Emerging Best-Practices For Servicing Post-Secondary Students With Disabilities

Prepared for the Northern Labour Market Information Clearinghouse

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The Clearinghouse Project

The Clearinghouse Project is a collaboration between the Northern Alberta Development Council and five public colleges located in Northern Alberta. The purpose of the Clearinghouse Project is to provide on-going research relevant to the labour-market trends in Northern Alberta. The information collected through the Clearinghouse Project is intended to be used by the Colleges to assist them in determining strategies to meet the training and employment needs of the Region. Current members in the Clearinghouse Project include: Fairview College, Grande Prairie Regional College, Keyano College, Lakeland College, and Northern Lakes College. Twice a year these members convene to determine the research priorities of its Research Consultants.

Introduction

The demand for services from students with disabilities at post-secondary institutions is a reflection of two powerful forces that have merged at our Colleges. One is the social movement referred to as community integration and the other is the realization from academic providers that they must meet the needs of its consumers in order to survive an increasingly competitive market. Post-secondary institutions across Canada are responding to this demand by offering services for students with disabilities that extend beyond those offered to the general population.

The purpose of this report is to summarize the emerging best practices for servicing post-secondary with disabilities. It is hoped that this report will provide an understanding of the trend of disability services at post-secondary institutions and to serve as a working document for implementing such services at the local level. The primary research methods used for this report were a literature review of publications produced by leading national organizations that advocate for services for students with disabilities, scanning of applicable tables created by Statistics Canada, and summarizing information found on the provincial / national funding websites. Specific references used throughout the report are footnoted with locating details given at the end of the report.

Section 1 - The Social Context

The topic of services for students with disabilities offered by postsecondary institutions belongs to a larger social revolution that began over four decades ago. Much of this history is tied in with the development of the independent living movement, which began in the United States in the 1960s. Five social movements have critically influenced the development of today's independent living philosophy and its branch areas such as post-secondary services for students with disabilities. These social movements are 1) deinstitutionalization, 2) civil rights, 3), self-help, 4) demedicalization, and 5) consumerism. These social movements are largely responsible for laying the foundation of accessibility and accommodations.

Section 2 – The Legal Context

Coinciding with the above social movements were legal changes that were reinforcing the grassroots revolution. In 1972, the U.S. Congress passed a rehabilitation bill that was the beginning of the ongoing fight for implementation and revision of the law according to the vision of independent living advocates and disability rights activists. While this was happening in the United States, Canadians with disabilities were beginning to organize themselves. This effort began in 1976 with the establishment of the Coalition of Provincial Organizations of the Handicapped, today known as the Council of Canadians with Disabilities.

The Canadian Human Rights Act (1976) was a critical piece of legislation that provided a legal springboard against discrimination. These rights were echoed in provincial human rights legislation across the country. Interestingly, Canada is the only western country to have enshrined the rights of persons with disabilities in its Constitution. The 1982 Canadian Charter of Rights & Freedoms (15.1) protects people with disabilities from discrimination based upon their disability. In Alberta, *The Human Rights*, *Citizenship*, & *Multiculturalism Act* (Revised Statues 2000) compliments the Canada Human Rights Act. The provincial act is particularly relevant to post-secondary institutions as most fall under provincial jurisdiction.

A critical component of *The Human Rights, Citizenship, and Multiculturalism Act* is the concept of "undue hardship". In reference to the *Clearinghouse* partners, this concept recognizes that there can sometimes be a realistic limit on the ability of an institution to accommodate a student with a disability. For example, in cases that require substantial renovations the College could agree to accommodate the student through other strategies such as home tutoring or classroom relocation.

There is a legal gap with regard to postsecondary institutions accommodating students with disabilities. Aside from provincial Building Codes, which cover accessibility, there is no legislation that requires the Clearinghouse partners to accommodate students with disabilities. The defining word being accommodate. It is one thing to have wheelchair ramps (accessibility) and quite another to have a written policy that permits extended program completion (accommodation). There are also no provincial or national standards on what accommodations should consist of. ²

However, this does not mean that the Clearinghouse partners do not have to put efforts into accommodating students with disabilities. Across Canada there are 77 universities and 216 community colleges / CEGEPS. Combined, the total number of post-secondary students rests around 1.3 million. Of this total, an estimated 7%, or 96,000 students, have a disability.³ Hence, students with disabilities represent a significant cohort within the post-secondary student population. As such, these students command the attention of the administrators, policy makers and coordinators of services for students with disabilities. One interesting finding during the course researching for this report is that smaller institutions, which tend to have fewer resources formally targeted to students with disabilities, actually do a better at accommodating students than the larger institutions.⁴ Perhaps this is a reflection of the student-first characteristic typically found in smaller institutions that gets lost along the path of higher levels of administration in larger institutions.

The legal trend for persons with disabilities is to individually file an offense through a human rights act and / or the Constitution. In 1999, close to half of the files opened by the *Alberta Human Rights and Citizenship Commission* involved disabilities; 37% involving physical disabilities, and 13% related to mental disabilities. ⁵ Today's climate is seeing the rise of students with disabilities who know and advocate for their rights. These

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students are testing the boundaries of the human rights legislations and applying it to postsecondary scenarios. Perhaps the most well known case being *Berg vs. the University of British Columbia*, in which the student claimed discrimination with an internship option based upon a mental disability.⁶ While in 1999, a Professor's refusal at Memorial University to allow voice recording caused widespread public debate and press coverage.⁷

While the majority of the cases brought forth to the Alberta Human Rights Commission are settled through conciliation, the reality for the Clearinghouse partners is that all it takes is one student to set the precedent for the campus. Perhaps the most challenging aspect to prove is the institution's "undue hardship". Aside from obvious million dollar renovations it is quite difficult to counter against attitude barriers, lack of faculty cooperation, or no policy development. This leads to the question "What should the *Clearinghouse* partners do to ensure they are not discriminating against students with disabilities"?

Section 3 - Best Practices

3.1 - The Delivery Model

The late 1980's witnessed the emergence of disability "specialty" resource centers for students with disabilities at postsecondary institutions across Canada. Initially this new service was only seen at the larger universities that budgeted huge sums of money for the creation and outfitting of such resource centers. Since that time, the majority of post-secondary institutions across Canada now offer some form of service to students with disabilities. Of critical importance to the approach that an institution takes in delivering such services is the underlying philosophy of its senior administrators.

Briefly, there are two extreme models of service delivery for students with disabilities at postsecondary institutions. On the end, which was the most common approach in the 1980's and still existing at most institutions, is the *specialist model*. ⁸ The specialist model is defined by the existence of a resource center that requires the student to channel-through in order to get assistance. Unfortunately the biggest disadvantage of such an extreme model is that the skills of assistance and knowledge of accessibility issues typically stops at the door of the specialty office.

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At the other end of the extreme spectrum is the *case-by-case model*. ⁹ Under this model the responsibility of providing accessible services and appropriate accommodations rests with the staff person involved in the interaction. All staff are required to have skills of assistance and knowledge of accessibility issues. As idealistic as the *case-by-case model* may sound, it too has its limitations. Perhaps its biggest drawbacks are the lack of any logical and coordinated approach to ensuring the services and resources are actually delivered.

The emerging best practice for services for students with disabilities at postsecondary institutions is referred to as the *integrative approach*. ¹⁰ Under this model, the logic and coordination of the Disability Specialist / Resource Center is complimented with the dissemination of knowledge and skill to all staff of the institution. Across Canada organizations, such as the National Educational Association of Disabled Students (NEADS) who advocate for services for persons with disabilities, are encouraging this model at postsecondary institutions. The integrative approach is consistent with current organizational theory, which stresses boundary-less interactions in which each person is expected to be more knowledgeable about the whole and to know how their role fits in the mission of the company.

Wolforth (1998) describes Canadian practice as moving toward the integrated model but recognizes that the educational expertise and attitudinal changes needed in order for an institution to fully implement this ideal is short coming. In fact Wolforth noted in his report that there is no Canadian postsecondary institution to date that fully reflects the integrative model. ¹¹ This is despite the national recognition that the integrative model is the only truly sustainable model for the vast majority of Canadian postsecondary institutions.

3.2 Faculty Involvement:

Perhaps the biggest challenge to post-secondary institutions is the training and commitment of its faculty to become actively involved in providing services for students with disabilities. In 1999, NEADS released a national report that indicated that the majority of students with disabilities requested academic accommodations. Yet, of the 70 institutions that responded to the NEADS survey, the majority indicated they did not have a formal training

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mechanism for Faculty. ¹² The fear that accommodating students with disabilities would discredit the curriculum was the most common concern noted by Faculty. A rigid commitment by Faculty to traditional evaluation methods and an inability to create equitable alternatives were also noted in the NEADS report. Of particular importance to the *Clearinghouse* partners is the NEADS finding that these barriers tend to be greater at the vocational level as most instructors tend not to have formal training in education methods. These realities place the student with the disability at the mercy of the "single Instructor at that point in time".

An interesting finding from the NEADS report that may be having a huge impact on the above attitudinal barrier is the growing number of students across Canada who identify themselves as having a learning disability. In the NEADS report over 36% of the respondents indicated a learning disability; a 10% increase in comparison to an equivalent survey conducted just two years previous by NEADS. Unlike a physical disability, in which most people can see the concrete barriers in the physical environment, a learning disability, referred to as "invisible", requires a keen understanding of cognitive processing before one can create accommodations that match the student's needs.

The frustration experienced by students with learning disabilities reflects the seemingly intangible element of accommodating them at post-secondary institutions. This is why Best Practice #1 recommended the integrative model, which includes post-secondary institutions have a minimum of one staff person that is a specialist in disability types/accommodations as a resource for Faculty. However, this person should never be expected to be responsible for the relationship between the student and the Faculty member. Herein lies the need for Faculty training. One of the key roles a Disability Specialist can serve for a post-secondary institution is to educate Faculty on alternative academic strategies and resources. Dawson College in Montreal has a detailed training manual for faculty that is available to other Colleges, and just recently available, the NEADS website has complied an annotated bibliography of faculty training resources for postsecondary institutions.

3.3 Non-Teaching Staff:

Though academic accommodations are the most frequently requested service by students with disabilities, a related issue that emerged from the

previously noted NEADS report is the need for staff providing other services to be aware of disability types and accommodations. For example, the staff in Student Finance should be familiar with funding programs targeted for students with disabilities. And the staff in Computer Services should be familiar with the software the Institution makes available or recommends to students with disabilities. The ideal of the integrative model is that these front-line staff will not need to direct the student with the disability to a Disability Specialist for every-day services provided to all students. All non-teaching staff should be educated on how their role is impacted by the inclusion of students with disabilities. The role of the Disability Specialist would be to ensure staff are knowledgeable of the disability services available within their "house-specialty".

3.4 Policy

Ten years ago (1992) 30% of Canadian postsecondary institutions had policies related to students with disabilities. In 1994 this number rose to 65%. In 1997 it reached 75%, while in 2001 the number stood at 89%. ¹⁴ The development of on-campus policies coincides with the growing demand from students with disabilities to be serviced at postsecondary institutions. Institutional autonomy and provincial jurisdiction make it difficult to design enforceable national standards for the provision of services for students with disabilities. However there is an emerging list of "points to consider" when developing such policies.

Policy Development for Student with Disabilities	
Academic Integrity	Admissions
Academic Accommodations	Appeals Mechanism
Definition of Disability	Documentation
On- site Experts & Advisory committees	Legal Considerations
Review Mechanism	Service Accommodations
	(non-academic)
Undue Hardship	Staff Training

Source: (Cox & Walsh, 1998, pg. 54) 15

The Canadian Association of Disability Service Providers in Postsecondary Education (CADSPPE), formed in 1997, is becoming a prime source of knowledge and advocacy for students with disabilities and their institutions.

CADSPPE summarized some interesting details with regards to the above variables for policy development. ¹⁶

Academic Accommodations:

The most frequently requested academic accommodation is extended test time. An interesting link the CADSPPE's finding is the NEADS result that the number of students with learning disabilities is currently the largest category of disability type. Considering that the anxiety of being timed deceases performance, it is not surprising that extended test time is frequently requested. For the postsecondary institution a critical element of such a policy would be to determine exactly how much time would warrant an accommodation verses loss of academic integrity.

Adaptive Technology:

The second most frequently requested academic accommodation relates to adaptive technology; especially for students who are blind / visually impaired or deaf / hearing impaired. The key role of the Specialist Resource Center would be to coordinate the signing out of adaptive technology. Students who responded to the NEADS survey indicated that training on how to use, care for, and maintain adaptive technology is often overlooked by service providers. Examples of adaptive technology frequently requested by these students are Braille, TDD/Y, hearing aides, colored / enlarged computer screens, large print text, voice recorders, and books on tape. Policies developed for adaptive technology would frequently spill over into the policies that oversee service accommodations and environmental codes.

<u>Definition of a Disability</u>:

There is no standard classification system across Canada for categorizing disabilities at postsecondary institutions. Broadly, there are seven categories that frequently emerge across the country. These are 1) Mobility Impairment, 2) Learning Disability, 3) Attention Deficit Disorder, 4) Blind / Visual Impairment, 5) Deaf / Hearing Impairment, 6) Medical Disability, and 7) Psychiatric Disability. It is important to note that the usefulness of having a category system must be tempered with the individual needs of the student. Within each of these categories there are ranges of extremes and some students may cross multiple boundaries of the classification system. The challenge for the College is to ensure the impact of the disability is neutralized while not giving unfair advantage.

Documentation:

The most commonly requested documentation by postsecondary institutions is a medial and/or psycho-educational assessment. There is no doubt that such an assessment can assist the postsecondary institution in determining how best to help a student. However, as noted in the NEADS report, there can be many reasons why a student does not have such documentation. Not the least of which is the expense of professional assessments and the lack of testing professionals in close proximity. This last point is especially relevant for potential students in Northern Alberta.

There are number of strategies the *Clearinghouse* partners can pursue to decrease this barrier. One is to provide Psycho-educational assessment services as part of the admissions process through the Specialty Center. This would be especially helpful for students who identify as learning disabled. And, effective August 2000, the Canada Study Grant for Students With Disabilities includes as an eligible education-related expense of 75% of the cost of a diagnostic assessment for learning disabilities, up to a maximum of \$1,200 per loan year. Of course another option for the College may be to be flexible on their requirements for documentation pending their ability to service the student and if the needed resources and accommodations already exist on-campus.

3.5 Emergency Procedures:

One of the frequently overlooked needs of students with disabilities is knowledge about what to do in case of an emergency. Over 50% of the students who responded to NEADS survey were not aware of what they should do under such circumstances. This is especially relevant to students who require physical assistance (mobility), guidance (blind) or visual indications of an emergency (deaf).

3.6 Physical Accessibility:

Perhaps the most recognized forms of physical accessibility are the provision of wheelchair ramps, reserved parking spots, modified washrooms, and Braille tabs in the elevator. However, these accommodations are the tip of iceberg when it comes to designing an accessible campus. A useful method to heighten ones awareness of the physical accessibility needs of

students with disabilities is to temporarily suspend an ability and to try to achieve your task. For example, try getting from one end of your building to another without looking. Or use a wheelchair to get to the parking lot. Suddenly, we become aware of all the unnecessary items like plants and corner tables we stack into our foyers and the importance of shoveling wheelchair ramps. Details of current provincial building codes are available in the *Alberta Building Code 1997* and the *Alberta Fire Code 1997*; both came into effect June 1, 1998. Contracting an environmental assessment by a Disability Specialist would be an excellent starting point for assessing your campus.

Section 4- Funding Options For Students With Disabilities

The following options highlight the major funding sources available to persons with disabilities who are interested in pursuing a postsecondary education.

<u>Study Grants – Alberta / Canada Student Loan:</u>

Perhaps the most well-known finance option is Student Loans. Under this program, students with disabilities can apply for funds above the standard amount through a Study Grant for Students With Disabilities to a maximum of \$5000 per year. In order to access a Study Grant the student must first qualify for a generic Student Loan. Effective August 1, 2000, the Study Grant for Students With Disabilities includes as an eligible education-related expense, 75% of the cost of a diagnostic assessment for learning disabilities (up to a maximum of \$1,200 per loan year). The \$1,200 is included in the maximum entitlement of \$5,000 per loan year. Qualifying students must pay for their assessment up-front and will then be reimbursed through the CSG. Also, the 2000 federal budget featured an increase in the tax exemption on income from scholarships, fellowships and bursaries from \$500 to \$3,000. This includes Study Grants. Many of the expenses for which the Study Grant may be used, such as attendant care or a device to enable a blind person to read or use a computer (e.g. optical scanners or large print-on-the-screen devices), also qualify for tax assistance under the medical expense tax credit.

Millennium Scholarship Fund

Canada Millennium Scholarship Foundation, which was established by the Government of Canada in 1998, allocates \$285 million in bursaries to students in Canada each year. Students may receive a lifetime limit of

\$19,200 for up to 32 months of full-time study. In Alberta, the maximum receivable ranges from \$2000 to \$3000 per year. In 2000 Alberta allocated \$26.6 M to 9000 postsecondary students. There is no separate application process for the Millennium Scholarship Fund. When students apply for student financial assistance from their province they are automatically considered for the Foundation's bursaries. Like the Student Loan – Study Grant, Millennium Scholarships are taxable income under the Income Tax Act. However, in 2000, the tax exemption was raised from \$500 to \$3,000.

Employability Assistance for Persons with Disabilities (EAPD)

An outcome of the June 1996 First Minister's meeting was a radical reform of the Vocational Rehabilitation for the Disabled program (VRDP). As of 1997 VDRP programs were eliminated across Canada in favor for a new program called Employability Assistance for Persons with Disabilities (EAPD). EADP, like the VRDP before it, is a 50/50 cost sharing arrangement between the Federal and Provincial/Territorial Governments. Each province sets its annual maximum assistance per student.

In Alberta the maximum allowable assistance is \$3000 per year. EADP interventions are intended to cover a broad range of programming, including such things as pre-employment support, short-term assistance, and on-going active employment support such as employment counselling, assessment, and wage subsidies. Postsecondary costs such tuition, books, and assistive devices qualify under the EADP program. Though postsecondary education can be advocated for under the new EADP program, numerous national and provincial advocacy organizations have complained that the emphasis is on funding short-term courses or basic skill development.

The key programs created with Alberta EADP funding are: <u>Educational Supports</u> - assistance to learners preparing for employment through post-secondary education, basic skill training, academic upgrading, or labour market programs. Support can include sign language interpreters, tutors, note takers, readers and student assistants. <u>Assistive Technology</u> - includes the purchase and set-up of technology supports required to alleviate, reduce or remove a barrier to education, training or employment. This can include computers and software programs. <u>Skills Development Program</u> - helps financially disadvantaged people in need of education or training in: academic upgrading, literacy, English as a Second Language, life management, pre-careers training, and integrated training. If the person is receiving EI, training is normally limited to 12 months (cumulative), with

provision to exceed this in exceptional circumstances. Welfare clients and other unemployed Albertans are eligible for up to four years of assistance.

Noteworthy Scholarships:

Imperial Tobacco Canada Limited Scholarship Fund for Disabled Students All disciplines are eligible. A \$5000 one-time scholarship open to students attending any Canadian degree-granting institution or community college where the applicant is following a degree program under the college-university transfer system.

Mattinson Endowment Fund Scholarship for Disabled Students
All disciplines are eligible. A \$2,500 one-time scholarship open to students
attending any Canadian degree-granting institution or community college
where the applicant is following a degree program under the collegeuniversity transfer system.

Copnick/Hilliard Scholarship

\$1,000 award provided annually to a post-secondary Canadian student with severe mobility impairment. In addition to being a resident of Canada with permanent severe mobility impairment such as spinal cord injury, recipients must demonstrate outstanding initiative and scholastic achievement. Administered by the Canadian Paraplegic Association.

Carol Thomson Memorial Fund For Students With learning Disabilities \$1000 awarded annually to a student with a learning disability attending college or undergraduate studies. Candidates must have a documented diagnosis. Administered by the Learning Disabilities Association of Canada.

Northern Alberta Development Council

Though is no funding through NADC specifically earmarked for students with disabilities NADC has allotted funding to address the unique needs of Northern Alberta.

Northern Student Supplement - helps Northern Alberta students with a high financial need in their first or second year. The Northern Student Supplement reduces student loan funding with a \$500 to \$1500 grant.

NADC Bursary - a \$3000 bursary for Alberta students who are within two years of completing their program. In exchange for the bursary, students agree to work in northern Alberta upon graduation. Around 110 NADC Bursaries are awarded each year.

Bursary Partnership Program - around 130 Alberta students receive a return service bursary co-sponsored by a community organization or business. The bursary partners have the option to advertise their bursaries and recruit and select their bursary recipients. NADC will match between \$500 and \$1500 per student, for a maximum bursary of \$3000. Bursary recipients commit to working in northern Alberta after graduation.

Generic:

The National Educational Association of Disabled Students has published a great resource that may prove valuable to the student finance officers that work with the *Clearinghouse* partners. The National Directory of Financial Assistance Programs for Post-Secondary Students With Disabilities is available in PDF format at the NEADS website. NADC has also complied a database of funding sources for postsecondary education. This database is accessible through their website.

Footnotes

- Towards Developing Professional Standards of Services: A Report on Support for Students With Disabilities in Postsecondary Education in Canada. The Canadian Association of Disability Service Providers in Postsecondary Education. 1999.
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- A Statistical Review of Complaints Filed With The Commission. The Citizen, August. Alberta Human Rights Commission. 2001.
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- Working Towards a Coordinated National Approach to Services, Accommodations, and Policies for Postsecondary Students with Disabilities. National Educational Association for Disabled Students. 1999.
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- Ouestions to Consider in Policy Development for Postsecondary Students with Disabilities. Journal of Postsecondary Education & Disability, 13, 51-67. David Cox & Ralph Walsh. 1998.
- Towards Developing Professional Standards of Services: A Report on Support for Students With Disabilities in Postsecondary Education in Canada. The Canadian Association of Disability Service Providers in Postsecondary Education. 1999

Resources

The Human Rights, Citizen, & Multiculturalism Act (RSA 2000), The Alberta Human Rights and Citizenship Commission. 780-427-766

Canadian Charter of Rights & Freedoms. http://canada.justice.gc.ca

Alberta Building Code – 1998. Alberta Municipal Affairs

Alberta Fire Safety Code – 1998. Alberta Municipal Affairs

Alberta Human Resources & Employment. http://www.gov.ab.ca/hre

Alberta Learning Information Services. http://www.alis.gov.ab.ca/main.asp

Association of Universities and Colleges of Canada. http://www.aucc.ca/

Canadian Association of Disability Services Providers in Postsecondary Education. http://cadsppe.cacuss.ca

Canadian Federation of Students. http://www.cfs-fcee.ca/

Canadian Human Rights Commission. http://www.chrc-ccdp.ca

Canadian Millennium Scholarship Foundation

Canadian Paraplegic Association

CanLearn Interactive – Accessibility Guide. http://www.canlearn.ca

Council of Canadians with Disabilities

Human Rights Research & Education Centre. http://www.uottawa.ca/hrrec

Learning Disabilities Association of Canada. http://www.ldac-taac.ca

National Educational Association of Disabled Students (NEADS). http://www.neads.ca

Northern Alberta Development Council. http://www3.gov.ab.ca/nadc

Premier's Council for Person's with Disabilities. http://www.premierscouncil.ab.ca

Statistics Canada. http://www.statcan.ca