

## NATIONAL TECHNICAL INSTITUTE FOR THE DEAF ACT

MAY 6, 1965.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. POWELL, from the Committee on Education and Labor, submitted the following

### REPORT

[To accompany H.R. 7031]

The Committee on Education and Labor, to whom was referred the bill (H.R. 7031) to provide for the establishment and operation of a National Technical Institute for the Deaf, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 1, line 8, before the comma, insert "in order to prepare them for successful employment".

Page 3, line 22, strike out "provide that".

Page 3, line 23, insert "provide that" after "(1)".

Page 4, line 3, strike out "the Board of Trustees" and insert "provide that the Board of Trustees or other governing body".

Page 4, line 14, insert "provide that" after "(3)", and after the word "Trustees" insert "or other governing body".

Page 4, line 19, insert "include" after "(4)".

Page 4, line 22, insert "provide that" after "(5)".

Page 6, lines 18 and 19, strike out "Council" wherever it appears and insert in lieu thereof "Board".

#### SUMMARY OF THE BILL

The Secretary of Health, Education, and Welfare would be authorized to enter into an agreement with an institution of higher education for the establishment, construction, equipping, and operation of a National Technical Institute for the Deaf for the purpose of providing a residential facility for postsecondary technical training and education for persons who are deaf. A 12-member National Advisory Board on the Establishment of a National Technical Institute for the Deaf would be appointed by the Secretary to review proposals from

institutions of higher education which desire such an institute and to make recommendations to the Secretary on entering into a contract for the establishment and operation of such an institute. The Commissioners of Education and of Vocational Rehabilitation would be ex officio members of the Board.

#### NEED FOR THE LEGISLATION

There are approximately 3,000 deaf students between the ages of 16 and 20 who leave or graduate from State and local schools and classes for the deaf each year. A large number have indicated their intense interest and desire for further educational opportunities. Dr. Leonard M. Elstad, president of Gallaudet College, the only institution for higher education for the deaf in the world, in his testimony reported that over 600 student applications were received and reviewed this year. He reported that 275 of these students will be admitted in September 1965.

The other 325 students who could not meet the entrance requirements of the college, by the very act of submitting an application expressed their desire for further education. This number coupled with some 75 to 100 annual withdrawals from the college at various levels from freshmen to seniors, in addition to numerous other deaf persons among the unemployed or underemployed who desire further training, indicates that well over 400 students each year would be eligible for a program that could be offered in a National Technical Institute for the Deaf.

The recent report on the "Education of the Deaf" prepared by the National Advisory Committee on Education of the Deaf in 1964, appointed by the Secretary of Health, Education, and Welfare, stated that "five-sixths of our deaf adults work in manual jobs as contrasted to only one-half of our hearing population." If the door to further educational opportunity is not opened for the group who could not be admitted to Gallaudet College, including other qualified students, they have almost no other alternative than to join the ranks of the nonskilled labor force.

#### *Population and enrollment*

The Office of Education estimates that there are 37,000 school-age seriously hearing impaired children in our country. According to the American Annals of the Deaf (January issue, 1965), 83 public and private residential schools are attended by approximately 18,800 deaf students. About 13,200 attend 355 public and private special day schools and classes for the deaf. It is estimated that 5,000 additional students not accounted for by the American Annals of the Deaf are either in public school classes that do not provide necessary special education services for these children or they are not in school at all.

#### *Special problems in education of the deaf*

Dr. S. Richard Silverman, director of the Central Institute for the Deaf and professor of audiology at Washington University Medical School in St. Louis, in his testimony described the educational prob-

lems brought about by severe hearing impairment. A portion of his statement was as follows:

For the persons we are here concerned with, the essential and primary channel for receiving the acoustic symbols we call speech is either absent or severely restricted. All the skills of communication that depend on learning over this channel are adversely affected. From infancy to early school age, the chief mode of communication for the normal hearing child is auditory. The child hears and learns to talk from what he hears. Furthermore, he not only learns how to communicate; he also learns what to communicate.

For a child who does not have the daily experience of listening to language, its acquisition is indeed difficult, if not impossible for some, even with instruction. \* \* \* the teacher is confronted with the task of communicating language to a child in the absence of the sensory system considered to be essential for its acquisition.

The educator, therefore, must seek ways to manipulate information so that it can be transmitted over whatever sensory system or combination of systems—vision, touch, residual hearing. At the same time, we are concerned about the content of what we communicate—language and subject matter, as it is influenced by the demands of society and the child himself.

A young child who has a substantial or total hearing loss, acquired at birth or before the normal age for learning language through hearing, has a serious educational handicap. Our schools and special classes for deaf children have done an unquestionably outstanding job over the past 150 years in providing these children with a basic elementary school education. These schools have been performing their task under extremely difficult conditions which include: lack of funds, weak or token public support, poor facilities, and a lack of adequately trained professional personnel.

Every attempt has been made by educators of the deaf to accelerate the acquisition of reading, language, and communication skills by deaf children. For the most part, the objective has been to teach the tool skills well enough at the elementary level so that these children could go on with their education or further vocational training in our colleges, universities, and vocational training facilities for normal hearing students.

Philosophically, this goal would appear to be a reasonable one. Many educators have been convinced that this kind of preparation is the best way for the deaf child to become a full participant socially and economically in a hearing world. Numerous individual success stories can be and have been produced to support this theory. However, the facts reveal that for the general deaf population this has not been achieved.

Full use of the intellectual potential of the deaf child is seriously hampered by deafness. Only through the use of every visual educational device and technique together with all we have to offer by way of modern electronic acoustic technology can this potential be utilized more fully.

Most residential schools for the deaf offer programs that provide for the equivalent of an eighth grade education. Very few of the

specialized day school programs go beyond this level. Students desiring more than this are expected to enroll in regular high school and other vocational schools for the hearing. This is a commendable objective and its practice should be encouraged wherever and whenever possible. However, because of the serious communication problem involved, little more than 1 percent of these children can really communicate well enough to do this.

Considerable pressure is being brought upon Gallaudet College in Washington to accommodate a greater number of students than ever before in its history. Those who apply for admission indicate by this effort, their desire for further knowledge and training beyond what they have been able to secure in their own community or State. Since Gallaudet College is the only facility available that can provide such an opportunity (and this opportunity is restricted to a liberal arts program), a rejection for admission virtually closes the door to any possible further education for them unless they are in the small minority who can successfully attend a technical-vocational school or an institution of higher education for the hearing.

Because the occupational outlook of society is changing, there exists the danger that a substantial portion of these deaf individuals will no longer be needed in the labor market. Vocational education programs for the deaf in our residential schools in the past have trained the deaf for positions at mechanical and operative levels. Present and future modern technology is now and will be requiring far more sophisticated occupational training and education for those seeking employment. Now more than ever before, the deaf should have equal access to the full range of postsecondary education and training opportunities that are presently available to the general population.

#### A NATIONAL TECHNICAL INSTITUTE FOR THE DEAF

The establishment of a National Technical Institute for the Deaf would, by providing a broad flexible curriculum, be able to meet the many and varied special needs of able young deaf adults who seek the opportunity for further education and training. Adequately trained staff members, who are resourceful, flexible, and imaginative would be required for the successful operation of a residential educational and technical training program.

#### *Size of the Institute*

Since the estimates that have been made regarding the number of students who would be able to profit from a specialized program indicate that at least 400 students each year could qualify for enrollment, provision should be made initially to enroll at least 200 students each year. The special needs of individual students for program planning purposes would be determined following complete physical, psychological, audiological evaluations and a program of orientation and guidance counseling. The goals established for some students could be accomplished in 1 year. The objectives for others might require 2, 3, or even 4 years to complete. A facility built to accommodate at least 600 students and adults above the age of 17 properly equipped and staffed should be able to completely process, counsel, educate, train and place at least 200 students each year. Each student would complete his or her own special program or course of

study at the end of 1 or more years depending upon individual needs and the training undertaken.

#### *Program objectives*

The principal objectives of the educational program should be employment upon completion of a prescribed training program. The environment of the school, the curriculum, and general living conditions, along with health and recreational services, should be designed to help the student achieve a high degree of personal development and a sense of social responsibility. The educational and training program should be supplemented by varied civic and social group activities to provide the proper environment for developing concepts of responsible citizenship and social competence.

The focus of effort of the entire faculty on behalf of the students attending the Institute should be directed toward the goals of successful employment and preparation for full participation in community living.

#### *Location*

The National Technical Institute for the Deaf should be located in a large metropolitan industrial area so that it could be designed to serve the special needs of deaf youth from any community in the Nation. The Institute should be affiliated with a major university for the administration of its program. This would facilitate securing the medical, autiological, psychological and psychiatric services needed to supplement appropriate guidance and counseling services provided by the staff of the Institute.

The community where the Institute is located should be able to offer a variety of opportunities for training and experience in a wide range of modern industrial settings. The community should be one that would generally be receptive to a program of this nature and be sympathetic with training needs of the handicapped.

The Institute should be located in a community that has a wide variety of nationally representative types of industrial activities in order to make it possible for the student to return to his home for eventual employment.

#### *Curriculum*

The curriculum of the Institute should be very flexible so as to permit a variety of adaptations to meet the needs of individual students without the absolute necessity to conform to traditional accreditation standards, such as course credits, fixed period scheduling and other curriculum restrictions. A special course of study should be "tailor made" to meet the very specific needs of each student attending the Institute. Upon successful completion of a prescribed curriculum, each student should receive a certificate or other formal recognition that would attest to what has been accomplished. The standards and quality of training offered in all areas would have to be high enough to meet the usual requirements as recommended by labor, industry, and professional associations, including certifying and licensing agencies.

The program offered should be broad enough to include a basic or preparatory curriculum of a remedial nature in such subjects as English, reading, science, and mathematics. The basic program should be designed specifically to prepare students for the academic

courses of study that would be offered to support the postsecondary technical training. A supplementary curriculum including such courses as humanities, government, history, and economics should be offered to properly prepare students for living in a modern urban society. A comprehensive supporting curriculum in such subject areas as physics, chemistry, biology, and higher mathematics, should be offered where required as prerequisites for training in technical areas.

The course work offered in preparatory, support, and supplemental curriculums should follow a logical sequence in preparing students for training and experience in a wide variety of technologies. The following suggested technological programs are illustrative of some of the kinds of training opportunities that should be made available to deaf students:

Automotive technology:	Business:
Mechanics and body repair	Accounting
Shop service operations	Business machines
Automotive refrigeration	Typing
Internal combustion engines	Office management
Diesel engine technology	Data processing
Aviation technology:	Computer operation
Mechanics and engine repair	Programing
Unit assembly work	Commercial art:
Drafting	Basic design
Building and construction:	Basic drawing
Carpentry	Advertising
Plumbing	Dress design
Equipment repair	Electronic engineering technology:
Architectural drawing	Electronics fundamentals
Paramedical and chemical technology:	Technical math and physics
Chemistry	Radio and television repair
Microbiology	Industrial electronics
Anatomy and physiology	Technical drafting
Quantitative analysis	Technical graphic arts:
Dental prosthetics	Lithography
Optical instruments	Engineering graphics
Embalming	Technical drafting
Engineering Technology:	Offset
Engineering graphics	Equipment maintenance and repair
Technical math, physics, and chemistry	Mechanical and metals technology:
General metals	Machine shop
Technical drafting	Welding
Engineering fundamentals	Air conditioning
Surveying	Sheet metal work
Water-sanitary technology	Refrigeration
Technical report writing	Tool and die
	Ornamental metal work

An enrichment curriculum should be made available to those students who have the ability and desire to pursue further professional training in other institutions of higher learning. Such courses as literature, history, psychology, sociology, foreign language, philosophy, and political sciences could be offered in the Institute itself or arrangements for study in these areas could be made for the student in other regular university programs.

Essential to the overall program would be the opportunity for continued instruction in communication skills. These would include work toward improving speech and speech reading skills in addition to a continuing support program of auditory training.

#### *Administration*

The Institute should be directed by a person who has had professional training and experience as an educator of the deaf. He should be qualified to organize a competent staff that would be able to pull together all the resources of a community and other institutions of higher education in order that the needs of students to be enrolled could be served. All staff members, including counseling, placement, psychological, and instruction specialists, should be adequately trained to deal with deaf students from all types of schools and educational backgrounds. These personnel should know and understand deaf students thoroughly, including their special education and social problems.

Under the provisions of the bill, the governing body of the institution of higher education, subject to the approval of the Secretary, would appoint an advisory group to advise the Director of the Institute in formulating and carrying out the basic policies governing its establishment and operation. Because of the Federal support for the National Technical Institute for the Deaf, it would be anticipated that congressional representation would be included in the membership of the advisory group among those who are designated as members of the public familiar with the needs of educational services for the deaf.

Placement officers on the staff of the Institute should provide for initial placement and followup services through appropriate liaison with community vocational rehabilitation agencies throughout the Nation.

As a byproduct, in providing this kind of expert service, the Institute could serve as a practice teaching center for the training of special guidance and rehabilitation counselors of the deaf.

One of the responsibilities of the placement guidance and counseling staff should be to maintain continuous liaison with personnel in all schools and classes for the deaf, vocational rehabilitation agencies, and industry in order to keep these individuals informed and up to date on all pertinent activities of the Institute.

#### *Standards for admission*

Students should be considered for enrollment in the Institute without having to take formal entrance or qualifying examinations. Admission to the program should be based on a complete comprehensive evaluation of each student's potential for successfully completing a course of study which would provide him with an employable skill. The information needed for this purpose as a part of the application process should include a review of medical, psychological, and audio-

logical records; academic achievement and school progress reports; and recommendations from teachers, school principal, and others who are acquainted with the student. Wherever possible, personal interviews with potential students at the Institute, at home, or in school should be made by the appropriate staff members of the Institute.

A period of orientation, evaluation, and counseling at the Institute in order to properly prepare the new student for full participation in the program, should be available to those who need it.

#### *Research*

In addition to serving as a practice teaching center for the training of teachers, instructors, and rehabilitation counselors the Institute should serve as a research facility for the study of educational problems of the deaf. The Institute would be an excellent proving ground for the development of new and better educational teaching techniques. Such information would be useful to all programs where deaf children are taught.

#### *Physical facilities*

The Institute should have a sufficient number of flexible classroom accommodations to handle at least 50 groups or classes simultaneously; dormitories for 600 residential students equipped with recreation room, social center, reading and study areas; laboratory and shop facilities for all technological and occupational programs; a special library and instructional media center; group auditory training equipment available in all classroom and other meeting or assembly areas; a recreation and general student social center designed purely for recreation and physical fitness programs; an auditorium with a seating capacity for about 800 to accommodate the entire student body and staff at one seating; a completely equipped guidance and counseling and a psychological services center; and a cafeteria.

#### *Comprehensive study of the education for the deaf*

One of the important factors leading to the proposal for a program of technical education of the deaf, has been the report on the "Education of the Deaf," which was undertaken by authorization of the 1965 appropriation of the Department of Health, Education, and Welfare.

It would be most appropriate that no later than 1970 a comprehensive study of the education of the deaf be undertaken to evaluate the progress made under the program authorized in this legislation, as well as education effort for the deaf developed on the elementary and secondary level through Federal assistance under the Vocational Education Amendment of 1963, the Elementary and Secondary Education Act of 1965, as well as other Federal legislation.



SECTION-BY-SECTION ANALYSIS OF PROPOSED NATIONAL TECHNICAL  
INSTITUTE FOR THE DEAF ACT (H.R. 7031)

*Section 1.*—This section provides that the legislation may be cited as the “National Technical Institute for the Deaf Act.”

*Section 2.*—This section authorizes the appropriation of such sums as may be necessary for the establishment and operation, including construction and equipment, of a National Technical Institute for the Deaf as a residential facility for postsecondary technical training and education for persons who are deaf in order to prepare them for employment.

*Section 3.*—This section defines, for purposes of the legislation, the term “Secretary” to mean the Secretary of Health, Education, and Welfare. The term “institution of higher education” is defined to mean an educational institution in any State or the District of Columbia which admits as regular students only graduates of secondary schools or the equivalent, is legally authorized to provide postsecondary education, provides an educational program leading to a bachelor’s degree, includes one or more professional or graduate schools, is a public or nonprofit private institution, and is accredited by a nationally recognized accrediting agency or association approved by the Commissioner of Education. The term “construction” includes construction and initial equipment of new buildings, expansion, remodeling, and alteration of existing buildings and equipment thereof, and acquisition of land, and includes architect’s fees but not off-site improvements.

*Section 4.*—This section provides that any institution of higher education may submit a proposal for an agreement to establish and operate a National Technical Institute for the Deaf in accordance with procedures prescribed by the Secretary.

*Section 5.*—Subsection (a) of this section authorizes the Secretary, after consulting the National Advisory Board on Establishment of the National Technical Institute for the Deaf created by section 6 of the legislation, to enter into an agreement with an institution of higher education for the establishment and operation of such National Technical Institute for the Deaf, giving preference to institutions in metropolitan industrial areas. Subsection (b) requires that the agreement contain certain provisions, including prevailing wage assurances and that the Board of Trustees or other governing body of the institution, subject to the approval of the Secretary, appoint an advisory group to advise the Director of the Institute with respect to basic policies for its establishment and operation. The subsection also provides that the governing body of the institution of higher education shall make an annual report to the Secretary. The committee would expect that under the terms of the agreement the report should contain such information as may be requested by the Secretary. Subsection (c) provides for recapture of Federal payments if any facility aided by Federal funds under this legislation

ceases to be used for the purposes for which it was constructed within 20 years after it is completed.

*Section 6.*—This section provides for the establishment of a National Advisory Board on Establishment of the National Technical Institute for the Deaf, to consist of 12 persons selected by the Secretary from among leaders in fields related to education and training of the deaf and other fields of education and from members of the public familiar with the need for services provided by the Institute. The Commissioner of Education and the Commissioner of Vocational Rehabilitation would be ex officio members of the Board. The Board would review and make recommendations to the Secretary with respect to proposals from institutions of higher education which offer to enter into an agreement for the construction and operation of a National Technical Institute for the Deaf, and make such other recommendations to the Secretary concerning the establishment and operation of the Institute as may be appropriate. The Board would cease to exist after the Secretary enters into the agreement.

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