Understanding Disability Law

### CAROLINA ACADEMIC PRESS

### **Understanding Series**

UNDERSTANDING

ADMINISTRATIVE LAW Seventh Edition Kristin E. Hickman

UNDERSTANDING ALTERNATIVE DISPUTE RESOLUTION Kristen M. Blankley and Maureen A. Weston

UNDERSTANDING ANIMAL LAW Adam Karp

UNDERSTANDING ANTITRUST AND ITS ECONOMIC IMPLICATIONS Seventh Edition E. Thomas Sullivan and Jeffrey L. Harrison

UNDERSTANDING BANKRUPTCY Fourth Edition Jeffrey Ferriell and Edward J. Janger

UNDERSTANDING CALIFORNIA COMMUNITY PROPERTY LAW Second Edition Jo Carrillo

UNDERSTANDING CAPITAL PUNISHMENT LAW Fourth Edition Linda E. Carter, Ellen S. Kreitzberg, and Scott W. Howe

UNDERSTANDING CIVIL PROCEDURE Seventh Edition Gene R. Shreve, Peter Raven-Hansen, and Charles Gardner Geyh

UNDERSTANDING CIVIL PROCEDURE The California Edition Walter W. Heiser, Gene R. Shreve, Peter Raven-Hansen, and Charles Gardner Geyh

> UNDERSTANDING CIVIL RIGHTS LITIGATION Third Edition Howard M. Wasserman

UNDERSTANDING CONFLICT OF LAWS Fourth Edition William M. Richman, William L. Reynolds, and Chris A. Whytock

> UNDERSTANDING CONSTITUTIONAL LAW *Fifth Edition* William D. Araiza

UNDERSTANDING CONTRACTS Fifth Edition Jeffrey Ferriell

UNDERSTANDING COPYRIGHT LAW Seventh Edition Marshall A. Leaffer

UNDERSTANDING CORPORATE LAW Sixth Edition Arthur R. Pinto and James A. Fanto

UNDERSTANDING CORPORATE TAXATION Fourth Edition Leandra Lederman and Michelle Kwon

UNDERSTANDING CRIMINAL LAW Ninth Edition Joshua Dressler

UNDERSTANDING CRIMINAL PROCEDURE VOL. 1: INVESTIGATION Eighth Edition Joshua Dressler, Alan C. Michaels, and Ric Simmons

UNDERSTANDING CRIMINAL PROCEDURE VOL. 2: ADJUDICATION Fifth Edition Joshua Dressler, Alan C. Michaels. and Ric Simmons

> UNDERSTANDING DISABILITY LAW Fourth Edition Mark C. Weber

UNDERSTANDING ELECTION LAW AND VOTING RIGHTS Michael R. Dimino, Bradley A. Smith, and Michael E. Solimine

> UNDERSTANDING EMPLOYEE BENEFITS LAW Second Edition Kathryn L. Moore

UNDERSTANDING EMPLOYMENT DISCRIMINATION LAW *Third Edition* Thomas R. Haggard and Bruce N. Cameron

UNDERSTANDING EMPLOYMENT LAW *Third Edition* Paul M. Secunda, Richard A. Bales, and Jeffrey M. Hirsch

UNDERSTANDING ENVIRONMENTAL LAW Fourth Edition Kevin A. Reilly and Philip Weinberg

UNDERSTANDING ESTATE AND GIFT TAXATION *Third Edition* Brant J. Hellwig and Robert T. Danforth

UNDERSTANDING EVIDENCE Sixth Edition Paul C. Giannelli and Jules Epstein

UNDERSTANDING FAMILY LAW Fourth Edition John Gregory, Peter N. Swisher, and Robin Wilson

UNDERSTANDING FEDERAL AND CALIFORNIA EVIDENCE Paul C. Giannelli

UNDERSTANDING FEDERAL COURTS AND JURISDICTION Second Edition Linda Mullenix, Martin H. Redish, and Georgene Vairo

UNDERSTANDING FEDERAL INCOME TAXATION Seventh Edition J. Martin Burke and Michael K. Friel UNDERSTANDING THE FIRST AMENDMENT Eighth Edition Russell L. Weaver

UNDERSTANDING IMMIGRATION LAW *Third Edition* Kevin R. Johnson, Raquel Aldana, Bill Ong Hing, Leticia M. Saucedo, and Enid Trucios-Haynes

UNDERSTANDING INSURANCE LAW Sixth Edition Robert H. Jerry, II and Douglas Richmond

UNDERSTANDING INTELLECTUAL PROPERTY LAW Fourth Edition Tyler T. Ochoa, Shubha Ghosh, and Mary LaFrance

UNDERSTANDING INTERNATIONAL BUSINESS AND FINANCIAL TRANSACTIONS Fourth Edition Jerold A. Friedland

UNDERSTANDING INTERNATIONAL CRIMINAL LAW *Fourth Edition* Ellen S. Podgor, Roger S. Clark, and Lucian E. Dervan

> UNDERSTANDING INTERNATIONAL LAW Third Edition Stephen C. McCaffrey

UNDERSTANDING JEWISH LAW Second Edition Steven H. Resnicoff

UNDERSTANDING JUVENILE LAW Fifth Edition Martin Gardner

UNDERSTANDING LABOR LAW Fifth Edition Douglas E. Ray, Calvin William Sharpe, and Robert N. Strassfeld

UNDERSTANDING THE LAW OF TERRORISM Second Edition Erik Luna and Wayne McCormack

### CAROLINA ACADEMIC PRESS UNDERSTANDING SERIES, continued

UNDERSTANDING THE LAW OF ZONING AND LAND USE CONTROLS *Third Edition* Barlow Burke

UNDERSTANDING LAWYERS' ETHICS Sixth Edition Monroe H. Freedman and Abbe Smith

> UNDERSTANDING LOCAL GOVERNMENT Second Edition Sandra Stevenson

UNDERSTANDING MODERN REAL ESTATE TRANSACTIONS Fourth Edition Alex M. Johnson, Jr.

UNDERSTANDING NEGOTIABLE INSTRUMENTS AND PAYMENT SYSTEMS Second Edition William H. Lawrence

UNDERSTANDING NONPROFIT AND TAX EXEMPT ORGANIZATIONS *Third Edition* Nicholas P. Cafardi and Jaclyn Fabean Cherry

UNDERSTANDING PARTNERSHIP AND LLC TAXATION *Fifth Edition* Jerold A. Friedland

UNDERSTANDING PATENT LAW Third Edition Amy L. Landers

UNDERSTANDING PRODUCTS LIABILITY LAW Second Edition Bruce L. Ottley, Rogelio A. Lasso, and Terrence F. Kiely

UNDERSTANDING PROPERTY LAW Fifth Edition John G. Sprankling UNDERSTANDING REMEDIES Fourth Edition James M. Fischer

UNDERSTANDING SALES AND LEASES OF GOODS *Third Edition* William H. Henning, William H. Lawrence, and Henry Deeb Gabriel

UNDERSTANDING SECURED TRANSACTIONS *Fifth Edition* William H. Lawrence, William H. Henning, and R. Wilson Freyermuth

UNDERSTANDING SECURITIES LAW Eighth Edition Marc I. Steinberg

UNDERSTANDING SPORTS LAW Timothy Davis and N. Jeremi Duru

UNDERSTANDING TAXATION OF BUSINESS ENTITIES Second Edition Walter D. Schwidetzky and Fred B. Brown

UNDERSTANDING TORTS Seventh Edition John L. Diamond, Lawrence C. Levine, and Anita Bernstein

> UNDERSTANDING TRADE SECRET LAW John G. Sprankling and Thomas G. Sprankling

UNDERSTANDING TRADEMARK LAW Fourth Edition Mary LaFrance

UNDERSTANDING TRUSTS AND ESTATES Seventh Edition Roger W. Andersen and Susan N. Gray

UNDERSTANDING WHITE COLLAR CRIME *Fifth Edition* J. Kelly Strader and Todd Haugh

# Understanding Disability Law

### FOURTH EDITION

Mark C. Weber

VINCENT DE PAUL PROFESSOR OF LAW DEPAUL UNIVERSITY COLLEGE OF LAW



CAROLINA ACADEMIC PRESS

Durham, North Carolina

Copyright © 2024 Mark C. Weber All Rights Reserved

Library of Congress Cataloging-in-Publication Data

Names: Weber, Mark C., 1953- author.
Title: Understanding disability law / Mark C. Weber.
Description: Fourth edition. | Durham, North Carolina : Carolina Academic Press, 2024. | Series: Understanding series | Includes bibliographical references and index.
Identifiers: LCCN 2023044109 | ISBN 9781531027940 (paperback) | ISBN 9781531027957 (ebook)
Subjects: LCSH: People with disabilities—Legal status, laws, etc.—United States. | Discrimination—Law and legislation—United States.
Classification: LCC KF480 .W433 2024 | DDC 346.7301/3—dc23 LC record available at https://lccn.loc.gov/2023044109

Carolina Academic Press, LLC 700 Kent Street Durham, North Carolina 27701 Telephone (919) 489-7486 Fax (919) 493-5668 www.cap-press.com

Printed in the United States of America

This book is dedicated to the students who assisted me on the project: Kim Brown, Curtis Gonzalez, Ben Johnson, Elizabeth Powell, Rachel Milos, and Melissa Needlman.

## Contents

Preface	xiii
Chapter 1 · Introduction and Constitutional Issues	
§1.01 Overview of Disability Law	3
[A] Medical Models and Social or Civil Rights Models	3
[B] Discrimination, Torts, Public Benefits, and Other Legal Topics	5
§1.02 Overview of Disability Discrimination	5
[A] Forms of Discrimination	6
[B] Sources of Law	7
\$1.03 Overview of Constitutional Issues	8
[A] Equal Protection	8
[B] Due Process	12
[C] Eighth Amendment	13
Chapter 2 · Statutory Coverage	15
\$2.01 Definitions of Disability	15
[A] Federal Statutory Provisions	16
[B] Alternative Definitions	16
[C] Role of Mitigating Measures: The Sutton Trilogy and the ADA	
Amendments Act of 2008	19
[D] Contagious Diseases	24
[E] Exclusion for Current Users of Illegal Drugs	27
[F] Other Exclusions	28
\$2.02 Actually Impaired	28
[A] Physical or Mental Impairment	29
[B] Substantially Limits	30
[C] Major Life Activities	34
[D] Major Life Activity of Working	37
\$2.03 Record of an Impairment	38
\$2.04 Regarded as Having an Impairment	39
\$2.05 Qualified Individual	43
\$2.06 Entities and Individuals Bound by the Disability	
Discrimination Laws	44
[A] ADA Coverage	44
[B] Coverage of Section 504	45

X	CONTENTS

[C] Coverage of Other Provisions	45
Chapter 3 · Employment Discrimination	47
§3.01 Overview of Employment Discrimination	47
[A] Relevant Statutory Provisions	47
[B] Covered Entities Under ADA Title I	50
§3.02 Qualified Individual	52
[A] Relation of "Qualified Individual" to	
"Reasonable Accommodation"	52
[B] Essential Functions	53
[C] Judicial Estoppel	55
\$3.03 Disparate Treatment and Limiting, Segregating, and Classifying	57
§3.04 Standards, Criteria, and Methods of Operation with	
Disparate Impacts; Tests and Selection Criteria	61
§3.05 Failing to Provide Reasonable Accommodations	66
[A] Burdens	68
[B] Reasonable Accommodation and Undue Hardship Standards	70
[C] Job Restructuring and Reassignment to a Vacant Position	73
[D] Interactive Process	76
[E] Alcoholism and Use of Illegal Drugs	78
[F] Accommodations for Persons Regarded as Disabled	80
\$3.06 Medical Examinations and Inquiries	81
[A] Pre-Employment Inquiries	81
[B] Medical Examinations After a Conditional Offer	83
[C] Inquiries and Examinations of Current Employees	84
[D] Drug Testing and Related Issues	87
\$3.07 Discrimination by Contractual Arrangement	87
\$3.08 Associational Discrimination	88
§ 3.09 Additional Defenses	91
[A] Limitations	91
[B] Exhaustion of Administrative Remedies	93
[C] Direct Threat	94
[D] Mandatory Arbitration	97
\$3.10 Remedies	100
[A] Compensatory and Punitive Damages	100
[B] Backpay, Reinstatement, Injunctions, and Other	
Equitable Relief	102
[C] Attorneys' Fees	103
§ 3.11 Employment Policy Considerations	104
Chapter 4 · Educational Discrimination	107
§4.01 Primary and Secondary Education	107
[A] Overview of the Individuals with Disabilities Education Act	107
[B] Eligibility and Evaluation	110
[C] Appropriate Education	115

CONTENTS	
CONTENTS	

[D] Least Restrictive Environment	121
[E] Procedures and Remedies	124
[F] Student Discipline	130
\$4.02 Post-Secondary Education	133
[A] Overview of Higher Education Discrimination	133
[B] Qualifications and Reasonable Accommodation	134
[C] Academic Deference	140
[D] Specific Issues Regarding Learning Disabilities	143
[E] Courses and Examinations	146
Chapter 5 · Public Accommodations Discrimination	149
§5.01 Overview of Public Accommodations Discrimination	149
§5.02 Defining Public Accommodations	152
\$5.03 Reasonable Modifications and Auxiliary Aids and Services	155
[A] Reasonable Modifications and Fundamental Alteration	155
[B] Auxiliary Aids and Services and Undue Burden	160
§5.04 Accessibility Standards and Barrier Removal	162
§5.05 Places of Public Exhibition or Entertainment	167
§5.06 Insurance Issues	170
§5.07 Remedies	172
Chapter 6 $\cdot$ Discrimination in Government Services and Federally	
Funded Programs	179
\$6.01 Overview of Discrimination in Government and Federally	
Funded Programs	179
\$6.02 Discrimination by Federal Agencies	180
\$6.03 State and Local Government and Federally Funded	
Programs: Disparate Impact Discrimination	184
\$6.04 State and Local Government and Federally Funded Programs:	
Modifications of Policies	187
§6.05 State and Local Government and Federally Funded Programs:	
Integrated Services	189
§6.06 State and Local Government and Federally Funded	
Programs: Specific Issues and General Accessibility Duty	192
[A] Employment	192
[B] Voting	195
[C] Courts	197
[D] Law Enforcement	200
[E] Public Benefits and Welfare	201
[F] Recreation	204
[G] Accessibility Requirements in General	204
[H] Medical Decisions	207
\$6.07 State and Local Government and Federally Funded	
Programs: Remedies	209
[A] Exhaustion Issues	209

xi

CONTENTS

[B] Injunctive Relief	209
[C] Damages Relief	210
[D] Eleventh Amendment Immunity	212
Chapter 7 $\cdot$ Housing, Transportation, Telecommunications, and	
Additional Discrimination Topics	217
§7.01 Housing Discrimination	217
[A] Overview of the FHAA	218
[B] Facial Discrimination and Disparate Treatment	219
[C] Reasonable Accommodation and Disparate Impact	223
[D] Defenses and Exemptions	228
[E] Remedies	230
§7.02 Transportation	231
[A] Ground Transportation	231
[B] Air Transportation	238
§7.03 Telecommunications	241
[A] Telecommunications Relay Systems	241
[B] Internet Sites and Other Means of Telecommunication	242
§7.04 Additional Discrimination Issues	246
[A] Retaliation	246
[B] Disability Harassment	248
[C] International and Comparative Law Issues	251
Table of Cases	253
Table of Statutes	263
Index	267

## Preface

People with disabilities are the largest minority in the United States. In the past fifty years, American law has responded vigorously to the problem of discrimination against this group of people. The Rehabilitation Act of 1973 forbade disability discrimination in federally funded activities, and the Americans with Disabilities Act of 1990 outlawed disability discrimination in employment, government services, public accommodations, and telecommunications. In the 1970s, Congress established enforceable rights to special education for children with disabilities. Disability discrimination cases are now an important part of the dockets of the courts, and law schools offer courses on Disability Law and similar topics.

This book discusses the major statutory and constitutional issues relating to disability discrimination. It is designed to help students in Disability Law courses synthesize and apply the materials they are learning. It is also designed to function as a compact treatise for practicing lawyers and others looking for an analysis of the Fourteenth Amendment, the Americans with Disabilities Act, section 504 of the Rehabilitation Act, the Individuals with Disabilities Education Act, the Fair Housing Act Amendments, and other laws, as they relate to legal controversies over disability rights. The book discusses leading cases on the major topics of disability law, and suggests ways of thinking about unresolved questions and debates over legal policy.

The book covers a range of disability discrimination issues: (1) constitutional law bearing on disability discrimination; (2) the controversy over who is a person with a disability for purposes of federal statutes; (3) employment discrimination rights and remedies; (4) educational discrimination, including special education law and higher education for students with disabilities; (5) discrimination in public accommodations; (6) discrimination by federal, state, and local governments; and (7) other topics, including disability discrimination related to housing, transportation, and telecommunications.

This book generally uses "people-first" terminology, such as "person with disabilities" or "child with disabilities," rather than "disabled person" or "disabled child." This usage follows that of the Americans with Disabilities Act and works to emphasize that a person who has a disability is a human being first, rather than a manifestation of some disabling condition. There is some criticism of the usage, however, as diminishing the importance of disability as part of a person's identity. Except in quotations, the book uses the word "disability" rather than "handicap" because many people consider the latter term stigmatizing. This usage also follows that of recent federal statutes.

Many thanks to the students at DePaul University College of Law who assisted in this project. Thanks to Keith Moore and Susan Trimble for their thoughtful editorial work.

The author would be grateful to readers for advice about how to improve the book. Please direct comments to mweber@depaul.edu.