

Table of Contents

	<u>Page</u>
Dedication	v
Preface.....	vii
Acknowledgments.....	xi
Summary of Contents.....	xiii
Table of Contents.....	xix
Table of Cases	xxx
Table of Other Authorities.....	lxix
Part 1 HISTORICAL AND CONCEPTUAL FOUNDATIONS	1
Chapter 1 INTRODUCTION.....	1
§ 1.1 Overview	1
§ 1.2 American Conceptions Of Discrimination On The Basis Of Disability.....	2
A. Evolution Of Models For Societal Treatment Of Disability	3
B. A Note On The Evolution Of Ideas About Disability In America After The Civil War And Their Relevance Today	4
C. The Modern Disability Rights Model.....	5
§ 1.3 The Limits Of Constitutional Protection	8
§ 1.4 ADA Precursors	24
A. Vocational Rehabilitation And Benefits	24
B. Early Disability Civil Rights Statutes (1968-88)	25
1. Architectural Barriers Act of 1968	26
2. Rehabilitation Act of 1973	26
3. Individuals With Disabilities Education Act (Education For All Handicapped Children Act of 1975)	26
4. Voting Accessibility For The Elderly And Handicapped Act of 1984	27
5. Air Carrier Access Act of 1986.....	28
6. Fair Housing Amendments Act of 1988.....	28
C. Interpretation Of The Rehabilitation Act.....	30
Chapter 2 THE ADA'S HISTORY AND PHILOSOPHY.....	43
§ 2.1 A Brief Guide To The ADA	43
§ 2.2 ADA Background And Fundamentals.....	45
A. The Story Of The Passage Of The ADA.....	45
B. Key Legislative Trade-Offs.....	49
C. Constitutional Basis.....	52
D. Role Of Federal Agencies.....	52
1. Regulations	52
2. Enforcement.....	52

Table of Contents

	<u>Page</u>
§ 2.3 The History, Theory And Economics Of The Accommodation Principle.....	55
A. The Evolution And Legislative History Of The Reasonable Accommodation Requirement	56
B. Theory And Economics Of The Reasonable Accommodation Requirement	64
Part 2	69
Chapter 3 DISABILITY	69
§ 3.1 Overview	69
§ 3.2 Actual Disability.....	71
A. Physical Or Mental Impairment	71
B. Substantially Limits	72
1. Individualized inquiry.....	82
2. Mitigation.....	82
3. Substantiality	85
C. Major Life Activity	87
§ 3.3 Record Of A Disability.....	99
§ 3.4 Regarded As Having A Disability.....	100
Chapter 4 OTHER PROTECTIONS	110
§ 4.1 Association	110
§ 4.2 Retaliation.....	111
§ 4.3 Harassment.....	117
Chapter 5 QUALIFIED	119
§ 5.1 Prerequisites	119
§ 5.2 Essential Requirements	125
§ 5.3 Estoppel.....	129
Part 3 EMPLOYMENT DISCRIMINATION: ADA	
TITLE I	137
Chapter 6 OBJECTS OF TITLE I	138
§ 6.1 Overview	138
§ 6.2 Covered Entities	139
A. Definition Of Employer.....	139
B. Definition Of Employee.....	140
C. Jurisdictional Versus Merits Analysis Of Covered Entity	147
D. States As Employers	148
E. Title I Covered Employers: Illustrations	168
1. Temporary employment agencies and staffing firms.....	168
2. Single and multiple employers	169
3. Extraterritorial application of Title I.....	170
4. Religious entities as employers	171

Table of Contents

	<u>Page</u>
5. Employers under Section 504 of the Rehabilitation Act.....	184
6. Indirect employment relationships	185
7. Supervisors and other employees	187
8. Labor organizations.....	188
9. Federal employers and contractors	189
§ 6.3 Hiring, Discipline And Benefits.....	190
A. Hiring.....	190
B. Discipline	191
C. Benefits And Privileges Of Employment.....	191
Chapter 7 EXAMINATIONS AND INQUIRIES.....	194
§ 7.1 Permissible Scope Of Inquiries And Examinations	195
A. Pre-Employment	195
1. No known disability or requested accommodation	195
2. Known disability or requested accommodation	198
B. Post-Conditional Offer	199
1. What constitutes a “job offer”?.....	199
2. Post-offer medical examinations and inquiries	200
C. Course Of Employment.....	201
D. Return To Work.....	203
§ 7.2 Confidentiality Of Information.....	205
§ 7.3 Rights Of People Without Disabilities To Bring Inquiry/Examination Claims – Standing	206
Chapter 8 REASONABLE ACCOMMODATION.....	209
§ 8.1 Overview And Illustrations.....	209
A. Statutory Definitions	209
B. EEOC Regulations	210
C. Failure To Accommodate Claim: Summary	211
D. Accommodation Illustrations	212
1. Workplace attendance, schedule modifications.....	213
2. Home work	214
3. Job reassignment – generally	215
4. Job reassignment – collective bargaining or seniority agreement.....	216
5. Company policies, discipline and termination.....	226
6. Job rotation.....	233
7. “Light duty” positions.....	234
8. Equipment modifications/computer technology/accessible materials.....	234

Table of Contents

	Page	
9.	Provision of services such as interpreters and job coaches.....	235
10.	Leave of absence	243
§ 8.2	The Process	243
A.	The Request	243
B.	Interactive Process.....	245
C.	Accommodation For “Regarded As” Disability	246
§ 8.3	Undue Hardship	247
A.	Statutory Definition	248
B.	EEOC Regulations	249
§ 8.4	Burdens Of Production And Proof.....	250
A.	Reasonable Accommodation And Undue Hardship	250
B.	Disparate Treatment – Application Of McDonnell Douglas Corp. And Price Waterhouse	254
C.	Disparate Impact – ADA Title I Class Actions	257
Chapter 9	TITLE I DEFENSES BASED ON QUALIFICATIONS STANDARDS.....	260
§ 9.1	Direct Threat Defense To Others And To Self.....	261
Chapter 10	TITLE I ENFORCEMENT AND REMEDIES.....	280
§ 10.1	Introduction To Remedies	280
§ 10.2	Title I Remedial Procedure	281
A.	Administrative Exhaustion	281
B.	Administrative Limitations Periods - Accrual	283
1.	Violations outside the limitations period	285
2.	Equitable grounds for relief from a delayed filing	288
C.	Statute Of Limitations.....	288
D.	Role Of The EEOC	289
1.	EEOC’s authority	289
2.	EEOC procedures – administrative exhaustion.....	296
§ 10.3	Title I Remedies.....	298
A.	Equitable Remedies	299
1.	Injunctive relief – reinstatement.....	299
2.	Back pay; front pay.....	300
a.	Back pay	300
b.	Front pay	300
c.	Limitations on back and front pay – mitigation and collateral sources	301
d.	Limitations on back and front pay – collateral payments.....	302
B.	Compensatory Damages	303
C.	Punitive Damages	307

Table of Contents

	<u>Page</u>
§ 10.4 Statute Of Limitations	308
§ 10.5 Attorneys' Fees	308
A. Prevailing Party	309
B. Reasonableness Of Fees.....	312
§ 10.6 A Note On The Taxability Of Attorneys' Fee Awards.....	321
Chapter 11 ALTERNATIVE DISPUTE RESOLUTION.....	324
§ 11.1 Mediation Of Disability Rights Disputes.....	324
§ 11.2 Arbitration Of Disability Rights Disputes.....	325
A. Arbitrability Of ADA Disputes.....	325
B. Enforceability Of The Arbitration Agreement: Procedural And Substantive Unconscionability	328
Part 4 ACCESS TO PUBLIC SERVICES: ADA	
TITLE II.....	331
Chapter 12 STATUTORY BACKGROUND	331
§ 12.1 Statutory And Regulatory Scheme.....	332
§ 12.2 Constitutionality.....	334
A. Did Congress Validly Abrogate The States' Sovereign Immunity?	334
B. Other Constitutional Issues.	355
Chapter 13 COVERAGE.....	359
§ 13.1 Introduction	359
A. "Public Entity"	359
B. Service, Program, Or Activity	362
1. The general rule – broad construction	362
2. Employment under Title II	369
§ 13.2 Elements Of Title II Claim	370
§ 13.3 "Qualified Person With A Disability"	370
§ 13.4 Not Excluding, Denying, Or Discriminating – Affirmative Responsibilities Of Public Entities	376
A. Reasonable Modifications To Policies, Practices, And Procedures	378
B. Opportunity For Equal Benefit	389
C. Integration.....	395
D. Facilities Modification	406
1. Existing facilities.....	407
2. New or modified facilities	412
E. Effective Communication	418
F. Transportation	426
1. Pre-ADA statutes and regulations	427
2. ADA transportation provisions.....	427
a. Subpart I – trains, cabs, buses, and other paratransit.....	427
i. Fixed route systems	428

Table of Contents

	<u>Page</u>
ii. Demand responsive systems.....	429
iii. Transportation facilities	430
b. Subpart II – intercity and commuter rail.....	430
§ 13.5 By Reason Of Disability – Intentional Discrimination Versus Disparate Impact.....	432
Chapter 14 REMEDIES AND ENFORCEMENT.....	437
§ 14.1 Introduction	437
§ 14.2 Procedure	438
§ 14.3 Remedies	441
A. Private Rights Of Action.....	441
B. Available Types Of Relief	442
C. Attorneys' Fees And Statute Of Limitations.....	447
Part 5 ACCESS TO PUBLIC ACCOMMODATIONS:	
ADA TITLE III.....	449
Chapter 15 COVERED ENTITIES.....	449
§ 15.1 Places Of Public Accommodation And Commercial Facilities.....	450
A. General	450
B. Responsible Parties.....	452
C. Covered Areas	459
D. Physical Structures	461
§ 15.2 Examinations And Courses.....	487
§ 15.3 Exempt Entities.....	489
§ 15.4 Relationship To Title II	489
§ 15.5 Geographic Limits	490
Chapter 16 PROHIBITED CONDUCT.....	509
§ 16.1 General.....	509
§ 16.2 Reasonable Modifications	510
A. Burdens Of Proof.....	511
B. Reasonableness/Fundamental Alteration	519
§ 16.3 Effective Communication.....	536
A. General	536
B. Distance Education	549
§ 16.4 Architectural Barriers.....	550
A. Existing Facilities	551
1. Barrier removal	551
B. Alterations	580
1. Path of travel	582
2. Technically infeasible.....	582
C. New Construction.....	583
1. ADAAG.....	583
§ 16.5 The Complexity Of Compliance	597

Table of Contents

	<u>Page</u>
Chapter 17 ENFORCEMENT AND REMEDIES.....	600
§ 17.1 Procedures.....	601
A. Notice	601
B. Statute Of Limitations.....	603
C. Alternative Dispute Resolution.....	603
§ 17.2 Remedies	604
A. Injunctive Relief.....	604
1. Consequences of lack of damages	604
2. Standing.....	605
3. Examples of injunctive relief	613
B. Enforcement By The Attorney General – Compensatory Damages And Civil Penalties.....	615
C. Attorneys' Fees.....	620
1. Prevailing Party	621
2. Reasonableness Of Fees.....	644
Part 6 SPECIAL EDUCATION: INDIVIDUALS WITH DISABILITIES EDUCATION ACT.....	655
Chapter 18 BACKGROUND.....	655
§ 18.1 Precursors To IDEA	655
§ 18.2 General Statutory Requirements Of IDEA.....	657
Chapter 19 PERSONS PROTECTED.....	661
§ 19.1 General.....	661
§ 19.2 Infants And Toddlers With Disability.....	662
§ 19.3 Specific Learning Disability.....	662
§ 19.4 Other Health Impairment.....	663
§ 19.5 Eligibility, Child Find, And Re-Evaluations.....	663
Chapter 20 FREE APPROPRIATE PUBLIC EDUCATION	668
§ 20.1 FAPE Standard.....	669
§ 20.2 FAPE Applications	686
Chapter 21 LEAST RESTRICTIVE ENVIRONMENT	689
Chapter 22 RELATED SERVICES	699
§ 22.1 Health Services.....	699
§ 22.2 Speech / Language Services	705
§ 22.3 Extended School Year (ESY) Services.....	705
Chapter 23 SPECIAL SITUATIONS	708
§ 23.1 Discipline, Behavior And Restraint.....	708
§ 23.2 Residential Placement, Private School Placement, And Juvenile Justice Issues.....	718
§ 23.3 Distance Learning	721
Chapter 24 PROCEDURAL SAFEGUARDS, EXHAUSTION AND REMEDIES.....	724
§ 24.1 Special Education Process	724
§ 24.2 Exhaustion Of Administrative Remedies	738

Table of Contents

	<u>Page</u>
§ 24.3 Civil Action.....	739
§ 24.4 Pro Se Representation In Federal Court	740
§ 24.5 Remedies	752
Part 7 Discrimination In Housing.....	769
Chapter 25 FAIR HOUSING ACT.....	769
§ 25.1 Overview	769
Chapter 26 COVERAGE.....	771
§ 26.1 Single-Family House And Living Quarters Exemption	771
§ 26.2 Maximum Occupancy Exemptions	779
Chapter 27 DISCRIMINATION.....	783
§ 27.1 Failure To Allow Reasonable Modifications To Premises Or To Make Reasonable Accommodations To Rules, Policies, Practices, Or Services	783
§ 27.2 Proving Discrimination	820
§ 27.3 Design And Construction Of Dwellings	822
Chapter 28 ENFORCEMENT AND REMEDIES.....	834
Part 8 Related Policy Issues: Employment, Welfare, Health Care, Technology And Tax.....	835
Chapter 29 INTRODUCTION.....	836
§ 29.1 Overview	836
Chapter 30 DISABILITY AND EMPLOYMENT POLICY.....	838
§ 30.1 Workforce Investment Act (WIA)	839
A. Overview	839
B. Applicability Of The ADA To WIA	840
§ 30.2 Ticket To Work And Work Incentives Improvement Act (TWWIIA)	841
A. Overview	841
B. Applicability Of The ADA To TWWIIA's Employment Networks (ENs).....	843
Chapter 31 DISABILITY AND WELFARE POLICY	847
§ 31.1 Social Security Disability Insurance (SSDI).....	847
A. Overview	847
B. Interaction Of The ADA And SSDI.....	847
§ 31.2 Temporary Assistance For Needy Families (TANF) Programs.....	848
A. Overview	848
B. Applicability Of The ADA To TANF	849
Chapter 32 DISABILITY AND HEALTH CARE POLICY.....	858
§ 32.1 Medicare And Medicaid.....	859
A. Overview	859
B. Compliance And Litigation.....	862
§ 32.2 Patient Protection And Affordable Care Act (PPACA)	863

Table of Contents

	<u>Page</u>
A. Provisions In Effect.....	863
B. Provisions Taking Effect 2013-14	865
§ 32.3 Genetic Discrimination	867
A. Genetic Information Nondiscrimination Act (GINA).....	867
B. Asymptomatic Genetic Traits Under The ADA	869
Chapter 33 DISABILITY AND THE INTERNET 874	
§ 33.1 Overview	874
§ 33.2 Internet Accessibility And Access To Data	875
§ 33.3 Applications Of The ADA: Title II	877
§ 33.4 Applications Of The ADA: Title III	885
A. The “Place” Requirement.....	885
B. Effective Communication	902
C. First Amendment Issues.....	904
§ 33.5 Applications Of Section 504 Of The Rehabilitation Act.....	905
§ 33.6 Applications Of Section 508 Of The Rehabilitation Act.....	906
§ 33.7 Twenty-First Century Communications And Video Accessibility Act Of 2010.....	909
§ 33.8 Other Policy Issues.....	911
§ 33.9 Commentary / Web Equality.....	913
Chapter 34 DISABILITY AND TAX POLICY 917	
§ 34.1 Overview: Tax Policy And Persons With Disabilities	917
§ 34.2 Tax Policies And Economic Security For Americans With Disabilities.....	917
§ 34.3 Tax Policies And The ADA.....	920
A. Disabled Access Credit.....	920
B. Tax Deduction For Removal Of Architectural And Transportation Barriers	930
C. Work Opportunity Credit	931
Part 9 INTRODUCTION TO COMPARATIVE AND INTERNATIONAL DISABILITY RIGHTS LAW 933	
Chapter 35 OVERVIEW 933	
§ 35.1 Statistics On People With Disabilities.....	934
§ 35.2 Legal Approaches Toward Disability Issues.....	938
Chapter 36 OTHER STATES’ APPROACHES TO DISABILITY RIGHTS 940	
§ 36.1 Welfare/Medical Model Versus Rights-Based Social Model	940
§ 36.2 States Following A Rights Model	945
A. Canada.....	945
B. South Africa.....	949

Table of Contents

	<u>Page</u>
§ 36.3 States Following A Welfare/Medical Model: France	953
Chapter 37 INTERNATIONAL HUMAN RIGHTS LAW	
BASICS	960
Chapter 38 UNITED NATIONS.....	962
§ 38.1 United Nations Initiatives Prior To 2001	962
§ 38.2 Convention On The Rights Of Persons With Disabilities	968
A. Background.....	968
B. The Convention	969
C. Impact	977