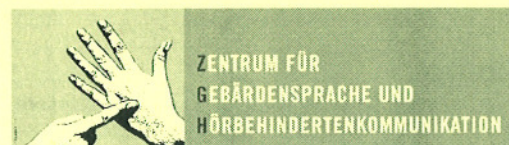


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und Hörbehindertenkommunikation
Band 22**

Anita Beer, Jennifer Dörrschuck,
Franz Dotter, Bojana Globačnik

**Gehörlose Menschen
Von Vergangenheitsbewältigung bis Selbstbestimmung**

Klagenfurt 2013



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Vorwort

In diesem Sammelband finden sich Arbeiten, die im Zeitraum zwischen 2008 und 2011 entstanden sind. Sie sollen einerseits zur Vergangenheitsbewältigung beitragen, was die Diskriminierung schwerhöriger und gehörloser Menschen betrifft, andererseits Perspektiven zu den jüngsten positiven Entwicklungen bezüglich Inklusion bieten.

Die Vergangenheitsbewältigung beginnt mit einem individuellen Lebensbericht zur Kindheit einer hörbehinderten Frau (*Anita Beer, "Hör(bar)beeinträchtigt. Geschichte einer stillen Kindheit"*).

Danach stellt *Bojana Globačnik* in *"Attitudes towards the Slovene Sign Language"* die Ergebnisse eines kleinen soziolinguistischen Forschungsprojekts dar, welche die Bedeutung einer Vergangenheitsbewältigung klar machen.

Einen der jüngsten Diskriminierungsfälle stellt die Ablehnung des Rechts auf Untertitelung durch den Europäischen Gerichtshof für Menschenrechte dar (*Franz Dotter, "The European Court of Human Rights (ECHR) denies deaf right to subtitling"*).

Ein Beispiel zur Geschichte wie der Problematik von Anstrengungen, Lösungen für die Gehörlosenbildung auf EU-Ebene anzubieten, ist der Evaluationsbericht zu DeafVoc2 (*Franz Dotter & Jennifer Dörrschuck "Evaluation report for DeafVoc2"*). Er informiert auch über die länderspezifische Situation in Finnland, Irland, Österreich und Slowenien. Einen vorbildlichen Ansatz zur Etablierung von Inklusion stellt das irische Modell dar; es ist im Länderbericht zu Irland zu finden.

Eine Ergänzung bezüglich Slowenien bietet der Artikel von *Bojana Globačnik "Zur Bildung gehörloser Menschen in Slowenien"*.

Zu den Perspektiven, welche sich aus den jüngsten Entwicklungen ergeben, leitet der Artikel über die Schaffung eines inklusiven Umfelds für hörbehinderte Menschen über (*Franz Dotter, "The creation of an inclusive environment for hearing impaired persons"*).

Konkrete Vorschläge dazu liefert *"Was für die Inklusion gehörloser und schwerhöriger Jugendlicher jetzt getan werden muss"*.

Die jüngsten Entwicklungen aus der Perspektive der Gehörlosen- bzw. Gebärdensprachgemeinschaften diskutiert schließlich *"Sign languages and their communities now and in the future"*.

Franz Dotter

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Hör(bar)beeinträchtigt. Geschichte einer stillen Kindheit

Anita Beer

Einleitende Worte

Menschen mit besonderen Bedürfnissen sind erschweren Bedingungen ausgesetzt und können sich in ihrem sozialen Umfeld oftmals nicht gänzlich entfalten. Vor allem im Bildungssektor befinden wir uns noch fernab der ersehnten „Chancengleichheit“. Dies wird auch bei der Beschulung von Kindern und Jugendlichen mit besonderen Bedürfnissen ersichtlich. Die Integration von beeinträchtigten SchülerInnen der österreichischen Volksschulen wird mittlerweile zwar als gelungenes Konzept angesehen, aber was passiert nach der Primarstufe? Befasst man sich mit der Entwicklung der österreichischen Integrationsklassen nach der Primarstufe wird man feststellen, dass es sich als schwierig erweist, eine passende Unterrichtsform zu konzipieren, die ALLEN SchülerInnen gerecht wird. Die Integration stößt an ihre Grenzen, wenn unsere Gesellschaft und die Politik diese Grenzen festlegen. Mit dem Hauptaugenmerk auf Menschen mit Hörbeeinträchtigungen gerichtet kritisiert auch Dotter (2009), dass diesen Personen hinsichtlich der bildungspolitischen Situation längst nicht die Möglichkeiten geboten werden, die ihnen zustehen. Doch auch die fehlende gesellschaftliche Akzeptanz scheint Teil dieser Barriere zu sein.

Dieser Artikel befasst sich anhand einer Biografieforschung mit der Thematik „Hörbeeinträchtigte Menschen vor der Jahrhundertwende in Schule, Beruf und Gesellschaft“. Mit der Biografie der im Jahre 1927 geborenen Kärntnerin Genovefa Tölderer ist es gelungen, ein Stück dieser Geschichte zu bewahren. Ihr Lebenslauf macht sichtbar, wie sich der schulische Alltag in vergangenen Tagen gestaltete, welchen Herausforderungen sich Frau Tölderer ob ihrer Hörbeeinträchtigung stellen musste und welchen Benachteiligungen sie in ihrem beruflichen Werdegang ausgesetzt war. Es ist anzumerken, dass Frau Tölderer in diesem Kontext nie von einer *persönlichen Benachteiligung* ausging. Sie schilderte mir *wertfrei* die Begebenheiten aus ihrem Leben und überließ mir die Möglichkeit zur freien Interpretation ihrer Geschichte.

Ich möchte Frau Tölderer meinen Dank aussprechen, die mir aus ihrem Leben erzählte, sowie Bildmaterial und Zeugnisse aus ihrer schulischen Laufbahn zur Verfügung stellte.

Genovefa Tölderer



Genovefa Tölderer wurde am 31. Dezember 1927 mit dem Namen „Genovefa Rosina Pernegg“ in Friesach/Kärnten geboren. Ihre Mutter, „Maria Pernegg“ war kinderlos aus der ersten Ehe hervorgegangen und zum Zeitpunkt der Geburt ihrer Tochter bereits im 43. Lebensjahr. In den ersten Lebensmonaten war Genovefa ein völlig gesundes Kind, doch die folgenden Jahre waren von gesundheitlichen Beschwerden geprägt. Es ist anzunehmen, dass Genovefas schwaches Immunsystem mit dem fortgeschrittenen Alter der Mutter bei der Geburt in Zusammenhang stand. Ein

starker Keuchhusten und eine darauffolgende doppelseitige Mittelohreiterung im Alter von fünf Monaten waren ausschlaggebend für ihre Hörbeeinträchtigung, die „Schwerhörigkeit.“ Um das Wundsekret der Mittelohreiterung zu entfernen, wurde Genovefa kurzerhand operiert. Dass die Behandlungsmaßnahmen des Arztes im Jahre 1928 recht „eigenwillig“ waren darf angenommen werden. Denn ab diesem Zeitpunkt war ihre Hörleistung maßgeblich verringert und eine Hörbehinderung das Resultat. Der Begriff der „Hörbehinderung“ darf hierbei divergent betrachtet werden. Er lässt sich nach Dotter (2009) von der Stufe der „leichten Schwerhörigkeit“ bis zur „Gehörlosigkeit“ einstufen.

Im Kreis der Familie

Genovefa beschreibt ihre Kindheit vorwiegend als „stummes Kind neben der Mutter“. Obwohl die Kindererziehung der Vorkriegszeit mit heutigen Erziehungsmaßnahmen nicht vergleichbar ist, ist anhand der gesellschaftlichen Entwicklung zu erkennen. Dennoch waren die Verhältnisse für Kinder mit besonderen Bedürfnisse noch schwieriger und der Inklusionsgedanke in weiter Ferne.

Die Mutter, Maria Pernegg, war als „Kinderfrau“ angestellt und nahm neben ihrer eigenen Tochter ein Ziehkind in die Familie auf. Der Junge Wilhelm wurde nach Genovefas Geburt im Alter von fünf Monaten aufgenommen. Somit hatte Genovefa einen Ziehbruder, mit dem sie ihre Kindheit im Haus der Eltern verbrachte. Die Beziehung der Geschwister war von Höhen und Tiefen geprägt. Meistens war es der Bruder, der Genovefa von den Nachbarkindern vom Spielen abholte und sie nachhause brachte. Weil sich der Bruder für die Hörbeeinträchtigung seiner Schwester schämte, distanzierte er sich am gemeinsamen Schulweg oftmals von ihr, was Genovefa sehr verletzte. Einige Kinder hatten kein Verständnis für ihre Hörbeeinträchtigung und machten sich aus Unwissenheit über sie lustig.

Aus ihren Erzählungen geht klar hervor, dass die gesellschaftliche Akzeptanz gegenüber Menschen mit besonderen Bedürfnissen definitiv nicht gegeben war. Es war unmöglich, sich der Segregation zu entziehen, denn man galt als „anders als die anderen“. Im Laufe ihrer Erzählung schildert sie viele Situationen, in denen die Kinder sie ihr „Anderssein“ spüren ließen. Sie wurde von der Klassengemeinschaft ausgeschlossen, am Heimweg von der Schule gehänselt und sogar mit Steinen attackiert. In solchen Situationen konnte sie sich der Mutter anvertrauen, und die Eltern setzten sich für die Tochter ein. Auch im Zusammenleben der Geschwister wurden oftmals Kämpfe ausgefochten, die von Eifersucht geprägt waren. Denn der Bruder konnte sich mit den Eltern zum Leidwesen von Genovefa besser verständigen. Es ist anzunehmen, dass Genovefa ob ihrer Hörbeeinträchtigung deutlichen Benachteiligungen im Elternhaus ausgesetzt war. Obwohl die Beziehung zu Vater und Mutter als distanziert geschildert wird, nahm die Mutter eine prägende Rolle in ihrem Leben ein. Sie setzte sich für eine adäquate Schulausbildung ihrer Tochter ein und war stets auf der Suche nach weiteren Ausbildungsmöglichkeiten. In ihrer Freizeit durfte Genovefa ihre Mutter bei der Haus- und Gartenarbeit unterstützen. Geistig gefordert wurde Genovefa vorwiegend in der Schule.

Die Schulzeit

Genovefa besuchte den städtischen Kindergarten in Friesach, bis sie an einer Infektionskrankheit der oberen Atemwege erkrankte, die als Diphtherie diagnostiziert wurde. Ihre anfängliche Schulzeit verbrachte sie in der Klosterschule in Friesach. Die Klosterschwestern erkannten bald, dass eine erfolgreiche Schulbildung für Genovefa in einer Regelschule nicht möglich war. Sie saß immer in der ersten Schulbank, um dem Unterricht folgen zu können. Ihre Hör- und Kommunikationsfähigkeit war eingeschränkt, und sie konnte die Lehrinhalte nicht zur Gänze verstehen. Die Lehrerinnen konnten auf ihre besonderen Bedürfnisse nicht eingehen, und obwohl sie den Unterrichtsstoff nachlernte, gestaltete sich der Unterricht als zu schwierig für sie. Weil im Elternhaus stets gearbeitet wurde, konnte sie auch nicht mit der Unterstützung der Familie rechnen. Somit wurde sie im Alter von acht Jahren, auf Empfehlung der Klosterschwestern in der „Taubstummenschule Klagenfurt“ eingeschrieben.



In Klagenfurt wohnte sie in einem Schülerheim, das an die Schule angrenzte. Mädchen und Buben waren in getrennten Schlafsälen untergebracht, und die Verpflegung wurde vom Landeskrankenhaus Klagenfurt zur Verfügung gestellt. Die Unterrichtsmethoden in der Taubstummenschule Klagenfurt werden von Genovefa als streng beschrieben. Es wurde ausschließlich in Lautsprache unterrichtet und nur sehr selten zur Verdeutlichung der Lehrinhalte gebärdet.

Eine Schulnachricht aus dem Jahre 1935/36 gibt einen Einblick in das Schulwesen der damaligen Zeit und Aufschluss über die Unterrichtsmethoden in der „Taubstummenschule“ der Vorkriegszeit. Im ersten Schuljahr waren die Unterrichtsfächer: *Sittliches Betragen, Fleiß, Religion, Sprechen, Absehen, Anschauungsunterricht, Lesen, Schönschreiben und Turnen.*



Schulnachricht aus dem Jahre 1936/37

Genovefa beschreibt ihre Schulzeit in der Anfangsphase als schwierig, weil sie aus finanziellen Gründen nur in den Ferien nachhause fahren durfte. Auch mit den Besuchen aus dem Elternhaus konnte sie nicht rechnen. Das Heimweh wurde im Laufe der Zeit aber geringer, und in den Ferien bestritt Genovefa die Heimreise stets selbstständig und wurde am Heimatbahnhof in Friesach von ihrem Ziehbruder abgeholt.

Während der Schulzeit erlitt Genovefa einen Mittelohrabszess. Zu diesem Zeitpunkt war sie neun Jahre alt und bereits zwei Mal operiert worden. Den Erzählungen zu Folge beschränkten sich die Operationen auf Entfernungen des Wundsekrets aus dem Innenohr. Die zweite Operation wurde zu früh durchgeführt und aus dem Ohr trat lediglich Blut aus. Die dritte Operation wurde zwei Wochen zu spät durchgeführt, weil der zuständige Arzt beurlaubt war. Dieser Tatbestand hatte zur Folge, dass das Wundsekret im Ohr einen Knochen beschädigte, der daraufhin entfernt werden musste. Das medizinische Wissen und die Behandlungsmöglichkeiten der damaligen Zeit sind mit dem heutigen Standard keineswegs vergleichbar. Dennoch kann in diesem Fall von mangelnder, medizinischer Versorgung ausgegangen werden. Die Hörbeeinträchtigung von Genovefa verschlimmerte sich von Jahr zu Jahr. Während der Zeit in der Bildungsinstitution erkrankte sie zusätzlich an einer Gehirnhaatreizung und einer schweren Lungen-

entzündung. Genovefa besuchte die Taubstummenschule in Klagenfurt vier Jahre lang, bis diese ob des zweiten Weltkrieges im Jahre 1939 als Lazarett für Kriegsoffer umfunktioniert und geschlossen wurde. Nach der Schließung der Taubstummenschule kehrte Genovefa zurück nach Friesach und verbrachte einige Zeit in der vierten Klasse der öffentlichen Volksschule. In dieser Übergangszeit hatte sie wiederum mit Benachteiligungen während des Unterrichts zu kämpfen. Obgleich ihre Stärke im Handarbeiten lag und sie das Lesen und Schreiben beherrschte, waren die anderen Fächer aufgrund ihrer Hörbeeinträchtigung zu schwer für sie.

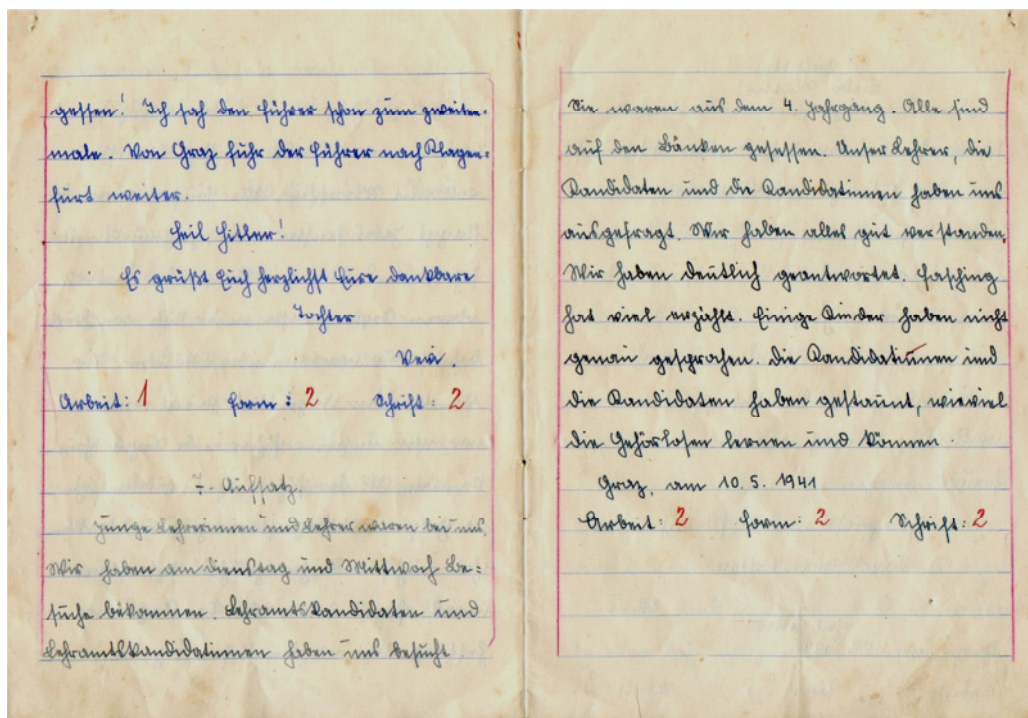
Eine adäquate Schule für ihre Tochter fand die Mutter Maria Pernegg in der Steiermark. Genovefa musste erneut das Elternhaus verlassen und in die „Gehörlosenschule Graz Eggenberg“ wechseln. Mit zunehmendem Alter besserte sich auch ihr gesundheitlicher Zustand, und Genovefa schloss ihre Pflichtschuljahre in der steirischen Bildungsinstitution ab. Doch auch die Bildungschancen während der Schulzeit in Graz waren suboptimal. Zu Beginn der Schulzeit wurde sie in die fünfte Klasse eingestuft. Weil sie aber „lediglich“ schwerhörig war, durfte sie nach einiger Zeit direkt in die achte Klasse aufsteigen. Genovefa hätte die anderen Jahrgänge gerne besucht, wurde aber versetzt, ohne ihre Meinung dazu äußern zu können.



Abschlussklasse der Gehörlosenschule Graz Eggenberg

Dieser Umstand bescherte ihr weitere Probleme in dem Fach, das seit jeher eine große Herausforderung für sie darstellte: Mathematik. Sie schloss die Fachrichtung mit einem „genügend“ ab. Der Mathematikunterricht stellte sich auch zukünftig als schwierig für sie heraus. Das Abschlusszeugnis war nach ihren Aussagen „mäßig“, und sie hätte sich bessere Noten gewünscht, um einen guten Lehrplatz zu erhalten. Ein gesonderter Unterricht, der zu einem besseren Verständnis beigetragen hätte, wurde ihr verweigert. Ihre MitschülerInnen waren gehörlos, und Genovefa war die einzige Schülerin, die schwerhörig war. Im Unterricht wurde wenig gesprochen und gebärdet. Der Lehrer legte Wert darauf, dass die SchülerInnen die Wörter „fühlen“ konnten. Als Unterrichtsbeispiel er-

währte Genovefa, dass hauptsächlich gelehrt wurde, von den Lippen zu lesen und die Wörter zu „sehen“. Die Lippen wurden explizit geformt, um beispielsweise den Vokal „o“ zu verstehen. Um ein „sch“ zu verstehen, wurde in die offene Handfläche geblasen. Es zählte zu einer gängigen Unterrichtsmethode, dass die LehrerInnen den Kopf ihrer SchülerInnen in die Hände nahmen und die SchülerInnen zum Formen der Vokale animierten. Die Gebärdensprache war zu diesem Zeitpunkt weder offiziell anerkannt noch häufig angewandt. Erst im Alter von siebzehn Jahren lernte Genovefa autodidakt die Gebärdensprache. Ein Ausschnitt eines Aufsatzes aus dem Jahre 1941 gibt Aufschluss darüber, wie sich der Deutschunterricht gestaltet hat. Der Aufsatz wurde nach den Kriterien: *Arbeit, Form und Schrift benotet*.



Die Lehrjahre

Aus den Erzählungen von Genovefa geht hervor, dass Menschen mit Hörbeeinträchtigungen keine durchschnittlichen kognitiven Fähigkeiten zugetraut wurden. Wenn im Elternhaus nicht darauf geachtet wurde, dass Kindern und Jugendlichen mit besonderen Bedürfnissen ein angemessener Bildungsweg ermöglicht wurde, wurden sie unmittelbar nach den Pflichtschuljahren vom Land zum Dienst bei Bauern verpflichtet. Auch Genovefa erhielt eine Zuschrift per Post, in der sie aufgefordert wurde, sich zum landwirtschaftlichen Dienst zu melden und bei der Rübenenernte zu helfen. Dieser Wunsch entsprach nicht jenem der Mutter, und sie machte sich auf die Suche nach einer passenden Lehrstelle für ihre Tochter. Eine Stelle bei der Post bot sich an, doch ob der Hörbeeinträchtigung wurde Genovefa nicht aufgenommen. Genovefa sollte daraufhin das Handwerk der Damenschneiderei erlernen. Aus den Erzählungen ist zu entnehmen, dass sich

Genovefa nicht an der Suche nach dem geeigneten Beruf beteiligte, sondern den Anweisungen der Mutter folgte. Das Handarbeitsfach hatte ihr immer Freude bereitet, und aus diesem Grund nahm sie eine Lehrstelle in einer Damenschneiderei in ihrem Heimatort Friesach an. Die Kommunikation mit der Chefin stellte sich jedoch als schwierig heraus, denn diese beklagte sich über mangelndes Verständnis von Genovefa. Sie war der Meinung, dass Genovefa ob ihrer Hörbeeinträchtigung „zu langsam“ sei, und war nach einigen Monaten nicht mehr gewillt, sie weiter auszubilden. Damals wie heute war die Devise „Quantität vor Qualität“ vorherrschend. Obgleich Genovefa im Handwerk der Damenschneiderei sehr begabt war, wurde es ihr verweigert, ihr Können unter Beweis zu stellen.

Wieder war es die Mutter Maria, die sich um eine Lehrstelle für ihre Tochter kümmerte. Im Alter von vierzehn Jahren übersiedelte Genovefa somit nach Dresden, um sich das Fachgebiet der „Damenschneiderei“ in einem Modeatelier anzueignen. In ihrer Ausführung über die Zeit in Dresden erwähnt Genovefa, dass sie den Beruf gerne in Kärnten erlernt hätte, aber ob ihrer Hörbeeinträchtigung keinerlei Chancen auf eine Lehrstelle hatte. Dieses Beispiel verdeutlicht, wie schwer es für Menschen mit einer Hörbehinderung war, das Recht auf einen Bildungsweg ihrer Wahl durchzusetzen. Ohne die Hilfe *hörender* Familienmitglieder war es schlichtweg unmöglich, eine adäquate Ausbildung zu genießen.

In der Zeit in Deutschland trat sie dem „Reichsverband der Gehörlosen Deutschlands“ bei und erhielt einen vorläufigen Mitgliedsausweis. Die „Schwerhörigenschule“, die Genovefa parallel zur Lehre in Dresden besuchte, wurde von ihr als sehr schwierig empfunden. Es wurde nicht geredet, daher war es ihr beinahe unmöglich, dem Unterricht folgen zu können. Weil sie sprechen konnte und nicht völlig gehörlos war, durfte sie nicht in die Gehörlosenschule wechseln. Diese Tatsache veranschaulicht wiederum, dass den Forderungen und Bedürfnissen der hörbeeinträchtigten BürgerInnen, „*kein Gehör*“ geschenkt wurde. Nach einem Jahr in Deutschland musste Genovefa in ihre Heimat zurückkehren, weil die Lebensumstände in Dresden suboptimal waren. Sie selbst spricht von „schlechter Verpflegung“ und einer „heruntergekommenen Unterkunft“, die sie zur Rückkehr nach Österreich bewegte. Eine Kollegin, die zu dieser Zeit gemeinsam mit ihr nach Dresden übersiedelt war, war in der Gehörlosenschule in Deutschland gut untergebracht und schloss ihre Lehre in Deutschland ab. Es entsprach auch Genovefas Wunsch, die Gehörlosenschule in Dresden zu besuchen, weil dort bessere Voraussetzungen für einen adäquaten Unterricht gegeben waren. Doch aufgrund ihrer Schwerhörigkeit, wurde ihr ein Besuch in der Gehörlosenschule untersagt. Es kann als positiv erachtet werden, dass in Deutschland parallel zu „Gehörlosenschule“ eine „Schwerhörigenschule“ angeboten wurde. Dennoch ist es fraglich, ob die Selektion der SchülerInnen nach ihrem persönlichen Bildungsstand erfolgte, oder ob des Grades der Schwerhörigkeit, der lediglich am Papier feststellbar war.

Genovefa schloss das erste Lehrjahr dennoch erfolgreich in Deutschland ab, und die Suche nach einer neuen Lehrstelle in der Heimat konnte beginnen. Weil sie das erste Lehrjahr bereits positiv absolviert hatte, gestaltete sich die Suche nach einer Lehrstelle

etwas einfacher als zu Beginn. Anzumerken ist jedoch, dass Genovefa die vollen drei Lehrjahre von 1943 – 1946 absolvieren musste, um die gewünschte Lehrstelle in Treibach Althofen/Kärnten zu erhalten. Das absolvierte Lehrjahr in Deutschland wurde von der Chefin Frau „Julia Fischer“ in Österreich nicht anerkannt.

Parallel zur täglichen Arbeit in der Damenschneiderei in Treibach Althofen, besuchte Genovefa die Berufsschule in St. Veit an der Glan/Kärnten. Der Unterricht fand einmal wöchentlich statt und am Ende jedes Berufsschuljahres, musste eine Zwischenprüfung abgelegt werden.

Die Berufsschulzeit wird von Genovefa als „besonders mühsam“ beschrieben, weil in den Berufsschulklassen keine positive Integration von hörbeeinträchtigten SchülerInnen erfolgte. Eine „positive Integration“ meint in diesem Kontext eine Integration, die auf die besonderen Bedürfnisse *aller* SchülerInnen eingeht. Die Tatsache, dass Integration stattfindet, schließt nicht aus dass die Quantität des Unterrichts vor der Qualität steht.

Obgleich Genovefa beim Lesen und Schreiben keine Schwierigkeiten hatte, hatte sie große Probleme in Mathematik. Sie konnte nicht ausreichend rechnen und niemand zeigte ihr einen Weg, die Mathematik zu erlernen. Deswegen musste sie einige Zwischenprüfungen ablegen, damit sie die Berufsschulzeit erfolgreich hinter sich lassen konnte. Dies gelang ihr im Jahre 1946 in der Damenschneiderei von Frau „Julia Fischer“ in Treibach Althofen.

Nach Beendigung ihrer Lehrzeit, erlernte sie zusätzlich das Handwerk der „Herrenschniderei“ in Seebach bei Villach/Kärnten. Nach eineinhalb Jahren kehrte sie wieder zurück nach Friesach, um ihre Eltern zu unterstützen und den Unterhalt mit „Haus-schneiderei“ zu verdienen.

Fazit der Schul – und Lehrjahre

Aus den Erzählungen geht klar hervor, dass Genovefa durchaus eine engagierte und fleißige Schülerin war. Dennoch hatte sie während der Schulzeit stets Probleme, dem Unterricht folgen zu können. In den Regelschulen war es unmöglich, den Lehrinhalt zu verstehen, weil Genovefa nicht ausreichend gefördert wurde. Im Gegensatz dazu wurde sie in den Gehörlosenschulen gegen ihren Willen als „bessere Schülerin“ eingestuft, die keinen gesonderten Förderbedarf benötigt. Das Recht auf eine längere Beschulung wurde ihr verweigert. In ihrer Pflichtschulzeit wurde Genovefa in den letzten Jahrgang aufgestuft, obwohl sie die Klassen gerne nach der Reihe besucht hätte. Vermutlich wurde ihr das Recht auf eine weitere Beschulung verweigert, weil sie das Mindestalter um auszusuchen, bereits erreicht hatte. Dennoch ist zu erwähnen, dass in den Gehörlosenschulen die Altersgruppen stets divergent waren, weil der Grad der Beeinträchtigung und der Bildungsstand bei allen SchülerInnen unterschiedlich waren.

Meiner Auffassung nach kann die Schwerhörigkeit *damals wie heute* als „Grauzone“ betrachtet werden: Als Bereich, inmitten von hörenden und gehörlosen Menschen, in dem eine adäquate, schulische Ausbildung beinahe unmöglich war und auch heute noch ist.

Die folgenden Jahre

Im Jahre 1949 wurde von der Gehörlosenschule Graz Eggenberg eine Kultur- und Bildungstagung abgehalten, an der Genovefa teilnahm. Genovefa wurde als Absolventin der Gehörlosenschule zum Kurs in Graz eingeladen und verbrachte einige Tage in der Landeshauptstadt.



Kultur - und Bildungstagung 1949
letzte Reihe, 4 vl

Ab 1950 arbeitete Genovefa vierzehn Jahre lang in den chemischen Werken in Treibach Althofen. Es ist anzumerken, dass sie nach dem ersten Vorstellungsgespräch, das in Eigeninitiative erfolgte, *nicht* angestellt wurde. Erst nachdem ihr Ehemann Josef Tölderer in ihrem Namen um eine Anstellung kämpfte, wurde sie in der Firma aufgenommen. Im Laufe der Erzählung wurde transparent, dass die Benachteiligung keine besondere Frage des Alters war. Man musste sich stets neuen Herausforderungen stellen, die unabhängig von der Lebenslage, in jeder Altersstufe ob der Hörbeeinträchtigung auftraten.

Während dieser Zeit erhielt Genovefa von den Eltern Unterstützung in der Kindererziehung ihrer 1954 geborenen Tochter Monika. Sie heiratete den Vater ihrer Tochter im Jahre 1963 und war von 1964 bis 1970 als Hausfrau tätig. In den Folgejahren war sie bis 1984 im „Deutschordenkrankenhaus Friesach“ als Schneiderin und Küchenhilfe tätig.



An die Möglichkeit ein Hörgerät zu tragen, dachte Genovefa erst in den 70er Jahren infolge der Anstellung im Deutschordenkrankenhaus. Ohne ein Hörgerät wäre die Verständigung mit den Arbeitskolleginnen nur schwer möglich gewesen. Kürzlich feierte Frau Tölderer ihr 85. Jubiläum und ist nach wie vor wohnhaft in Friesach. Sie ist Mitglied des Gehörlosenverbandes St. Veit und Großmutter dreier Enkelkinder. Sie blickt in Liebe und Dankbarkeit auf ihre Eltern zurück. Es ist anzunehmen, dass ihr Schicksalsschlag sie zu dieser selbstbewussten und autonomen Frau werden ließ, die sie heute ist.

Hör(bar) beeinträchtigt. Geschichte einer stillen Kindheit

Anita Beer hat an der Universität Klagenfurt Sozial- und Integrationspädagogik studiert, Kurse in Gebärdensprache absolviert und ist heute als Jugendreferentin tätig.

Literatur

Dotter, F.: Hörbehindert = gehörlos oder resthörig oder schwerhörig oder hörgestört oder hörgeschädigt oder hörsprachbehindert oder hörbeeinträchtigt? In: SWS-Rundschau 49 (2009), 347-368


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Anhang

Reichsverband der Gehörlosen Deutschlands e. V. (unter Aufsicht der NSDAP. - Reichsleitung - Hauptamt für Volkswohlfahrt)	
Gaub.-Insp.:	Reichsbundesleitung
<i>Offenbach</i>	Vorläufiger Mitglieds-Ausweis
Gaubund:	
<i>Rheinland</i>	Nr.
Ortsbund:	Name: <i>Günther Kammig</i>
<i>Klagenfurt</i>	Beruf: <i>Lehrer v. Eltern</i>
	Wohnort: <i>in Klagenfurt 18. 1932</i>
	Geb.: <i>am 31. 12. 1927</i>
	Berlin, den <i>1. Januar 1932</i> Der Reichsbundesleiter:
	<i>Heinz Albrecht</i>
	Unterschrift des D.B.-Leiters

Reichsbund der Gehörlosen Deutschlands e. V. Ortsbund Klagenfurt Ortsleiter Leon Karschleitner 3

Zweifeltensprüfungszertifikat



Der Lehrling Parasg Genovela geb. am 31.12.1937
 in Friesach hat nach Ablauf des 1. Lehrjahres
 am 9.10.1944 in St. Veit/Julian die Zweifeltensprüfung
 im Dauenschneider- Handwerk abgelegt.

Die Leistungen des Lehrlings waren:
 a) bei der praktischen Prüfung gut
 b) bei der theoretischen Prüfung gut

Nicht genügende Leistungen zeigten sich besonders bei:

St. Veit/Julian den 9. Oktober 1944

Der Geleitetensprüfungsausschuss der
Dauenschneider **Jungung zu** St. Veit/Julian

Vorher:
Walter Mühly

Um dem vorliegenden Zeugnis hier ist fernerhin genommen:
 Der Lehrling: Parasg Genovela
 Der gesetzliche Vertreter des Lehrlings:
Parasg Genovela

© General, Zürich 1937/38

Echtfärbige Volksschule in Friesach, Kärnten

Schuljahr: 1939-40
 Seite: 37

Preisgaur: Särlten
 Kreis: Cl. Pet. a. Gl.
 Schulbuchbeginn am 19
 in 19
 Eintritt in hies. Schule am 30.11. 1939
 Übertrickel am noch 19
 Gemittelt am 19

Schulnachrichten und Schulbuchzeugnis

P. O. R. N. E. R. F. Genovela geboren am 31.12. 1937
 in Friesach in Kärnten
 hat bis zum Schluß des vorigen Schuljahres entfesselt galt bestanden und war
 in der 4. Klasse (- 200) an der hiesigen Volksschule für Knaben
 und Mädchen in Stellung.
 Führung und Zielerreichung:
 1. Jahrbuch Sehr zuträgenstehend
 2. Jahrbuch Sehr zuträgenstehend

Gegenstände	I Jahrbuch		II Jahrbuch	
	1	2	1	2
Leibes- erziehung	Körperkraft Eigenschaften	Sonnen Energie		Befriedigend
Sprach- kunde	Münd- liche	Gehörte		Mangelhaft
	Schrift- liche	Rechenfertigkeit		Mangelhaft
Zentrale Ernahe	Kennt- nisse			Mangelhaft
	Kennt- nisse			Ausreichend
Erlernen				Befriedigend
				Gut
Rechnen und Raumlehre				Befriedigend
				Sehr gut
Sicheres und Sprechvermögen				Sehr gut
				Ausreichend
Schriftliche Vorbereiten				Gut
				Befriedigend
Sprechen				Befriedigend
				Sehr gut
Zusammenfassung				Befriedigend
				Sehr gut
Zahl der verstandenen haben Schuljahre				26
				0
Zahl der Klassen				0
				0

Befriedigend

1. Jahrbuch: 10. 2. 1940
 2. Jahrbuch: 6. 7. 1940

Unterschrift des Eltern *W. Mühly*
 oder deren Stellvertreter

Zusammenfassung: Schick, Wien

In diesem Staat muß das ärmste Kind, sofern es erstrebt, zu höherem bestimmt ist, auch die höchste Stellung erreichen können. Dann wird jaisiden Führung und Volk nie ein Gegenstand entstehen.

Das ist die Aufgabe der Eltern vor dem Kindertage, „Arbeitgeber“ im Sinne des 119

Zur Erinnerung an die Schulfrei


Du *Theresia Perinog*

beginnt heute mit der Berechtigung Deiner Schulfrei einen neuen Lebensabschnitt. Dein Leben war bisher kein Spiel; denn in der Schule hast Du das Wort Pflicht kennen gelernt! Heute, größter Pflichten und Aufgaben warten auf Dich. Du kommst sie nur meistern trotz Deines eigenen Willens, Deines Glaubens an Dich selbst, Deines Vertrauens auf den Schöpfer und einer nie rüchenden Erde zum Vaterland. Sei deshalb stark im Kampf, ebel im Leben und halte dem Führer die Treue.

Dergis nie, daß Du ein Deutlicher bist!

Das ist das Beste, was ein Mensch sein kann. Ein Deutlicher ist ein Mensch, der sich nicht scheut, seine Meinung zu sagen. Ein Deutlicher ist ein Mensch, der sich nicht scheut, seine Meinung zu sagen. Ein Deutlicher ist ein Mensch, der sich nicht scheut, seine Meinung zu sagen.

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Ahnenerbe

Der.....

Name: *Genoveva Theresia Perinog*

Beruf: *Schülerin*

Ort: *Kragersdorf*

Dieser Ahnenpaß ist beglaubigt von der Reichsstelle für Sippenforschung im Reichs- und Preuß. Ministerium des Innern und von vielen Dienststellen der NSDAP zum Dienstgebrauch empfohlen. Er ist nur für Deutschblütige bestimmt. Mithilfinge und fremdbelagte Eintragungen in diesen Ahnenpaß bei den Standesämtern nicht beglaubigt.

Zentralverlag der NSDAP, Franz Eher Nachf. G. m. b. H., München

Attitudes toward the Slovene Sign Language

Bojana Globačnik

1 Introduction

Modern society is witnessing an increase in the number of people who, because of their physical and mental deficits, impairments or disorders, cannot live a normal life and cannot carry out their life's mission without special or adapted forms of communication. Due to the deficient environmental adjustments (access to adapted forms of information in different areas, the most important being education), the deaf citizens cannot become fully involved in the life of society under the same conditions as the hearing ones. Sign languages are still less represented in language research. There are several reasons for this situation: sign language users and teachers who are aware of the necessity of sign language learning are few, the situation is similar in the population using sign language as their mother tongue, and there is no institution in Slovenia, which would systematically develop sign language to become standardised.

The long-held belief that deafness as a physical deficiency especially causes communication inability is slowly losing ground, since the deaf see themselves more and more as a language and cultural community with its own language, values and rights. Modern linguistics has started showing an increased interest in sign language only from the 1960s (e.g. the first American Sign Language dictionary by Stokoe, 1965), although the first studies done in this field at a world level go back to 1950 and deal with the Dutch sign language. In Slovenia, language policy did not specifically deal with sign language up to ten years ago, i.e. until the independence of the country, when the Slovene deaf community was enabled to use sign language in public and in the education process. Every human culture and/or community creates the communication tools it needs either consciously or unconsciously, which can be adapted to the different requirements. Thus we cannot say that there are more or less developed languages. Every natural language is appropriate for its use in the respective community and for the culture which the community claims as its own (Radovanović, 1979).

In the last decade, attitudes have become one of the central issues of research in social psychology. According to Morgan's definition (1989), attitudes are acquired views, inclinations or tendencies to react e.g. positively or negatively towards persons, objects, phenomena, situations, personal ideas or procedures which govern our responses towards different life circumstances. They are not inborn but formed through one's life experiences and on the basis of the individual adapting to a specific life situation. The basic characteristics of attitudes are:

- they represent a permanent mental readiness to act in a certain way
- they are acquired in the process of socialisation during our life time
- they have a direct and dynamic impact on our behaviour and its consistency, and
- they are made up of three psychic functions: cognitive, emotive and dynamic

In line with these general characteristics we can say that attitudes towards language are rationally and irrationally grounded values of policies and reactions to any language phenomenon. Bugarski claims that when reactions are directed towards language and language variants, they are often transferred onto the speakers of this language and have an impact on them (Bugarski, 1986).

Attitudes have their origin in tradition, in the history of civilisation and the cultural history as well as in groups acting within. In Slovenia, sign language was not acceptable for public use up to the 1980s and was considered an incomplete means of communication. In the last decade, however, the attitude of the society has changed. The changes in the form of a broader awareness of society in general, of language and of the development of sign language have been brought about by an increased number of opportunities for using sign language in public, in learning and education, by its use on television and by the appearance of sign language interpreters at public events. The attitudes of the Slovene language speakers towards sign language are expected to change still further and become even more positive. In practice, big differences in the attitudes have been observed in the hearing parents of deaf children towards learning and using sign language. One would expect that the attitudes towards sign language in the group of speakers of the Slovene language and in the group of Slovene sign language speakers would differ. It is also expected that the attitudes of both groups (hearing and deaf citizens) are influenced by the degree of education, by the generation the speakers belong to and their gender, regardless of whether they have deaf progeny or not.

Research highlighted bilingual education as an especially effective educational model. For the deaf this means that they learn two languages simultaneously: the Slovene Sign Language, which is a minority language, and the written form of the Slovene language, used by the majority. The Slovene language is learned through reading and writing. In this kind of learning, sign language is used as a means of communication. Anderson (1994) was the first who explained bilingual learning with the help of a mathematical formula: Swedish sign language + written Swedish = Swedish bilingualism of the deaf.

2 Research goal and problem

The goal of the research presented here was to describe the attitudes of individual groups of citizens toward the Slovene Sign Language. On the basis of these attitudes the research has paved the way for language planning and has impacted the awareness of the use and development of the Slovene Sign Language.

3 Research hypotheses

In view of the research goal, three hypotheses had been set:

H1 – Attitudes of the Slovene language speakers and Slovene sign language users differ relevantly with regard to language equality.

H2 – Among the deaf and hearing citizens there exist differences with regard to the need for social recognition and standardisation of the Slovene Sign Language.

H3 – For all the participants in the research, the Slovene language speakers as well as the Slovene Sign Language users, bilingual education of the deaf is of equal importance.

4 Research method

The research was carried out between 2000 and 2005. As far as possible, the parents group included both parents of one child. The deaf citizens and deaf parents of deaf children were offered the assistance of a Slovene Sign Language interpreter whenever the need occurred.

Description of the sample: 190 Slovene citizens took part in the research; two thirds were speakers of the Slovene language, one third were deaf citizens, who, in addition to the Slovene language, also use the Slovene Sign Language. Their age ranged from 18 to 75 years.

The sample, which was made up of two sub-samples (hearing and deaf citizens), was chosen on the basis of a quota system: the first sub-sample included 145 persons, the second 45. The sub-sample of hearing citizens consisted of speakers of the Slovene language (52.6 %), teachers of the deaf (15.8 %) and hearing parents of deaf children (7.9%). The sub-sample of the deaf consisted of deaf citizens who use the Slovene Sign Language (15.8 %), and deaf parents of deaf children (7.9 %). The answers of the respondents were collected with the help of the Likert assessment scale.

4.1 Test instruments

The questionnaire consisted of 20 attitude statements about language, which were divided into four areas: attitudes about language equality (abbreviated "LE"), attitudes about sign language education ("E"), attitudes about the effectiveness of communication ("EC") and attitudes about language planning ("P"):

LE1 – In Slovenia, all languages (the Slovene language, minority languages and the Slovene Sign Language of the deaf community) are equal and are used in public.

LE2 – The sign language of the deaf and the Slovene language are two different languages.

LE3 – A special language, such as the Slovene Sign Language, is unnecessary.

LE4 – Everybody has the right to use his/her language, and so do the deaf.

LE5 – Where the majority is hearing, the deaf should be able to use the Slovene language.

E6 – The deaf should have the right to be educated in sign language at different education levels.

E7 – Learning in the Slovene Sign Language helps the deaf to become more educated.

E8 – It is important that alongside sign language the deaf also learn the written form of the Slovene language.

E9 – The decision to have the child educated in sign language lies within the responsi-

lity of the parents, regardless of whether they hear or not.

EC10 – Learning in the Slovene Sign Language is of utmost importance:

- 1. in the pre-school period,
- 2. in primary school,
- 3. vocational or secondary school,
- 4. at university,
- 5. for life-long learning at all levels equally.

EC11 – The knowledge of sign language is useful for easier communication with the deaf.

EC12 – For the parents and close relatives of a deaf child it is essential to know sign language.

EC13 – When watching television or attending a public event, I do not consider the sign language interpreter as a disturbing element.

EC14 – Some professions require the knowledge of sign language. For which profession is in your opinion the knowledge of sign language most important?

EC15 – Every citizen should know the Slovene Sign Language.

P16 – Learning sign language should be made possible in the same way as learning any other foreign language.

P17 – The best way to communicate with the deaf at an equal level is through a legally established right to use sign language in public.

P18 – The training of sign language interpreters should take place at the same institution as the training of interpreters of other languages.

P19 – The media, such as television, are to a great extent responsible for the broadcasts and for the implementation of the use of sign language.

P20 – The use and societal acceptance of sign language depend on whether individual signs are described in a handbook.

5 Results

5.1 Hypothesis 1

H1 says that the attitudes of Slovenes speaking the Slovene language and the speakers of the Slovene sign language differ relevantly with regard to language equality.

ATTITUDE	SUBSAMPLE	N	M	t	P
Attitude area – Equality	Deaf	45	.30	-3.50	.00
	Hearing	145	.55		

Table 1: Descriptive statistics parameters and the "t"- test for the area of language equality attitudes with regard to the deaf and hearing group

Since the differences in the arithmetic mean between the groups of the deaf and the hearing participants are statistically relevant in terms of the language equality issue, hypothesis 1 can be confirmed. The differences in attitudes can be ascribed to the fact that the groups are users of two language systems. They possess different language knowledge and awareness about languages, resulting from different communication and socialisation experiences.

5.2 Hypothesis 2

H2 claims that there are differences between the deaf and hearing citizens as regards the need for social recognition and standardisation of the Slovene sign language.

ATTITUDE	SUBSAMPLE	N	M	t	P
Attitude Area – Planning	Deaf	45	1.24	1.56	.12
	Hearing	145	1.07		

Table 2: Descriptive statistics parameters and the "t"- test for the area of language planning attitudes with regard to the deaf and hearing groups

The difference between the arithmetic mean of the deaf and hearing group is statistically not significant as regards the language planning issue. Thus, hypothesis 2 cannot be confirmed. The results show that both groups, the deaf and the hearing, possess some awareness about the importance of language norm setting. They can also point to the fact that the participants might not have correctly understood the meaning of language standardisation.

5.3 Hypothesis 3

H3 claims that all the participants, the speakers of the Slovene language and the users of the Slovene Sign Language, evaluate bilingual education of the deaf equally important.

ATTITUDE	SUBSAMPLE	N	M	t	P
Attitude Area – Education	Deaf	45	1.55	-.14	.89
	Hearing	145	1.56		

Table 3 Descriptive statistics parameters and the "t"- test for the area of language education with regard to the deaf and hearing groups

The differences between the arithmetic mean of the deaf and the hearing groups are statistically not relevant, thus hypothesis 3 can be confirmed. This means that the hearing as well as the deaf participants in the research equally think that bilingual education of the deaf is of importance.

6 Conclusion

The goal of the research was to find out the attitude of the Slovenes toward the Slovene Sign Language and to establish the differences between the speakers of the Slovene

language and the users of the Slovene Sign Language. Due to the small number of Slovene Sign Language users, the research also included groups of deaf and hearing parents of deaf children, and teachers of the deaf, who have an important influence on the attitudes about sign language regardless of whether they are themselves speakers of this language or not. On the basis of these attitudes the study tries to set the policy for sign language planning.

The basic research findings can be summarised as follows: The average age of the participants in our research was 39.3 let. In a study of a larger scope it would be useful to take into account also the aspect of regional affiliation. If this variable were taken into account, differences in attitudes toward sign language would become apparent with regard to the three education centres for the deaf in Slovenia. This would be especially true for the two groups of deaf and hearing parents and teachers of the deaf. It has been established that the participants disagreed mostly about the sign language equality issue, which can also be observed in the public use of sign language. The deaf experience their language as being less equal than their hearing counterparts. The research revealed the importance of bilingual education of the deaf, which is the issue the participants agreed upon mostly.

The hearing parents of deaf children, deaf persons and deaf parents of deaf children were the groups with the highest awareness of the importance of sign language knowledge, which shows that the motivation for learning sign language is present in both groups. It has to be stressed that the research was carried out before a substantial increase in the number of cochlear implant operations in Slovenia. The Slovene Sign Language planning is an issue that the deaf are best aware of. Among all groups both parents groups (i.e. regardless of being deaf or not of deaf children) favour learning the Slovene Sign Language based on an agreed standard to the highest degree.

On the basis of the research we found out that in Slovenia there is a well-developed social awareness of sign language. In terms of Fishman's theory (1973), we proved the presence of all three parts of societal awareness of language: autonomy, historical dimension and language vitality; to a lesser degree awareness of language planning. The results show that the greatest awareness of the importance of language vitality was observed in the deaf group, which is also the one investing the biggest efforts to promote the importance of sign language. The results have shown that in Slovenia there is no uniform attitude toward the Slovene Sign Language. The attitudes differ not only within individual groups of language users, but also with regard to the social and professional status of the group.

On the basis of literature and examples from practice, especially in Scandinavian countries, sign language planning is a long standing practice, resulting in the fact that the deaf can acquire higher education within the framework of university programmes. Slovenia has taken the first step in regulating this area by legally stipulating the public use of sign language, which is in line with equal opportunities for the deaf. The legal factors, however, are only the tip of the pyramid, where the rules on the language status are

written down. Since the adoption of the Act on the use of the Slovene Sign Language in 2002, the Slovene Sign Language has had the status of an unofficial language, receiving government support for use in some forms of public communication. In the Slovene sign language policy, we cannot yet observe a specific government policy, because the long standing requirements for regulating the language status, becoming more expressed in the last decade, have only been the demand of the deaf population. We must, however, mention the impact of the increased democratic relations in Europe and a greater respect for differences and multilingualism in general.

The main task of language policy is the training for the use of sign language in public communication, which is the basic linguistic means of language policy implementation. In the past until today deaf people experience several language and communication difficulties when they demand to give sign language the status of an independent minority language. It seems to be a never ending process, carried out in Slovenia by the National Association of the Deaf and recently by the government, which has prepared a legal act on the use of the Slovene Sign Language. In Slovenia, an institution has to be made responsible for this task, which would then work together with the deaf users to develop the standardisation of sign language.

The most relevant linguistic aspect of language policy, the goal of which is to create a sign language variant for public communication, is corpus planning, which has to be conceived on a broader scale than the standardisation process. It would be very wrong if a sign language corpus were developed, which would only take into account the lexical level, disregarding the phonological, morphosyntactic, semantic and pragmatic-communicative levels of the language. Here the work concerning Slovene Sign Language is at the very beginning. The goal is to develop a standard Slovene Sign Language following the models of the American and Scandinavian sign languages, which would at least implicitly define the language norm. It would be used in government administration, education and visual media.

As for the different stages of corpus planning, stated by Radovanović (1979), for the Slovene Sign Language there are only a partial linguistic description of signs and an incomplete list of language units available, and the rules governing the relations between signs have only been partially described. Thus great effort has to be invested in the training of sign language interpreters for different communication functions and in the area of raising the awareness of sign language users about language norms. This is especially true for the school system. At all levels of language corpus development, however, the participation of the deaf population, i.e. users of the Slovene Sign Language, has to be ensured, the cooperation of educated deaf and hard of hearing persons, the Slovene Sign Language interpreters, linguists and teachers of the deaf has to be organised, who will then together create the language norm.

A special priority within the language corpus has to be given to the bilingual education of the deaf, which the government should insist on when developing the learning contents. In institutions for the deaf, this should become the central method of teaching at

the pre-school, primary school and secondary school level of education. The support of the Slovene professional public is in this respect satisfactory. With regard to the fast development of new technologies, present also in the area of hearing loss substitution, one would have to consider the possibilities of choosing the kind of education for children and students, which would be decided for by the parents (single language or bilingual education).

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The European Court of Human Rights (ECHR) denies deaf right to subtitling

Franz Dotter

Abstract

This text tells the juridical story of Austrian deaf people's fight for subtitling on TV. They started their lawsuit with an objection against the obligation to pay full TV licence fees without being offered 100% subtitling. This case went as far as the Austrian Constitutional Court which dismissed it. Its main argument was that the Austrian law said: everyone has to pay the licence fees without having any claim for perceptibility. An appeal to the European Court for Human Rights was also dismissed without any gathering of information or discussion. The ECHR stated that it had come to the opinion that the complaint does not show any violation of the rights and liberties stated in the European Human Rights Convention and its protocols.

1 The General Situation of Broadcasting in Austria

Austria has - like many other European states - a broadcasting company which is a public legal body, the ORF ("Oesterreichischer Rundfunk Fernsehen" = Austrian Radio Television). There is a Broadcasting Law ("Rundfunkgesetz") that obliges the ORF to offer its radio and TV services to the whole of Austria and to supply the public with objective and comprehensive information. Additionally, the ORF has the explicit obligation to contribute to the education and training of all Austrians. In compensation for these services, the ORF may charge the consumers fees. This is done by a daughter-organisation of the ORF, the so-called GIS ("Gebühren Info Service" = Fees Information Service). At the moment, the fees are about 6 Euros (= about 8 \$) for radio and 16 Euros (= about 22 \$) for TV per month.

Persons with special needs could always apply for an exemption from these fees under certain circumstances. The last changes in the respective law ("Fernmeldegebührengesetz" = Law on Fees for Telecommunications) made the conditions for exemption more or less uniform for all groups: all persons who fulfill one of the special needs conditions can be exempted from the fees if - and only if - their disposable income is under a certain limit (currently about 800 Euros = 1100\$ for a single household and 1250 Euros = 1700 \$ for a couple).

2 The Austrian Laws against Discrimination of People with Special Needs

According to the European Union's legislation, the Austrian Parliament passed a constitutional law in 1998 which forbids the discrimination of people with special needs and also of their parents, relatives, partners or children (Austrian Constitutional Law, article 7). A second law ("Behindertengleichstellungsgesetz" = Law for Equal Rights of Persons with Special Needs, abbreviated Equal Rights Law, passed 2005) - which has no constitutional status - states regulations which should guarantee the "equal treatment" of

these persons. It does not list all cases of discrimination or measures against, but it contains rather sufficient general definitions. The disadvantage of this type of regulation is that all cases where there is some doubt or where the discriminating organisation or person are not willing to change their behavior have to be brought to court. It has to be mentioned that Austrians – in contrast to U.S. citizens - are not accustomed to going to court for their rights.

3 The Special Situation of the Deaf and Hard of Hearing

The Austrian Broadcasting Law originally stems from the year 1967. Despite many revisions since that time, it is now in contradiction to the Equal Rights Law because it only says that the ORF 'should make an effort to facilitate comprehension' for people with a hearing impairment (it is restricted to information broadcasts and does not mention anything about subtitles or even sign language):

The television broadcasts on information should - according to technical developments and economic reasonableness - be in a form that makes it easier for deaf and hearing impaired people to follow them. (Broadcasting Law § 5 (3); translation by F.D.)

In the year when the Equal Rights Law was passed (2005), the rate of subtitled broadcastings on ORF-TV was lower than 20%. In contrast to broadcasting companies in other EU countries (e.g. the Scandinavian countries, Spain, the UK) which either were obliged to deliver full subtitling by national law or voluntarily decided to do so until 2010-13, the ORF has neither an obligation nor are its representatives willing to volunteer. Although there is some increase in subtitling, and an official promise to continue with that, there is a protocol of the so-called "ORF-Stiftungsrat" (equivalent to a supervisory board) where the "Report of the General Director" says:

We are now subtitling ... 2000 hours a year, 2 hours live daily, and the costs for that are 1,5 million Euros [= about 2 million \$]. This means the full time equivalents of 15 people. ...Subtitling has been increased this year. ...

In principle, we were asked for 100% subtitling which is impossible to realise within a short time. Perhaps we will be able to reach 50% in 2011. ... We will not be able to escape this challenge in the long term. ...

Full subtitling would highly increase the costs and also require a considerable increase in workers. We want to postpone that as long as possible because we do not have the budget for it and also are always asked not to employ too many people. (Protocol of ORF-Stiftungsrat, December, 13th, 2007; translation by F.D.)

By the way, the Austrian deaf would be satisfied with a compromise stating that the amount of their fee would be proportional to the offer of subtitles (i.e. at a rate of e.g. 30% of subtitling they would pay 30% of the normal fee).

4 The Lawsuit in the Austrian Constitutional Court

Taking together the new rights of people with special needs and the discriminating situation concerning subtitling, a few deaf persons sued the ORF. Their main argument was that they were not obliged to pay the TV fees unless the ORF offered full subtitling. The case went up to the Austrian Constitutional Court. This court dismissed the complaint in spring 2006. I have analysed the decision and its context in the Austrian government and the ORF/GIS exhaustively elsewhere (Dotter, 2007) and will give only the main arguments of the court here:

The Constitutional Court assumes that the broadcasting fees are independent of the use of a or the ability to use a receiver. They are due independently of the use of the TV set, independently of receiving the programmes of the ORF or of other broadcasting companies. Therefore the fee is also due independently of the perceptibility or non-perceptibility of the programmes which may have different reasons. (Decision of the Austrian Constitutional Court 2006: 15; translation by F.D.)

As the starting point for this interpretation, the court used § 31 (3) of the Austrian Broadcasting Law which says that the broadcasting fee "is to be paid independently of the frequency and the quality of the broadcastings or their reception." (translation by F.D.). This paragraph was formulated so that consumers cannot refuse paying the fee by arguing that the quality of any part of the program is too low or that the physical quality of reception is unacceptable. Therefore the practice in Austria is that if you have a radio or TV receiver in your rooms, then you have to pay the fees.

These regulations proved to be rather useful in the past. The step of the Constitutional Court for which the judges have to be blamed is the following: Taking the notion of "quality" from the above-quoted paragraph, they transferred its meaning also to "quality from the perspective of perceptibility" and turned this against deaf and hard of hearing people. Pragmatically interpreted, the decision tells these people: "It is not the fault of the broadcasting company that you cannot perceive audio information; it is your fault." This is a clear case of discrimination.

This main argument was supported by another statement, adopted from the Austrian Governmental Directorate for Constitutional Affairs ("Verfassungsdienst"; the author is Georg Lienbacher, the head of this institution), which tells us that "TV takes an essential part of its role as a broker of information from its visual strength of impression" (quoted from Decision of the Austrian Constitutional Court 2006: 8; translation by F.D.). Whatever this formulation was intended to tell us, its message from a linguistic pragmatic standpoint is clear: "They do not really need subtitling so urgently!".

Now we have the two essential elements of the decision: the one arguing that it does not matter when TV neglects its non-accessibility for deaf and hard of hearing people, the second casting strong doubt even on the necessity of any TV-accessibility measure for these groups.

Let us look at § 5 of the Austrian Law for Equal Rights of Persons with Special Needs:

- (1) It is a direct discrimination when a person, resulting from his/her impairment, gets a less beneficial treatment than other persons.
- (2) It is an indirect discrimination if seemingly neutral regulations, criteria, processes or properties of living space can place people with special needs at a disadvantage, (translation by F.D.)

It is clear from both of these formulations that the arguments of the Austrian Constitutional Court are discriminating. Despite the former president of the Constitutional Court, Karl Korinek - who was also the chairman of the deciding court team - was made aware of this fact, he rejected any revision of the decision and even any discussion about it. The judges must have known that they decided in clear contradiction to Austrian law. The consequence for the deaf Austrians whose income exceeds the above-mentioned limits is that they have to pay the full TV fees but have no right whatsoever to demand subtitling (let alone sign language translation).

5 The Appeal to the European Court of Human Rights

Starting from this discriminating decision, a deaf colleague of mine, Christian Hausch, decided to approach the European Court of Human Rights (ECHR). In his objection against the decision of the Austrian Constitutional Court, delivered on January, 18th, 2007, he extensively described the situation and the type of discrimination. Beside the Austrian laws he took his arguments from the articles 10 and 14, and article 2 of Protocol 1 of the European Convention on Human Rights. These regulations say:

Article 10

Everyone has the right to freedom of expression. This right shall include freedom to hold opinions and to receive and impart information and ideas without interference by public authority and regardless of frontiers. This article shall not prevent States from requiring the licensing of broadcasting, television or cinema enterprises. (European Convention on Human Rights, p. 7)

Article 14

The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status. (European Convention on Human Rights, p. 8)

Article 2 of Protocol 1

No person shall be denied the right to education. In the exercise of any functions which it assumes in relation to education and to teaching, the State shall respect the right of parents to ensure such education and teaching in conformity with their own religions and philosophical convictions. (European Convention on Human Rights, p. 22)

If - and only if - Article 14 also includes disabled persons (we think it has to, cf. EC-Directive 2000/78/EC), the consequence is that accessibility of information, communication and education has to be guaranteed also for deaf and hard of hearing people. Based on these regulations, the discrimination seemed to be clear.

6 The Decision of the ECHR

In order to make the result understandable, I have to quote the rules of operation of the ECHR: although everyone has the right to appeal to it, the ECHR reserves its right to dismiss a complaint without any argumentation or communication process with any party involved:

Rule 53

2. In accordance with Article 28 of the Convention, the Committee may, by a unanimous vote, declare inadmissible an application or strike it out of the Court's list of cases where such a decision can be taken without further examination. This decision shall be final. The applicant shall be informed of the Committee's decision by letter. (European Court for Human Rights: Rules of court, p. 37)

It was a big surprise that the ECHR used this possibility to reject Christian Hausch's charge. The respective letter of the court (sent on September, 21st, 2007) consisted of two parts: Firstly, it told Christian Hausch that his complaint was declared as inadmissible because the conditions of article 34 and 35 of the European Convention on Human Rights would not be fulfilled. Let us look at these two articles:

Article 34 . Individual applications

The Court may receive applications from any person, non-governmental organisation or group of individuals claiming to be the victim of a violation by one of the High Contracting Parties of the rights set forth in the Convention or the protocols thereto. The High Contracting Parties undertake not to hinder in any way the effective exercise of this right.

Article 35 . Admissibility criteria

1 The Court may only deal with the matter after all domestic remedies have been exhausted, according to the generally recognised rules of international law, and within a period of six months from the date on which the final decision was taken.

2 The Court shall not deal with any application submitted under Article 34 that
a is anonymous; or

b is substantially the same as a matter that has already been examined by the Court or has already been submitted to another procedure of international investigation or settlement and contains no relevant new information. (European Convention on Human Rights, p. 14)

We do not understand how Christian Hausch could have not fulfilled the "conditions" of article 34 because this only describes the procedure and Austria (which was sued) is a contracting party of the European Convention on Human Rights.

Concerning article 35, only the 6 months limit could apply. Christian Hausch was aware of the fact that his appeal was later than six months, but he explicitly applied for an exemption with the argument that the Austrian Constitutional Court had not published its sentence barrier-free so that he had not had the possibility to be aware of it before.

The second part of the letter addresses more the content of the complaint, then repeating the formal rules:

As far as the points of the complaint fall into its responsibility, the court - on the basis of all available data - has come to the opinion that the complaint does not show any violation of the rights and liberties stated in the [European Human Rights] Convention and its protocols.

This decision is final and there is no possibility of appeal to the court or the Grand Chamber or any other institution. You will therefore understand that the chancellery does not give any further information concerning the consultations within the board of judges and will not communicate further on with you concerning this issue. You will not get any further note concerning your complaint and the file will be annihilated one year after the date of this decision. (translation by F.D.)

That is, concerning the content of the complaint, the judges (Giorgo Malinverni from Switzerland, Dean Spielmann from Luxemburg, Elisabeth Steiner from Austria) just stated that "they cannot find any violation of human rights". As this is obviously not the case, we have to wonder what the reasons could have been for the decisions of the ECHR. I can see three possible interpretations:

- The deciding judges do not know anything about deaf and hard of hearing people and they were not even willing to obtain adequate information.
- They are - consciously or unconsciously - oriented against the rights of people with special needs in general or especially those of hearing impaired people and therefore used the strategy offered by their rules of operation. One indication for this could be that the involved judges come from countries which did not yet accept the needs of deaf people very well (it is an interesting research question whether this is some "Middle-European culture" which these German and Italian speaking judges reflect).
- They did not want to blame Karl Korinek who is a very well known specialist for human rights and minority issues.

One possibility is worse than the other. Can it really be true that ignorance, hostility against people with special needs, defending the hesitation of the judges' countries, or corruption (i.e. protection of the colleagues from the Austrian Constitutional Court) were the reasons for this disaster?

7 Where are we now?

We are stranded between a European Parliament which announced to pass a law obliging all broadcasting companies which are legal bodies to supply 100% subtitling, and the ECHR which denies the same as a right for people with a hearing impairment.

To describe the situation in the different EU states: It is a fact that some new members of the European Union (e.g. Czech and Slovak Republic, Hungary and Slovenia) have outdistanced the countries represented by the judges in the meantime. On the other side, some of the broadcasting companies which protested vehemently against the above-mentioned intention of the European Parliament concerning obligatory subtitling, are located in the countries of the deciding judges.

Therefore, our only hope is that the European Parliament will pass a law obliging the broadcasting companies to 100% subtitling within a reasonable period of time.

P.S.: In order not to give a too negative picture of the situation: There are positive developments in Austria, Germany, Italy etc., but the consciousness of "rights" (instead of charity) has not yet seeped into the brains of all responsible persons (cf. Krausneker 2009). Therefore we are still confronted with many arguments against these rights which have a very low quality or are still reflecting the old discriminating attitudes.

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Evaluation report for DeafVoc2

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(including a longer part of text taken over from Susanna Tauriainen)

0 Introduction

This report 1 contains an evaluation of administrative/political processes in relation to curricula, especially those which have taken place in dealing with the first DeafVoc project's results and further possible measures in the context of DeafVoc2. This is undertaken in order to clear up the success of EU projects in the small niche of deaf education which is characterised by very different attitudes against sign language users and respective approaches. The other part of the evaluation plan relates to the internal project processes.

A major problem of this report is that it falls in a period of time at the end of which the UN-convention on rights of people with special needs was ratified by several countries but the adequate measurements are only in their beginning. From an optimistic perspective this means that we can expect major positive changes concerning inclusion in the next years. From a more realistic perspective this means that the UN-convention helps a lot in political initiatives but that many positive developments will be only reached by using the instruments of law and court. At this point of time the report presented here reflects more or less the situation of people with special needs, especially deaf before the implementation of the UN-convention and its accompanying processes (national and "shadow" reports, monitoring, national action plans).

1 Evaluation of processes in administration and politics concerning DeafVoc

1.1 Evaluation of the effect of the DeafVoc curricula sent out in January 2007

The goal of this activity was to get an impression of the acceptance and the possible usage of curricula for language teaching and respective learning materials created in DeafVoc (i.e. the curricula "Sign language as mother tongue / preferred language" and "Written language as second language for deaf persons"; cf. the corresponding website www.DeafVoc.fi). The curricula were mainly thought for use in vocational schools but could be easily changed for use in other schools. We wanted to find out whether institutions had worked with the curricula and if yes, what the effects have been (e.g. a change in national curricula, development of new material, direct use in schools, etc.). On behalf of this goal a circular was sent out in February 2009 (see attachment 1) including a small questionnaire as a letter as well as an email 2.

¹ The first version of the respective evaluation plan was accepted in the Ljubljana meeting of the consortium at the end of March 2009; a second version was sent out on September, 25th.

² The questionnaire and a list of institutions can be found as attachments.

1.1.1 The dissemination process of the DeafVoc Curricula

The curricula were the result of the DeafVoc1 project and were sent out by email and letters to different institutions in 2007 (cf. attachment, point 7.1). These curricula contain instructions about the use of sign language in a special deaf-oriented bilingual learning context. Furthermore it was pointed to the website www.DeafVoc.fi, where literature and examples for classes can be found.

First feedback within DeafVoc showed already that there was a big need for teaching material additional to curricula: During courses, organized for teachers from the partner countries by the project, it became apparent that teachers demanded information and support. The curricula were felt extremely useful, but the great lack of teaching materials was felt to be a big barrier against realization. Also after DeafVoc, the use of curricula and demo materials was scarce, partially because teachers wanted to have much more as teachers have not had sufficient skills in ICT, resources, equipment to make the material etc.

1.1.2 Evaluation methods

Due to the fact that the curricula were sent out by email (mainly) and letters in the year 2007, we decided to give out questionnaires by the same format. Contacts and Email addresses were already established.

The questionnaire for evaluation and the introducing information was worked out in two different versions. The reason was to differentiate between the types of institutions with different working fields (schools, ministries). Moreover the questionnaires have been given out in German language for schools and ministries in Austria and Germany and in English language for institutions in the other countries of the EU (Luxembourg and Switzerland have been given both versions, because of their state of multilingualism).

We put the questions in order to find out in which way institutions dealt with our material. The last question aimed at finding out the interest of the addressees in participation on the final conference of DeafVoc2 which will take place in Klagenfurt in autumn 2010 (this was also a dissemination task).

The first question should give an indication whether institutions dealt with DeafVoc materials in any form. Therefore "yes" and "no" were possible answers to this main question. Additionally, some possibilities were given to either positively evaluate the work with the DeafVoc curricula or to explain why there was no work with them (including open questions).

The second question aimed to get concrete feedback on the curricula, especially suggestions for changes within the material or the implementation of the curricula, as well as feedback on practical use of the curricula. We asked also for materials that could help to improve our curricula.

The last questions dealt with the institutions' attitude towards the current situation of the deaf.

We decided to put mainly questions that can be answered by ticking different possibilities, because we wanted to give some impulse for a quick answering. Nevertheless we did not want to constrain possible feedback, so the open questions gave this alternative.

The administrations were asked whether curricula had been sent out to teachers of the deaf or had been used for some awareness measures.

The mails were sent to 96 institutions throughout Europe. The first sending took place on the 23rd/24th of February 2009. Because only few questionnaires were returned, we decided to send the mails a second time to all those who had not answered (including an additional text that again invited to participate in the evaluation). This was done on 16/17th of March 2009. A few institutions told us that they had not got the teaching materials of DeafVoc1 delivered earlier. The materials were sent once again to these institutions, including the request to answer the questionnaire after reading till end of April 2009.

The attachment includes all mails and material, i.e. all questionnaires and contact data of institutions that received the first the curriculum and later the questionnaire. Also included is a chart that contains all data of the mailings (data of mail, reminder and the answer, point 7.1).

1.1.3 Results

Only very few questionnaires were returned. Even those questionnaires that were returned gave only sparse insights, since the open questions were hardly answered.

From a total of 97 questionnaires, we got back 10 answers, out of which 6 questionnaires were filled out. 4 answers contain the wish to send them the curricula anew, or information about forwarding the questionnaire to another department of the same institution. This gives a rate of return of 9,7%, if we include only the answered questionnaires we get a rate of 6,2%.

All in all we got five answers to question 1. Those answers were very different, due to the different usage as a result of the different functions of institutions. Three answers were ticked at miscellaneous, one of the respondents gave the explanation that material has been forwarded to native signers and social education workers at mobile care.

In fact it is not possible to take a firm conclusion on this question, because of the sparse return.

1.1.3.1 Institutions for deaf education in Austria

The questionnaire was sent to 21 institutions (institutions for qualifying teachers of deaf people as well as institutions which aim at educating deaf or hard of hearing persons). This group gave most answers to question 1. Six institutions gave a feedback on the questionnaire, four answered to question 1.

The other 2 answers dealt with resending of the curricula to them and one school for deaf children declared not to work with sign language. Two institutions declared to deal with the material, but they did not specify in which way. The other indicated not to deal

with the material, because of proposals that do not correspond with their educational programme and the decision to use other teaching respectively learning material. Question number 2 has not been answered by this group. Possible reasons could be that they got no material to allocate.

1.1.3.2 Austrian school inspectors

The post oriented towards the government was sent to 9 institutions of school administration in Austria, i.e. all 9 provincial ("Bundesländer"; the capital Vienna is also counted as a province) education authorities and the Federal Ministry of Education, Science and Culture.

In this group we got back two questionnaires from provincial education authorities: The education authority of Vorarlberg indicated to forward DeafVoc1 material. Elisabeth Kugler of the education authority of Vienna declared to be in function since one year, so she did not know, what has been done with curricula.

Question number 2 has not been answered in this group as well. A possible explanation could be that there was no discussion on the material by the inspectors themselves.

1.1.3.3 Institutions concerning deaf affairs in Austria

This category consists of one institution, namely the Austrian Deaf Association. They answered only question 1 with ticking on "miscellaneous" but did not give any opinion on the second question.

1.1.3.4 Institutions concerning deaf affairs in Europe

Letters were sent out to 64 institutions in the year 2007. Those 64 institutions were confronted with the questionnaire by email now, four of them by surface mail. The number of answers in this category was much lower than in the other categories, perhaps because of the barrier of language.

The Centre de Logopédie in Luxemburg and our DeafVoc partner in Finland seem to be an exception. Even if question 1 has not been answered concretely, we guess that work with curricula has been occurred because of the critical feedback on the curricula in question 2.

The Centre de Logopédie holds a fundamentally different view of deaf education, their idea bases on the advancement of oral language, but they gave information on their country, for example that sign language as a separate subject was not possible due to the fact that Luxembourg is a small country according to the small number of deaf persons and the fact that sign language is still not accepted.

This example tells us that the curricula have to be adjusted to the legislative and didactic context of the different countries, as it had been done for several countries in the past, like Finnish, German or Greek curricula. Anyway piloting is very important.

The Finish partner observed that the problems of realizing the curricula were mostly politically and practically.

1.1.4 Conclusions

We expected a superior number of questionnaires, especially because of the exact appropriateness of respondents and our assumption that we had addressed institutions that are interested in an improvement of the situation of the Deaf. We were aware of the fact that mail correspondence is a risky method to survey institutions. Nevertheless we decided to use the written form in order to contact all institutions which got the DeafVoc materials and from reasons of time.

We did not get valid data in terms of statistics; nevertheless we got an insight in the given situation. Not answered questionnaire and those which were answered indicate that have to be done much more in awareness and communication for deaf people.

In general, the number and content of the feedback is disappointing, but it is positive that all respondents are interested in more public relations and an improvement of the situation of the deaf. A repetition of the research action, intensified by phone contacts, was abandoned due to the high amount of time which would be necessary for that. Instead, we decided for a targeted research on the relevant institutions in the partner countries.

1.2 Consequences from the results of the DeafVoc: Follow up work in DeafVoc2

What we had to learn from the disappointingly small feedback is that only sending out of information and/or materials on a certain issue does not mean that EU project results are desired or welcome or taken over by national authorities just because of the fact that they are coming from a EU project. Therefore we decided to find out which way a curriculum or modification of a curriculum has to go in single countries, due to their legislation and context factors like attitudes towards the target group of deaf people. Because this analysis means a high expenditure of time, the Zentrum für Gebärdensprache und Hörbehindertenkommunikation (ZGH) decided to focus its work geographically on Austria and - if possible - the countries of the DeafVoc2 partners.

We asked how things are going on in Austria concerning curricula implementation, also in Finland, Ireland and Slovenia. We wanted to find out which way the curricula have taken or will take after our questionnaire. Handling of the curricula should act as an example for what happens within the departments of the governments with curricula of this kind, which political and administrative processes are necessary for an implementation of such curricula.

To meet this goal, a catalogue of questions was elaborated which served as an orientation for the personal communications with representatives of authorities.

2 Country reports

2.1 Austria

2.1.1 Legal framework

The legal framework for the inclusion of people with special needs are the laws on equal rights for these people, the ban of discrimination and the obligation of enterprises

to employ disabled people (from a certain number of employees on). Only recently the UN-convention on the rights of people with special needs was ratified by the Austrian parliament and, according to the obligations, a monitoring commission was introduced which held several workshops on the convention (cf. <http://www.monitoringausschuss.at/>), inviting all relevant people from institutions as well as Non-Governmental Organisations. Also a first national report on the situation of people with special needs will be delivered in October to the UN; the same will be done by NGOs for the so-called "shadow report" ("Austrian Civil Society Report", cf. http://www.oeaar.or.at/bildbibliothek/pdf-dateien/un-konvention/Behindertenrechtskonvention_Bericht.pdf). An additional report on the situation of human rights of deaf people was delivered by the Austrian Deaf Association (cf. <http://www.menschenrechte-jetzt.at/wp-content/uploads/2010/09/Gehoerlosenbund-Englisch.pdf>). A "national action plan" will be developed by the Federal Ministry of Labour, Social Affairs and Consumer Protection (cf. <http://www.dieLebenshilfe.at/Nationaler-Aktionsplan-fuer-UN.720.0.html>). For some additional information cf. Dotter 2004 and 2009.

2.1.2 Vocational education and training

The main part of the Austrian system of vocational training (i.e. the system for "normal working people"; best described by the term "blue collar workers") is called "dual" because it is performed partially in the enterprises and partially in a special type of vocational school ("Berufsschule"). This education is valid for apprentices who leave school after its obligatory phase ("Pflichtschule" until 14/15 years of age) in order to go to a workplace. This type of vocational schools are organised over the whole year (with one full day of school every week) or as a course of at least 8 weeks for every year. Using an education accompanying the work within the job, they aim at developing the basic "theoretic" knowledge for the job, completing the training in the company and to expand the general education.

There are other types of so-called "Schools for education for the vocation" ("Berufsbildende Schulen") which partially reach up to 18 years of age and provide their students with a general university qualification. These schools have persons as their target group who are seen as belonging to the "higher" levels of labour market (comparable to the term "white collar workers"). Here we describe only the first alternative of vocational education, that for apprentices.

The Federal Ministry of Economy, Family and Youth is responsible for the part of "dual" vocational training done in the enterprises. It issues the decrees on the curricula for apprentices in the enterprises ("Ausbildungsordnung"); then the Federal Ministry for Education, Arts and Culture (in collaboration with the provincial school authorities: "Landesschulrat") issues the decrees for the curricula of the vocational schools.

Due to the (often implicit) evaluation of the dual training target group as "blue collar workers" and somehow in contradiction to the labour market development in EU countries (i.e. the demand for more and higher levels of training for many jobs), the curricula for the vocational schools contain mainly what we would call "basic skills for lower jobs". We can find the respective formulations in the chapter "tasks of train-

ing"/"principles of education" ("Bildungsaufgaben/Unterrichtsprinzipien"), p.13 as well as in the chapter on "German Language and Communication" (p. 23): "being able to fulfill everyday communicative tasks" ("sprachliche Bewältigung des Alltags"), "communicative norms in telephony and orthography" ("Kommunikationsnormen beim Telefonieren und Rechtschreibung"). Additionally to "German Language and Communication" we find "Reading and Speaking" ("Lese und Sprecherziehung") and "Foreign Language in Relation to the Job" ("Berufsbezogene Fremdsprache"). The amount of training hours is about 120-140 for "German Language and Communication" and 40-120 for "Foreign Language in Relation to the Job" .

In the respective law on vocational education ("Berufsbildungsgesetz"), there is a §8b concerning the so-called "integrative vocational education" ("integrative Berufsausbildung"). It gives the possibility of either expanding the time of the apprentice status, keeping the full vocational school demands/criteria or a "partial qualification" ("Teilqualifizierung") for the job with the possibility of even reducing the demands/criteria of vocational school. Despite the term "integrative vocational education", the main target group of these regulations are young people with some weak learning abilities or problematic social environments, inhibiting a "standard vocational career". People with special needs are not excluded from these regulations, but except of making things "easier" (which may result in underqualification and lower chances at the labour market), the law provides no obligations for making learning barrier-free, adequate to individual needs of a person who should not be seen as having a lower intelligence or learning ability.

The main questions to the person responsible for the vocational schools within the Ministry of Education, Arts and Culture (this responsibility comprises all schools which are defined as "vocational", e.g. also those which reach up to 18 years of age like the HTL etc.) were:

1. If hard of hearing or deaf persons have to attend a vocational school while having their vocational training, which provisions are made?
2. Does the ministry see the curricula of DeafVoc as a possibility to improve the situation of the target group mentioned?
3. What happened to the DeafVoc curricula when they were sent to the ministry?

We were told that there is no feedback from vocational schools concerning any difficulties in training of hearing impaired persons. Therefore question 1 was never put and there are no provisions at all; e.g. preparing barrier-free materials for courses. The responsible person described the general actual problem on the labour market: A decrease of 1486 of places for apprentices create a big problem especially for integrating people with special needs into the labour market. Despite this fact, the ministry is active in order to integrate such people.

The Federal Ministry of Economy, Family and Youth ordered an evaluation of the so-called "Integrative Vocational Training" ("Integrative Berufsausbildung", IBA) by the

Austrian Institute for Research on Small and Medium Enterprises. The result of this evaluation was that only 6% of the apprentices in this initiative show a disability as it is defined by the Law on Equal Rights for Disabled Persons ("Behindertengleichstellungsgesetz", cf. http://www.jusline.at/3_Behinderung_BEinstG.html) or the respective regulations of the Austrian provinces. A majority of these apprentices has only been rated to need special pedagogical furtherance ("sonderpädagogischer Förderbedarf", cf. *Evaluierung der integrativen Berufsausbildung*, S. 50). In numbers of 2007, out of 3410 people in Integrative Vocational Training there are only 205 ones with a disability (which comprises all forms of disability).

Due to this situation, the public servant in the Ministry of Education, Arts and Culture felt not able to give a positive answer to question 2. Because there is no awareness of the problem, the curricula seem to have disappeared even in the ministry (question 3). We were told to contact persons in the Federal Ministry of Economy, Family and Youth.

There is a special institution for research on vocational education, the "Austrian Institute for Research on Vocational Training" ("Österreichisches Institut für Berufsbildungsforschung", cf. <http://www.oeibf.at/>). It runs the website "Bib-Atlas" (cf. <http://www.bib-atlas.at/>) which contains a database on information and counselling in vocational education in Austria but does not have people with special needs as a category.

There is an "Initiative for quality in vocational education" ("Qualitätsinitiative Berufsbildung", QIBB; <http://www.qibb.at/>), led by the Federal Ministry for Education, Arts and Culture, aiming at quality management in the Austrian vocational school system. Connected with this there is a project which aims to develop education standards for the whole vocational school system (cf. <http://www.bildungsstandards.berufsbildendeschulen.at/de/home.html>). Work is related/ embedded in the European Quality Assurance Reference Framework (EQAVET Reference Framework - previously: EQARF; cf. http://ec.europa.eu/education/lifelong-learning-policy/doc1134_en.htm). At least within EQAVET, the Social Partners accent the importance of Lifelong Learning for "vulnerable groups" (cf. <http://www.eqavet.eu/gns/about-eqavet/network-members/social-partners.aspx>).

A public servant in the Ministry of Education, Arts and Culture who had formerly been responsible for pupils with special needs in middle and higher schools, i.e. from secondary school, level 2 = 14 years of age) told us that in the past there were improvements especially for wheel chair drivers (by e.g. adapting buildings). For the others she saw not really substantial changes, also due to the fact that there is a rather restrictive regulation for additional teachers in integration (for every child integrated, there are only relatively low numbers of teacher hours, so-called "Werteinheiten").

Now another servant has taken over the responsibility for this area. The continuation of integration for pupils from 14 years on in part of the coalition contract of the actual government. The public servant responsible for vocational training from the side of the enterprises Federal Ministry of Economy, Family and Youth gave us this information:

For the education and training of apprentices, the Federal Ministry of Economy, Family and Youth issues the curriculum for the part of this measures within the enterprises ("Ausbildungsordnung"). Only then the Ministry of Education, Arts and Culture (in cooperation with the provincial school authorities; "Landessschulrat") can issue the curricula for the part of this measures within the vocational schools ("Berufsschullehrplan"). According to Kreil 2004, there are no teachers in vocational schools who have any knowledge of sign language.

Concerning our questions, the Federal Ministry of Economy, Family and Youth does not issue any guideline or restriction for the area of curricula in question, namely "communication". Also it is open for (communicative) help at the workplace (this is normally organised in cooperation with the social authorities responsible for people with special needs, e.g. the "Bundessozialamt", cf. <http://www.bundessozialamt.gv.at/> or the "Arbeitsassistentz", differently organised for different provinces; cf. e.g. <http://www.witaf.at/>

http://www.bblinz.at/content/site/linz/abteilungen/sinnes_und_sprachneurologie_gesundheitszentrum_fuer_gehoerlose/gesundheitszentrum_fuer_gehoerlose/article/6475.html

http://www.barmherzige-brueder.at/content/site/linz/abteilungen/sinnes_und_sprachneurologie_gesundheitszentrum_fuer_gehoerlose/fachschule_vis_com/job_com/index.html

<http://www.sisal.at/index.php?section=48>

<http://www.welcomeatwork.at/xtension.php>

<http://www.gehoerlos-tirol.at/beratungsstelle/>

<http://www.gehoerlos-tirol.at/kommbi/>

http://www.autark.co.at/autark_integrationsfachdienst/startseite.php?navid=1

Further assistive institutions in the area of people with special needs are BBRZ ("Berufliches Bildungs- und Rehabilitationszentrum", cf. <http://www.bbrz.at/cps/rde/xchg/>), Jugend am Werk (cf. <http://www.jaw.at/typo3/index.php>), as well as religious organisations like Caritas (cf. <http://www.caritas.at/hilfe-einrichtungen/menschen-mit-behinderung/>) or Diakonie (cf. <http://www.diakonie.at/goto/de/?bereich=behindertearbeit>).

A specialised institution for hearing impaired people, especially sign language users is "equalizent" (cf. <http://www.equalizent.com/>). There are a few vocational training courses which at least announce that they are specialised also for deaf people (Siemens, cf. <http://www.hlmw9.at/hlmw9/HOME.html>, cf. in general

http://www.bundessozialamt.gv.at/cms/basb/pdb_start.html?fontsize=75)

Counselling for education in general and also for vocational education is centred at the department for school psychology at the Ministry of Education, Arts and Culture (cf.

<http://www.schulpsychologie.at/>) which organises this counselling in cooperation with schools, teachers and provincial school administration.

There are many national counterparts of special EU-institutions or initiatives in the field

of (vocational) education like Eurydice, Cedefop, Euroguidance and the ETF (European Training Foundation). They are connected to EU developments, for Austria we find especially the "OeAD" (Austrian Exchange Service) which is also responsible for the Lifelong learning activities (cf. <http://www.euroguidance.net/Centres/EGAustria%20-%20At.htm> , <http://www.oead.at/index.php?id=93>

especially <http://www.lebenslanges-lernen.at/> and

http://www.oead.at/go_international/eu_bildungsprogramm_lebenslanges_lernen/euroguidance_bildungs_und_berufsberatung_in_europa/).

There we also find the "Lifelong Guidance" concept (cf. <http://www.lifelongguidance.at/qip/mm.nsf>), which is to be understood as a network including the Austrian social partners and the Federal Ministry for Education, Arts and Culture (school psychology).

For Leonardo da Vinci within the Lifelong Learning programme there is a database called ADAM (cf. <http://www.adam-europe.eu/adam/homepageView.htm>). For "deaf" as a search word we find here 16 projects and 24 products

In favour of multilinguality is CEBS (Center für Berufsbezogene Sprachen [centre for languages in relation to vocation, cf. <http://www.cebs.at/>) which offers certificates for several languages as an additional qualification possibility for vocational school students.

2.1.3 General adult education

The public servant responsible for adult education in the Ministry of Education, Arts and Culture told us that the ministry is working on a concept for Lifelong Learning and on planning of education and training for adults. The ministry runs a website on adult education (cf. <http://erwachsenenbildung.at/>).

Adult education lies in the competence of the single provinces, i.e. the ministry cannot influence the content of adult education, but it can sign agreements concerning certain services ("Leistungsvereinbarung") with the organisations active in adult education. Almost all institutions active in the field are joined in the "Conference of adult education institutions in Austria" ("Konferenz der Erwachsenenbildner Österreichs", cf. http://erwachsenenbildung.at/themen/eb_in_oesterreich/organisation/keboe.php).

The public servant referred us further to a private association, the "Academy for integrative education", in short "biv-integrativ" (cf. <http://www.biv-integrativ.at/biv.php?s=a1>). Their website offers a database for entering the labour market and links to further organisations which are active in the field.

2.1.4 Inclusion for children

In the case of sign language users - but also in the whole area of hearing impaired people - the lack of information about the "language & communication problem" is evident. Respective problems can be found on many stages of furtherance and education of hearing impaired children:

- In order to improve the competence of children in German language, the Austrian government has signed an agreement (a so-called § 15a contract) with the Austrian provincial governments in order to install a language competence test before school and to identify children with bad knowledge of German. But hearing impaired children are excluded from that test. This means that the necessary diagnosis, whether they need special language furtherance - be it only spoken language oriented or bilingual - is not in reach.
- The information for parents of children who have a diagnosis of a hearing impairment is still very much hearing oriented, at least implicitly. Just to show an example from the official website of the ministry responsible for family policy in Austria: <http://www.elternbildung.at/>. There is good information on language development and probable development disorders or delays, but this is always oriented towards spoken language and there is no connection to the possibility of using a visual language. Therefore parents are misled to an opinion which says that hearing impairment causes language problems. The reason is that there is always spoken language referred to instead of telling the parents that the same language development as it is described for spoken language could also take place for sign language if the environmental conditions were the same as for spoken language; cf. <http://www.elternbildung.at/schwerpunktthemen/familie-und-behinderung/>.
- There is some information available concerning visual communication and sign language, cf. <http://www.elternbildung.at/expertenstimme/familie-und-behinderung/ gehoerlosigkeit/normal-sein-duerfen/> but this is in no way connected to the hearing/spoken language mainstream information so that parents would be informed about this alternative simultaneously with the former.

2.1.5 Teacher training

There is still no teacher training for people who should work in a bilingual setting; the teacher training for people working in orally oriented context is outdated because it does not include the goal to bring the students to an understanding of the importance of a language development in hearing impaired children which is at par with their age-related cognitive development, communicative needs. Also there is no understanding of the importance to assist a language development which is similar to that of the hearing peers and no understanding of the intimate relationship between communication, language, cognition, social and emotional development (e.g. for finding a personal identity). One example is the recent book by Viktor Ledl und Thomas Bettinger "Kinder beobachten und fördern" ("(How to) observe and further children"). In this book which is official learning material for special pedagogues, sign language or bilingual deaf education are not even mentioned. The very bad situation in actual deaf education is described in detail in a report by Krausneker & Schalber 2007 ("Sprache Macht Wissen"; "Language Power Knowledge"). The situation can be further illustrated by the fact that several schools/institutions even refused to participate in the research and that many persons and institutions also ignore the results.

2.1.6 Positive developments

Despite the ignorant behaviour in some political and administrative sectors, there are a lot of positive developments, most of them initiated by institutions already mentioned above. Two more examples:

- The Adult Education Centre ("Volkshochschule") "Donaustadt" in Vienna's 22nd quarter announced that they guarantee a sign language teacher for every of their courses if any deaf person wants to attend (<http://www.bizeps.or.at/news.php?nr=10979>)
- "Autark Clearing" tests language and reading competence within its work for people with special needs, but furtherance as a consequence of negative results is still not regular.
- The Minister of Education, Arts and Culture, Claudia Schmied, on February 14th, 2009, declared publicly (cf. <http://www.bizeps.or.at/news.php?nr=9467>) that Austria has big deficits in deaf education which should be overcome.

The Federal Ministry of Science and Research funds the inclusion of students with special needs by installing the so-called "Behindertenbeauftragte", i.e. people who are themselves handicapped and administer all facilities for their colleagues. The ministry funds also research in students with special needs (cf. http://info.tuwien.ac.at/uniability/documents/Soziale_Lage_2006.pdf and <http://ww2.sozialerhebung.at/Ergebnisse/>

as well as projects and has just recently accepted one major project on deaf bilingual students ("GESTU", an acronym for "successful studying at the technical university as a deaf person").

2.1.7 Resumé

To begin with the accessibility of information and data: There are several agencies or departments responsible for different issues either in general vocational education or in education for people with special needs. E.g. at the Federal Ministry for Education, Arts and Culture there are departments for the development of basic policy lines, for counselling, for special needs. This makes it difficult to find out which political guidelines or measures are to be deposited where in order to be on the right place and not to be neglected for competency reasons. Just recently a department for migration and inclusion was founded in the Federal Ministry for Education, Arts and Culture which should coordinate all tasks in this area. Our communications show rather clearly that there is no or only little understanding for the research tasks of the DeafVoc projects as well as for the social-economic context which has to be analysed or for the political goals of inclusion in the vocational area. There is no explicit hostility against people with special needs in general or against hearing impaired ones. On the contrary, many interview partners declare their readiness to help these people. But there are no data concerning the number of such people (which is a substantial barrier for measures in the interest of quality assurance) and there is - if any - only a very naive knowledge of their needs. As a consequence, there should be more and intensive awareness activities for the inclusion of people with a hearing impairment, especially those who use a sign language.

2.1.6 Activities of ZGH

- Due to the lack of data concerning hearing impaired persons in vocational education and barriers in general as well as vocational education, we sent out a query for reports from pupils and parents concerning their school career. Unfortunately this was only answered by hard-of-hearing persons. This means that we have to access bilingual deaf people by other means in order to get valuable data.
- Related to the UN-Convention and the respective National Action Plan we sent recommendations to responsible persons in the social Federal Ministry of Labour, Social Affairs and Consumer Protection mid of April 2010 and disseminated this information Austria-wide to all important institutions.

2.2 Finland

2.2.1 General situation

Finland has a very supportive legislation concerning the rights of minorities including deaf people (Constitution 1995 = The Sign Language is allowed to be one of the mother tongues). That means also, that Sign Language users are legitimated to have services in their language.

The legislation reflects into the Educational Acts (1998) and trough it to the curricula on all levels from pre-school to adult education.

One of the principles of Finnish Education is to ensure equal opportunities for all (despite of different language or disability). The education system recognizes students who are sign language users as a language minority even though they sometimes need special needs education and some extra services. In this context another principle is bilingualism, which is realized in the respective curricula on all educational levels (also in the vocational education and training) both in Sign Language as a Mother Tongue and Finnish for Sign Language Users. Sign language interpreters are widely used in the upper secondary and higher education (according to rights for that given in the law).

The major player on curricula is the Finnish National Board of Education (FNBE). It is a national agency subordinate to the Ministry of Education and has a wide range of tasks related to the development of education all through pre-primary and basic education, general upper secondary education, vocational education and training, formal adult education and training, liberal adult education (including folk high schools, study centres, summer universities) and basic education in the arts. FNBE is responsible for drawing up the national core curricula for basic and general upper secondary education and the framework for vocational qualifications and competence-based qualifications.

There are 52 different vocational qualifications and the Ministry for Education and the FNBE take the initiative of the creation of new curricula concerning timetable and structure. This creation is seen as a process, where many parts of the society are involved with; labour market associations, students, teachers also teacher-unions, provides and municipalities. In general, the process runs like that (at least since 2007): FNBE makes the decision concerning the members of a "steering group" for a certain

qualification and gives also resources for one vocational provider. It also finds a "working group" to develop the curriculum (representatives of teachers, of working life etc). FNBE gives the basic lines and common parts which will be implemented to every branch, the ministry the number of the study weeks. There is lot of feedback between the two groups mentioned (steering and working). The draft of the curriculum is given to a wide expert opinions circle for evaluation. The final decision is done by FNBE which also has the responsibility for dissemination and familiarizing.

To describe the system of vocational education in Finland, We quote a presentation by Susanna Tauriainen from FNBE given at the LSDA NI Conference 2009 (Wednesday 29th April 2009, Galgorm Resort & Spa, Ballymena):

2.2.2 Vocational education and training in Finland

The vocational sector of the Finnish education system covers initial or upper secondary vocational education and training and vocational further and continuing training. Vocational education and training (VET) is intended both for young people ready to enter the labour market and for adults already in gainful employment. Adults may study for the same upper secondary vocational qualifications as young people. They also have the opportunity to participate in additional vocational training, which means further or continuing training completed after an upper secondary vocational qualification.

Upper secondary vocational qualifications provide extensive basic skills for various assignments in their respective fields and more specialised competence in one specific sector, while also conferring general eligibility for further studies at universities and polytechnics (universities of applied sciences). Upper secondary vocational education and training is provided in almost all fields. About 45% of the relevant age groups start in upper secondary VET after comprehensive school or general upper secondary school.

2.2.2.1 Upper secondary VET

- Vocational qualifications are designed to meet the needs of the world of work.
- The scope of each qualification is 120 credits.
- The qualifications include at least 20 credits of on-the-job learning in workplaces.
- The qualifications build on the basic education syllabus.
- The qualifications are also suitable for people who have already completed the general upper secondary school syllabus and the matriculation examination (in such cases, the scope is reduced by about 30 credits).
- Competencies acquired through prior learning or work experience are recognised as part of qualifications (accreditation of prior learning).

The general objectives of vocational education and training are to enhance vocational competence, develop the world of work and meet its skills needs, promote employment and support lifelong learning. Development objectives are based on the Development Plan for Education and Research adopted by the Government. The Development Plan for Education and Training for the 2007–2012 period includes the following priorities for vocational education and training:

- improving the quality and effectiveness of VET and its relevance to the world of work;
- enhancing vocational competence;
- improving the efficiency of VET.

The Ministry of Education has overall responsibility for vocational education and training. The Ministry prepares legislation and Government Decisions relating to vocational education and training and steers and oversees the sector. Its work is guided by policies determined in the Government Programme, the Government Strategy Document and the Development Plan for Education and Research.

The national objectives of vocational education and training, the qualifications framework and the core subjects are decided by the Government, while the Ministry of Education decides on the specific details and scopes of qualifications. For the purposes of VET provision, the Ministry of Education grants authorisations to provide vocational education and training, including a specific educational mission.

The Finnish National Board of Education (FNBE) is responsible for preparing the National Core Curricula for Upper Secondary Vocational Education and Training and the Requirements of Competence-based Qualifications, which set the objectives and core contents of studies. For the purposes of dealing with the National Core Curricula and Qualification Requirements, the Ministry of Education sets up field-specific National Education and Training Committees to function as experts in their respective fields.

2.2.2.2 Education providers decide on practices

Many practical aspects are decided by VET providers, whose operations are governed by the objectives set in legislation and in the National Core Curricula. The authorisations to provide vocational education and training specify details such as the types and scopes of education and training that providers may make available within the framework of the funding system for education and culture. VET providers are responsible for organising vocational education and training within their respective regions, aligning their provision according to the needs of the regional world of work and business, as well as for specifying the curricular contents based on the relevant National Core Curricula. In addition, providers decide independently on the types of educational institutions or units that they run.

Vocational education and training may be provided by local authorities, municipal education and training consortia, registered associations, foundations or state enterprises. The State maintains five special education institutions and the Educational Centre of the Saami Area. Swedish-language vocational education and training is provided either by Swedish-language or bilingual institutions. Each institution is required to have a principal (rector), who is responsible for its operations. In addition, each educational institution has a student association made up of students, exercising their right to be heard.

The core of the VET provider network is composed of regional or otherwise strong multi-field vocational institutions (colleges), which provide both upper secondary VET and

vocational further and continuing training. The mission of vocational institutions covers provision of upper secondary VET and specialised competence in different fields for people ready to enter the labour market or wishing to change occupations, as well as vocational further and continuing training to consolidate and extend vocational competence. In addition, the duties of vocational institutions include developing the competencies of small and medium-sized enterprises and entrepreneurs. Education and training is organised at vocational institutions, as distance and multiform (blended) learning, on-the-job learning or as apprenticeship training. Vocational institutions work in close co-operation with the world of work and business.

At present, there are about 210 providers of upper secondary, further and continuing VET. In the years to come, the provider network will be concentrated with a view to forming sufficiently large and diversified or otherwise strong VET providers with good resources to develop the world of work and meet its skills needs.

2.2.2.3 Central and local governments responsible for funding

Central and local governments co-finance upper secondary vocational education and training. In addition, VET providers receive funding for vocational further and continuing training, which does not involve local governments. Each VET provider is assigned a unit price calculated per student, the amount of which is based on the specific fields and, in some cases, qualifications included in its provision.

As from the beginning of 2006, VET funding rules were revised such that performance was introduced as a new funding criterion, while separate government transfers to cover construction and renovation costs were incorporated as part of the calculatory state subsidy system that previously covered operating costs.

Unit prices for upper secondary vocational education and training are determined by field. The amounts of funding are influenced by each provider's student numbers in different fields and in different types of provision (such as school-based education/apprenticeship training, special VET, or pre-vocational preparatory education). In addition, a certain proportion of funding is based on the provider's performance. In order to determine the share of performance-based funding, a performance index is computed for each provider on the basis of the following indicators: graduate employment rate, transition to further studies in higher education, reduction in drop-out rates, VET completion rate, qualifications of teaching staff and human resources development.

Upper secondary vocational qualifications can be completed at vocational institutions (vocational colleges), as apprenticeship training, or as competence-based qualifications. Students in vocational further training may complete further and specialist vocational qualifications as competence-based qualifications.

Vocational education and training is provided in the following fields:

- Humanities and Education
- Culture
- Social Sciences, Business and Administration

- Natural Sciences
- Technology, Communications and Transport
- Natural Resources and the Environment
- Social Services, Health and Sports
- Tourism, Catering and Domestic Services.

Instruction in the VET sector is provided free of charge. However, students cover some of their own study expenses, such as textbooks and the equipment, tools and materials for personal use that will remain their property at the end of their period of study. School meals are provided free of charge.

Students can also choose studies from other educational institutions, such as general upper secondary schools, other vocational institutions, adult education centres, or universities and polytechnics. Students are also entitled to receive credit for any previously or concurrently completed qualifications. Each institution decides on recognition of such learning.

Students can also study simultaneously for an upper secondary qualification and for the general upper secondary matriculation examination, which means that such students complete their studies within the VET sector and may also participate in the matriculation examination. Upper secondary school courses are accredited as part of vocational studies and qualifications and, once they have passed the matriculation examination, students receive a certificate of matriculation.

2.2.2.4 Application and admission procedures

Students generally apply for vocational education and training (towards upper secondary vocational qualifications) through the joint application system covering the vocational and general upper secondary sectors. For certain programmes, students apply directly to the provider institution. The joint application system does not cover upper secondary provision primarily intended for adults, pre-vocational preparatory education and upper secondary, further and specialist vocational qualifications completed in preparatory training for competence-based qualifications. As a general rule, the joint application system is also not available when applying to vocational special education institutions, for programmes in dance, music and sports and programmes providing instruction in a foreign language or specifically intended for athletes.

Upper secondary vocational programmes are open to those who have completed the syllabus of basic education or a corresponding previous syllabus. In addition, people otherwise deemed to have sufficient capabilities to cope with studies may also be admitted as students. Applicants with illnesses or disabilities that form a clear obstacle to participation in education and training cannot be admitted. A quota of student places may be reserved for those who have already completed the general upper secondary school syllabus and the matriculation examination.

The criteria for admission to programmes leading to upper secondary vocational qualifications have been laid down in a Ministry of Education Decree. Such criteria include

the general prior study record and grades emphasised in the field concerned, the ranking of the programme on the applicant's list, work experience and gender. Young people applying straight from basic education or from its additional 10th grade receive extra points. Each VET provider decides whether to organise any possible entrance or aptitude tests.

2.2.2.5 Upper secondary VET leads to initial vocational qualifications

Upper secondary vocational education and training leads to upper secondary or initial vocational qualifications, which cover the knowledge and skills necessary in terms of vocational competence, as well as capabilities for self-employment or entrepreneurship. Upper secondary school matriculants can also study for a vocational qualification (duration of studies reduced to 2–2.5 years). Those who have completed an upper secondary vocational qualification may continue their studies in vocational further and continuing training, at a polytechnic or a university.

VET provision is available in eight fields of education. As from 1st January 2009, there are 54 upper secondary vocational qualifications, covering a total of 118 study programmes. Upper secondary vocational education and training is mostly provided by educational institutions, but qualifications can also be completed through apprenticeship training.

The largest component in an initial vocational qualification consists of vocational studies. A three-year vocational qualification is made up of 120 credits, divided into 90 credits of vocational studies, 20 credits of core subjects and 10 credits of free-choice studies. Core subjects correspond with general upper secondary school studies to some extent. Compulsory core subjects include mother tongue, second national language, foreign language, mathematics, physics and chemistry, physical education, health education, arts and culture, and social, business and labour-market subjects. Free-choice studies may be supplementary vocational studies, interest-related studies or core subjects.

On-the-job learning forms part of the studies. On-the-job learning refers to supervised and focussed periods of study at workplaces, aiming for students to learn some of the practical vocational skills included in their qualification during such periods. The minimum scope of on-the-job learning periods included in three-year upper secondary vocational qualifications is 20 credits.

Vocational skills demonstrations enable students to show how well they have achieved the vocational skills required in working life by performing practical work assignments. The objectives and assessment criteria of skills demonstrations are determined in the National Core Curricula. As a general rule, vocational skills demonstrations are primarily used as an assessment method for upper secondary vocational qualifications. In addition to the actual qualification certificate, students are awarded a separate certificate for completion of skills demonstrations. Skills demonstrations were designed in cooperation with the world of work and business and they were introduced as part of vocational programmes that started in autumn 2006.

2.2.2.6 Apprenticeship training

Apprenticeship training refers to vocational training organised in the workplace through practical work assignments under a written fixed-term employment contract and supplemented with theoretical studies.

Apprenticeship training enables both young people and adults to complete upper secondary vocational qualifications in accordance with the relevant National Core Curricula. In addition, apprenticeship training may also be organised as preparatory training for vocational, further or specialist qualifications completed as competence-based qualifications. It is also possible to take further training not leading to any particular qualification through apprenticeship training. Entrepreneurs may also train themselves on apprenticeship contracts within their own companies.

Apprenticeship training is based on a written fixed-term employment contract (apprenticeship contract) between an employer and an apprentice, who must be at least 15 years of age. The apprenticeship contract is accompanied by an individual study plan drawn up on the basis of the relevant National Core Curriculum or Qualification Requirements adopted by the Finnish National Board of Education.

In order to provide apprenticeship training, a workplace is required to be engaged in production and service activities of sufficient scope to fulfil the requirements of the training in accordance with the relevant National Core Curriculum or Qualification Requirements. In addition, the workplace needs to have the necessary work equipment and skilled and qualified personnel who can be assigned as responsible instructors for apprentices.

About 70–80% of apprenticeship training takes place in the workplace, where the student's training is entrusted to the responsible workplace instructor(s). Workplace training is supplemented with theoretical education, mostly provided by vocational institutions and adult education centres.

The employer pays the apprentice's wages according to the relevant collective agreement for the period of workplace training. For the period of theoretical studies, the student receives social benefits, such as a daily allowance and allowances for accommodation and travel expenses. The employer receives training compensation to cover the costs of training provided in the workplace.

There is a separate system of competence-based qualifications in place for vocational adult education and training.

2.2.2.7 Further and specialist qualifications through vocational further training

Further and specialist qualifications form part of vocational further training. There are 185 further qualifications and 122 specialist qualifications, which require vocational skills acquired through work experience and have been specifically developed to match the needs and circumstances of adults. The Finnish National Board of Education adopts the Qualification Requirements for each further and specialist qualification.

Further and specialist qualifications, as well as initial vocational qualifications, may be completed as competence-based qualifications. Preparatory training for competence-based qualifications is organised at vocational institutions and in the form of apprenticeship training. The right to arrange competence tests taken to complete competence-based qualifications is determined in provider-specific contracts for arranging competence tests. The Qualification Committees agree on organisation of competence tests with education providers and, where necessary, with other organisations. The Qualification Committees oversee and control arrangement of competence tests and award qualification certificates.

2.2.2.8 Special VET and rehabilitative instruction and guidance

Vocational special education and training is intended for students in need of special educational arrangements or student welfare services due to disability, illness, delayed development, an emotional disorder or some other reason. Where necessary, instruction for these students may be adjusted.

Rehabilitative instruction and guidance is intended for students with disabilities, who need practice in basic skills before starting upper secondary vocational studies. The aim may also be to prepare and rehabilitate students for work or independent living.

Special VET and rehabilitative instruction and guidance for special needs students are primarily provided by vocational institutions. Vocational special education institutions are responsible for providing education and training for students with the most severe disabilities, while also functioning as development, guidance and support centres of special needs education and training.

2.2.2.9 Education preparing for upper secondary VET

In the autumn of 2006, a pilot project was launched to experiment with education preparing for upper secondary vocational education and training. The aim of implementation of this pilot education between 2006 and 2010 is to lower the threshold for moving from basic education to upper secondary vocational level and to reduce drop-out in the early stages of vocational studies.

This form of preparatory education is directed at young people finishing their basic education without a clear idea of their career choice or without sufficient capabilities to apply for or cope with vocational studies. These young people are at risk of being completely excluded from education and training and of subsequent social exclusion. The scope of education varies between 20 and 40 credits, depending on individual needs. Students in pre-vocational preparatory education have the opportunity to apply for or to flexibly transfer to qualification-oriented programmes when it is appropriate for each individual student.

2.2.2.10 Pre-vocational preparatory education for immigrants

The objective of this type of preparatory education is to provide students with linguistic and other capabilities to move on to vocational studies. Its scope varies between a minimum of 20 and a maximum of 40 credits. The education must be provided in compli-

ance with the National Core Curriculum adopted by the Finnish National Board of Education, which specifies that the scope of the linguistic skills module is 10–20 credits or about a half of the total scope of the programme. Since linguistic skills play a crucial role in terms of transition to and successful performance in upper secondary vocational studies, an important aspect of student selection is to ensure that those admitted have sufficient skills in Finnish or Swedish.

2.2.2.11 Special educational mission, such as foreign-language instruction or upper secondary VET for athletes

If a qualification is fully or mostly completed in a language of instruction other than the one specified in a provider's authorisation to provide vocational education and training, the provider must obtain permission from the Ministry of Education. The Ministry has granted authorisations to provide foreign-language qualifications as a special educational mission in cases where education providers have produced evidence of adequate resources to provide such qualifications. Some education providers are entitled to provide foreign-language instruction in home economics courses not included in the upper secondary VET system.

The Ministry of Education has also granted authorisations to provide upper secondary vocational programmes for athletes as a special educational mission to education providers with sufficiently diverse provision covering several sports where coaching is organised. In addition, education providers co-operate with regional sports federations and sports clubs.

[End of quoted text by Susanna Tauriainen]

2.2.3 Finnish activities during the DeafVoc projects

During the first DEAFVOC-project (2003-2006) in Finland there was a process to review and develop the national core curricula for the whole initial vocational education and training (for information on vocational special education and training cf.

<http://www.ammattilinenkoulutus.com/>). The curricula for common subjects as languages including different mother tongues, were also within scope.

Related to DeafVoc, the Finnish partners, including the Finnish National Board of Education (FNBE), had the responsibility to create the curriculum for Sign Language as a mother tongue. The work was done in co-operation with the Austrian partner, Klagenfurt University, which was responsible for the curriculum for Written language for Sign Language users. The context defined for the curricula was a 3-years vocational training with a portion of 4 study weeks directly devoted to mother-tongue-learning. There will be needed a lot of adaptation.

After DeafVoc, in 2008, FNBE created new core curricula for vocational education and training (in some of the 52 vocational qualifications this process is still ongoing). One of the aims was to realize the same basic guidelines (support, bilingualism) in the upper secondary vocational education as in the general upper secondary education. By that the pupils coming from the comprehensive education can continue within the "same peda-

gical environment". The core curricula are used in the way that the vocational education and training providers implement them for their own purposes and organize the local solutions in teaching (teachers, methods etc.).

The curriculum for sign language as a mother tongue has been implemented since 2000; the curriculum for Finnish (written language) for sign language users, was implemented in 2008. The last new core curricula were implemented in 2010.

As a matter of fact there are not so many sign language users in vocational institutes; the latter have sometimes difficulties to get qualified teachers and teaching groups of a reasonable size. Getting a job is a real challenge for the students after vocational exams. In order to assist persons with a hearing impairment professionally, there is a vocational qualification (3 years) for "Sign language instructor", which supports and assists a "hearing impaired" person or person with communication difficulties in a school, institute, society etc.

2.3 Ireland

2.3.1 A recent best practice development

Fortunately, just during the project time, there were and are still developmental processes in Ireland which can be taken as best practice examples for deaf education as a whole (for the situation in Ireland before these processes, cf. Leeson 2010).

The so-called "Education Partnership Group", comprising DeafHear.ie, the Irish Deaf Society, the Centre for Deaf Studies Trinity College Dublin and the Catholic Institute for Deaf People, together with other organisations, representing e.g. parents of Deaf children in mainstream education or in the special Deaf schools, the National Council for Special Education, the Ann Sullivan Foundation for DeafBlind, and the Cochlear Implant Unit of Beaumont Hospital, managed to develop a joint programme for changing politics in relation to deaf education (cf. The Catholic Institute for Deaf People et al. 2009, a 40 pages document with 17 major principles and 23 separate proposals) which was presented at the conference named "The Future Education of Deaf and Hard of Hearing Children in the Republic of Ireland" on March, 4th, 2010 in Dublin. Additionally there was an overview presented concerning best practice in education of deaf and hard-of-hearing children (cf. Marschark & Spencer 2009).

We have to thank the conference organizers and especially the note takers there (Michelle Coffey from Premier Captioning & Realtime Ltd) very much for providing us with the caption text they produced during the conference. I used this text to create a rather short description of the content relevant for this evaluation report. Whatever mistake in reducing the caption and restructuring it for the goals of DeafVoc2 is ours.

In order to let the readers not underestimate the political, social and communicative efforts to reach the goal of a joint document, i.e. to join the representatives of all different types of identity within the whole group of hearing impaired persons and to overcome traditionally different standpoints and arguments, we quote a metaphor used to describe the process:

... four different distinct groups ourselves, DeafHear, the IDS, CIDP and Centre for Deaf Studies got together 18 months ago and out of the ashes of the debacle of the advisory committee, got together, buried our differences and produced the report that was launched today. (Caption of Bernard Daly.)

2.3.2 The starting points of the discussion process

- 80% of Deaf children are born to hearing parents and the majority of them go to mainstream schools.
- In the past Deaf children were often left behind their hearing peers in terms of school success.
- It is very distressing for parents going from one centre to another not having adequate information.
- There is a huge group of people who develop hearing problems after language development.
- Needs of Deaf children who have intellectual disabilities (e.g. Down Syndrome) don't fit into the regular disability arrangements and don't find a place within the arrangements for Deaf children.
- 40% of Deaf children will have some mental health problem during their lives.

At the moment there are about 20,000 adults supporting children with special educational needs of all types in schools (about 8,600 teachers plus learning support or resource teachers 1,100 special teachers and hundreds of teachers in special classes, over 10,000 Special Needs Assistants, as well as a Visiting Teacher Services).

NEPS (National Educational Psychological Service) is planned to expand to provide service for every school in the country. There are seniors based locally across the country and an independent agency that is now completely devoted to supporting children with special educational needs. There is an inspectorate, and there is a billion Euros spent for special education (one ninth of the entire education budget), including funding for assistive technology and adaptation of school buildings. For Deaf and Hard of Hearing there are mainstream with supports, special schools and special classes; assistive technology, reduced pupil teacher ratios in special schools and classes, we have enhanced levels of capitation, so funding provided to special schools and classes and for Irish Sign Language.

The central government defined its role as to fulfill the constitutional and legal obligations which are:

- Under the constitution Irish people are entitled to free education at primary and post primary level.
- The government is committed to inclusive education for students with special educational needs (unless the nature or degree of those needs is such that to do so would be inconsistent with either the best interests of the child or the effective provision of education for children with whom that child is to be educated).

- The central government has to develop a policy framework which meets the constitutional and legal obligations. This includes the provision of funding, any other sources and support.
- The context and the legislative framework has developed in recent years. Keys are the Education Act of 1998 and the "Education for People with Special Educational Needs Act" (EPSEN, cf.
- <http://www.nda.ie/cntmgtnew.nsf/0/A345F22FF11E44C6802570660053BE27>) of 2004. Additionally there are the Education Act of 1998 (which only has two lines specifically mentioning Deaf children under supportive services, including the provision of sign languages) and the Equal Status Acts of 2000 and 2008.

2.3.3 The goals of the discussion process

- To respect that children with hearing loss have the same fundamental right to equal access to education.
- To modify the policy for the education of children who have special education needs in primary and post primary schools, especially oriented towards the education for children who are Deaf or Hard of Hearing.
- To ensure that whatever choices parents make, regarding their children, as regards language acquisition, whether spoken or sign language or spoken and sign language, that their children can fully acquire the language(s) and also develop at an appropriate level.
- To ensure that Deaf children will attain on the same level as their hearing peers.
- To deliver outstanding education, developmental and support services to Deaf and hearing people i.e. high quality education, which will enable individuals to achieve their full potential, to participate fully as members of society, and to contribute to Ireland's social, cultural and economic development.
- To make children with special needs be able to live in their own communities, to be educated along side their peers and to be part of the wider social community.
- To cope with the continuum of provision that is currently funded (mainstream inclusion, special classes and special schools).
- To focus on student outcomes by asking "What is best for the student?" "How can the education system deliver for the student?"
- To ensure that teachers are fully trained and have access to the appropriate professional development to enable them to meet all the needs of the children with special educational needs.
- To recognise the language acquisition of the child and the differences between language acquisition for hearing children and for Deaf and Hard of Hearing children.
- To ensure that language acquisition happens in appropriate relation to the child's cognitive development (along its communication needs and capacity).
- Despite the fact that EPSEN couldn't be fully implemented by 2010, the new programme's implementation should be finished in 2012.

2.3.4. Main recommendations

Important points in terms of the range of policy framework, services, philosophies and supports that are required to make it possible for a Deaf child, or Hard of Hearing to be successful in the context of education:

- Early language acquisition, whether signed or spoken language, is absolutely essential for the child's development; only early identification and intervention guarantees this.
- To establish appropriate measures beginning with early identification of Deafness, appropriate supports being provided in a timely manner, appropriate and full access to education across primary, secondary and third levels.
- Within six months of any child's birth, when it is diagnosed as being Deaf or Hard of Hearing by neonatal screening, the parents should see the choices and get a child centred education. Parents should be provided with a comprehensive information pack at the identification of a Deaf child and they should know where to go immediately and get coordinated services.
- There must not be any delays in the development as a consequence of language acquisition; if the real need for language fluency is not met or if this happens only at a later developmental stage, then this can affect the child in the future and have serious social and economic consequences. Fully comprehensive sign and spoken language support and access to communication has to be guaranteed to each child as well as reading and writing supports.
- Parents of Deaf and Hard of Hearing children have the right to full information as regards education, communication, and various options.
- Each Deaf or Hard of Hearing child is entitled to fully comprehensive signed and spoken language supports, and that they have access to communication, reading and writing supports (including children in mainstream setting, regardless of their communication).
- Irish sign language (ISL) must be recognised by the Department of Education.
- There are Deaf people who have become teachers at second level; but to become a primary schoolteacher, the access is difficult, because there is a limit and a requirement for the Irish language. As a consequence, policy for Deaf people who want to become primary teachers has to be changed.
- Especially recognise Deaf children with additional disabilities.
- There is a specific and different educational intervention needed for DeafBlind children.
- Life long learning has to be opened completely for Deaf and Hard of Hearing.
- The Department of Education and Science should support the establishment of a Deaf Education Centre. This should offer a one stop family support shop which informs about all the various different services and educational interventions and coordinates the delivery of information, research and supports.

2.4 Slovenia

Due to the special partnership with Slovenia, we started to collect information here at the side of Ljubljana Deaf School (which is an associated partner). There was a meeting with Slovenian teachers in Klagenfurt on March, 4th, 2009.

2.4.1 The Slovenian situation

Slovenia has schools for deaf people in Ljubljana, Maribor and Portorož. In kindergarten and primary school sign language is included in "communication". In primary school (Ljubljana) half of the pupils are hearing, half are deaf. Since 4 years there is 1 hour per week in schools dedicated to the subjects "Sign Language" as well as "Deaf Issues". This is seen as much too less. The Ministry for Education is open for changes but complains that not all schools are willing to offer different educational approaches as especially the bilingual one.

2.4.2 Slovenian comment on the viability of the DeafVoc curriculum

It is interesting, richer than the Slovenian one, adapts on deaf identity and creates awareness (more simple/basics, then proceed); Slovenian deaf pupils/students are not as prepared as the Finnish ones. It is adaptable to primary and secondary school. The experimentation planned in DeafVoc cannot be done within the 1 h/week which is dedicated to sign language (cf. Slovenian curriculum). The curriculum is seen as includable into the normal curriculum in secondary school. The teachers do not think that problems will arise when it is sent to the administration in order to make it official. The translation will be inserted to a new program proposal towards the Slovenian curriculum commission. The strategy is therefore: prepare from school side and deliver to ministry.

2.4.2.1 Problems

- There is still some "hidden curriculum". I.e. it is necessary to dismiss stereotypes and to cooperate with deaf associations on the issue of deaf education
- There could be resistance of some teachers against a new curriculum if it is only understood as a regulation instead of a motivation or as creating a new cooperation.
- Concerning the issue of "SL as a first language", the question arises how to improve SL knowledge before school.
- In secondary school there is the problem that children come from different schools, which means different starting levels (especially: the competence in SL reaches from "good" to "no knowledge"); there are minority groups at schools. Problems also arise with deaf culture and the language status of parents.
- The subjects at school cannot be understood by all pupils when given in SL due to their low SL competence. The consequence would be: first teach SL, then the different subjects.
- Information of and cooperation with parents are costly/time consuming (e.g. homepage for parents' information).
- The teachers detect identity problems of children from hearing parents.

2.4.2.2 Proposals

- Check the whole legislative framework.
- Change the curriculum framework (hours for deaf and sign language oriented subjects)
- Discuss principles of school development: e.g. workshops for parents-pupils-teachers, formulate the goals, parallel initiatives
- Insert Slovenian Sign Language into the slot "Second foreign language" planned for new curricula
- Create one extra year for children in primary school: 0 year for language and communication
- Allow experimentation phases for new developments
- Create early intervention program (contacts with UK)

2.5 Summary: What has been reached concerning the goals of evaluation of administrative processes

Concerning the goal "to find out which institutions and persons are involved in which processes, when a curriculum is revised or newly developed from the first draft onto a respective law or administrative rules" we can only give an answer to the Austrian situation: Due to the so-called dual system of apprentice education, there are two or even three ministries responsible. Together with the fact that responsibility in the ministry of Education is split up into several departments, this leads to a high complexity of organisational routines in order to come to a result.

Concerning the goal "to find out the attitude of administration and politics concerning the rights of deaf people and the use of bilingual education and training", the answer for Austria is: there are some people in responsible position who understand the situation of people with special needs or even would like to engage. But the organisation within the ministries and the neglect of problems especially by schools make it improbable that there will be substantial improvement without raising awareness and appealing for the realisation of rights. It was only in the year 2009 that the new minister of education stated that there is much to do in order to improve deaf education. Following this statement, the first two meetings of teachers of the deaf were organised by the ministry in order to organise improvements at primary school.

2.6 Material available on deaf issues outside the DeafVoc2 project

This paragraph is not aiming at giving a complete overview about relevant material awareness but presents just examples.

In terms of awareness for the needs of deaf people there are the outcomes of the "signall" and "signall2" projects, promoted by a DeafVoc2 partner, Interesource Group Ltd. (cf. <http://www.signallproject.com/> and <http://www.signallproject.eu/ie/index.php>).

An example for the discussion in politics is the document from the US-Senate on the threatening "digital divide" between disabled and non-disabled (cf. Dotter, The creation of an inclusive environment, this volume) which especially orients towards inclusion

and ICT. The UNESCO "Policy Guidelines on Inclusion in Education" describe how inclusive education can be supported in politics; cf.

<http://unesdoc.unesco.org/images/0017/001778/177849e.pdf>

The "Inclusive Education in Action" (IEA) project was installed by Unesco and the Global Initiative for Inclusive ICT's (<http://www.g3ict.org/>) in the interest of mainstreaming ICT for persons with disabilities in order to provide them with equal access to information and knowledge. The project is based on the UN Convention on the Rights of People with Disabilities (<http://www.un.org/disabilities/convention/conventionfull.shtml>), especially on Articles 9 referring to Accessibility and 24 referring to education.

The European Agency for Development in Special Needs Education participates in this activity;

cf. <http://www.european-agency.org/news/call-for-inclusive-education-examples> and offers also a document on ICT in Special Needs Education from 2001, which is scheduled to be updated in 2011;

cf. http://www.european-agency.org/publications/ereports/information-and-communication-technology-ict-in-special-needs-education-sne/ict_sne_en.pdf

The report on the project "Development of a set of indicators for inclusive education in Europe" presents framework and objectives as well as the methodology of development of these indicators;

cf. <http://www.european-agency.org/publications/ereports/development-of-a-set-of-indicators-2013-for-inclusive-education-in-europe/Indicators-EN-with-cover.pdf>

In 2010, there was an International Conference on "Inclusive Education: a way to promote Social Cohesion" which concluded that inclusive education is a universal right and demands adequate policy measures; cf.

<http://www.european-agency.org/news/news-files/Conclusions-Madrid-conference.pdf>

and <http://www.european-agency.org/news/news-files/cor-meijer.pdf>

In Germany there is a training measure called "Arbeitserziehung für hörgeschädigte Menschen" which aims at educating hearing impaired people for a job as "ArbeitserzieherIn". The training is done either in German Sign Language or Signed German; cf. <http://www.zieglersche.de/schule-fuer-sozial-und-gesundheitsberufe/ausbildungsgaenge/arbeitserziehung-fuer-hoergeschaedigte-menschen.html>

The 7th Innsbruck Conference on Higher Education and Disability took place in July 2010 and focussed on students with disabilities in higher education, cf. <http://www.trac.uno.edu/conf2010/>

The Inclusive and Supportive Education Congress 2010 (ISEC) was held in August 2010 and was especially devoted to promoting inclusive education worldwide.

2.7 Resumé

On EU-level orientation in vocational education systems and initiatives is not much

easier than on national level, because there are a lot of websites and information interconnected without giving a real overview or orientational schema.

There are special EU-institutions or initiatives in the field of (vocational) education: Eurydice, the network on education systems and policies in Europe

(cf. http://eacea.ec.europa.eu/education/eurydice/index_en.php)

offers much information on the theme; the same is valid for Cedefop, the European Centre for Development of vocational training (cf. <http://www.cedefop.europa.eu/EN/>) and the ETF (European Training Foundation; cf. <http://www.etf.europa.eu/>).

There are many initiatives on national level, connected to EU developments, which aim at giving assistance to young people when leaving school and entering the labour market, including also long-term planning of a "life career". E.g. at European level we find the Euroguidance initiative (cf. <http://www.euroguidance.net/>) which has the same goals of a complete counselling on education including vocational orientation as well as to represent a European network on all these issues together with exchange possibilities; the same is valid for the "Lifelong Guidance" concept (cf. <http://ktl.jyu.fi/ktl/elgpn>).

Projects on European level often lack a special orientation towards inclusion as there are special programmes for that. But inclusive projects can be applied for in all programmes with some practical restrictions that applicants may be relegated to "special inclusive" areas or programmes.

A general problem are projects which promote inclusive activities but do not provide any sign language, by that ignoring the inclusion of deaf sign language users. To give just two examples which claim to provide inclusive barrier-freeness for all persons with special needs, but do not show any information in sign language:

- ECDL-PD: The ECDL for "People with disabilities" (cf. http://www.ecdl.at/presse/aussendung/2004/041029_pd.html and <http://www.springerlink.com/content/j8rrglxt7gitln9g/>) declared to deliver a barrier-free possibility of training for all people with disability. In fact, for hearing disabled people it only offers "texts in elementary written language" which are simplifications of the instruction texts used for other groups. Deaf people are by this practice classified as having learning difficulties.
- The same is valid for the "check and go" project (cf. <http://www.checkandgo.eu/applications/cag/index.php/Index/>) which aims at providing counselling and information tools for people with special needs, especially mentions deaf people as a target group but do not offer sign language. This website wants to improve the communication between employers and people with special needs who look for employment. There are tools for each group. Sign language is just only once mentioned but without commenting on any needs of sign language users like interpreters or relay centres.

Such a practice makes it difficult for other projects which really also include sign lan-

guage to be successful because they deliver an official opinion that sign language is not necessary for deaf people in order to get equal access. Many stakeholders and people on management jobs may be strongly misled by this false assumption.

There is no awareness of the necessity of a real "life long accompaniment" for (cf. the document on "Inclusive environment") for hearing impaired children from birth on. Though there is progress, there is no understanding of the fact that languages can only be learned through long-term and intensive exposition to them (not by sending a logopede once or twice a week for one hour). There is also no awareness of the fact that the stated lack of demand for furtherance or barrier-free curricula in vocational education does not prove that there is no necessity for such measures. It only proves that persons from the target group often do not reach a state of education which allows them to apply for these measures. It seems that the big providers of information, education and training as well as the information networks are almost exclusively oriented towards 'normal' people.

People with special needs are often referred to the "inclusion" sector. One cannot always resist the thought that this is also some form of mild segregation, saying: "Stay at your side; there are people responsible for you and your interests; you are special cases, we don't have the means you need." This behaviour is understandable from the history, but now it is contraproductive for inclusion.

Many initiatives and programmes, like "Euroguidance" or "European Schoolnet" seem to have been constructed only having non-handicapped people in mind. I.e. the question of barrier-freeness of all these offers we can find has to be asked in order to guarantee equal rights and access for people with special needs. Multilinguality in most cases does not include sign languages in the self-perspective of initiatives.

As a result we see the danger that the gap between the many initiatives and possibilities for non-handicapped persons and those for people with special needs becomes bigger instead of narrowing by inclusion. Only opening barrier-free access to at least the best initiatives and possibilities for non-handicapped persons will help to avoid this development. We have to change from the "special needs" concept to the "barrier-free" concept. This means not only to have enough systematic special offers but to oblige the general offers to be accessible for all. The resolution delivered by the final seminar of DeafVoc2 ("Necessary activities for the implementation of the concept of inclusive furtherance and education of people who declare themselves to be deaf or hard-of-hearing in the EU countries ", cf.

http://www.uni-klu.ac.at/zgh/downloads/klagenfurt_Deafvoc2_resolution.pdf)

lists all measures necessary to avoid disadvantages for hearing impaired people.

3 DeafVoc-internal evaluation

3.1 Evaluation of project internal communication

3.1.1 Communication in meetings

Preparation for the meetings was done by the responsible partners in collaboration with the other partners. By that, all necessary issues found their way into the schedule. The meetings themselves (Kick-off in Helsinki, October, 30th/31st, 2008, Ljubljana, March 30th, 2009, in close connection with the DeafVoc2 workshop in Slovenia, March, 27/28th, 2009, Helsinki, January 21st/22nd, 2010, Dublin, March, 4/5th, 2010, and Klagenfurt, November, 18th, 2010) were planned, organised and run by the respective partners in a perfect manner.

The communication in the meetings was to a high grade satisfactory, the deaf colleagues were included into the discussions via sign language interpreting. The minutes are extensive and guarantee full information for the next project phases. The only major problem was that the original Irish partner did not show up in Helsinki and had to be replaced (which is described in the coordinator's report). The replacing Irish partner then was not able to come to the Ljubljana meeting, in turn the Austrian partner could not attend the Helsinki meeting in 2010.

Due to the problems with the partnership and some delays in general the consortium decided an extension of the project - following a recommendation of the Finnish NA. Aside the consortium meetings, the evaluator met additionally with Slovenian colleagues in Klagenfurt (March 4th, 2009) and performed short visits at the Ljubljana Deaf School on October, 7th, 2009 and at the Slovenian Ministry for Education on September, 14th, 2010.

3.1.2 Communication between meetings

This communication did not run optimally. Most of the communications relate to the organisation of the project, much less on contents what we see as a disadvantage.

3.2 The questionnaire

A first version of the questionnaire was sent out at January, 14th, a second version on September, 25th, 2009. The final version will be sent out in November and the partners will be asked to give some written feedback and to call for a personal communication if they want to have that. This is the reason that the interim evaluation report cannot relate to the questionnaire for internal evaluation.

3.3 Summary of the results from the questionnaire for partners and associated partners/subcontractors

3.3.1 Look back on the evaluation of the interim report by the Finnish National Agency

The evaluation of the Finnish National Agency concerning the interim-report was positive in relation to the combination of project meetings with project workshops/trainings, the involvement of teachers, the common theme for the teaching material ("rules and

regulations in working life") and the individualization of solutions by partners.

The agency recommended an extension of the project. Concerning the dissemination plan, it was criticised that it was quite short and concentrated on project meetings and work packages. It was recommended that the dissemination plan should be up-dated regularly following the progress of the project and different stages (informing about the project vs. informing about the products vs. awareness-raising on the situation of the deaf and sign language). Different target groups should be identified (media, end-users of the products, policy-makers, authorities, advocacy networks) in order to produce targeted information.

3.3.2 Results of the questionnaire

Before going into details, it has to be mentioned that the delivery of the questionnaires by partners was very much delayed (some are still not available) and that the original expectation that the evaluator could intensively interview every partner at the meeting in the respective country could not be realised, mostly due to a meeting schedule too tight.

3.3.2.1 Country specific general results

3.3.2.1.1 Finland

The Finnish colleagues reported difficulties in resources from the start of the project: The Federal National Board of Education lost one of its two central coworkers, and the second coworker (Ulla Aunola) was overloaded with other activities outside DeafVoc2. Additionally, the FNBE had new and big re-arrangement of units. Though more oriented towards educational planning on the political level, the FNBE now understands that some other partners are eager to hear more of practical solutions in classroom situations than of more general themes.

3.3.2.1.2. Slovenia

Primary goals of the Slovenian colleagues have been the adaptation of the DeafVoc1-curricula into Slovenian environment, training of the trainers in Slovenia, and the development of accessible e-learning software for teaching, piloting and evaluation of e-learning materials. They reported good experiences concerning the development, implementation and integration of the e-learning materials and also smooth meetings and collaboration with national project partners and other institutions. The training meetings in Slovenia (Ljubljana) and Austria (Klagenfurt) together with Finnish and Austrian colleagues are evaluated as positive and successful, as well as the dissemination in Slovenia (to the government, the deaf society and to the teachers for deaf). The adaptation of the DeafVoc1-curricula into Slovenian context was evaluated as problematic, because it went very slow and is still under negotiation. There were also some problems related to finding teachers for work in this project.

3.3.2.2 Findings from all partners

3.3.2.2.1 Important factors

All partners agree that the following factors caused problems:

- the serious illness of our coordinator from Finland. This causes serious time lags at different developmental points of the project.
- The change of the partner in Ireland after the withdrawal of the Irish Deaf Society.
 - For the actual Irish partner this delay of about 12 month caused some troubles in trying to catch up on understanding the project application and the outcomes. The Irish partner complains some shortcomings and/or misunderstanding in its cooperation with the coordinator (late or unannounced changes to contents or programme/tasks, cancellation of a consortium meeting).
 - For the coordinator and the other partners it caused problems in planning and changing the time schedules for work packages and meetings.

Meetings and project-internal communication - as far as they reached in terms of content - were seen as non-problematic; i.e. there were no "deep differences" which would have blocked exchange and cooperation. Electronic communication was also mainly seen as organisationally (but not content-related) functional (with the exception of delays). There were no clear cut DeafVoc2-email-list and no repository for internal files and documentation on the web page.

The academic relationship between Maribor, Klagenfurt and Dublin was evaluated positively. All in all, the evaluation by partners tells that they estimate subject matter and idea as very good, but complain lacking parts in project management, especially in quick information and guidance.

Concerning the decision which was made on the production of materials (every partner is independent in that), there is still some doubt whether it would have been better to have one version jointly developed and translated. For the sake of the consortium it has to be said, however, that this decision was a result of the great differences within partner countries. Naturally, this leads to the impression of disjointed products.

3.3.2.2.2 Differences in the project team related to cultural, educational or other attitudes

were not seen as influential. The Slovenian colleagues detected differences in sign language communication: While in Slovenia (and partially also in Austria) mouthing seems to be more relevant, it is more abandoned in Finland.

3.3.2.3 Findings from more than one partner

3.3.2.3.1 Important factors

At least two partners note "a lack of clarity" in relation to some aspects of the project and some neglect of national context and/or priorities. From the perspective of the evaluator this is due to the following factors:

- The very different education systems as well as the cultures concerning "curriculum": while Finland gives only a framework for the schools and does not work on sample contents, materials or lessons along with the curriculum, other partners would like to have especially these latter provisions in order to promote inclusive education in their countries. This problem was already existent in the first DeafVoc project, but in DeafVoc2 the new partners confirm this experience. To quote one opinion which cannot be really contradicted by the evaluator: "the curriculum is centred around what works best for the Finnish educational sector". Concerning education styles - as far as it was perceptible implicitly - similarities as well as differences were detected, but not really analysed.
- A clear strategy of avoidance of content discussions in consortium meetings by the coordinator. Therefore neither content nor structure of project products were really discussed jointly. There was no discussion about terms such as syllabus/curriculum/course/lesson and the role of the respective concepts within the project. The partners were left alone with all content questions. There should have been more expert guidance with clear processes/methodologies for each tangible component.

3.3.2.4 Proposals for improvement

Concerning improvement of communication and project processes, the repository for internal files and documentation and the use of collaboration and cooperation software tools were mentioned.

In relation to content the following quote is illustrative: "Fewer outcomes relating to administration and project management and greater focus on the field of Deaf education would have benefited the project."

Concerning dissemination, the Slovenian partners have been exceptionally active in disseminating the basic ideas of the project and the technical development. They propose to deliver more articles and a technical report which should describe design, implementation and evaluation of the Moodle system for deaf and hard of hearing users who would like to apply for a job. Also the preparation of a video for "Youtube" is proposed.

3.3.2.5 Opinions and expectations

3.3.2.5.1 related to the output of the project and the possible effects of DeafVoc2 on European vocational training for deaf people

The Slovenians accent the value of their software to produce e-learning materials and to perform video conferencing within Moodle. In this respect they also published scientific papers and argued for a broad dissemination (without costs for interested people) including the European Parliament.

The Irish are: "Slightly concerned in terms of real penetration of results. However, as we are undertaking activities to ensure it is relevant to Ireland, the "rules of work" will be drafted and distributed by the National Employment Rights Authority which deals

with all work-related issues in Ireland. This will be beneficial. Regarding the course, as the amount of content that needs to be created was not defined, a snapshot will be drafted only which does not help much. However, the contact and support from teachers has been great so far."

In Austria, the situation is mixed, despite the ratification of the UN convention: There were some major projects funded by the ministries for education, for science and for social affairs (e.g. a course for the training of deaf sign language teachers, a project for the inclusion of deaf students and one on developing some sign language material for primary school). The situation of the education of teachers for the deaf is still completely unsatisfactory: The education does not foresee a even a fundamental competence in sign language, though there have been some reforms in curricula. As a result, there is no teacher for the deaf in Austria who would have got a good education in sign language and its use in bilingual schools. Those people who are felt to be competent by the deaf community and parents are ones who individually qualified for the job, sometimes even against the aims of their institution. The situation of vocational education is even worse: There is no provision of any bilingual education; in some cases interpreters are provided by the "Bundessozialamt", but this depends on budgeting.

Finland concentrates on giving information of linguistic rights and bilingualism. In their perspective, a European curriculum for vocational education is too big a challenge, but some parts could be made available, especially using electronic means/ICT.

3.3.2.5.2 related to positive and negative factors which will/may influence the success of the project

The right of using sign language in schools/institutes is not at the same level in the partner countries; that should be changed to a uniform bilingual offer in the EU as a whole. Additionally, the situation of deaf children is changing to a large extent because of cochlear implants. Using the technology was seen as still difficult for many people, especially for deaf (due to the almost pervasive use of written language only). This should be overcome by demonstrations and seminars.

The conference in Klagenfurt (November 2010) was seen as important; distribution of results as a desiderate.

Special proposals concerning the optimisation of DeafVoc2 effects in the partner countries as well as in the EU as a whole were not so explicit but partners plan to develop what is relevant for their country and look for implementation. The problem of different educational systems and starting points of inclusion is still a big barrier for joint European developments.

3.4 Evaluation of DeafVoc2 related to its main objectives as stated in the proposal

- transferring and introducing the model curricula developed in DeafVoc ("Sign Language as a Mother Tongue" and "Written Language as a Second Language for the Deaf") to Ireland and Slovenia by adaptation in dialogue with the teachers and

the other target groups (cf. documents "R3: Final Report, DeafVoc2, Curricula Adaptation" from Slovenia and "DeafVoc2 Irish curriculum development overview v2" from Ireland as well as the summary report by Ulla Aunola: "Final Report of the DeafVoc2 project WP 2 - Report of Curricular adaptation")

Assessment: Done to 100%

- facilitation of innovative new teaching materials and methods by drawing materials together, and by gathering didactically relevant information on teaching of sign language and written language for the Deaf in the project countries

Assessment: Done, but in a very isolated mode by every partner (the independency of materials was decided on in consortium meetings, but necessary exchange as well as analysis and comparison were not realised (which reduces the European added value). The Slovenian software development has to be highlighted (cf. the document "Report on testing the e-learning portal for deaf and hard of hearing in Slovenia"). Therefore 80% fulfilment.

- Feedback from the main target group: during the project when the curricula and teaching materials are piloted in vocational schools and training courses for the teachers

Assessment: Feedback came from deaf groups, deaf teachers and pupils and was considered in all project activities/products: 100%

- Reach all target groups (primarily teachers of deaf students, and deaf and hard-of-hearing students in vocational education, secondarily educational authorities, deaf organisations and decision making bodies, vocational institutes, public authorities

Assessment: Done to 100%

Impact

- Improve the current situation of language teaching in vocational education for the Deaf in EU-countries, lay base for a general European teaching culture in teaching of the Deaf
- guarantee the Deaf a possibility to study their mother tongue - sign language - as well as a national written language. Bilingual education will ensure the students better possibilities in vocational education and working life.
- on teachers: spreading information, providing support for expertise
- on students: accessibility of information, growing linguistic competence leading to better possibilities in further education, working life and personal growth
- on authorities: increase in general knowledge about sign language, elevating the status of sign language users

Assessment: As the evaluation shows, there are big obstacles for a Europe-wide reform of deaf education in those countries where this is necessary. It seems that institutions, stakeholders and important groups and individuals are much more reluctant at recommendations in this area than in other areas of people with special needs. In the opinion of the evaluator there are two main reasons for that: the general misinformation about language and communication needs of deaf people and some - often unconscious -

ideological addiction to spoken language as the primary goal of education for all people.

DeafVoc2 tried to overcome this situation by concrete work in two countries and by distributing the seminar resolution. Therefore: As far as such objectives can be reached by single EU projects, the effort was invested. A major disadvantage here was that the project website was not informative for almost the whole project time. Despite that we hope that the completed website will be sustainably offering all DeafVoc2 products including the materials done by the partners and by that be a source for fulfilling the aims described in the proposal.

To add a general experience: Projects of the type of DeafVoc which have their products ready only at the end of their duration have inherent problems with an intensive valorisation. Before the products are ready, it does not make sense to do much in dissemination, after finishing the products there are often no more time and not enough resources, especially in two-years' projects. The exception within DeafVoc2 was the Slovenian software valorisation which could be done independently of the ready materials.

Therefore, despite EU education and culture programmes and initiatives now more and more accentuate dissemination and exploitation, this activity remains somehow marginal also in DeafVoc2. Result of assessment: Endeavour by DeafVoc2 partners: 100%; Success: In Austria 0%, in Finland 100%, in Ireland 100%, in Slovenia 100%; for whole of Europe: probably 10-30%.

3.5 Summative evaluation of DeafVoc2

In informal communication with partners, the evaluators discussed a "private" self-evaluation of DeafVoc2 in terms of a position on a scale from 1-10. There was no formal calculation, but the outcome was rather uniform: Relating to a "low" somewhere in the mid of the duration of about 7 points, a majority agreed in putting a final 8 on our project. For us as evaluators, this 8 is rather rational, compared to our experiences.

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Zur Bildung gehörloser Menschen in Slowenien

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Anfänge

Die Bildung gehörloser Menschen in Slowenien ist mit der Entwicklung der Hörgeschädigtenpädagogik eng verbunden. Slowenische Heilpädagogen wurden bis 1987 im Rahmen der Volksrepublik Jugoslawien an der Heilpädagogischen Fakultät der Universität Zagreb ausgebildet. Die heutige Pädagogische Fakultät Ljubljana wurde 1987 gegründet und war damit Nachfolgerin der Pädagogischen Akademie (1964 bis 1987). Die ersten innerhalb der Entwicklung der speziellen Pädagogik in Slowenien eingeführten Ausbildungen waren bis 1947 (dem Zeitpunkt der Gründung einer pädagogischen Hochschule) Hörgeschädigtenpädagogik und Logopäde.

Wir unterscheiden vier Perioden in der historischen Übersicht über die Bildung für gehörlose und schwerhörige Kinder und Jugendliche in Slowenien:

- Die erste Periode des 16. bis 18. Jahrhunderts ist gekennzeichnet durch ein neu erwecktes Interesse einiger Lehrer (Anton Jarc, Anton Pagon und Janez Koprivnikar), Gehörlose zu unterrichten.
- Die zweite Periode ist vom Einfluss der Französischen Schule geprägt und damit von der Anerkennung der Gebärdensprache als natürlicher Sprache. Unter dem Patronat der Kirche und unterschiedlicher Stifter wurden erste private Einrichtungen für Hörgeschädigte gegründet, nämlich die Schule für gehörlose Mädchen in Šmihel bei Novo mesto (gegründet 1886), die Gehörloseneinrichtung in Gorica (gegründet 1840) und die Schule für Hörgeschädigte in Ljubljana (gegründet 1900).
- Die dritte Periode bis 1945 ist von der Arbeit der Schule für Hörgeschädigte Ljubljana geprägt.

Nach dem 2. Weltkrieg wurden im damaligen Staat Jugoslawien drei Institutionen für die Bildung hörgeschädigter Menschen eingerichtet, und zwar in Ljubljana, Maribor und Portorož. Dieses Schulnetz hat der unabhängige Staat Slowenien übernommen und beibehalten.

Historische Entwicklung der Slowenischen Gebärdensprache

Unser Wissen über die historische Entwicklung der Slowenischen Taubstummensprache ist sehr begrenzt. Die slowenischen und deutschen hörgeschädigten Kinder und Jugendliche besuchten früher die Schule in einem gemeinsamen Kulturraum zusammen. Aus diesem Grund sind bis heute Ähnlichkeiten der Slowenische und Österreichische Gebärdensprache zu bemerken.

Der wichtigste Lehrer der ersten Periode der Bildung von Gehörlosen war Janez Koprivnikar (1849-1912). In seinem vielbeachteten Werk *Gluhomutec*, das 1888 in Maribor erschien, widmet er ein ganzes Kapitel der Gebärdensprache, der er „telegibno govor-

jenje“ (Körperbewegliches Sprechen; vgl. Jakopič, Savič, 1986, 21) nannte. Das Werk ist von großer Bedeutung, auch wegen der Argumente des Autors für den Einsatz des "Redens durch Körperbewegung und Gestik" als wichtigem Kommunikationsmittel der Gehörlosen. Der Autor stellte eine Reihe von Gebärden dar, die individuellen Begriffe bezeichnen, und erklärte auch einige von de l'Épée verwendete Gebärden. Dieser hatte als erster festgestellt, dass „die Taubstummensprache die Muttersprache der Gehörlosen“ sei. Eine weitere wichtige Person war Vid Rižnar, der 1831 schrieb, dass „natürliche Gesten, mimische Sprache und Lippenlesen“ die Grundkommunikationsmittel in der Bildung Gehörloser seien (Prunč, 4).

Bildung für Gehörlose heute

Ende 2000 hat die slowenische Regierung ein Gesetz verabschiedet, das auch formalrechtlich die Integration von Kindern mit besonderem sonderpädagogischem Förderbedarf und Behinderungen in Regelkindergärten und Regelschulen verlangt.

Schuljahr	Individualisiertes Curriculum für Vorschulkinder	Individualisiertes Curriculum für Grundschulen (<i>Osnovne šole</i>) mit gleichwertigem Ausbildungsstandard	Individualisiertes Curriculum für Grundschulen mit niedrigem Ausbildungsstandard	Spezielles Ausbildungsprogramm	Individualisiertes Curriculum für berufliche und fachliche Ausbildung	Gesamtzahl
2000/01	96	142	/	12	93	343
2001/02	104	138	/	13	84	339
2002/03	108	126	/	14	80	328
2003/04	109	114	4	13	90	330
2004/05	98	121	6	15	76	316
2005/06	66	125	5	13	74	283
2006/07	62	128	3	16	74	283
2007/08	64	138	9	4	64	279
2008/09	47	155	10	4	58	274
2009/10	52	184	/	/	61	297

Tabelle 1: Anzahl der Kinder und Jugendlichen, die in den Schuljahren 2000/2001 bis 2009/2010 Schulen für Gehörlose und Hörbehinderte besuchten

Wie die Tabelle zeigt, nimmt die Zahl der gehörlosen Vorschüler in den drei Gehörloseneinrichtungen (Ljubljana, Maribor und Portorož) ab. Der Grund ist, dass die meisten Vorschüler schon im Kindesalter ein Cochlea Implantat erhalten und für die Integration in Regelkindergärten vorbereitet werden. In jeder Einrichtung organisiert man neben Klassen für hörgeschädigte Vorschulkinder auch eine Abteilung für autistische Vorschulkinder. Bisher sind diese Abteilungen, die im Rahmen des pädagogischen Experimentes eingerichtet wurden, noch nicht ins Regelsystem übernommen worden.

Nach den tabellarischen Angaben nimmt die Zahl der Schüler, die am Programm der individualisierten Curricula mit gleichwertigem Ausbildungsstandard teilnehmen, zu. Der Grund dafür liegt darin, dass man die Kinder mit Autismus und hochgradigen Sprachstörungen in kompetente Einrichtungen mit qualifizierten Lehrkräften eingliedert. Dies gilt insbesondere für die zentrale Einrichtung für die Bildung hörgeschädigter Menschen in Ljubljana.

Alle drei Einrichtungen für Gehörlose und Schwerhörige in Slowenien spielen eine wichtige Rolle bei der zusätzlichen professionellen Betreuung für gehörlose Kinder, die Regelschulen besuchen. Alle Einrichtungen beschäftigen heilpädagogisch ausgebildetes Personal. Im Schuljahr 2005/2006 haben die Einrichtungen für Gehörlosen auf diese Weise 386 Kinder betreut, im Schuljahr 2008/2009 sogar 557 Kinder. In dieser Zahl sind auch Schüler enthalten, welche logopädische Betreuung erhielten (Angaben des Ministeriums für Bildung und Sport, 2006 und 2009).

Das Ministerium für Bildung und Sport hat 2009 Änderungen des Gesetzes über die Bildung von Kindern mit sonderpädagogischem Förderbedarf verlangt. Laut diesen Änderungen sollen die bestehenden spezialisierten Institutionen zu Fachzentren umorganisiert werden. Sie werden dann auch neue Aufgaben erfüllen, wie zum Beispiel Betreuung für Eltern, Kindergärten und Schulen, Aufsichtsführung, Ausleihe von didaktischen Lernmitteln, Weiterentwicklung der Fachausbildung, Fortbildung von Mitarbeitern aller Einrichtungen und Fernunterricht auch für Eltern

Abschluss

In Slowenien können wir mit Entwicklung und Ausübung der Integration von Gehörlosen in das allgemeine Umfeld zufrieden sein. Noch gibt es in unserem Land zu wenig für den Einsatz bei Integration/Inklusion geeignete Lehrer; dies gilt aber nicht nur für gehörlose Kinder.

Ein wichtiger Fortschritt gelang 2002, als das Parlament das Gesetz zum Gebärdensprachegebrauch verabschiedete. Allerdings zeigt die Sprachpolitik wenig Bemühen, den Status der Gebärdensprache auf nationaler Ebene zu festigen, den vor allem die gehörlosen Staatsbürger benötigen: Es gibt keine eindeutige Planung eines entsprechenden Sprachkorpus. In dieser Hinsicht steht die Arbeit für die Slowenische Gebärdensprache mehr oder weniger am Anfang. Entsprechend dem Vorbild der nordischen Länder wünschen wir uns die Intensivierung der Aktivitäten in diesem Bereich, damit die bilinguale Bildung von Hörgeschädigten in den spezialisierten Einrichtungen unterstützt wird. Zudem müssen longitudinalen Studien zur Sprachentwicklung von Kindern mit Cochlea

Implantat und zur Schriftsprachentwicklung gehörloser Kinder und Jugendliche durchgeführt werden.

Für die Zukunft wird angenommen, dass alle bestehenden Einrichtungen für Gehörlose auch weiterhin benötigt werden. Die zentrale slowenische Einrichtung in Ljubljana, welche dieses Jahr ihr 110-jähriges Bestehen feiert, trägt einen Teil der neuen Entwicklungen in der Gebärdensprache mit. Ich bin sehr stolz, dass ich von 1975 bis 1994 auch zu dieser Geschichte gehörte.

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The creation of an inclusive environment for hearing impaired persons

Franz Dotter

1 The notion of "hearing impaired", related to the target group(s)

The notion "hearing impaired" is used rather differently in discourse and even scientific communication: Put as a cover term for "deaf" and "hard-of-hearing people" (as in this article), it includes groups with diverse needs: Some are oriented towards spoken and written language like hearing people, but need some help (e.g. hearing aids) in order to fully access spoken language. Some are more oriented towards written language as the variant of spoken language best accessible to them, and therefore need special provisions of transfer of spoken to written language. Others - mostly the culturally 'Deaf' - are oriented to sign language as their preferred language and therefore need special bilingual provisions concerning signed, spoken and written languages.

But "deaf" and "hard-of-hearing" can also be used as instruments of fight or segregation: Depending on the cultural/educational tradition of the countries, in some of them "deaf" is used as a cover term for deaf and more severely hearing impaired people (e.g. widespread in English-speaking countries), in others there is a rigid segregation between "hard-of-hearing people" (i.e. who have to be orally oriented) and "deaf" (who may orient towards sign language also; e.g. in the German-speaking countries).

Additionally, in a pure medical sense, "deaf" is very rare because many people have some residual hearing but which is not sufficient for acquiring spoken language like hearing subjects. The medical definition of "deaf" is sometimes used manipulatively, saying that all people with any residual hearing must not tell that they are "deaf", but should orient towards hearing and speaking.

Nowadays these old pedagogical and social conflicts (including oppression and discrimination of hearing impaired persons) do no more meet the standards of political orientation towards the inclusion of people with special needs and formulating their rights, nor do they meet the standards of scientific knowledge (e.g. in neurology, psychology, or linguistics). Despite this situation, tutelage and lacking knowledge cause disadvantages for some hearing impaired people up to now. Therefore we have to stress the perspective of human rights for people with special needs and also the right for individual decision of any person concerning his/her identity (i.e. the right for self-determination).

With the invention of the cochlear implant, a big change began to take place: While the implants help almost all late-deafened adults, the implantation of deaf-born children is not so successful. Most important is that a cochlear implant does not mean that the respective person will identify always and only with the hearing society. This identification depends on the quality of understanding spoken language they reach with the implant.

To risk a short look into the future of the different groups of hearing impaired people: The number of deaf people in the traditional sense may diminish, but the need for sign language will remain. It should be added, however, that this development is only valid for the rich countries. Starting from a number of about 6,000 millions of human beings, there are at least 6 millions of deaf persons worldwide for whom adequate measures of inclusion could bring about a higher quality of life.

2 The (partially) barred sense, spoken language and identity

Compared to salient acoustic phenomena like a strong pulse or a loud noise, the perception of spoken language needs fine differentiation with respect to acoustic data: The differences in intensity between accented and non-accented syllables or words are big; the same is valid for intensity and frequency bands of different sounds. Therefore persons with a restricted hearing ability are in danger to miss some less salient sounds within words or some less salient parts of words, words themselves or even phrases. If a certain limit of this lack of perceptions is reached, the acquisition of spoken language may be negatively influenced: The respective persons acquire 'gaps' during their ontogenesis of language, which lead to a less complete mastering of their mother tongue than subjects with normal hearing show.

Many forms of a hearing restriction have no severe consequences and lead only to slight deficits concerning language or communicative competence. Therefore many of the hard of hearing people only demand adequate hearing aids in order to amplify acoustic phenomena and some furtherance in order to fulfill the challenges of a hearing society. The situation is completely different if the hearing capability of a person is not sufficient in order to acquire spoken language via the acoustic channel as hearing people do. This may result in only partial "gaps" in spoken language competence (as with many hard-of-hearing persons) or in a more or less complete lack of this competence (this is the practical definition of deafness). In this cases all acoustic data have to be presented in a visual form in order to be accessible. This is also true for spoken language.

An additional problem is that writing and reading cannot really replace spontaneous spoken communication: For the sake of social interaction, (not only) humans very strongly depend on a very fast exchange of information; for its most complex forms they must use a language. This language has to be perceived and produced with a rather high speed (compare the time necessary to speak or sign a sentence with the time necessary to write or read it). For this reason, reading and writing never can replace spontaneous communication but can only used as aids making spoken language more accersible. This is also the reason for the choice of practically all deaf people for sign language as their preferred language.

Taking a pure orientation towards spoken language and an orientation towards sign language as the preferred one as the two "poles" of language choice (and cultural identification) in the case of hearing impairment, it is immediately clear that there are many people "between" these poles. Therefore we can find many individual solutions concerning language use and identity (e.g. principal orientation towards spoken/written

language but use of sign language in some special contexts or vice versa). This diversity makes it necessary to accept the individual decisions and to offer all demanded solutions for choice.

3 The core of the problem: The underestimated role of language development in ontogenesis and low competence of hearing impaired/deaf people in spoken/written language

3.1 The leading hypothesis

To put a strong hypothesis: If a hearing impaired/deaf person with no additional handicap does not show a language development like average hearing people (with respect to spoken or signed language or bilingual ontogenesis), the reason for that cannot be due the person him-/herself. The reason for this deficit has to be identified within our (the hearing environment's) interaction with this person.

In a pedagogical perspective, we have to evaluate the methods of furtherance and education applied whether they allow the hearing impaired/deaf person to access all information conveyed by language or not. If this is not the case - this can be proven by comparing the language development of the hearing impaired child with that of a hearing one - the method(s) have to be revised and/or changed. Additionally, we have to stop the practice to take "additional handicap" as an excuse for the fact that the methods used with a single child do not lead to the expected/demanded result.

3.2 Language development has to be especially furthered between 0-6 years

With this hypothesis in mind, we have to look especially into the early phases of the life of hearing impaired/deaf children: We have to instigate the development of a fully functional language and the closely connected cognitive abilities at the time when they appear in hearing children. I do not argue for the impossibility of the development of any language and cognitive competence after these early "critical years". But there is sufficient evidence that especially all processes in language acquisition which need some automatisisation can be much more easily learnt in these early years. This is true for the most important processes of "building a language", e.g.

- quick expansion of the lexicon
- learning to combine single words to sentences
- acquiring the adequate forms of syntactic and morphologic structure.

It is evident that these developments within language competence instigate an enormous development of many cognitive abilities (because - in short - "the world can be represented by words") and therefore produces huge advantages in ontogenesis compared to children who are not offered these chances.

3.3 Language development depends strongly on sufficient exposition time

Hearing children are exposed to spoken language for long periods every day. At the beginning, this is a more passive exposition but this helps them to early recognize the importance and functions of communication using a language. Using a metaphor, they

"grow up within a communicating world". A hearing impaired child has to be compensated for its individual loss of exposition time concerning the acoustic channel by exploiting the possibilities of the other sensory channels.

The general rule would be:

Compensate what seems not to be accessible acoustically or at least accompany acoustic information by offering it in other channels also (multimodal offers are always preferable in language learning). To give just three examples:

- Deaf-blind children have to be exposed to many tactile communications.
- If the hearing impairment is so strong that spoken language cannot be perceived sufficiently, the exposition time for a visual language should be comparably long.
- If a hearing impairment hinders the child to perceive weakly accented grammatical morphemes, establish an access via reading/writing.

Once the Cochlea Implant was invented, some pedagogues and representatives of this new technical aid promised the end of deafness and fought against the use of sign language. But now research shows: Under positive conditions (early diagnosis, intensive early furtherance, CI-operation before the 3rd or 2nd year of age, and a "certain talent for [spoken] language" as well as a "personality oriented to hearing"):

- 25 % of the implanted children are able to „spontaneous spoken communication and to understanding also of previously unknown words". These children can attend normal school.
- 70 % of the implanted children „can expect a successful attendance of a school for hard of hearing"

The rest of 5 % show disappointing development, i.e. „they use the implant onla marginally for spoken language; they were probably operated to late, are neurally hard of hearing or they lack cooperation of parents or a positive environment " (quotations from Lenhardt 1997).

The results so far show that there is a statistically considerable improvement of hearing "something", partially including language, but children with CI have to be included in the target group of "hearing impaired" and have to be offered access to language depending on their individual development.

4 A problem repressed yet: low life chances of hearing impaired/deaf people

In many countries there is - despite many scientific findings - still an ignored or underestimated direct correlation between the degree of hearing loss and reduced educational and life chances (cf. the CHEERS-study (Holzinger et. al 2006), Krausneker 2005 and Krausneker & Schalber 2007 for Austria or Schäfke 2005 for Germany).

While "Lifelong Learning" is addressed for hearing people, there is not even an adequate basic education especially for severely hearing impaired and deaf people in some countries. While visually impaired and blind people are offered improved education nowadays which gives them good chances in the modern labour market, severely hearing

impaired and deaf people are in danger to be more and more uncoupled from the recent developments in our societies.

To give an example for the repression of the problem from Germany:

By special furtherance they [hard of hearing pupils] can reach the general educational goals of common schools. But experience shows that reaching these goals is not sufficient. (Mende-Bauer 2007, 14; translation by F.D.)

The quotation has to be read like: Most hearing impaired/deaf children get a formal declaration (by certificate of the school they attended) that they reached the general goals of education. But turning to worklife, they have to experience that this formal declaration was some sort of "present" to them by their school the representatives of which did not dare to say that they are not educated enough to meet the challenges of normal workplaces.

To put this neglected or repressed situation into numbers: For severely hearing impaired adolescents (16 years of age) we find:

- 50 % are functional analphabets (compared to 5 % of the hearing people)
- 20 % show a competence of 10 years' age
- 2,5 % show a language status which is adequate to their age
- The rest lies between the above-mentioned groups
- Similar results found by the recent CHEERS-study: only 10 % of pupils investigated show an average-like competence in reading, compared to hearing people of their age.

Sign language users are the most disadvantaged group within the hearing impaired/deaf people because there is often no adequate education. But there are also many orally oriented persons with a severe hearing loss who are unjustly disadvantaged in this respect. A PISA-test oriented towards hearing impaired/deaf pupils would prove catastrophic results.

5 The human rights perspective

The situation of deaf people concerning fundamental rights is rather bad. This relates especially to articles 10 and 14, and article 2 of Protocol 1 of the European Convention on Human Rights. These regulations say:

Article 10

Everyone has the right to freedom of expression. this right shall include freedom to hold opinions and to receive and impart information and ideas without interference by public authority and regardless of frontiers. This article shall not prevent States from requiring the licensing of broadcasting, television or cinema enterprises. ...

Article 14

The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status.

Article 2 of Protocol 1

No person shall be denied the right to education. In the exercise of any functions which it assumes in relation to education and to teaching, the State shall respect the right of parents to ensure such education and teaching in conformity with their own religions and philosophical convictions.

If - and only if - Article 14 also includes disabled persons (I think it has to, cf. EC-Directive 2000/78/EC), the consequence is that accessibility of information, communication and education has to be guaranteed also for deaf people.

One consequence of these regulations is that the EU has to look for accessibility of electronic (mass) media for every EU citizen. In the case of deaf and hard-of-hearing people this is feasible for television by provision of subtitles and/or sign language translation, as can be seen in diverse countries.

Accessibility to acoustic telephony is also feasible by provision of special relay services which are already working in some EU countries.

6 Is the provision of barrier free access to information and education for hearing impaired people easy?

As data in the acoustic channel are partially or completely inaccessible for hearing impaired people these lack of access has, technically speaking, to be compensated by transferring the data to another, accessible sensory channel. The data may then be offered only in one or multimodally in two channels; e.g. in the case of only partial lack of acoustic perception: visually AND acoustically; or - in case of deafness: visually AND tactile. For simple acoustic data this is rather trivial and can normally be done by automatic means: e.g. the closing of the doors of an underground railway can be announced by combination of acoustic and visual information. Special additional provision has to be foreseen only for deafblind people.

The inclusion of hearing impaired people into the spoken/written communication of the hearing society is a tough task: For complex data, like spoken language, the transfer of these data takes pains. From the technical perspective, it should be sufficient to transfer the spoken simply to written language (braille for deafblind). Here we differentiate two cases: Has this transfer to take place immediately or remotely? The latter case concerns e.g. subtitling of films or TV-broadcastings which are completely produced before going to the public. The first case concerns live broadcasting, theatre, participation in education and training measures, everyday communication e.g. in the workplace. For the "real time" transfer of linguistic communication we need either specialists (notetakers for transfer into written code or interpreters for transfer into a sign language or another visual code) or a software which does the work of the notetakers automatically. For re-

remote transfer we need persons who extract a written text either from a script or by remote typing the spoken utterances.

To sum up: For the transfer of spoken language to the visual (or tactile) channel there are possibilities, but they are either very costly (in case of employment of persons) or not completely easy to use (software has to be trained for the recognition of special speaker's voices and the speakers have to behave "unnaturally" when speaking for the automatic recognition system).

Maybe the biggest problem is bilingual education for those who want it: In the case of deaf persons this means that they are offered education in their preferred language, i.e. a national sign language, with a strong ('bilingual') orientation to early acquisition of written (and at least partially: spoken) language. Parents of deaf children and deaf young and adult people themselves should have the general right to decide for such a bilingual education from Early Years to Lifelong Learning. This right is not provided in all EU countries, neither are all national sign languages acknowledged. Moreover, where the right is already stated, the practical possibility to realise it, is not given because of the lack of adequately educated teachers, interpreters, or tutors. I would like to emphasize that the right to choose bilingual education does not mean compulsion (there are some arguments of this kind against bilingual education): It only means a conscious, voluntary decision.

7 The reasons for ongoing discrimination of deaf and hard-of-hearing people

Just to indicate the most important factors (cf. also publications of the World Federation of the Deaf, the European Union of the Deaf and the European Federation of Hard of Hearing People):

7.1 Ignorance of the linguistic needs of the target groups

Many professionals, including even doctors and educators, lack information and adequate training about language acquisition and furtherance as well as on the tight connection between language and cognitive development. Therefore many authorities do not even know how to cope with the different needs.

7.2 Hostility against disabled minority groups

This hostility is targeting especially against sign language users: While deaf people oriented towards spoken/written language are mostly accepted as being 'similar' to the vast majority of hearing people, deaf people oriented towards sign language (and a special deaf culture) are often seen as (linguistic) minority which "demands the impossible in an unfriendly manner". Their "treatment" (in the rigid word sense) is a rare case insofar as some authorities still argue openly against accepting their needs or granting rights to them (nobody would dare to argue against e.g. wheelchair drivers).

7.3 An actual case concerning subtitling

In spring 2006, the Austrian Constitutional Court has judged in a manner which says that deaf and hard-of-hearing people have no right for subtitling of TV. The court de-

cided in open contradiction to the Austrian antidiscrimination law and the principle of equal rights (a detailed analysis of this case in German can be found in the journal "Das Zeichen" 21 (2007), 198-207). An appeal of a deaf colleague of mine to the European Court for Human Rights was now rejected by this court without any argumentation. They just stated that "they cannot find any violation of human rights". As the judges involved come from Austria, Germany and Italy, three countries where deaf people are still discriminated very strongly, one could suppose only three reasons for this obviously discriminating behavior: Ignorance (as described above), defending the hesitance of their countries, or protection of the Austrian Constitutional Court's colleagues (this would be even worse). This misjudgement proves the necessity of explicitly stating rights for hearing impaired people's inclusion.

8 Concluding proposals: Monitoring und intervention

Because any early barrier to or lack of the individual child's language and cognitive development is so fatal, we have to accompany its ontogenesis consciously and regularly. To do so, we need some 'calendar' for monitoring and decision rules for interventions.

8.1 A monitoring calendar and special provisions for parents and children

An early diagnosis is necessary which is already done in some countries by screening all newborn infants e.g. for probable problems with hearing. Once this screening shows some risk of a hearing impairment, a furtherance for the Early Years should be organised. At first hand this means information and training for the parents to carefully monitor the development of their child, to use adequate means of communication (e.g. performing all interactions also with some visual parts), and to cooperate with professional Early Years furtherance staff. Such measures need a combination of releasing parents from some vocational obligations in order to give them enough time for working with their child (a best practice example for this can be found in Norway). Using the known timetables of ontogenesis of non-impaired children (e.g. two-word-stage in syntactical development, communicative phase of questions like "why?"), some points in time have to be defined where an overall check of the language, communicative and cognitive development has to be done. This measure should guarantee that a child which shows only a hearing impairment is not additionally impaired by insufficient furtherance.

Special provisions in the Early Years consist of information, counselling and training for the parents, and regular training or supervision by professional staff. In the kindergarten the communicative inclusion of the hearing impaired children has to be secured by using specially educated staff (e.g. being competent in sign language and/or other visual means of communication). One focus has to be set on special preparation for school, e.g. by introducing writing and reading already at an age of 4 years (using the concept of "positive discrimination", giving the hearing impaired children an advantage when entering school).

Relating to the needs and decisions of parents and children, a plan has to be made concerning the use of inclusive instruments in the whole educational career of the respec-

tive child. These instruments include human professionals, social-communicative provisions and information technology: Human professional work has to be funded in order to give assistance to children (and parents) for an adequate development. This can mean an extra person for some hours at kindergarten or school in order to include the child communicatively, or, in extreme cases, to have persons engaged like a so-called "personal assistant": This job-definition is already established for the assistance of persons who are severely handicapped in mobility, it should be widened towards "personal communication & language assistant". This would be a persons who provides the same time of language exposition for a hearing impaired child as hearing children are more or less automatically provided with. Another important facet of inclusion is the use of persons who show the same impairment as the children at all levels of education. Social-communicative provisions means that the societal context of the child is prepared and supervised in order to accept the inclusion of the impaired child and to develop means and processes for the conscious solution of everyday problems or conflicts (coming e.g. from normal group dynamics).

Information technology can offer cheap (compared to human labour) and time- or location-independent means of learning or communication for hearing impaired children. The child has to be introduced to IT as early as possible and must have the right to decide about using a concrete means or not. The best solution to optimise this process of accompanying a child's educational career is to install a small group of experts who cooperate with the parents and the professional staff, meet at certain points in time and decide about furtherance plans and their eventual changes, if necessary.

In some countries there already exist documents which are handed over to the mother of a baby in order to be filled out by doctors after some obligatory or recommended examinations. Such documents could be used if they are enriched with parameters of language, communicative and cognitive development, e.g. for hearing impaired children. After the school attendance, the available and adequate inclusive instruments at workplace and for free time have to be applied, naturally (e.g. interpreters for sign language or services for text-to-speech, speech-recognition, Relay Services, etc.).

8.2 Political measures

European Parliament and EU commission should explicitly state (by adequate legal measures or urgent recommendation) that, in order to be included into the information/knowledge society deaf and hard-of-hearing people have the following rights:

- Provision of subtitling of all spoken language information in mass media like TV or cinema films.
- Provision of sign language translation of at least the most important information in these areas.
- Provision of Relay Services which allow them to participate in acoustic telephony as hearing people do (by transferring spoken to written language or translating it to a national sign language).
- Provision of bilingual education at all levels if they deliberately decide for it.

- Provision of an education in written language which gives them equal chances to reach a comparable level of competence in the respective written national language.

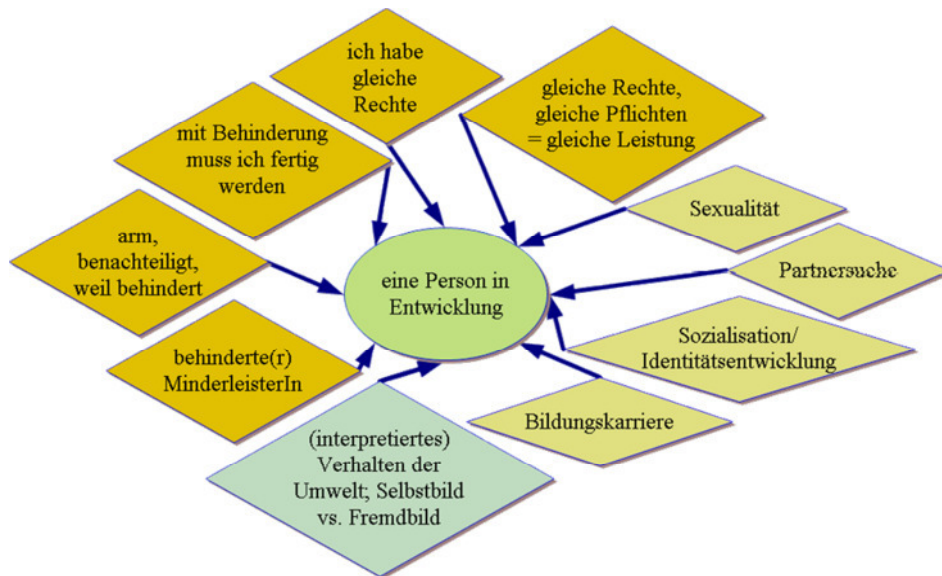
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Was für die Inklusion gehörloser und schwerhöriger Jugendlicher jetzt getan werden muss

Franz Dotter

1. Hörbehinderte Jugendliche im Spannungsfeld ihrer Lebensinteressen und Anforderungen



Das Schema zeigt, wieviele Faktoren auf Jugendliche einwirken, wenn sie sich entweder im Übergang zur Arbeitswelt oder zu weiteren Bildungsgängen befinden. Zusätzlich zu den Einflussfaktoren, die alle Jugendlichen in dieser Phase betreffen, kommt bei einer Hörbehinderung - wie bei anderen Behinderungen - noch die Frage, wie weit die betreffende Person gesellschaftlich bzw. sozial akzeptiert und in alle alltäglichen Abläufe eingebunden wird.

2. Grundprinzipien der Inklusion

Obwohl es inzwischen fast trivial erscheint, auf Grundprinzipien einer erfolgversprechenden Inklusion zu verweisen, seien hier zumindest einige wichtige erwähnt:

- Selbstbestimmtes Leben mit dem Recht auf Assistenzleistungen für einen gleichberechtigten Zugang;
- Das nun gegebene Recht auf gleichen Zugang zu allen Bildungsmöglichkeiten muss realisiert werden (dies gilt für alle Bildungs- und Beratungseinrichtungen, welche für hörende Menschen zur Verfügung stehen).
- Bildungsziele müssen möglichst barrierefrei erreicht werden können; wo notwendig, ist Begleitung/Beratung anzubieten.
- Jede Person hat freie Wahl der beanspruchten Förderung (bzw. im Fall von Kindern deren Eltern oder Erziehungsberechtigte).

- Die Institutionen haben sich nach diesem Wahlrecht zu orientieren und entsprechende Angebote zu entwickeln
- Die berufliche Qualifikation der in den Institutionen tätigen FördererInnen, KindergärtnerInnen, LehrerInnen und AusbilderInnen ist entsprechend zu verbessern.

Wie bei allen grundsätzlichen Paradigmenwechseln, ist auch beim Wechsel des Paradigmas der Inklusion behinderter Menschen, speziell ihrer Inklusion in das Bildungssystem unter der Perspektive ihrer Rechte anstatt der jahrhundertelangen Perspektive "mitleidiger Fürsorge" zu erwarten, dass die mit dem nun veralteten Behindertenbild verbundenen Denkbilder und Verhaltensweisen nicht von einem Tag auf den anderen verschwinden. Im Gegenteil, wir müssen uns alle gemeinsam Schritt für Schritt davon "befreien", indem wir unsere alltägliche Praxis bewusst darauf kontrollieren, unter welchen Voraussetzungen wir einzelne Aktivitäten bzw. Interaktionen mit behinderten Menschen setzen.

3. Welche Denkbilder stehen einer konsequenten Inklusion hörbehinderter Jugendlicher im Weg?

3.1. Die "Naturgesetze" der Hörbehinderung

Liest man die einschlägige Literatur im Bereich der "Hörgeschädigtenpädagogik", so gewinnt man den Eindruck, dass dort mögliche negative Folgen einer Hörbehinderung, welche bei nicht entsprechender Förderung entstehen können, quasi als naturgesetzliche Folgen dargestellt werden, mit denen jede hörbehinderte Person zu rechnen und sich damit abzufinden hat. Danach führt eine Hörbehinderung zu

- schlechterer Allgemeinbildung
- schlechteren Schriftsprachkenntnissen
- schlechteren Rechenkenntnissen
- schlechterem Kommunikationsverhalten
- psychischen Störungen

Wir finden zwar auch im Bereich der eher oral orientierten "Hörgeschädigtenpädagogik" neuerdings sowohl Überlegungen zur Integration/Inklusion bzw. auch die Aufforderung, von der defizitorientierten "pathogenetischen" Sichtweise zur fähigkeitsorientierten "salutogenetischen" zu wechseln (vgl. etwa Diller 2005 bzw. Wildemann 2010 und meine Rezensionen dazu auf <http://www.socialnet.de/rezensionen/3003.php> bzw. <http://www.socialnet.de/rezensionen/9916.php>), doch geht es in der Hauptmasse auch der jüngeren Literatur immer noch um die Defizite oder es werden Untersuchungen durchgeführt, welche wesentliche Einflussfaktoren der Entwicklung hörbehinderter Kinder/Menschen ignorieren und damit stereotype Haltungen transportiert, wie "Es können eh alle glücklich werden, egal, wie sie aufwachsen" (vgl. etwa Hintermair 2005 und 2007 und meine Rezensionen dazu auf <http://www.socialnet.de/rezensionen/2944.php> bzw. <http://www.socialnet.de/rezensionen/5402.php>). Ich will gar nicht ausschließen, dass auch VertreterInnen der "Hörgeschädigtenpädagogik" wollen, dass jeder hörbehinderte

Mensch optimale Kommunikationsbedingungen zugestanden erhält, damit er/sie Selbstwert und Zufriedenheit entwickeln kann. Diese optimalen Bedingungen werden aber erstens kaum jemals beschrieben und die Möglichkeit der Bilingualität (Nutzung von Gebärdensprache und geschriebener/gesprochener Sprache, vgl. zu den entsprechenden Bedürfnissen gehörloser Menschen etwa Breiter 2005) systematisch ausgeschlossen (vgl. etwa Batliner 2003 bzw. Diller 2009 und meine Rezensionen dazu auf <http://www.socialnet.de/rezensionen/1230.php> bzw. www.socialnet.de/rezensionen/8292.php). Daher erscheinen viele Publikationen in diesem Bereich so inhaltsleer. Wesentlich realitätsnähere Information bieten z.B. Fritsche & Kestner 2006.

3.2. Die weitgehende Ignoranz bezüglich der kognitiv-sprachlichen Entwicklung schwerhöriger und gehörloser Menschen

Das alte Denkbild der "Hörgeschädigtenpädagogik" ist wie folgt zu beschreiben: Die gesprochene Sprache ist ein wesentlicher Faktor des Menschseins (die Verengung von Sprache auf die gesprochene und deren mythische Erhöhung hängt mir der immer noch weitgehend ungebrochenen rückwärtsgewandten wissenschaftlichen Tradition dieses Bereichs zusammen). Weist man nun als Individuum - ob aus eigener Schuld" oder nicht" - größere Defizite in dieser Sprache auf bzw. beherrscht sie nur sehr schlecht bis gar nicht, so bedeutet dies zugleich, dass man kein vollwertiger Mensch ist. Keine Macht der Welt kann diese unabänderliche Tatsache verändern, sodass die Betroffenen sich eben damit abfinden müssen, dass sie defektive Menschen sind. Sie müssen dann auch auf die Teilnahme an der Inklusion verzichten (vgl. etwa Jacobs 2008 und meine Rezension dazu auf <http://www.socialnet.de/rezensionen/7075.php>). Diese Selbsterniedrigung wird ihnen durch die wissenschaftliche Literatur oftmals noch nahegelegt. Es wird dort nämlich nicht einmal der Versuch gemacht, Maßnahmen im Interesse einer altersangemessenen Sprach- und Kognitionsentwicklung hörbehinderter Kinder systematisch zu beschreiben. Im Gegenteil, sollten Bildungsmaßnahmen nicht zum gewünschten Ziel führen, wird die "Schuld" nie auf Seiten einer vielleicht nicht angemessenen Didaktik und Methodik gesucht, sondern den hörbehinderten Kindern zugewiesen, welche entweder bestimmte - aus wissenschaftlichen Modellen für hörende Menschen extrahierte und fälschlicherweise auf hörbehinderte Menschen übertragene - Fähigkeiten nicht aufwiesen, wie z.B. des Hörens (vgl. dazu Graser 2007 und meine Rezension dazu auf <http://www.socialnet.de/rezensionen/5383.php> oder gar unwillig seien, das ihnen Angebotene anzunehmen (vgl. dazu Leonhardt 2010 und meine Rezension dazu auf <http://www.socialnet.de/rezensionen/10500.php>).

Den Gipfel dieser Art von Literatur sind Bücher, welche versuchen, das Schuldbewusstsein der Oralisten darüber, dass sie praktisch über ein Jahrhundert hinweg die Lebenschancen schwer hörbehinderter Menschen extrem reduziert haben, umzuwälzen auf die Betroffenen bzw. den "Schrecken der hochgradigen Hörbehinderung bzw. der Gehörlosigkeit" (vgl. etwa Funk 2004 und meine Rezension dazu auf <http://www.socialnet.de/rezensionen/2143.php> bzw. Weber 1995.) Entsprechend der Vorgaben der eben beschriebenen, die Realität verengenden Denkbilder findet sich auch in der

neuesten Literatur kaum jemals ein Hinweis auf die nun weltweit bekannten Rechte behinderter Menschen, wie sie in der entsprechenden UN-Konvention und in nationalen Rechtssystemen niedergelegt sind.

3.3. Die Tendenz zur Unterteilung hörbehinderter Menschen in zwei "Akzeptanzgruppen"

In allen gesellschaftlichen Systemen gibt es Tendenzen, Personen aufgrund von Vorerfahrungen, Kommunikation mit ihnen oder auch von Vorurteilen eher der Gruppe von "pflegeleichten", "unproblematischen", "voraussichtlich in ein Arbeitsteam o.ä. integrierbaren" oder der Gruppe der "schwierigen Fälle" zuzuordnen. Wie wir wissen, gibt es bestimmte Kriterien, welche große Personenkreise negativ betreffen, wie etwa die Tatsache, dass Frauen schwanger werden können und daher für bestimmte Firmen nicht die erste Wahl für Mitarbeiter darstellen. Im Bereich behinderter Menschen wird hier oft entweder auf persönliche (z.B. Leistungsminderung oder erhöhter Kommunikationsbedarf im Gegensatz zu nichtbehinderten Personen) oder gesetzliche Faktoren (z.B. besonderer Kündigungsschutz) Bezug genommen. Holzschnittartig dargestellt kann man sagen, dass im Bereich der Hörbehinderung diejenigen Personen als eher "pflegeleicht" gelten, die entweder vollständig lautsprachlich orientiert sind oder sich den Anforderungen der lautsprachorientierten Mehrheit anpassen (indem z.B. gehörlose Personen betonen, dass sie allein mit dem Lippenlesen alle Situationen meistern).

Als nicht pflegeleicht gelten ganz generell - nicht nur im Behindertenbereich - Personen, welche auf ihre "Rechte" pochen, spezielle Einrichtungen für den Arbeitsplatz fordern oder sogar erklären, ohne Gebärdensprache nicht auskommen zu können.

Diese tatsächlich primitive Zweiteilung der Population der hörbehinderten Menschen wurde und wird von manchen WissenschaftlerInnen z.T. unterstützt. So besteht z.B. seit Jahrzehnten die Tendenz, das Wort "gehörlos" zugunsten von "schwerhörig" aus dem Wortschatz zu streichen (ein Extremfall ist Hintermair 2009; vgl. meine Rezension dazu auf <http://www.socialnet.de/rezensionen/7879.php>) oder zumindest seinen Geltungsbereich auf immer weniger Menschen zu reduzieren (bezüglich einer umfassenden Beschreibung der Situation vgl. Dotter 2009b).

3.4. Die Tendenz zur Verschleierung der tatsächlichen Hörfähigkeit

Heutzutage wird der Hörverlust normalerweise festgestellt ohne die üblichen medizinischen Hörverlustklassen mit den jeweils eingesetzten Hörhilfen kreuzklassifizieren und den so entstehenden Gruppen - wie bereits erwähnt - Hörleistungen sowohl ohne als auch mit allfälliger Hörhilfe zuordnen. Das geschieht aus ganz offensichtlichen Gründen nicht: Die VertreterInnen der rein lautsprachlichen Förderung hörbehinderter Kinder wollen nämlich nachweisen, dass ihre Methode" das einzige pädagogische "Erfolgsmodell" ist. Dazu muss der Grad der durch eine Hörhilfe erreichten akustischen Wahrnehmungsfähigkeit zugunsten der vor dem Einsatz dieser Hörhilfe gegebenen verschleiert werden. Würde man nämlich die Kreuzklassifikation als Untersuchungsmethode anwenden, würde sich folgendes Ergebnis herausstellen: Verbessert die Hörhilfe das Hörvermögen derart, dass das damit ausgestattete Kind die gesprochene

Sprache ausreichend für ihr Erlernen hört, dann wird sich ein relativ "natürlicher" Lautspracherwerb ergeben; in allen anderen Fällen passiert das eben nicht. Mit anderen Worten: wir sollten uns darauf konzentrieren, was die einzelne Hörhilfe dem einzelnen Kind bringt und daraufhin die Wahl der Fördermethoden (nur lautsprachlich oder bilingual laut- plus gebärdensprachlich) abstimmen.

3.5. Inklusion in der Konkurrenzgesellschaft?

Beruhend auf dem alten Denkbild der grundsätzlich eingeschränkten Leistungsfähigkeit behinderter Menschen (und ihrem besseren gesetzlichen Kündigungsschutz) sind Arbeitgeber skeptisch bezüglich der Beschäftigung einer behinderten Person. Verschärfend kommen noch die derzeit vorherrschenden Wirtschaftsmodelle betreffend fast schon tagesbezogener "Flexibilität" (d.h. Kündbarkeit der MitarbeiterInnen bei kurzfristig nicht vorhandener "Auslastung") und Kostensenkung. Es ist daher nachvollziehbar, dass viele Arbeitgeber folgende Überlegungen anstellen:

- Als Arbeitgeber habe ich nur Nachteile, wenn ich einen hörbehinderten Lehrling oder Arbeitnehmer aufnehme.
- Solange er/sie nicht mindestens gleich gut wie Nichtbehinderte ist, hat er/sie bei mir keine Chance.

4. Wie können wir auf die dargestellte Situation reagieren?

Die vorhandenen Denkbilder müssen Schritt für Schritt aufgelöst werden, z.B. durch das Vorzeigen bereits jetzt funktionierender Modelllösungen. Zusätzlich ist es aber auch nötig, konkrete Maßnahmen zu ergreifen, welche den beteiligten Personen (sowohl hörbehinderten Menschen als auch potenziellen ArbeitgeberInnen) zeigen, dass die oben erwähnten negativen "Naturgesetze" nicht gültig sind.

4.1. Maßnahmen für die derzeit arbeitsuchenden Jugendlichen

In Österreich bestehen durchaus gute Vermittlungs- und Förderstellen bzw. -maßnahmen, wie z.B. die Bundessozialämter, das AMS und die Arbeitsassistenten. Allerdings habe ich - insbesondere unter dem Eindruck des beinahe allgegenwärtigen "Sparzwangs" den Eindruck, dass von diesen oft nur der "Bildungsmangel" verschiedener Zielgruppen verwaltet oder an ArbeitgeberInnen vermittelt werden muss, ohne dass sie die Chance haben, vorhandene "Bildungsmängel" tatsächlich systematisch zu behandeln bzw. zu beseitigen.

Finden hörbehinderte Jugendliche keine Arbeitsstelle oder werden ihnen aufgrund mangelnder Schulerfolge bzw. mangelnder Kenntnisse oder Fähigkeiten nur minder qualifizierte Arbeiten angeboten, müssen geeignete, z.T. spezialisierte Fördermaßnahmen (wie sie z.B. im "equalizent" angeboten werden) zur Verfügung stehen, welche es den Jugendlichen erlauben, aus bildungssystemstrukturellen Gründen Versäumtes nachzuholen. So sind z.B. bei zu großem Abstand zu Durchschnittsleistungen entsprechende "Brückenkurse" anzubieten. Die Arbeitswelt ist so zu gestalten, dass hörbehinderte Menschen ihre volle Arbeitskraft auch einbringen können (z.B. durch Einbindung in die Akustiktelefonie über eine Telefonvermittlungszentrale).

Es gilt aber, neben der Frage "Was brauchen hörbehinderte Jugendliche aktuell zur Eingliederung in den Arbeitsmarkt?" auch die Frage zu stellen, wie die gesamte Bildungskarriere hörbehinderter Menschen so zu gestalten ist, dass sie nicht aufgrund ihrer Hörbehinderung von bestimmten Bildungswegen ausgeschlossen sind oder durch ungeeignete Bildungsmaßnahmen (welche auch innerhalb der Integration/Inklusion auftreten können) Defizite erwerben, welche ihnen dann viele Lebens- und Berufschancen nehmen.

4.2 Was muss 'vorher' geschehen?

- Frühe Diagnose und Intervention
- Eine einzige, für Information, Beratung und Maßnahmenorganisation verantwortliche Stelle/Institution für Eltern
- Sprachförderung ernst nehmen: Ergebnisorientierung anstatt Expertenorientierung und ideologischer Methodeneinschränkung
- Begleitung der kognitiven und sprachlichen Entwicklung hörbehinderter Kinder; geeignete Intervention beim Zurückbleiben
- Beginn des Schriftsprachlernens mit 4 Jahren
- Spezielle Überprüfung des Sprachentwicklungsstandes vor Schuleintritt

Für den gesamten Maßnahmenkatalog, welcher im Rahmen des EU-Projekts Deafvoc2 entwickelt wurde, siehe

http://www.uni-klu.ac.at/zgh/downloads/klagenfurt_Deafvoc2_resolution.pdf

4.3 Der Entwicklungsprozess in Irland als vorbildliche Praxis

Die irische Regierung hat alle in der Bildung hörbehinderter Menschen engagierten Institutionen an einen Tisch gebracht und dazu auch versprochen, alle von diesen Institutionen gemeinsam entwickelten Maßnahmen umzusetzen. Zusätzlich wurde die damals gegebene Situation wissenschaftlich ausführlich untersucht (vgl. Leeson 2010) und auch ein Forschungsbericht über die Bildung hörbehinderter Menschen vorgelegt (vgl. Marschark & Spencer 2009). Nach nicht ganz zweijähriger Tätigkeit und der Überwindung nicht unüberwindlicher Schwierigkeiten konnte 2010 tatsächlich ein von VertreterInnen der schwerhörigen und gehörlosen Menschen (unter Einschluss der Cochlea-Implantat-VertreterInnen) gemeinsam entwickeltes Konzept für die künftige Bildung hörbehinderter Kinder vorgelegt werden (Catholic Institute et. al. 2009), welches 17 dafür Hauptprinzipien und weitere 23 spezielle Vorschläge enthält. Auf der dazu einberufenen Konferenz haben sich RegierungsvertreterInnen zur Realisierung der Vorschläge bis 2012 bekannt. Es sollte angemerkt werden, dass diese Veranstaltung durch den Einsatz von Bildvergrößerung sprechender TeilnehmerInnen, Verstärkersystemen, eingeblendeter Echtzeitmitschrift (captioning) und GebärdendolmetscherInnen für alle hörbehinderten Menschen barrierefrei gestaltet wurde.

Verglichen mit der Situation in weniger fortgeschrittenen Ländern – auch in Österreich – war der Vorgang in Irland kommunikativ bzw. organisatorisch professionell und baute sowohl auf den Wünschen der Eltern als auch den Erfahrungen der FördererInnen und

LehrerInnen und wissenschaftlichen Untersuchungen auf. Die Diskussion verschwieg keines der großen Probleme der Bildung hörbehinderter Kinder, wie z.B.:

- Mindestens 80% schwerhöriger und gehörloser Kinder haben hörende Eltern und die meisten werden integriert beschult
- Schwerhörige und gehörlose Kinder liegen mit ihren schulischen Leistungen oft hinter den nicht hörbehinderten Kindern zurück
- Eltern werden mit ihren Kindern von einer Stelle zur anderen geschickt und erhalten trotzdem keine angemessene Information oder Beratung, was zu großen Frustrationen bei ihnen führt.
- Schwerhörige und gehörlose Kinder mit weiteren Beeinträchtigungen (z.B. Kinder mit Downsyndrom oder taubblinde Kinder) werden nicht angemessen gefördert.
- Viele schwerhörige und gehörlose Menschen erkranken im Lauf ihres Lebens psychisch.

Die Ziele des Diskussionsprozesses waren:

- In der Realität anzuerkennen, dass schwerhörige und gehörlose Kinder ein Recht auf gleichberechtigten Zugang zu Bildung haben bzw. dieses Recht umzusetzen
- Die Wichtigkeit der altergemäßen Sprachentwicklung schwerhöriger und gehörloser Kinder sowie ihre jeweils speziellen bzw. individuellen Bedürfnisse anzuerkennen
- Die Realisierung von Elternwünschen zu gewährleisten, speziell was Lautsprach-, Gebärdensprach- oder bilinguale Orientierung im Spracherwerb betrifft und auch für eine entsprechende Förderqualität anzubieten
- Zu gewährleisten, dass schwerhörige und gehörlose Kinder dasselbe Bildungsniveau erreichen wie ihre hörenden MitschülerInnen; d.h. in allen Unterrichtssituationen hohe Qualität anzubieten
- Die Inklusion schwerhöriger und gehörloser Menschen zu gewährleisten
- Die Aufgabenstellung von Bildungsinstitutionen zu verändern mit der Konzentration auf die Frage: "Was dient den einzelnen Auszubildenden am Besten?"
- Die Ausbildung von FördererInnen und LehrerInnen entsprechend zu ändern.

Unter den speziellen Vorschlägen soll einer herausgehoben werden, weil er für Eltern und Kinder speziell wichtig ist: Es sollte ein Zentrum für die Förderung/Bildung schwerhöriger und gehörloser Menschen gegründet werden, welches als einzige Anlaufstelle alle Beratungen und administrativen Prozeduren sowie die Förder- und Bildungsmaßnahmen organisiert bzw. beaufsichtigt. Für Österreich ein unerfüllbarer Wunschtraum?

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Sign Languages and Their Communities Now and in the Future

Franz Dotter

Sign language research has been conducted for about 50 years. Sign languages and Deaf culture have only been acknowledged for the last 10-25 years. From the end of the 19th century until then, however, sign language communities suffered severe discrimination and marginalisation. The UN Convention on the Rights of Persons with Disabilities is the recent stage of a paradigm drastically changing towards self-determination and equal rights. Within these positive processes the Deaf communities are confronted with a growing divide between Deaf people in poor countries and those in rich countries as well as with a considerable population change in the latter, mainly due to the overwhelming application of cochlea implants.

Key words: Sign language, deaf, hard of hearing, discrimination, education

1 Introduction

Not only from a linguist's standpoint it makes sense to describe the relation of the scientific observer to the people who (s)he is describing. Furthermore, it is a well known demand/strategy in science to overcome certain biases stemming from own interests or context by empowering members of the described community to do research on their group by themselves (especially valid proofs of biases already overcome by such a practice can be found in the areas of gender, minorities and some groups of people with disabilities). Deaf people are a case where this principle is not state-of-the-art everywhere. The issue under discussion here, however, has been discussed by deaf people themselves; cf. Jokinen 2005 for the topic itself; Ladd 2003 or Lane 1999 for the wider topic of deafness and/or deaf culture).

My role - as a hearing scientist without any original personal relations to deaf people - is to analyse the situation of the target group and their languages from the outside of the community/communities of Deaf people. In my cooperation with deaf people I use the metaphor of being 'a friendly stranger' to describe my self-conception of work. The reason for this is that as scientists we cannot ignore human rights and have to make our societies aware of their violations. As such violations, may they happen consciously or unconsciously, are still observable against Deaf people, but also many other people with a hearing loss, this article combines scientific and ethical perspectives. Especially in trying to forecast future developments and formulate recommendations, I have to declare clearly that these points do not aim at patronising any Deaf person or community.

Concerning the target group of this article: The article centres on the Deaf people. But there are many points in the discussion which also apply to hard of hearing and to deaf-blind persons at least to some extent. Due to space limitations, it was not possible to always refer to this group especially. We should keep in mind that all people with a

hearing loss share some needs and would profit from equal or similar provisions, however.

The contents of this article are structured as follows: First I discuss the scientific access to the issue which seems especially complicated to me, compared to other scientific areas. Firstly, because of the terminology which has many social and other connotations which could bias research and secondly, because a hearing loss influences the whole life, so that a mono-disciplinary scientific access is almost excluded. In order to demonstrate political/administrative and scientific deficits, I discuss different societal practices towards Deafness and the manipulative use of the terms 'deaf' and its 'neighbours'. In the following chapter I describe the current situation of the Deaf people by using various perspectives, namely the human rights' view, an ethical and a historical one. As the central one related to the issue, the perspective of language and cognition is discussed in more length than the others, finishing this part by 'baby sign' as a thematic outlook on pedagogic possibilities. The following paragraphs examine the roles of different stakeholders in the Deaf education area: politics and administration, educators, and parents of children with a hearing loss (children are included in the language and cognition section, adolescents are included in the forecast). The next paragraphs describe what happens in science, consciously or unconsciously, which does not help the Deaf people to improve their situation, also touching the fact of a 'silent fight' against this group. In contrast to that the closing paragraph describes the advantages science could achieve by intensive research on Deafness and sign languages. Two small paragraphs on the emotional situation of the Deaf and of people active in the field and on the expectable population change in Deaf communities close the chapter concerning the actual situation. The last chapter serves as a forecast on Deaf communities and their languages, emphasising that almost all proposals concerning inclusion measures for Deaf people exist, but have to be realised. Taking up again the language and cognition perspective, I argue for a high quality monitoring and attendance of deaf children in this respect and for opening all education and training possibilities which are available for hearing persons to the Deaf. The chapter ends with a detailed description of the outcome of a process performed in Ireland which could serve as a best practice example for all countries and also for a joint action of e.g. all countries of the European Union.

2 Scientific access to the object area

Understanding the theme of 'Deaf/deaf people' as an area of life, the only promising access to it is transdisciplinary. I will not go into the discussion of the different terms, but only emphasise that I agree with others in understanding that there is an evolutionary path of science from the single discipline towards "multidisciplinary" (= only exchanging different perspectives of disciplines), the "interdisciplinary" (= first organisational provisions of collaboration) and finally "transdisciplinary" (= full cooperation between persons representing different disciplines resulting in joint planning and execution of research) work (cf. Dyer 2003). The problem with transdisciplinary research in the area of hearing loss phenomena in general and of severely hard of hearing and deaf people oriented towards sign language in detail is the number of people: Transdiscipli-

nary research nowadays tends to take over big questions, like climate change, demographic change, energy production, world nutrition, etc. Although at least 3-5% of any population are estimated to have a considerable hearing loss, i.e. one which creates barriers in everyday life, this group is not big enough to attract attention¹. The number of 0,2-0,5% or maybe 1% of people who would profit much from the special bilinguality of spoken/written and signed language is much lower and therefore the group is simply negligible for big research teams.

3 'Deaf' describing an object area of research vs. a self-defined identity

There is a long thread of discussion on the definition of 'deaf' or 'deafness' by means of natural science/medicine vs. the definition of 'Deaf' or 'Deafness' by self-determined decision concerning one's identity.

3.1 'Deaf' as self-defined membership in a cultural and language minority group

My use of 'D' vs. 'd' in the introduction implicitly showed already another problem of scientific access to the target group or groups: The target group of this article are the culturally conscious 'Deaf' people living in organised communities and using sign languages as their preferred language (ignoring the problems of a detailed operationalisation of these dimensions).

This is a rather well-defined and homogeneous set of people (in different cultural and social settings, naturally): they organise world congresses, have a worldwide organisation (the World Federation of the Deaf), have many international relations, manage a European (the European Union of the Deaf) as well as national and regional unions, activities etc. This group of Deaf people can be said to represent a culture of its/their own and manifests as language minorities and part-cultures in their respective hearing

¹ To present exact numbers of people with a hearing loss is a big challenge because the choice of criteria and the method of census are crucial and many countries therefore do not have even reliable numbers; also comparability between countries is doubtful. For Europe, the European Federation of Hard of Hearing (EFHOH) speaks of about 81 million hard of hearing people; for the world, the World Federation of the Deaf (WFD) speaks of about 70 million Deaf people. If we look at some preliminary statistics from Germany (Deutscher Schwerhörigenbund 2010), we find a rather high number of 19% of the population to have a hearing loss. From these, more than 10% only show a mild one, more than 7% a moderate one. We can assume that members of the first group and a majority of the second one can be helped by technical aids and adequate furtherance, so that they will not have too much problems in integrating to the hearing majority, if their special needs are respected. The groups who are in danger to fall out of inclusion without further provisions, are the 0,5% of severe and the 0,1% with profound hearing loss (together with a minority from the group with moderate loss). The eminent impact of age on hearing loss is shown by a view on the age groups: there are only 1% of persons with a hearing loss in the group of 14-19 years of age, but 25% in the age group of 50-59 and over 50% in the age group of over 70 years. For general information on hearing loss and deafness cf. also http://en.wikipedia.org/wiki/Hearing_impairment, <http://www.rnid.org.uk/>, <http://deafness.about.com/>, <http://www.deafed.net/>, <http://www.dex.org.uk/>, <http://www.deaf-culture-online.com/index.html> as well as the website of the WFD at <http://www.wfdeaf.org/> and of the EFHOH of Hearing at <http://www.efhoh.org/>

majority environment². Even looking at this seemingly homogeneous group, we have to consider findings from minority research, namely that - because of the dynamics within society - most often there is not a strict limit between 'the minority' and 'the majority': Following Jokinen 2005 who used the 'onion skin metaphor' in order to argue for a 'wider sign language community', we identify a centre of the minority, which is represented by its conscious members, often acting politically for their rights and actively organising the community. Additionally, more peripheral areas of people can be found who e.g. are not very active in the community but identify themselves as members, or are in the state of giving up their minority language and/or culture and slowly assimilating into the majority, or people who are using the language and possibly identify with some parts of the culture but do not join the community, etc. Using the 'onion skin metaphor' reveals that the community itself is bigger than it looks like at first sight and that it is not homogeneous internally.

3.2 On notions: 'deaf' and 'hard of hearing', or 'hearing impaired' as scientific terms

From the medical perspective, there is the phenomenon of 'hearing loss' which is measured in dB. As usual in natural science, this measurement scale produces a continuum where some intervals receive labels, e.g. a hearing loss between about 40-60 dB is called "moderate", a loss of 80/90 or more is called "profound".³ From that perspective, almost no person is really without any hearing residue and therefore there are practically no 'deaf' persons, taking the perspective that 'deaf' in the strictest sense means that there is absolutely no acoustic sensory perception. It is evident that such ex-cathedra statements by experts violate the notion 'Deaf', resulting from a self-determined identity decision of the Deaf. Even people with a severe hearing loss not belonging to the Deaf community feel offended by this behaviour if it means that they "can hear everything, if they would just try".

The notion 'hearing impaired' is mostly used as a cover term for 'deaf' and 'hard of hearing'. As a cover term it necessarily includes groups with diverse needs: Some 'hearing impaired' people - the great majority of the 'hard of hearing' - are oriented towards spoken and written language like hearing people, but need some help (e.g. hearing aids, induction loops, subtitling, note taking) in order to fully access spoken language. Some are more oriented towards written language only and therefore need more provision for a transfer from spoken to written language. Others - the culturally 'Deaf' - are oriented towards sign language as their preferred language and therefore need special bilingual provisions concerning signed, spoken and written languages⁴, especially sign language interpretation. Some others find their way by an individual application of spoken, writ-

² Oberrauter 2010 has shown that they exhibit the identity features of a cultural group defined by Volkan 2000.

³ The classification of hearing impairment differs slightly relating to e.g. different institutions, the progress of hearing aids, or history.

⁴ Concerning this special bilingualism cf. Emmorey et al. 2008.

ten or signed language depending on their communication needs (e.g. they partially integrate into the speaking community, but for more complex communication in education or law, medicine, etc, they rely on sign language), in other words: identify themselves with both communities or live 'between' them.

Taking this situation into consideration, we have to be very cautious using the cover term 'hearing impaired' scientifically because it does not say anything about the individual everyday communicative practices or needs of the persons within its extension. Additionally, the term is rejected by many Deaf persons, arguing that this refers only to their deficit and does in no way describe their culture⁵.

3.3 Unconscious and conscious mixing of medical and identity notions

If there is - consciously or not - no clear declaration in statements or scientific work whether 'deaf' means the medical description or the identity decision of a person, this mixing of meanings can lead to misunderstanding and darken all results of research: There are many late-deafened people who do not join the Deaf community because they want to stay within the hearing community. If research mixes this rather big group with the community of sign language users, both groups lose their characteristics and the result of such research could be that "some deaf decide in favour of oral orientation, some in favour of sign orientation" without having any hint about the factors behind these decisions.

3.4 Different societal practices dealing with 'hard of hearing' and 'deaf'

Depending on the cultural/educational tradition of the countries, in some of them 'deaf' or some equivalent is used as a cover term for deaf and more severely hearing impaired people (e.g. widespread in English-speaking countries), in others there is a rigid segregation between 'hard of hearing' (i.e. persons who have to be orally oriented in the perspective of experts and/or society) and 'deaf' (who may orient towards sign language also; e.g. in the German-speaking countries).

This relates sometimes to history: e.g. in former Eastern states like Latvia there existed special factories and job areas in order to employ deaf people. Therefore also many hard of hearing joined this group in order to get training and a job. In other countries it seems to relate to liberal education which allows hard of hearing and deaf people to make a choice on their own, not forcing them to decide between 'pure' hard of hearing or 'pure' deaf and nothing else. In such countries we find deaf clubs with many people who would not be named 'deaf' in the countries where a rigid segregation was the educational

⁵ In order to respect the self-determination of all persons with a hearing loss, "people who declare themselves as hard of hearing or deaf (or ...)" - where the brackets declare that there are more than only two decisions - could be a politically more adequate description (except children who did not yet decide their identity). As an approximation I use throughout this article "hard of hearing and deaf". A similar case of tensions between scientific labelling and self-determination, but also an example for inhomogeneous opinions in the respective group is the discussion on "people with disabilities" vs. "people with special needs". For the general context of disability and self-determination cf. Campbell and Michael 1996, Zola and Mairs 2003

and political principle. In 'segregation countries' like Germany or Austria, the authorities looked for a rigid separation of the 'orally' oriented group which was seen as 'socialisable' from the group of 'signers'" who were for a long time seen as 'lost people' who would not be able to participate in society⁶. It is this different - now mostly historical - behaviour of the hearing majority against deaf and hard of hearing people, which until now causes differences in understanding and politics between countries which sometimes lead to misunderstandings or even seem to be unbridgeable.

The overt oppression and discrimination of persons with disabilities, especially hard of hearing and bilingual Deaf ones has almost absolutely diminished in many countries of the world. But the remnants of old pedagogical and social stereotypes survive in many contexts, despite the fact that they do not meet the standards of scientific knowledge (e.g. in neurology, psychology, or linguistics). Additionally, some paternalistic approaches are still in practice, despite the fact that the rights of people with special needs are no longer in question. Another practice which could either be described as establishing euphemisms or as non-respecting disabilities, can be detected within the labelling of the so-called 'main focus of furtherance' for disabled children in German speaking countries: What will a blind child think about the fact that (s)he is assigned to the main focus of 'vision'? The same is valid for deaf children who are assigned to the main focus 'hearing'. The experts responsible for this labelling dare do that only for impairments of senses, not for e.g. wheel-chair users, where they do not label the main focus as 'walking'.

We can detect remnants of non-respecting behaviour towards deaf and hard of hearing people⁷, but there is also an asymmetry in the attitudes towards these two groups which stems from an underlying, mostly unconscious conceptualisation which is caused by the tendency of hearing people to prefer speaking disabled persons (= hard of hearing) than people who demand their right to use a sign language (= Deaf). To describe this stereotype/conceptualisation: the former are 'easy to assimilate' into the hearing (and speaking) society, this is even their aim and they just need technical aids which are easy to provide and some furtherance in spoken language⁸. In comparison, the Deaf sometimes state that they are not disabled but only handicapped by the ignorance of the hearing society. They demand a status like a language minority which is in general not accepted politically in some countries and their inclusion is very expensive because of their need for interpreters. They are much more discontent and show much more resistance against

⁶ The consequence of such a conceptualisation was that people had to be 'saved' from deafness and there was even the metaphor of 'fight' for changing a deaf person to a hard of hearing one by convincing her/his parents or the person him-/herself to decide for oral education. Accordingly, these two groups had to be rigidly segregated in order to 'save' the once conceived 'hard of hearing' from sign language influence.

⁷ This attitude is called "audism"; cf. <http://en.wikipedia.org/wiki/Audism>, Lane 1999 and Bauman 2004.

⁸ This coincides with the very successful "repair metaphor" of medicine which promises that deafness can be repaired like a broken leg (cf. Dotter 2004: 212f).

paternalistic attitudes than the hard of hearing.

This conceptualisation became especially valuable with the invention of the cochlear implant; a new big change began to take place and once more it was argued that finally now deafness could be extinguished. But while the implants help almost all late-deafened adults, the implantation of deaf-born children is not so successful. Most important is that a cochlear implant does not mean that the respective person will identify always and only with the hearing society. This identification depends on the quality of understanding spoken language they reach with the implant (cf. Krammer 2008).

Another outcome of detailed research is that dichotomic scientific or political models of dealing with hard of hearing and deaf persons are inadequate, compared to their reality of life (for illustration cf. Deaf Ex-Mainstreamers Group 2003, Drolsbaugh 1997 and 2007). The big organisations of self-representation of Deaf and Hard of Hearing people, the World Federation of the Deaf and the European Federation of Hard of Hearing People still reflect the big divide in the area, but they do not fight against each other and respect oral vs. bilingual orientation and also cooperate within the roof organisation of the European Disability Forum. There is at least one joint document demanding subtitling, sign language, and - for blind people - audio description and audio subtitling for television Europe-wide⁹.

3.5 Manipulative use of the medical terms 'deaf' and 'hard of hearing'

As already mentioned above, 'deaf' in a pure medical sense is very rare because most people have some residual hearing. The medical description of many people with a severe hearing loss would then function as an argument that all people with any residual hearing must not state that they are 'deaf', but should orient towards hearing and speaking. This strategy ignores the question whether this residual hearing is sufficient for acquiring spoken language like hearing persons or not; it also ignores self-determination, naturally.

A strategy connected to this medically true but culturally false statement, now applied more and more, is to simply ignore the term 'deaf' and to use 'hard of hearing' (or medical equivalents like 'residual hearing') for all people with a hearing loss: "It is very possible for children with a hearing loss to achieve and develop a fluent and intelligible spoken language when their residual hearing is applied to the fullest extent in an interactive language learning environment." ¹⁰

Another example is Hintermair 2009. In this book, the author uses a bulk of quotations translated from Deaf Ex-Mainstreamers Group 2003 into German. All come under the

⁹ RNIB, RNID, EFHOH, EUD, FEPEDA and EBU submission in response to the EC public consultation on the review of television without frontiers directive. Available in the internet at:

<http://www.fevlado.be/themas/toegankelijkheid/documenten/Television%20without%20frontiers.pdf>

¹⁰ Statement in the announcement of Clark 2006. Available in the internet via: http://www.pluralpublishing.com/publication_apgtqi.htm

heading of 'schwerhörig' ['hard-of-hearing']. But the Deaf Ex-Mainstreamers - founded in 1994 - are a group of deaf people who had to attend mainstream and oral schools for deaf pupils. Their bad experiences motivated them to promote sign bilingual education for all deaf children, without regard to their hearing loss level. Additionally they demand to place deaf children together in all types of school. Hintermair turns the aim of this group completely around, labelling them as orally oriented by his use of the German notion of 'hard of hearing', certainly against the group's own identity declaration.

4 The situation now

4.1 The human rights perspective: inclusion

The UN Convention on the Rights of Persons with Disabilities is an extraordinary big success within the acknowledgement of human rights. Its importance comes from the fact that all the demands and conceptions of adequate provisions for people with special needs which could formerly be devalued as simple 'opinions' or 'particular interests' now have become clear rights. The legal framework represented now by the Human Rights Convention, the UN Convention on the Rights of Persons with Disabilities, decisions of the European institutions, and the according national regulations can be seen as complete¹¹.

What is missing is the realisation: If all the demands written down in the documents were realized already, we would have almost no problems. But we face severe difficulties regarding their realisation, resulting partially from remnants of the 'old thinking' against disabled persons¹², partially from the financial 'crisis' which - I tend to say: as always - affects the weaker parts of the society more than the stronger ones. Therefore especially social expenses are cut without taking account of the already well-known 'social cost' model for societal development plans (cf. Crowther 2008).

4.2 The ethical perspective

Everyone who isolates a child from its natural environment, locks him or her up and does not provide adequate conditions for the development of cognition and language commits a serious crime. The reports about such 'isolated children' show the massive impacts of such a treatment on their health as well as their psychic, cognitive and communicative state (cf. Rymer 1994 for the also scientifically well-known case of Genie). There are many parallels to the consequences of hospitalism.

Our society is not aware of the fact that besides these clear cases of crime against children there are other forms of handling especially deaf and severely hard of hearing children by keeping them away from a perceivable language and communication: Inadequately treated, they lose one or more years of language and cognitive development

¹¹ Concerning language rights cf. Skutnabb-Kangas 2000, Hualand and Allen 2009; for the actual situation cf. Krausneker 2008.

¹² Cf. e.g. Barnes 1991; an example from recent history is the neglect of Deaf rights for subtitling in television by the European Court for Human Rights (cf. Dotter 2009b).

compared to hearing subjects. Naturally, if they grow up in an emotionally positive context, they will not show the worst consequences of isolated children or children suffering from hospitalism. But the consequences of a reduced general education and massive deficits in spoken/written language are hard enough compared to the challenges of working and private life today.

4.3 The historical perspective

Relating historical socio-political developments and the status of deaf people shows that the period of Enlightenment brought the conviction that deaf people should have access to society and knowledge via the application of signing, while before the only goal was to save their souls (cf. Berger 2006). Nationalism brought the worst change in history when the Milan congress rejected the use of sign languages in deaf education. This led to major disadvantages in the development of Deaf culture and sign languages as minority languages. Not until 2010, after 130 years, the congress of educators of the Deaf took back this decision with regret¹³.

Relating the history of liberation of deaf people to the milestones of other liberation movements shows parallels to slaves, women, or language minorities. From a long-time perspective we have to be glad to live to see positive changes in human rights of and in attitudes against people being 'different', including people with special needs, starting at least with the end of the 2nd World War. In summary, the acknowledgement of the rights of people with special needs is one of the last stages reached in the history of human rights. The Deaf being are of the very last groups to be accepted, only a few groups, e.g. the people with learning disabilities being less successful until now. Anyone who wants to learn about the anger of deaf people about the historic developments, should read e.g. Ladd 2003.

4.4 The language and cognition perspective

Linguistically, it is very clear that the main problem of (not only) deaf people - namely to have early and adequate access to a full language development - is not solved yet, although we know how to do it. General research findings on children's language development from 0-6 years show that missing some linguistically important developmental phases often creates severe deficits in language as well as in cognitive development¹⁴. The latter is e.g. very closely connected to adequate communicative offers in especially relevant phases. The course of language development under normal conditions is well-known and - accepting considerable individual variation - we can list milestones where we intervene if a child does not reach them within a certain time period. Just to list three of them:

- 50 words and the first two-word-sentences at the age of 2 years: If children show

¹³ Cf. the "iced 2010 statement" at <http://www.milan1880.com/iced2010statement.html>.

¹⁴ For an overview related to human evolution cf. Lock and Peters 1996, related to ontogenesis cf. Slobin 2005, related to children with cochlea implant, cf. Szagun et al. 2006.

less than this rule of thumb, there is a risk of about 50% for them to acquire a lasting language deficit.

- "What (is this)?"-phase at about 2 years of age: By this speech-act the child interacts in his/her interest to acquire new words for a huge lexicon and filling up his/her semantic network. If this interaction is not guaranteed, e.g. by using a non-accessible language, a delay of development is the result.
- "Why (is this so)?"-phase at about 4 years: This phase serves for the acquisition of 'world knowledge', i.e. general knowledge of their whole social and physical environment. If it is not realised or only with a massive delay, this general knowledge may suffer from a considerable lack of information and knowledge coherence.

We must not forget that the time before the age of 2 years is also crucial because children are permanently exposed to communicative actions including (normally: spoken) language. By perceiving (normally: hearing) the speech acts with everyday interaction or empathy, they acquire basic 'knowledge' concerning (normally: spoken) communication. By relating their experiences to the respective speech acts which are many times repeated by mothers and other caretakers, their basic understanding of the standard of accompanying activity by language develops. In the context of adequate parental behaviour, this also contributes to their positive psychic development (feeling accepted and loved), especially their sense of basic trust.

Many children with a severe hearing loss or deafness will miss these crucial developments because the acoustic channel either only allows incomplete acoustic perception or even lacks any function. This will at least partially hinder their complete 'understanding' of what is going on in their environment. Applying a 'compensation hypothesis' - it assumes that all the experiences which are impossible because of a barred sense can be compensated by the use of other senses – we can assume that all missing acoustic information can be compensated by using the other, open senses, especially vision and the tactile sense.

Compensation has to be realised at the same time as non-compensated sensual experiences are important for the cognitive development, however. This seems to be the biggest challenge for parents and early intervention as well as for research nowadays. If age-adequate visual communication - which is effortlessly perceivable for the children under discussion - is not offered by badly advised parents or early furtherers, the consequences are dramatic: missing language and cognitive developments add up to defective 'deaf speech and writing', which is in fact NOT a 'natural and unavoidable' consequence of a hearing loss (as sometimes interpreted) but a result of linguistic deprivation. Deaf peoples' literacy often is so insufficient, that it leads to dramatically reduced life and job chances, especially in multilingual contexts. Naturally, such deficits can be overcome, but with measures which are presently rarely provided and funded.

For many other sciences than linguistics, it is not so clear that early and adequate access to a completely perceptible language is the key for dissolving the so-called 'language problem' of deaf and hard of hearing people. Many experts, doctors, psychologists, fur-

therers, kindergarten and school staff either

- do not take seriously the 'shaping' phases from 0-6 years: If an expert exhibits this behaviour, (s)he tells the parents that they could wait for spoken language development until about 6 and if this would not work they were still free to decide for visual communication or sign language. Despite the fact that sign language needs similar acquisition time and schedules as spoken languages do, they say: "It does not matter if you begin to learn a sign language by 6 or 10 years!"
- accept explicitly or implicitly the view that the problems of deaf and hard of hearing people are direct and unavoidable consequences of their hearing loss. Then they are not surprised about the bad results in language development and are not even thinking to improve what cannot be improved by law of nature.
- Therefore we have to conclude that deaf people don't have a 'language problem'. They only suffer from inadequate treatment, from non-exploiting the plasticity of young brains for language learning and general cognitive development in early years and kindergarten:
- Sign language, visual communication, or systematic visual accompaniment of spoken language are not offered or offered too late.
- If sign language is offered, the exposition time is often too short.

As a result,

- Very important years of language learning and acquisition of general knowledge are stolen many hard of hearing and deaf persons.
- Instead they acquire partially huge deficits regarding their competences in reading and writing, as well as regarding foreign written languages (English!).
- Their access to information sources of the hearing society is massively reduced.

Turning to the issue of 'assimilation' into another language as we can find this phenomenon all over the world with many spoken minority languages, we have to state that assimilation from one spoken language (= a minority language) into another (= a majority language) is rather easy for hearing subjects; despite the fact that assimilation by force can cause rather severe psychic and/or social problems for one or two generations at least.

In comparison, for people with a severe hearing loss or deafness the acquisition of a spoken language or the change from a signed to a spoken language is not so easy if they are not able to fully comprehend the spoken language. This makes assimilation less effective/successful; assimilation by force - which is always in contradiction to human rights - then is not only a case of discrimination but reduces the life chances of the persons concerned.

4.5 Baby sign for hearing children, but no signing for deaf and hard of hearing children?

Paradoxically, in several countries there are even commercial providers of "Baby sign", who offer basic signed communication courses for hearing parents of hearing babies,

because there is some proof that babies or toddlers can produce (visual) signs (= words) more differentiated than spoken words in a time period before vocal articulation is sufficiently developed. The use of signs in early communication with any child seems to enable and/or improve early communication and is therefore an advantage (cf. Doherty-Sneddon 2008). For children who are hard of hearing or deaf, but also for some with speech problems, there is no such recommendation in many countries so far; sometimes parents are even advised against using signs with their child.

4.6 Politics and administration

Many politicians and government officials received either no or insufficient information about the needs of Deaf people and about necessary provisions concerning learning organisation, curricula or learning materials. They have yet to be convinced that securing the path to literacy is one of the major tasks to be achieved in the future inclusion of Deaf people. Governments need to be given solutions that can be implemented in practice.

4.7 Educators

Many early intervention experts, educators and teachers of deaf children, youths or adults report that they began work in a more or less ineffective purely acoustic communication mode and found out themselves that using bimodal languages resources (a spoken/written and a signed language) was more effective. Their professional training did not prepare them for this, though exploitable research results exist.

In this regard the situation in the various European countries is very different; the Scandinavian countries have secured various provisions for bilingual teaching, some new EU members try to catch up with these countries, while others are very reluctant to change anything in their old-fashioned, monolingual approaches and practices in education.

Austria is such a - rich but underdeveloped - country: There is no sign language provision and no training for bilingual early intervention, neither at kindergarten nor at school level are professionals trained to know Austrian Sign Language. Austrian Sign language is not an official language of instruction and there is no bilingual curriculum.

At the time of writing this article, there is one training course for teachers of hard of hearing and deaf children at the Pädagogische Hochschule Niederösterreich [Pedagogical College of Lower Austria] in Baden, where sign bilingualism is only marginally represented and the literature offered to the students is mainly arguing against such an approach. Additionally, in March 2011 the first ever teacher training course for 'sign bilingual education' was started as an additional, but non-obligatory offer. This means that there are and will be still teachers with the official qualification for teaching deaf children but with neither a qualification in sign bilingual education nor any sign language competence. The Austrian law bars disabled persons from becoming teachers in compulsory schools. In contrast, Poland has started the education of more than a dozen deaf and hard of hearing students as teachers.

The training of educators in many countries is still accompanied by bibliographical lists

for students which show a strong bias towards oral education; the same is valid for basic books¹⁵.

4.8 Parents of deaf and hard of hearing children

It is one of the sources of familial conflicts and scientific as well as political discussions that about 90% of all deaf children's parents are hearing¹⁶. They unavoidably have a 'hearing perspective' and a natural tendency to make their child as non-disabled as possible. In this situation they are rather vulnerable in terms of believing any promise of experts that these will 'undisable' their child. In most countries, when a severe hearing loss or deafness is diagnosed in a child, its hearing parents will receive counselling and recommendations from doctors, early intervention institutions, the technical aids industry, pedagogues, psychologists etc. The main decision for them is whether to communicate with their child either orally (= in a spoken language only) or in a bilingual mode, namely using the national sign language and their spoken/written language. This decision can only be made by parents who are well-informed, have enough time to get involved with their child and are assisted by neutral and trustworthy counsellors free of own economic interests (not company representatives or employees who are paid by hearing aid developers).

Currently, in many countries this is not the case and counselling often shows a bias in favour of oral communication only. One reason for this bias is the insufficient information of many stakeholders in the field. For this phase of first orientation, information and support parents in many countries wish for a so-called 'One-stop-shop' where all information and counselling is provided. Specifically, in most countries counselling about technical matters is very well established, but information on general language acquisition processes and the nature of the national signed language is minimal¹⁷. Therefore an extensive training of the relevant professionals who work with babies and children is necessary especially concerning language development and the understanding of an age-adequate individual communication needs of every child.

¹⁵ For a detailed analysis cf. Dotter 2009a and Topitz 2007; for a detailed analysis concerning school practices cf. Krausneker and Schalber 2007. As examples for books cf. Gruber and Ledl 2004 and Leonhardt 2011, as examples for bibliographies cf. "Bibliographie zur Sprachbehindertenpädagogik" [bibliography of language disabilities] at http://www.ph-heidelberg.de/fileadmin/user_upload/org/sprachbehinpaed/Studium-und-Lehre-Literatur.pdf

and "Literaturempfehlung zur Gehörlosenpädagogik" [recommended literature of deaf pedagogy] at <http://www.edu.lmu.de/gsp/service/biblio/index.html#literaturempfehlung>

As examples of work on deaf education which meets the standards of educational science cf. Marschark and Lang and Albertini 2002 or Schäfke 2005.

¹⁶ For the constellation of hearing children and deaf parents cf. Peter and Raith-Kaudelka and Scheithauer 2010.

¹⁷ Take Norway as an example for the exceptionally good provisions in Scandinavian countries: There the parents – besides much further assistance – receive a 40-week national sign language programme in order to be able to communicate with their child bilingually; cf. <http://www.skolenettet.no/>.

4.9 Science: What goes wrong?

4.9.1 Science-inherent factors of ignorance towards Deaf needs

A major tool to identify areas which need social-political action is quantitative statistical research in satisfaction and needs of diverse groups. The problem with statistics is that the quantitative method needs rather large numbers in every category cell in order to create statistically significant results. If the number of persons in a certain cell is too low, researchers centralise two cells of seemingly similar groups to one, using a superordinate concept to cover the two different groups. This methodologically inherent factor leads to an almost complete ignorance of Deaf needs in any statistical research: Together with the hard of hearing, the Deaf are subsumed under 'hearing impaired'. The result is that statistically only a very low percentage of the so-called 'hearing impaired', probably not more than one per cent, show deviating results. This being a very low value, all people involved conclude that there is no problem within this group they have defined for statistical reasons. Almost nobody realises that this severely discriminates small groups under the chosen heading. This result is accepted because of the - understandable - ignorance of 'broad social science' concerning the Deaf group (a second obstacle is that many Deaf people - due to their low literacy - would not fill out a questionnaire in written language so that they would be underrepresented in any research performed in this communication mode. From this social science disaster follows that only qualitative research can bring adequate results for small groups; for the Deaf it can only be done acceptably if sign language is used as the means of communication. Similar conditions apply for work with deafblind persons.

Another example are acoustic language perception tests for hard of hearing and Deaf people: Many of these tests use the understanding of single (sometimes senseless) words in isolation. The results of such tests are very often much better than tests using sentences. There is no reason to wonder about this fact: Spoken everyday language shows a huge range of acoustic dynamics in texts (unaccented syllables of a word or unaccented parts of a sentence show a very low intensity) so that they cannot be perceived by many people with a more severe hearing loss. The result is that we cannot trust that understanding isolated words in tests equals the ability to understand everyday spoken language under different conditions.

4.9.2 Sectors of science keeping to outdated ideologies and research results

One main obstacle of an adequate furtherance of Deaf people is a form of conceptualisation concerning the consequences of deafness: We can find many statements like "If a person has acquired a severe hearing loss or deafness, this causes major difficulties with spoken and through that also written language." The form of such statements is that they speak about a regularity which is comparable to natural laws: once you are deaf you will face all these disadvantages simply because of your deafness. These statements are so frequent in communication with experts that also many alumni in general or special pedagogy, furtherers and educators believe in their message as an irrefutable fact. Together with negative results from inadequate (including much too late) furtherance and

education of deaf children and adults, these statements have as a consequence that many people develop a feeling of futility regarding education measures and budget for deaf children. A very negative consequence of this ideology was that also negative evaluations of intelligence as well as mental health problems were interpreted as more or less 'natural' consequences of deafness (Cf. Fischer et al. 1997). Today this misinterpretation has more or less been abandoned and there are institutions in the field which accept deaf needs¹⁸.

4.10 The silent fight continues

In spite all positive announcements in politics and public, the area of Deaf and Hard of Hearing people remains a 'silent battlefield'. Some politicians, administrators, experts, interest groups, etc. still take position against the bilinguality and self-determination of Deaf people¹⁹. The Deaf communities feel themselves especially under pressure from medical parties who are still aiming at the 'extinction' of deafness²⁰ and the general changes (e.g. the loosening of traditional group coherence) in society affecting the young deaf generations. As the mass media are not interested in such niches, there is almost no public information on such processes and there is also no journalism in the interest of uncovering discriminating strategies²¹.

4.11 Advantages for science by deafness and sign language research

Scientifically, many disciplines have been inspired by research on deaf people and sign languages: Cognitive approaches e.g. in linguistics have learnt much from sign language research, e.g. about the close connection of formerly so-called 'paralinguistic' phenomena like gesture to language and about the different possibilities of categorising in acoustic AND visual languages. Sign languages show a much more 'direct' relation to structures/perception of the visual part of the world than spoken languages. By that sign language research can reveal much about cognition.

4.12 The population perspective

In the rich countries, about 90% of profoundly deaf children get a cochlea implant and many are educated towards the 'oral only' direction, i.e., they don't get all the information about communication and language possibilities, though a considerable part of them would profit from some form of bilinguality as it exists for Deaf people. We can-

¹⁸ Cf. e.g. the British Society for Mental Health and Deafness (<http://www.bsmhd.org.uk/index.htm>).

¹⁹ Cf. the recent action in the Italian parliament where a small group tried to block the acknowledgement of Italian Sign Language by replacing it by a Manual Communication system in the text of a new law under discussion; cf. <http://www.lissubito.com>

²⁰ It is not the Cochlea Implant as a hearing aid as such (cf. the statement from Gallaudet University at http://www.gallaudet.edu/clerc_center/cochlear_implant_conference.html), it is the underlying objective of extinction of sign language which is scientifically and morally incorrect and leads to tensions between the different groups.

²¹ Cf. the reports on discrimination 2004, 2005 and 2007/08 by the Austrian Deaf Association; the first two available in the internet at: http://www.oeglb.at/netbuilder/docs/diskr_bericht_2005.pdf and http://www.oeglb.at/netbuilder/docs/diskr_bericht_2004.pdf

not predict how many of these children will opt for some bilinguality in the course of their adolescence. In any case, there will be less Deaf people as we know now in the next generations and those people who opt for a bilingual identity, will show new attitudes towards bilinguality and Deaf culture.

4.13 The emotional perspective

Looking at the emotions which are released by these so contradictory developments in Deaf people and their friends, partially also in many people working with Deaf people, we can describe them best as a roller coaster ride: We can be happy about the positive developments; we are still sad about all the chances missed for many deaf people; we have to be concerned with the population change; we should make concise implementation plans for improvements of the situation of all Deaf people in the future, especially overcoming the 'glass ceiling effect' for well educated deaf people²².

5 Future perspectives

5.1 The general developments

Risking a short look into the future, I summarise: we are now at the intersection of several main developments concerning Deaf people: On the one hand, their acknowledgement as a linguistic minority may be near, on the other hand their communities face a dramatic population change in the rich countries, mainly induced by the emergence of cochlear implants. The number of Deaf people in the traditional sense may diminish, but the need for sign language will remain. At the same time the increase of 'baby signing' for hearing children and of hearing persons learning sign language broaden what Jokinen once described as the 'wider sign language community', parallel to a reduction of what we know as traditional deaf communities. The latter also suffer from a general phenomenon we know from hearing societies: The better the education and the more liberal and individualising a society, the more traditional groups are in danger of losing their inner connections and members.

5.2 Sign language communities as a part of a multilingual society

The population change as described in 4.14 will - amongst other things - lead to a big divide between rich and poor countries because in the latter the Deaf communities in the traditional sense will grow and they will have many fundamental needs to be met. Discussing the possible reactions to this development in the rich countries, we can start from the minimal prospect: Whatever the success of medicine is, as long as there will be no 'hearing cyborg' (i.e. a prosthesis which produces hearing as in hearing subjects, as far as up into the brain), there will be people who cannot be turned into hearing. Even if

²² To get an impression of the 'glass ceiling', check the "60 free essays on Deaf discrimination at <http://www.allfreeessays.com/topics/deaf-discrimination/0>. A look into the future is given by some initiatives, cf. e.g. "Deaf Managers - Facing the Challenge. How Deaf People Can Succeed in Management", an offer of the Heriott Watt University in Edinburgh; cf. <http://www.sml.hw.ac.uk/industry/cpd/deaf-managers-facing-the-challenge.htm> or the ideas of Purple Communications Inc. in Rocklin, USA at <http://www.purple.us/>

their number is very low, sign language will be needed; there is no way to extinguish it. To take a more probable perspective: If sign languages and the special bilinguality of Deaf persons are accepted as a free decision within a self-determined life, if education for Deaf people is improved so that more of them can reach average and higher training results and graduations, the sign bilingual way of life will be one to choose without discrimination²³. As soon as sign languages can offer the whole range of language for special purposes, they will be a natural part of multilingual communication up to university. As soon as the stigma of 'less achievement and less success' can be really taken away from sign language bilinguality and deaf (special) education, the bilingual way will become attractive for more people with a cochlea implant as well as for hard of hearing people because it makes communication and learning more comfortable and reduces their dependency on the hearing society alone.

As soon as sign languages lose their stigma of 'just a communication system for disabled people', changing to 'attractive visual languages with some advantages in several contexts', they will have more users, though not all of the users will have a sign language as their preferred language. Additionally we can campaign for sign language as a kind of 'insurance' in the case of hearing loss or irreparable cochlea implant damage. Sign bilingual education as an adequate measure of inclusion could bring about a higher quality of life for many other people than we see today as members of the Deaf communities. If all these developments become reality, traditional sign language communities will be partially reduced as well as partially innovative sign language communities will emerge.

5.3 What to do?

5.3.1 Read the documents!

We do not need to reinvent what has already been proposed/demanded by the Deaf community and science, we just have to realize it. The framework concerning implementation and content of inclusive measures is given by documents published by the World Federation of the Deaf and the European Union of the Deaf, partially also by documents of organisations like the European Bureau for Lesser Used Languages or the European Disability Forum; cf. also the Brussels Declaration on Sign Languages²⁴ and – for a summary on necessary inclusion measures still due – the Klagenfurt Deafvoc2 Resolution²⁵; for a scientific overview cf. Marschark and Spencer 2009.

²³ At the moment, the representatives of the Deaf communities, teachers of the Deaf as well as the small groups of researchers working on sign languages and Deaf education are overburdened by the many tasks to be fulfilled at one time. Many of them are struggling with the same problems nationally without opportunities of sufficient international exchange and cooperation. Therefore we need urgently well educated Deaf people in order to build sectors of qualified work of Deaf on Deaf issues.

²⁴ Available in the internet at: http://www.eud.eu/uploads/brussels_declaration_FINAL.pdf

²⁵ Available in the internet at: http://www.uni-klu.ac.at/zgh/downloads/klagenfurt_Deafvoc2_resolution.pdf

5.3.2 Ensure and monitor the development of an age-adequate language competence in deaf children

Children with a severe hearing loss or deafness as a target group need the following measures: Their development of language and cognition needs to be furthered from the age of 0 and monitored²⁶. The conditions for successful language learning have to be obeyed: offer a fully developed language; offer a language which is easy to perceive and to produce; 'anchor' language in everyday situations. If there is a significant delay in comparison to hearing children, intervention has to be offered in order to avoid severe disadvantage later in life. The awareness has to be raised that these children have to be accompanied from age 0 during their educational path. A holistic viewpoint of the respective cognitive and linguistic stages shall be taken. At school, bilingual best practice should help to improve the situation in the less developed countries. In the long run, the inclusion of Deaf people should mean that they graduate at the same knowledge levels and with similar achievements as hearing pupils. We need at least European standards in the field, deduced from existing best practice. Concerning literacy, there is a multitude of excellent European offers for spoken/written languages and their users in diverse programmes and institutions. These offers have to be transferred/adapted also to the sign language users' field in order to give them equal chances to develop their language(s) and to acquire new ones.

5.3.3 Open all educational possibilities to Deaf youth and adults

Concerning youths and adults with a severe hearing loss or deafness, international research results show that many Deaf people are disadvantaged by inadequate educational offers. In many cases they are extremely interested in improving their competences and deepening their knowledge, regardless of their present educational status²⁷. Offering them 'bridge courses' and special bilingual information at all levels would significantly help them to improve their whole life situation, concerning job qualification, self-conscience, conflict management etc. The inclusion of Deaf people into the Lifelong Learning programmes by open access through bilingual means will be a contribution to their empowerment.

5.3.4 The organisation of inclusion: Ireland as a recent best practice model

Starting from a state-of-the-art analysis of the situation in Ireland (cf. Leeson 2010), the so-called "Education Partnership Group"²⁸, managed to develop a joint programme for

²⁶ Though the right of parents to decide on the method of education of their children is not under doubt, different bilingual offers should be made more aware (e.g. in connection with "baby sign"). Cf. also Grosjean (no year).

²⁷ For a discussion of academic education and the proposal of a partially virtual and location-independent "European Deaf University" cf. Centre for Sign language and Deaf Communication 2006.

²⁸ Comprising the Irish Deaf Society, the Centre for Deaf Studies Trinity College Dublin, the Catholic Institute for Deaf People and DeafHear.ie together with other organisations, representing e.g. parents of Deaf children in mainstream education or in the special Deaf schools, the National Council for Special Education, the Anne Sullivan Foundation for DeafBlind People, and the Cochlear Implant Unit of

changing politics in relation to deaf education²⁹. The starting points of the discussion process were the facts that in Ireland

- 80% of deaf children are born to hearing parents and the majority of them attend mainstream schools.
- In the past, deaf children had often significantly lower achievements than their hearing peers in terms of school success.
- Going from one centre to another and not getting adequate information is very distressing for parents.
- There is a huge group of people who develop hearing problems after language development.
- Needs of deaf children who have intellectual disabilities (e.g. Down Syndrome) don't fit into the regular disability arrangements and don't find a place within the arrangements for deaf children.
- 40% of deaf children will have some mental health problem during their lives.

For deaf and hard of hearing children in Ireland there are mainstream schools with supports, special schools and special classes; assistive technology, reduced pupil teacher ratios in special schools and classes, and Irish Sign Language instruction. The Irish government devoted itself to fulfil all constitutional and legal obligations for inclusion and guaranteed an implementation of a new educational model under the condition that all organisations involved came to a unanimous proposal. The goals of the discussion process were:

- To respect that children with hearing loss have the same fundamental right to equal access to education.
- To modify the policy for the education of children who have special education needs in primary and post primary schools, especially oriented towards the education for children who are deaf or hard of hearing.
- To ensure that whatever choices parents make regarding their children's language acquisition - whether spoken or sign language or spoken and sign language - that their children can fully acquire the language(s) chosen and also develop at an appropriate level.
- To ensure that deaf children will attain the same level as their hearing peers.
- To deliver high quality education, developmental and support services to deaf and hearing people which will enable individuals to achieve their full potential, to par-

Beaumont Hospital.

²⁹ Cf. The Catholic Institute for Deaf People et al. 2009, a 40 pages document with 17 major principles and 23 separate proposals) which was presented at the conference named "The Future Education of Deaf and Hard of Hearing Children in the Republic of Ireland" on March, 4th, 2010 in Dublin. I have to thank the conference organizers and especially the note takers there (Michelle Coffey from Premier Captioning & Realtime Ltd.) for providing me with the caption text they produced during the conference. I used this text to create a rather short description of the content relevant for this article in paragraph 5.3.3. Any mistake in reducing the caption and restructuring it for the goals of the article is mine.

ticipate fully as members of society, and to contribute to Ireland's social, cultural and economic development.

- To enable children with special needs to live in their own communities, to be educated alongside their peers and to be part of the wider social community.
- To cope with the continuum of provision that is currently funded (mainstream inclusion, special classes and special schools).
- To focus on student outcomes by asking "What is best for the student?" "How can the education system deliver for the student?"
- To ensure that teachers are fully trained and have access to the appropriate professional development to enable them to meet all the needs of the children with special educational needs.
- To recognise the language acquisition of the child and the differences between language acquisition for hearing children and for deaf and hard of hearing children.
- To ensure that language acquisition happens in appropriate relation to the child's cognitive development (along its communication needs and capacity).
- The main recommendations of the joint paper quoted above were:
- Early language acquisition, whether signed or spoken language, is absolutely essential for the child's development; only early identification and intervention guarantees this.
- To establish appropriate measures beginning with early identification of deafness, appropriate supports being provided in a timely manner, appropriate and full access to education through primary, secondary and third levels.
- Within six months of any child's birth, when it is diagnosed as being deaf or hard of hearing by neonatal screening, the parents should see the choices and get a child-centred education. Parents should be provided with a comprehensive information pack at the identification of a deaf child and they should know where to go immediately and get coordinated services.
- There must not be any delays in the development as a consequence of language acquisition; if the real need for language fluency is not met or if this happens only at a later developmental stage, then this can affect the child in the future and have serious social and economic consequences. Fully comprehensive sign and spoken language support and access to communication has to be guaranteed to each child as well as reading and writing support.
- Parents of deaf and hard of hearing children have the right to full information as regards education, communication, and various options.
- Each deaf or hard of hearing child is entitled to fully comprehensive signed and spoken language supports, and that they have access to communication, reading and writing support (including children in mainstream setting, regardless of their communication).
- Irish sign language (ISL) must be recognised by the Department of Education.
- There are Deaf people who have become teachers at second level; but to become a

primary schoolteacher is difficult, because there is a limit and a requirement for the Irish spoken language. As a consequence, the policy has to be changed for Deaf people who want to become primary teachers.

- Especially recognise deaf children with additional disabilities.
- There is a specific and different educational intervention needed for deafblind children.
- Life long learning has to be opened completely for the Deaf and Hard of Hearing.
- The Department of Education and Science should support the establishment of a Deaf Education Centre. This should offer a 'one-stop family support shop' which gives information about all the various different services and educational interventions and coordinates the delivery of information, research and supports.

The Irish process as a whole could serve as a model to come to a consensus concerning the inclusion of Deaf, Hard of Hearing, Deafblind and other persons with special needs in the area of hearing loss in our societies. The model will only work if there are the necessary commitments from all stakeholders: The government has to invite all stakeholders (i.e. not to exclude any) and to obligate itself to organise and fund the realisation of the concept to be created; a detailed study of the state-of-the-art, especially of the outcome of the actual furtherance and education system in terms of success of models and measures has to be performed; the discussion process on the concept itself has to be professionally mediated and accompanied by external experts in the field; information of the public has to raise awareness for the issue; respective documents (including scientific studies) have to be published and a broad public discussion on the concept has to ensure its democratic acceptance.

Besides proposing such a process for all countries where inclusion of Deaf, Hard of Hearing and Deafblind people is not guaranteed (for that we can rely on the reports of the monitoring commissions related to the UN Convention on the Rights of Persons with Disabilities) we should strongly demand a joint research centre of the EU on the issue. This can be justified by the unique special provisions concerning communication, language and cognition necessary for the inclusion of the respective groups. Such a centre - which can be partially location independent - would have to employ experts from the groups concerned, by that establishing a Europe-wide competence centre on the issue led by Deaf, Hard of Hearing and Deafblind themselves.

6 Acknowledgement

At the end of this article I return to my role as a 'friendly stranger': Many things written here would not have been possible without close cooperation with many Deaf colleagues and members of the Deaf communities, including my team at Klagenfurt University. Therefore I want to express my gratitude for all intercultural experiences and important contents over the years.

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