_____	_____
(c)	_____	_____	_____

<u>Special Services</u>	<u>Costs</u>
1.	_____
2.	_____
3.	_____

<u>Facility</u>	
1. Rent	_____
2. Building Costs	_____
3. Utilities	_____

APPENDIX D

Analysis Sheets

D1	Age-Grade	367
D2	Early Childhood Intervention	368
D3	Vocational Education and Occupational Training	369
D4, D5	Gifted Education	370,371
D6, D7	Mildly and Moderately Handicapped	372,373
D8, D9	Least Restrictive Placement	374,375
D10	Appropriate Programming	376
D11	Shared Services	377
D11	Special Equipment	377

Current grade CTBS reading CTBS math CTBS composite

accelerated.....	_____	_____	_____	_____
correct level.....	_____	_____	_____	_____
1 year misplaced.....	_____	_____	_____	_____
2 years misplaced.....	_____	_____	_____	_____
3 years misplaced.....	_____	_____	_____	_____
4 years misplaced.....	_____	_____	_____	_____
5 years misplaced.....	_____	_____	_____	_____
6 years misplaced.....	_____	_____	_____	_____
7 years misplaced.....	_____	_____	_____	_____
8+ years misplaced.....	_____	_____	_____	_____

Classification

GIFTED.....	_____	_____	_____	_____
AVERAGE.....	_____	_____	_____	_____
AT RISK.....	_____	_____	_____	_____
SEVERE PROBLEMS.....	_____	_____	_____	_____

Conclusions

SUMMARY SHEET FOR ANALYSIS PURPOSES

EARLY CHILDHOOD INTERVENTION

1.	Is there a need for such a provision for Indian children living on reserves?																			
2.	Who should provide this type of education (age three and up)?																			
	a) parent management board?																			
	b) the school?.....																			
	c) social services.....																			
	d) health department?.....																			
	e) other? Specify																			
																			
																			
3.	Is there such a program currently in place in your community?																			
4.	Are the criteria appropriate for use in your community?.....																			
5.	What changes (if any) would you recommend?																			
																			
																			
																			
6.	Is there a need for early intervention from birth to age three?.....																			
7.	Is such a program currently in place in your community?.....																			
8.	Should the school become involved in this type of education?																			
9.	Is early identification currently being practiced in this community?.....																			
	By Whom?																			
																			
																			
																			

VOCATIONAL EDUCATION AND OCCUPATIONAL TRAINING

1. Are such courses being offered in this school?
Describe _____

2. Is there a need for such courses to be offered?
Describe _____

3. Criteria for such designation to such courses

MILDLY AND MODERATELY HANDICAPPED CHILDREN

1. Is there a need to do more testing of these children?

Reasons

2. What type of tests should be used with these children?

- i) aptitude tests?
- ii) intelligence tests?
- iii) standardized achievement tests?
- iv) other? Specify

3. What type of tests are currently being used in your school?

- i) aptitude tests?
- ii) intelligence tests?
- iii) standardized achievement tests?
- iv) other? Specify

6.	Assistance to handle the severely handicapped?									
7.	Is least restrictive placement currently practiced --									
	the mildly and moderately handicapped?.....									
	the severely handicapped?.....									

SUMMARY SHEET FOR ANALYSIS PURPOSES

APPROPRIATE PROGRAMMING

1. Is there a need for assistance with programming?.....

2. What type of assistance is needed?.....

3. Is a monitoring system needed?.....

Describe.....

4. Is there appropriate programming in this school?.....

If not, why not?.....

5. What changes would have to take place?.....

