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ABSTRACT

The 1973 annual report of the National Advisory Committee on Education of the Deaf includes priority recommendations and a review of Federal programs for the deaf. An included letter of transmission notes committee members' disapproval of the proposed abolishment of the committee. Major recommendations include provision of an individualized program of instruction for all ages, early educational programs for deaf infants and their families, and a program of career education. Discussed in the section on the status of education for the deaf are incidence statistics, the importance of early education, and the need for State and Federal governments to finance and operate programs for the deaf. Among activities and programs reviewed are special institutions such as Kendall Demonstration Elementary School and the Model Secondary School for the Deaf, the need for programs for the deaf mentally retarded, and the development of a center on performing arts for the handicapped.

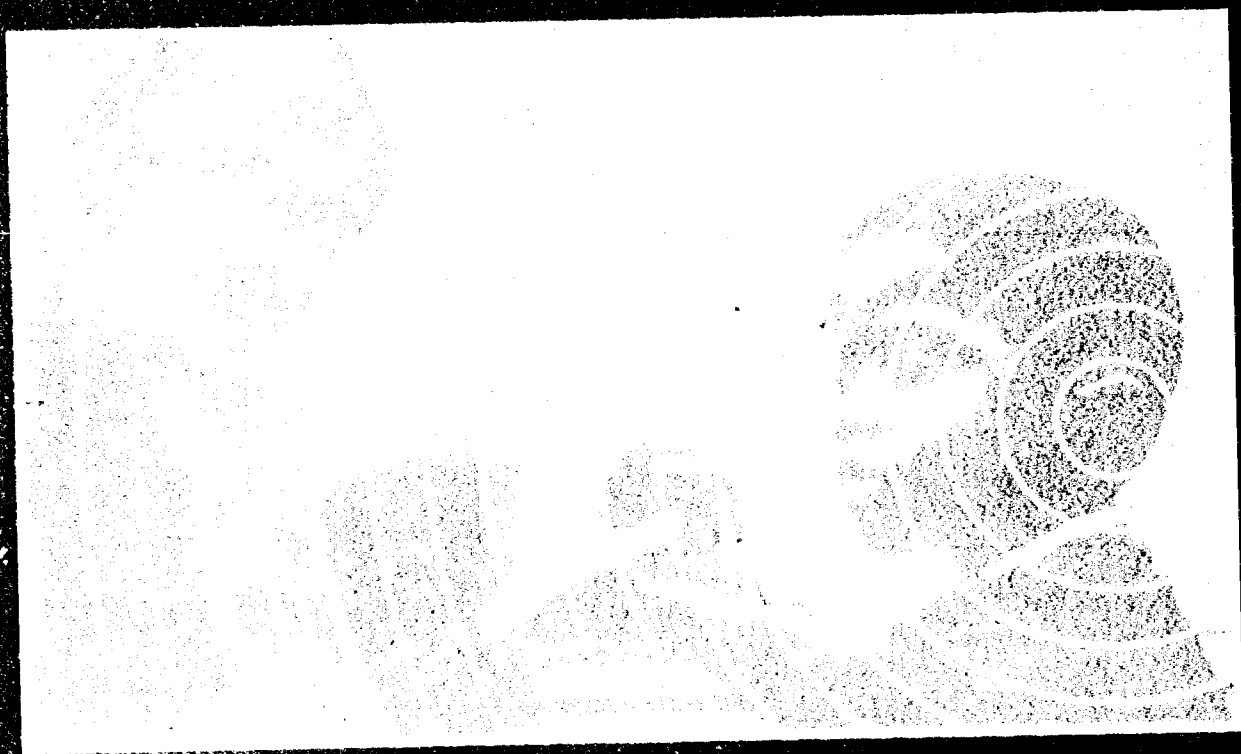
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Basic Education Rights For The Hearing Impaired

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Annual Report
The National Advisory
Committee On Education
Of The Deaf

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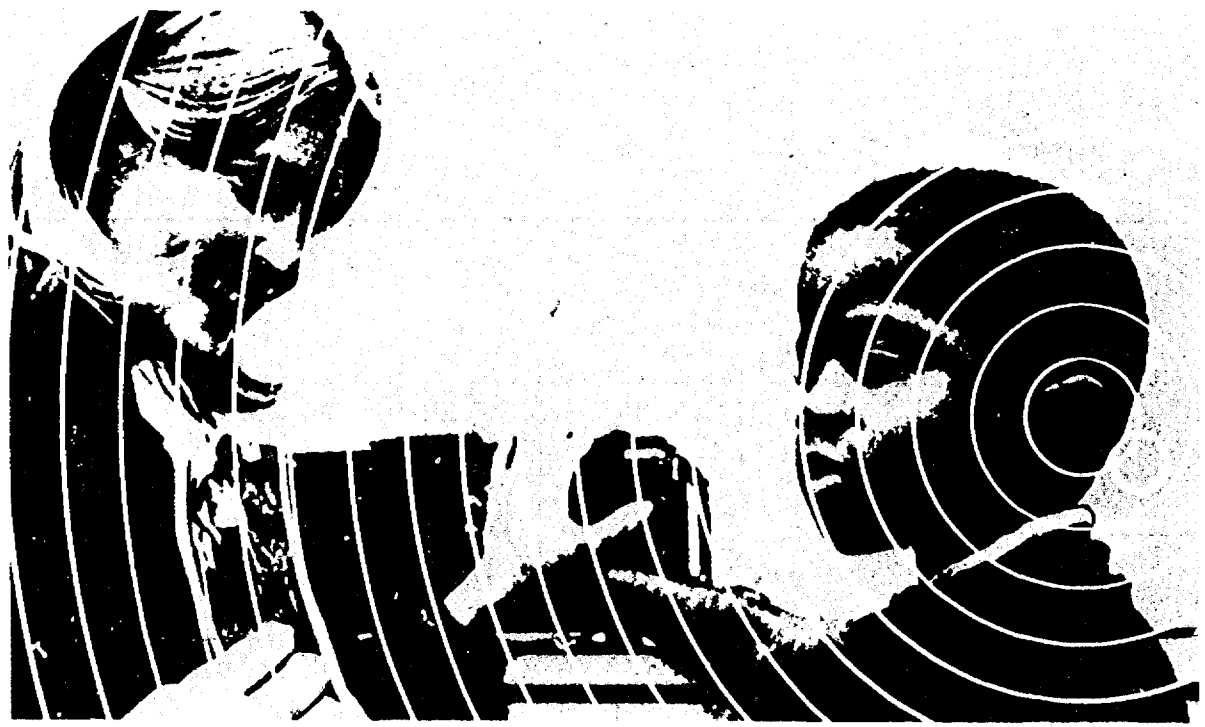
Basic Education Rights For The Hearing Impaired

1973
Annual Report

The National Advisory
Committee On Education
Of The Deaf

June 30, 1973

U.S. DEPARTMENT OF HEALTH,
EDUCATION, AND WELFARE
Caspar W. Weinberger, Secretary
S. P. Marland, Jr., Assistant Secretary for Education
Office of Education
John Oltina, Commissioner



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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

March 15, 1973

Honorable John R. Ottina
Acting U.S. Commissioner of Education
Washington, D.C. 20202

Dear Commissioner Ottina:

As required by the Education of the Handicapped Act, P.L. 91-230, and the original Act, P.L. 89-258, which created the National Advisory Committee on Education of the Deaf, this Committee is charged with the responsibility of reviewing Federal, other public and private programs for deaf people. The Committee shall advise the U.S. Commissioner of Education and the Secretary of Health, Education, and Welfare as to the status of programs for the deaf and make recommendations for Federal legislation when it is appropriate.

I should like to draw your attention to the extreme displeasure of the National Advisory Committee on Education of the Deaf's committee members to the suggested abolishment of this Committee and possible delegation of its responsibility to the National Advisory Committee on the Handicapped. It is our considered opinion that such action will result in a reduction of service to deaf people, therefore, we ask that you reconsider this pending action.

Deafness is one of the most severe handicaps; however, it is also a handicap that can be almost completely overcome if early intervention by skilled professionals can provide education for both the infant and the family. The numbers of deaf pupils in the United States are relatively small if considered on a local or state basis. It is only at the national level that they are large enough to attract attention and action, therefore we sincerely urge that the Committee be retained as a focal point for the development of needed services for this population. Prior action of this Committee has been instrumental in the establishment of new standards of professional preparation through new certification standards by the Council on Education of the Deaf. Early education, career education and legal rights of deaf people have been assisted by Committee conferences and reports.

On behalf of the National Advisory Committee on Education of the Deaf I am submitting this 1973 Annual Report.

Sincerely yours,

Nanette Fabray MacDougall
Presiding Chairman
National Advisory Committee on
Education of the Deaf

THE NATIONAL ADVISORY COMMITTEE ON EDUCATION OF THE DEAF

The National Advisory Committee on Education of the Deaf was created under Public Law 89-258, in October 1965, to serve as a continuing advisory group to the Secretary of Health, Education, and Welfare for the purpose of advising and assisting the Secretary with respect to the education of the deaf.

The law provides that membership of the Advisory Committee shall include educators of the deaf, persons interested in education of the deaf, and educators of hearing and deaf individuals.

This Committee is governed by provisions of (20 U.S.C. 1233) Part D of the General Education Provisions Act (P.L. 91-230), and Executive Order 11671, which set forth standards for the formation and use of advisory committees.

In carrying out its functions, the Advisory Committee is required to (A) make recommendations to the Secretary and to the Commissioner of Education for the collection of data to facilitate evaluation and problem identification; (B) identify emerging needs for the education of the deaf and suggest innovations to meet such needs or otherwise improve education for the deaf; (C) suggest promising areas for inquiry to give direction to Federal research in the area of education for the deaf; and (D) make such administrative and legislative proposals as may be appropriate.

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PRIORITY RECOMMENDATIONS OF THE NATIONAL ADVISORY COMMITTEE ON EDUCATION OF THE DEAF

The National Advisory Committee on Education of the Deaf considers that there are basic rights to which all deaf persons are entitled. These rights are implemented through a multi-agency sharing of programing and financing by private, local, State and Federal authorities. These basic rights shall include:

- An individualized program of instruction and services at whatever age and in whatever educational setting the effort is likely to decrease the possibility of isolation from society and maximize a sense of personal well-being, good citizenship, and economic usefulness of deaf individuals.
- Early educational programs for deaf infants and their families, which should be available as soon as a hearing loss is identified.
- Educational placement of a deaf child ranging from the neighborhood school to special classes, special schools, and/or residential schools.
- The opportunity to develop a comprehensive range of communication skills which allows the deaf child to operate as a citizen with maximum efficiency.
- A program of career education, from the earliest age, which emphasizes the work ethic and independence. All deaf children or youth leaving school should be prepared to enter the world of work or to continue advanced preparation for the world of work.
- Informational and cultural avenues which are as fully available to the deaf population as to the hearing population. Telecommunication devices should be accessible to the deaf at the same cost as telephones are to the hearing person. Captioned television and motion pictures should be expanded to include at least 80 percent of that available to the general population.
- Special public or private institutions, schools, or agencies that provide pre-school, primary, secondary, and postsecondary education which allow deaf youth to develop their maximum academic and technical skills through the following services:
 - service to the student's teachers,
(regular classes)
 - supplementary instruction and therapies,
 - part-time special classes: resource room,
 - full-time special classes,
 - day school or residential school,
 - home and hospital instruction.

The Committee recommends to the Secretary that the Federal Government continue to provide a leadership role in the development of basic rights for deaf people.

The Committee recommends that the following four new areas of action be initiated by

the Department of Health, Education, and Welfare.

1. The development of a complete range of educational programs for multiply handicapped deaf children with a special emphasis on deaf mentally retarded children.
2. The calling of a White House Conference on the Handicapped not later than 1976.
3. The establishment of a center for the performing and creative arts for the handicapped under the National Foundation on the Arts and the Humanities.
4. Federal distribution of telecommunication devices such as hearing aids, television phones, and other communication interfaces that may be developed to enable more effective communication by the deaf.

STATUS OF EDUCATION OF THE DEAF

There are approximately 55,000 school-age children enrolled in schools and classes for the deaf in the United States of America in 1973. The hearing loss in these children is sufficiently severe to preclude the development of an auditorily based communication system; therefore, many of these children develop their symbol system through the sense of vision. This visual symbol may take the form of speech reading, language of signs, print, finger spelling, or a combination of the above commonly referred to as total communication. With amplification these children may also receive additional help in the development of speech and language. Auditory training, when it is begun in infancy and when it is coupled with a receptive family environment, may establish a symbol system based upon auditory input to the residual hearing. To be effective this must happen early in life, i.e., it should begin within the first 6 months of the baby's life. Without the normal spontaneous development of language and speech that is found in the hearing child, this target population represents a severe educational problem for the local education agency. The human potential of deaf children is great since their physical and intellectual abilities are comparable to the average child if education is provided early.

Slightly less than 50 percent of the deaf children within the United States are enrolled in residential schools for the deaf. The rest are enrolled in day schools and classes for the deaf. All education of the deaf child is expensive since it must begin earlier than for the child's hearing peers and in some instances continues long after that of his hearing counterpart. Day schools and classes cost 2.5 to 3.5 times the average per pupil cost in most school districts. Residential schools cost five to six times the average

per pupil cost. Each year about 3,600 deaf youths graduate or leave programs for the deaf. Between 500 to 800 of them will continue on in postsecondary programs for the deaf or in some instances hearing colleges or universities. The academic and language achievement of the average deaf student leaving school is some 3 to 4 years behind his hearing counterpart. The current enrollment of postsecondary students is slightly more than 2,400. The bulk of these students are in attendance at either Gallaudet College or the National Technical Institute for the Deaf. A small percentage are enrolled in regular college programs for hearing students.

The importance for early education of deaf and hard-of-hearing children regardless of hearing loss is a key factor in the eventual competency of the deaf adult. The use of quality high fidelity amplification systems can significantly reduce the dependency upon vision for the development of a language system. The synergetic use of sound and sight at the earliest age will provide the best possible chance for good language and communication skills.

The problems of the deaf and/or hard-of-hearing child require a reassessment of local, State, and Federal relations. Of utmost importance is the age when education is begun, the educational environment in which the child is placed, the training of both general and special educators, research into the learning patterns of hearing impaired children, and the need for regional and national programs for the deaf. To better understand our present programs it is worthwhile to look at the historical development of education for the deaf in America.

The history of education of the deaf in the United States began over 100 years ago. In the early and mid-1800's residential institu-

tions were founded in the eastern United States in the more densely populated areas such as Massachusetts, New York, and Connecticut. Most of the early schools were private and enrolled children from the entire Nation in order to attract sufficient numbers to allow for an economic and efficient operation. In the early 1900's, as the population densities increased in major metropolitan areas, schools for the deaf were established in New York City, Boston, Detroit, St. Louis, Chicago, Los Angeles, and other major population centers. Today slightly more than 50 percent of deaf children attend school in their home communities.

Education of the deaf is a labor-intense and technologically rich endeavor. In most programs there is, on the average, one teacher for every 7-8 children. These teachers require more specialized training than regular teachers. Amplification devices for both sound and sight are required to meet the minimum standards for an adequate educational environment. In addition supervisory and support staff includes such specialists as psychologists, audiologists, electronic technicians, social workers, and media specialists. In residential schools houseparents, child-care workers, recreation personnel, and dietary personnel are also part of the staff. These are all factors that add to the increased cost of education for deaf children.

As a result of the high unit cost and the relatively small population of the target group, larger political subdivisions such as State and Federal Governments have been called upon to finance and operate programs for the deaf. This "economies of scale" is evidenced in State schools for the deaf, Gallaudet College, and the National Technical Institute for the Deaf. In most States day schools and classes also receive special financial assistance from the State Education Agency.

Costs of preparation of personnel and implementation of programs of education increase with the severity of the pupil's handicap. The more severe the handicap, the greater the drain upon the local educational, financial, and professional resources. Resources for some deaf children are so scarce that entire families move from low-density population areas to metropolitan areas. They move not only from city to city but from State to State. Frequently this increases unjustly the tax burden of major cities which have established programs. Many of these cities have major crises in education because of other urgent needs. Such migration has a negative effect upon cities and States that have provided adequate programs. Frequently this migration so overcrowds their facilities that they become substandard. Some States allocate as much as four times more financial resources to education of the deaf than other States. The manpower in these States is better trained and more comprehensive. Transfer among States of school-age children places an inequitable burden upon those States which devote adequate financial and personnel resources to education of the deaf. In some instances educational failures become tax burdens. Therefore, due to the mobility of the American population, the educational failure of one State may become the lifetime burden of another State. This problem of economies of scale is a national problem that can only be solved through creative interaction by each part of the Nation sharing its responsibility, i.e., Federal, State, and local resources.

As education is extended to more children it is likely that the State and Federal Governments must assist even more than in the past. There is a trend toward including all children in the benefits of education. Today with better health care the multiply handicapped deaf child is more likely to survive than in

the past and his parents now expect him to be educated. Multiply handicapped deaf children are few in total numbers and more costly to educate than deaf children; consequently the problem of scale is even more acute than for the normal deaf child. For example the total population of deaf-blind children in the Nation is estimated at 4,500 children. The estimated costs in programs such as the world-famous Perkins School for the Blind is in excess of \$18,000 per child per year. Even our largest States have not developed programs with their own resources, nor do they have large enough populations to warrant services for these children. It is only through a partnership with the Federal Government that these children are beginning to receive services. This program takes advantage of both State and national resources.

The deaf-retarded are one of the most neglected groups of deaf people. They have the doors of both schools for the deaf and schools for the retarded closed to them. Many such children are vegetating in the back wards of hospitals or sitting at home in the dark corners of lost hope. In the late 1960's Hospital Improvement Programs and ESEA Title I (P.L. 89-313) funds provided demonstrations of what could be accomplished with these children. Some deaf-retarded children achieved such skill in self-care and communications that they were able to return to their home communities. Unfortunately, States have not chosen to continue these programs once the Federal monies have been withdrawn. Cutbacks and economies in State governments have frequently cut these programs out first. Such multiply handicapped children are often wards of the State and have little or no voice at the seat of the decisionmakers. No child should be forgotten anywhere in the United States of America.

The contribution of the deaf person to

American society is about equal to that of the general population. Deaf people have achieved professional status in the sports world. They are for the most part hard-working people who contribute their fair share of taxes. Some like Mabel Hubbard Bell were major contributors to the advancement of science. Mrs. Bell was an avid sponsor of research in early aviation in this country. The contribution to the quality of life of countless Americans who shared the sensitivity of a life like Helen Keller's is unmeasurable. The problems of deafness are best expressed by a direct quote from her writings.

The test of all beliefs is their practical effect in life. If it be true that optimism compels the world forward, and pessimism retards it, then it is dangerous to propagate a pessimistic philosophy. One who believes that the pain in the world outweighs the joy, and expresses that unhappy conviction, only adds to the pain. Schopenhauer is an enemy to the race. Even if he earnestly believed that this is the most wretched of possible worlds, he should not promulgate a doctrine which robs men of the incentive to fight with circumstance. If Life gave him ashes for bread, it was his fault. Life is a fair field, and the right will prosper if we stand by our guns.

Today thousands of deaf people have achieved dignity through achievements in industry, creative arts, government, and other fields. They are tax producers for the Nation rather than tax burdens. Their achievement has come from their opportunities for a wide range of education from preschool through postsecondary to continuing education. Deafness is a severe handicap but it does not need to become a limitation to a person's accomplishments and achievement of independence.

REVIEW OF ACTIVITIES AND PROGRAMS OF THE NATIONAL ADVISORY COMMITTEE ON EDUCATION OF THE DEAF AFFECTING EDUCATION OF THE DEAF

FEDERAL PROGRAMS FOR THE DEAF

Over the past 15 years Federal programs that relate to the deaf have expanded from a trickle concerned with captioning of motion picture films to a comprehensive balanced program that includes personnel preparation, research, services, and educational technology. The first of these programs became operational in 1958 under P.L. 85-905, which created Captioned Films for the Deaf. Soon after this, P.L. 87-276 created a teacher training program to train teachers of the deaf. Much of the existing manpower in schools for the deaf today has been trained under this authority or the subsequent P.L. 88-164, which expanded training to all categories of the handicapped. This law also established research and demonstration authority to study handicapped children. Research in learning and deafness has been encouraged under this law.

The first direct service grants came about through the P.L. 89-313 amendment to ESEA title I which provides services for children who are in programs totally supported by the State Education Agency. Subsequent laws brought about services to deaf-blind children through the deaf-blind centers authority and centers for model early education programs.

Most of the above-mentioned laws were codified early in the Nixon Administration into a law (EHA P.L. 91-230) which coordinated all programs for the handicapped into a uniform law with a balance of personnel preparation, research and demonstration, model centers, service and education technology.

The Education of the Handicapped Act did not include the service monies that come from the set-asides in other laws, therefore they are not reflected in the total budget for this act.

The implications for the education of deaf children can be seen in a breakdown of the funds that serve the deaf from the Education of the Handicapped Act and the set-asides. (See table on next page.)

SPECIAL INSTITUTIONS

Kendall Demonstration Elementary School

The Kendall Demonstration Elementary School now has an enrollment of 174 pupils. No new funds have been appropriated for this school other than for planning activities. The present plant has been modified so that there are open school facilities in one wing enabling a demonstration program to be established. The school will ultimately be a model of preschool and elementary programming for an inner city population. Parent participation and community interaction in the development of this program are considered essential to the demonstration aspect of the school.

Model Secondary School for the Deaf

The agreement between the Department of Health, Education, and Welfare and Gallaudet College, to establish the Model Secondary School for the Deaf, was signed on May 16, 1969. Since that time the school has become operational in temporary quarters. Currently 110 students are enrolled in the school. There are 72 members of the instructional staff. This staff works closely with the support staff to create instructional packages for individualized instruction.

EHA P.L. 91-230	\$ for the Deaf	Total FY '73 Estimate
EHA Part B (Day schools and classes)	\$ 2,000,000	\$ 37,500,000
EHA Part C (Early Childhood Model Centers)	1,000,000	12,000,000
(Deaf-Blind Centers)	10,000,000	10,000,000
EHA Part D (Personnel preparation)	3,000,000	36,500,000
EHA Part E (Research & Demonstration)	1,000,000	10,000,000
EHA Part F (Ed. technology & Captioned films)	7,000,000	13,000,000
EHA Total	24,000,000	119,000,000
SET-ASIDES		
ESEA Title I (P.L. 89-313) State-supported programs	10,000,000	54,000,000
ESEA TITLE III	1,000,000	20,000,000
VOCATIONAL EDUCATION ACT	3,000,000	40,000,000
TOTAL SET-ASIDES	14,000,000	\$114,000,000
Total State monies available from Federal programs for education of the deaf	\$38,000,000	

All figures are estimates since the appropriation bill had not yet been passed at the date of this report.

The design of the permanent facilities is now complete and the request for construction bids has been made. Bids were opened on March 21, 1973. Anticipated completion of the new buildings is September 1975. The enrollment once the facility is completed is expected to be 600.

National Technical Institute for the Deaf

The National Technical Institute for the Deaf of Rochester Institute of Technology is moving toward completion of its construc-

tion phase. The builders anticipate that they will finish ahead of schedule and be able to turn over the buildings to NTID by the fall of 1973. The current enrollment is 366 students. Once the new facilities are in use NTID can accept 750 students.

The interaction between deaf and hearing students at NTID/RIT is one of the most attractive features of this program. Not only are deaf young people learning to live and work with hearing people, but the hearing community is better able to understand and

accept deaf people as equals in the world of work and in the community.

Gallaudet College

The College has moved into a new period in its second century of service to deaf people. While it remains the only college in the world that is exclusively designed for the deaf, there are now 27 other postsecondary programs that offer some support services to the deaf student. Gallaudet College, of course, remains the leader in this area with slightly more than half of the postsecondary deaf students enrolled in its various programs.

Of particular interest this year is the expansion of the Continuing Education program within the Washington, D.C., or National Capital area. Dr. Thomas Mayes has developed an open program that takes advantage of all of the existing community resources. One excellent aspect of this program is the Gallaudet Forum which was a four-lecture series for both hearing and deaf people on accountability in business, the press, government, and sports. The speakers were Joseph Danzanski, community leader and president of Giant Food Stores, Inc.; Katharine Graham, publisher, Washington Post; Senator Harrison Williams, New Jersey; George Allen, head coach, Washington Redskins. This program is excellent for both the Washington community and for deaf people.

DEAF MENTALLY RETARDED

The Task Force on the Deaf Mentally Retarded, chaired by John Melcher, held joint meetings with the Office of Mental Retardation Coordination, The President's Committee on Mental Retardation, and the American Speech and Hearing Association in November 1972 and January 1973. The report of these meetings will be issued as a challenge and charge to the Nation through the Secretary's office. The report will emphasize the need for comprehensive programs to be developed for this neglected population. The feeling of the participants was that there is knowledge available concerning this population which can become the basis for action programs in service, research, and training.

The task force estimated that there are between 10-15,000 deaf-mentally retarded individuals in the United States who can profit from educational programs. Their paper will call for the development of a range of programs leading to self-sufficiency within the normal community to sheltered work and living environments for deaf-retarded people.

CENTER ON PERFORMING ARTS FOR THE HANDICAPPED

The Task Force on Performing Arts and the Deaf was chaired by Mrs. Nanette Fabray MacDougall. Recommendations from this task force suggest that the National Foundation on the Arts and the Humanities support the development of a center for performing and graphic arts for the handicapped. Such a center would work closely with the entertainment industry to assure an interaction between professionals and handicapped creative young people. There would be an opportunity for the establishment of liaisons with the film industry, screenwriters, theater, dance, graphic art, and fine art groups.

BEH-NACED SITE VISIT TO THE VIRGIN ISLANDS

In conjunction with the Bureau of Education for the Handicapped a joint visit was made to the Virgin Islands at the request of the Chief State School Officer. This request was stimulated by a crisis in the education of deaf children in the Islands. During the past school year the staff working with deaf children resigned in midyear and left the schools without appropriate teachers; therefore the children were sent home to sit out the school year. The task force was able to meet with Public Health Services, State Education Agency, and the school personnel on both St. Thomas and St. Croix, Vocational Rehabilitation counselors, the College of the Virgin Islands, Educational Television personnel, and staff from the Governor's office.

The resulting report provided the Islands with recommendations for developing a self-sustaining program of education for deaf children. Since the visit, reports back to the task force have indicated that action steps are being taken to bring education of the deaf into the mainstream of education within the Virgin Islands.

CONVENTION FORUMS

In cooperation with the National Advisory Committee on Handicapped Children the National Advisory Committee on Education of the Deaf is scheduled to have representatives at all conferences and conventions so that parents, professionals, and other interested parties may bring to the members' attention concerns of the public with respect to Federal programs for the handicapped and/or deaf.

NACED MEMBERSHIP AND STAFF

With the appointment of three new members of the National Advisory Committee on Education of the Deaf, membership was at its approved 12 members in December 1972. Mrs. Nanette Fabray MacDougall was appointed Chairman of the Committee, succeeding Dr. Harriet G. Kopp in this position. The three new members are Dr. Victor H. Galloway, Dr. Winifred Nies Northcott, and Mrs. Barbara B. Sachs.

On December 10, 1972, Dr. Frank B. Withrow was appointed Executive Secretary for the Committee. Mrs. Linda Kinney remains staff assistant to the Committee.

Meetings of the full Committee were held in Seattle, Washington, on September 29 to October 2, 1972, and in New York City on May 10-12, 1973. An orientation meeting was held for the new members on February 20-21, 1973, in Washington, D.C.

SUMMARY

Education of the deaf in the United States of America has had a long history of cooperation among private, local, State, and Federal resources. Private programs frequently led the way to new and enriched services and standards of living. Once State governments realized that it was in their self-interest to educate deaf people they established State residential schools. As the society became more mobile and population centers became more dense, schools and classes for the deaf were established within local school districts. Currently there has been a move toward regional secondary school services within major population areas such as Chicago and Boston which are cooperative arrangements among local school districts. The Federal Government has remained active at the post-secondary and continuing education level.

Today there is a blend among local, State, and Federal resources that contribute to the success of programs for the deaf. The Federal responsibility increases as the numbers of recipients decrease and as the per-unit costs increase. This problem of scale is one that requires a critical mass of activity to become economically feasible. For example, captioning of films or television is so costly on an individual basis, i.e., a single film, that economies are realized only in large-scale national operations with standardized procedures and formats.

As the American society has increased in complexity and as mass media have increased the information flow, the deaf person has become relatively more disadvantaged. Increases in electronic communication have not given the deaf advantages equal to those of the hearing person. The deaf high school graduate in 1973 may have achieved significantly more in academic knowledge than the deaf graduate of 1943,

but find that he is further behind the hearing high school graduate in 1973 than he was in 1943. The information and learning available to 1973 hearing students have grown at a more rapid rate than they have for deaf students.

In reality, in an information-rich society the advantaged increase at a greater rate than the disadvantaged. This is doubly so with the deaf person since the vehicle for increased information flow is based upon electronic auditory data flow which the deaf person must learn to use in alternative forms.

All of the above lead the Committee to recommend earlier education and prolonged opportunities for the deaf person. The Committee is aware of the need to expand and enrich the cultural lives of deaf people through creative arts.

An urgent concern of the Committee is the inclusion of all deaf people in the educational program, i.e., the deaf-mentally retarded, the deaf-blind, and the deaf-multiply handicapped. It is the general feeling that deafness is the primary handicap and that the secondary handicap must be attended to in respect to the deaf handicap.

The Committee recommends that all State Education Agencies develop comprehensive statewide plans for education of all deaf children and adults. Such plans should have input from local, State, and private agencies serving the deaf. Programs for the deaf should be complementary rather than duplicative or competitive.

No deaf person in the United States of America should be forgotten. The deaf adult is a taxpaying citizen who contributes to society. He accomplishes this through taking advantage of the education offered to him and leading a productive self-fulfilling life.