# \* \* \* \* \* UNITED STATES \* \* \* \* CODE SERVICE

Lawyers Edition

All federal laws of a general and permanent nature arranged in accordance with the section numbering of the United States Code and the supplements thereto.

42 USCS

Public Health and Welfare

§§ 11601 - 12300

2003



## TITLE 42—PUBLIC HEALTH AND WELFARE

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#### **CROSS REFERENCES**

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#### § 12101. Congressional findings and purposes

(a) Findings. The Congress finds that—

- (1) some 43,000,000 Americans have one or more physical or mental disabilities, and this number is increasing as the population as a whole is growing older;
- (2) historically, society has tended to isolate and segregate individuals with disabilities, and, despite some improvements, such forms of discrimination against individuals with disabilities continue to be a serious and pervasive social problem;
- (3) discrimination against individuals with disabilities persists in such critical areas as employment, housing, public accommodations, education, transportation, communication, recreation, institutionalization, health services, voting, and access to public services;
- (4) unlike individuals who have experienced discrimination on the basis of race, color, sex, national origin, religion, or age, individuals who have experienced discrimination on the basis of disability have often had no legal recourse to redress such discrimination;
- (5) individuals with disabilities continually encounter various forms of discrimination, including outright intentional exclusion, the discriminatory effects of architectural, transportation, and communication barriers, overprotective rules and policies, failure to make modifications to existing facilities and practices, exclusionary qualification standards and criteria, segregation, and relegation to lesser services, programs, activities, benefits, jobs, or other opportunities;
- (6) census data, national polls, and other studies have documented that people with disabilities, as a group, occupy an inferior status in our society, and are severely disadvantaged socially, vocationally, economically, and educationally;
- (7) individuals with disabilities are a discrete and insular minority who have

been faced with restrictions and limitations, subjected to a history of purposeful unequal treatment, and relegated to a position of political powerlessness in our society, based on characteristics that are beyond the control of such individuals and resulting from stereotypic assumptions not truly indicative of the individual ability of such individuals to participate in, and contribute to, society;

(8) the Nation's proper goals regarding individuals with disabilities are to assure equality of opportunity, full participation, independent living, and

economic self-sufficiency for such individuals; and

(9) the continuing existence of unfair and unnecessary discrimination and prejudice denies people with disabilities the opportunity to compete on an equal basis and to pursue those opportunities for which our free society is justifiably famous, and costs the United States billions of dollars in unnecessary expenses resulting from dependency and nonproductivity.

(b) Purpose. It is the purpose of this Act—

(1) to provide a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities;

(2) to provide clear, strong, consistent, enforceable standards addressing

discrimination against individuals with disabilities;

(3) to ensure that the Federal Government plays a central role in enforcing the standards established in this Act on behalf of individuals with disabilities; and

(4) to invoke the sweep of congressional authority, including the power to enforce the fourteenth amendment and to regulate commerce, in order to address the major areas of discrimination faced day-to-day by people with disabilities.

(July 26, 1990, P. L. 101-336, § 2, 104 Stat. 328.)

#### HISTORY; ANCILLARY LAWS AND DIRECTIVES

#### References in text:

"This Act", referred to in this section, is Act July 26, 1990, P. L. 101-336, 104 Stat. 327, popularly referred to as the Americans with Disabilities Act of 1990, which appears generally as 42 USCS §§ 12101 et seq. For full classification of such Act, consult USCS Tables volumes.

#### Short title:

Act July 26, 1990, P. L. 101-336, § 1(a), 104 Stat. 327, provides: "This Act [42 USCS §§ 12101 et seq. generally; for full classification, consult USCS Tables volumes] may be cited as the 'Americans with Disabilities Act of 1990'.".

Other provisions:

GAO study of disability-related employment incentives. Act Dec. 17, 1999, P. L. 106-170, Title III, § 303(a), 113 Stat. 1903, provides:

"(1) Study. As soon as practicable after the date of the enactment of this Act, the Comptroller General of the United States shall undertake a study to assess existing tax credits and other disability-related employment incentives under the Americans with Disabilities Act of 1990 (42 U.S.C. 12101)

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et seq.) and other Federal laws. In such study, the Comptroller General shall specifically address the extent to which such credits and other incentives would encourage employers to hire and retain individuals with disabilities.

"(2) Report. Not later than 3 years after the date of the enactment of this Act, the Comptroller General shall transmit to the Committee on Ways and Means of the House of Representatives and the Committee on Finance of the Senate a written report presenting the results of the Comptroller General's study conducted pursuant to this subsection, together with such recommendations for legislative or administrative changes as the Comptroller General determines are appropriate."

#### CODE OF FEDERAL REGULATIONS

Office of Thrift Supervision, Department of the Treasury—Contracting outreach programs, 12 CFR Part 517.

Office of the Secretary of Transportation—Transportation services for individuals with disabilities (ADA), 49 CFR Part 37.

Office of the Secretary of Transportation—Americans with Disabilities Act (ADA) accessibility specifications for transportation vehicles, 49 CFR Part 38.

#### RESEARCH GUIDE

#### Federal Procedure:

8 Moore's Federal Practice (Matthew Bender 3d ed.), Jury Trial of Right § 38.33.

10 Moore's Federal Practice (Matthew Bender 3d ed.), Judgments; Costs § 54.171.

19 Moore's Federal Practice (Matthew Bender 3d ed.), Reviewability of Issues § 205.07.

#### Am Jur:

14 Am Jur 2d, Carriers § 813.

42 Am Jur 2d, Injunctions § 75.

45A Am Jur 2d, Job Discrimination §§ 16-21, 27-35, 40-104.

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#### INTERPRETIVE NOTES AND DECISIONS

- 1. Generally
- 2. Constitutionality
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- 4. Relation to other laws
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- 6. Applicability
- 7. Effect of arbitration clause or agreement
- 8. Prima facie case and sufficiency of evidence
- Consideration of corrective or mitigative measures
- 10. -Nature or extent of impairment
- 11. Immunity from suit
- 12. Other procedural matters
- 13. Miscellaneous

#### 1. Generally

ADA (42 USCS §§ 12101 et seq.) prohibits only discrimination between disabled and nondisabled, but does not mandate equality between individuals with different disabilities. Parker v Metropolitan Life Ins. Co. (1997, CA6 Tenn) 121 F3d 1006, 24 ADD 174, 6 AD Cas 1865, 21 EBC 1369, 1997 FED App 230P, cert den (1998) 522 US 1084, 139 L Ed 2d 768, 118 S Ct 871, 8 AD Cas 224 and (criticized in Boots v Northwestern Mut. Life Ins. Co. (1999, DC NH) 77 F Supp 2d 211).

Plaintiff may maintain claim against employer under Americans with Disabilities Act of 1990, 42 USCS §§ 12101 et seq., of being perceived as disabled without proof of actually being disabled. Williams v Motorola, Inc. (2002, CA11 Fla) 303 F3d 1284, 13 AD Cas 997, 89 BNA FEP Cas 1464, 15 FLW Fed C 953.

#### 2. Constitutionality

ADA (42 USCS §§ 12101 et seq.) represents ap-

propriate congressional exercise of its enforcement power under Fourteenth Amendment. Autio v AF-SCME, Local 3139 (1998, CA8 Minn) 140 F3d 802, 7 AD Cas 1706, vacated without op, reh, en banc, gr (1998, CA8 Minn) 8 AD Cas 436.

Congress acted constitutionally and did not exceed its authority when it enacted ADA (42 USCS §§ 12101 et seq.) pursuant to its enforcement powers under § 5 of Fourteenth Amendment, with intent that statute apply to disabled prisoners in state prisons. Amos v Maryland Dep't of Pub. Safety & Corr. Servs. (1999, CA4 Md) 178 F3d 212, 9 AD Cas 769 (criticized in Bradley ex rel. Bradley v Arkansas Dep't of Educ. (1999, CA8 Ark) 189 F3d 745) and reh, en banc, gr, vacated on other grounds (Dec 28, 1999) and dismd (2000, CA4) 205 F3d 687, 10 AD Cas 575 and (criticized in Parker v Mich. Dep't of Corr. (2001, WD Mich) 2001 US Dist LEXIS 18931).

Congress' enactment of ADA (42 USCS §§ 12101 et seq.) was valid exercise of its power under § 5 of Fourteenth Amendment to abrogate states' Eleventh Amendment immunity from suit. Dare v California (1999, CA9 Cal) 191 F3d 1167, 99 CDOS 7656, 99 Daily Journal DAR 9683, 9 AD Cas 1239, cert den (2001) 531 US 1190, 149 L Ed 2d 103, 121 S Ct 1187, 11 AD Cas 832 and (criticized in Doe v Div. of Youth & Family Servs. (2001, DC NJ) 148 F Supp 2d 462, 12 AD Cas 465) and (criticized in Parker v Mich. Dep't of Corr. (2001, WD Mich) 2001 US Dist LEXIS 18931) and (criticized in Kiman v N.H. Dep't of Corr. (2002, CA1 NH) 301 F3d 13, 13 AD Cas 783).

ADA (42 USCS §§ 12101 et seq.) was valid exercise of congressional power under section 8 of Fourteenth Amendment, and therefore, it is unneces-

sary to decide whether Congress properly invoked its Commerce Clause power in enacting ADA. Botosan v Paul McNally Realty (2000, CA9 Cal) 216 F3d 827, 2000 CDOS 4918, 2000 Daily Journal DAR 6599, 10 AD Cas 1185.

42 USCS §§ 12101 et seq. was not valid abrogation of states' Eleventh Amendment immunity under enforcement clause of Fourteenth Amendment, despite clear statement of Congress's intent in ADA to hold states liable for violations of Act, and, thus, state could not be held liable for Title II violation absent congressional identification of history and pattern of unconstitutional discrimination by states against disabled. Jones v Pa. Dep't of Welfare Bureau of Blindness & Visual Servs. (2001, ED Pa) 164 F Supp 2d 490, 12 AD Cas 1725.

3. Purposes

Americans with Disabilities Act (42 USCS §§ 12101 et seq.) seeks to eliminate unwanted discrimination against individuals with disabilities in order both to guarantee those individuals equal opportunity and to provide nation with benefit of their increased productivity. Cleveland v Policy Mgmt. Sys. Corp. (1999) 526 US 795, 143 L Ed 2d 966, 119 S Ct 1597, 61 Soc Sec Rep Serv 196, 99 CDOS 3843, 99 Daily Journal DAR 4927, 9 AD Cas 491, 1999 Colo J C A R 2966, 12 FLW Fed S 271, on remand, remanded (1999, CA5 Tex) 195 F3d 803, 9 AD Cas 1696.

It is not mission of Americans with Disabilities Act of 1990 (42 USCS §§ 12101 et seq.) to drive states to move institutionalized patients with mental disabilities into inappropriate setting such as homeless shelters. Olmstead v L. C. by Zimring (1999) 527 US 581, 144 L Ed 2d 540, 119 S Ct 2176, 99 CDOS 4859, 99 Daily Journal DAR 6263, 9 AD Cas 705, 1999 Colo J C A R 3627, 12 FLW Fed S 424, on remand, remanded (1999, CA11 Ga) 198 F3d 1259, 13 FLW Fed C 352.

University's policy of excluding disabled students from roommate assignment program violated stated purpose of 42 USCS § 12101(b)(1), where university denied disabled student who used wheelchair and required attendant care opportunity to be placed in assignment pool for roommates and assigned her to block of single rooms set aside for students with similar disabilities, contending that policy was adopted as accommodation to both disabled and nondisabled students, because policy of statute is "to provide clear and comprehensive national mandate for elimination of discrimination against individuals with disabilities." Coleman v Zatechka (1993, DC Neb) 824 F Supp 1360, 2 ADD 1280, 2 AD Cas 1374.

Express purpose of enactment of ADA (42 USCS §§ 12101 et seq.) was to guarantee individuals with disabilities baseline level of protection through establishment and enforcement of federal standards; thus it is clear that Congress did not intend for ADA

to defer to any state statute, not even state workers' compensation statute which contains provision purporting to establish that statute as exclusive remedy for injured workers. Wood v County of Alameda (1995, ND Cal) 875 F Supp 659, 60 Cal Comp Cas 71, 8 ADD 875, 4 AD Cas 43, summary judgment den, injunction gr (1995, ND Cal) 13 ADD 908, 5 AD Cas 173.

ADA (42 USCS §§ 12101 et seq.) was not intended to compensate disabled individuals for work not performed because disability rendered individual incapable of doing work. Anderson v United Airlines (1996, ED La) 15 ADD 93, 5 AD Cas 898.

#### 4. Relation to other laws

Under Americans with Disabilities Act (42 USCS §§ 12101 et seq.)—which includes provisions that (1) no covered employer shall discriminate against "qualified employee with disability" (42 USCS § 12112(a)), and (2) "qualified employee with disability" is individual with disability who, with or without reasonable accommodation, can perform essential functions of employment position that such individual holds or desires (42 USCS § 12111(8))employer who requires, as job qualification, that employee meet otherwise applicable federal safety regulation that tends to exclude persons with disabilities does not have to justify enforcing regulation solely because standard may be waived experimentally in individual cases. Albertson's, Inc. v Kirkingburg (1999) 527 US 555, 144 L Ed 2d 518, 119 S Ct 2162, 99 CDOS 4846, 99 Daily Journal DAR 6243, 9 AD Cas 694, 1999 Colo J C A R 3740, 12 FLW Fed S 443.

Court need only review city ordinance's preference for handicapped business owners under rational basis test; application of heightened scrutiny to preference for handicapped business owners would run counter to Americans with Disabilities Act, which Congress enacted to reduce discrimination. Contractors Ass'n v City of Philadelphia (1993, CA3 Pa) 6 F3d 990, 3 ADD 1117, 3 AD Cas 167, 62 CCH EPD ¶ 42579, findings of fact/conclusions of law, on remand (1995, ED Pa) 893 F Supp 419, affd (1996, CA3 Pa) 91 F3d 586, reh, en banc, den (1996, CA3 Pa) 1996 US App LEXIS 23415 and cert den (1997) 519 US 1113, 136 L Ed 2d 840, 117 S Ct 953 and (criticized in West Tenn. Chapter of Associated Builders & Contrs., Inc. v Board of Educ. (1999, WD Tenn) 64 F Supp 2d 714).

As result of overlap between Americans with Disabilities Act (42 USCS §§ 12101 et seq.) and Rehabilitation Act (29 USCS §§ 701 et seq.), their substantive standards for determining liability are same. Bravin v Mount Sinai Med. Ctr. (1999, SD NY) 186 FRD 293, reconsideration gr, in part, reconsideration den, in part, vacated in part on other grounds (1999, SD NY) 58 F Supp 2d 269.

#### 5. —State laws

Massachusetts statute, ALM GL c 123 § 18A,

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requiring patients in state mental health facilities to contribute to cost of representation, when representative is appointed by court, violates due process clause of Fourteenth Amendment and Americans with Disabilities Act, 42 USCS §§ 12101 et seq. T.P. v DuBois (1993, DC Mass) 843 F Supp 775, 5 ADD 764, 3 AD Cas 288.

Express purpose of enactment of ADA (42 USCS §§ 12101 et seq.) was to guarantee individuals with disabilities baseline level of protection through establishment and enforcement of federal standards; thus it is clear that Congress did not intend for ADA to defer to any state statute, not even state workers' compensation statute which contains provision purporting to establish that statute as exclusive remedy for injured workers. Wood v County of Alameda (1995, ND Cal) 875 F Supp 659, 60 Cal Comp Cas 71, 8 ADD 875, 4 AD Cas 43, summary judgment den, injunction gr (1995, ND Cal) 13 ADD 908, 5 AD Cas 173.

In action alleging that provision of Georgia's Medicaid plan, by providing reimbursement for necessary liquid diet only to individuals in nursing homes, has tendency to isolate and segregate individuals with disabilities in contravention of intent of 42 USCS § 12101 to end such segregation, section cited by plaintiff does not itself provide cause of action to him. Hodges v Smith (1995, ND Ga) 910 F Supp 646, 49 Soc Sec Rep Serv 866, 13 ADD 1100, 5 AD Cas 229.

#### 6. Applicability

Although units of local governments, such as cities and counties, are "state actors" for purposes of Federal Constitution's Fourteenth Amendment, Constitution's Eleventh Amendment does not extend its state immunity from suit by private individuals in federal court to units of local government; these entities are subject to private claims for damages under Americans with Disabilities Act (42 USCS §§ 12101 et seq.) without Congress' ever having to rely on § 5 of the Fourteenth Amendment to render them so. Board of Trustees v Garrett (2001) 531 US 356, 148 L Ed 2d 866, 121 S Ct 955, 2001 CDOS 1471, 2001 Daily Journal DAR 1857, 11 AD Cas 737, 2001 Colo J C A R 968, 14 FLW Fed S 92 (criticized in Adam v Auditor of Ohio (2002, ND Ohio) 2002 US Dist LEXIS 20187).

Disabled employee's motion to amend complaint to add count under Americans with Disabilities Act (ADA), 42 USCS §§ 12101 et seq., is denied, where alleged discrimination took place in 1987, employee filed original state-law action in 1988, and attempted to add ADA count in 1992, because ADA, which took effect in employment discrimination matters in 1992, provides new substantive rights and obligations, and may not be applied retroactively. Raya v Maryatt Indus. (1993, ND Cal) 829 F Supp 1169, 2 ADD 616, 2 AD Cas 1368, 63 CCH EPD ¶ 42705.

City transit authority employee's claims were not

covered by ADA (42 USCS §§ 12101 et seq.) where employer's alleged discriminatory actions occurred prior to effective date of Act. Julian v New York City Transit Auth. (1994, ED NY) 857 F Supp 242, 6 ADD 350, 3 AD Cas 791, affd without op (1995, CA2 NY) 52 F3d 312, 5 AD Cas 864.

ADA (42 USCS §§ 12101 et seq.) does not apply to domestic disputes between private individuals; thus woman's complaint against her husband and his attorneys, alleging that her rights under ADA were violated by failure of courts to accommodate her multiple chemical sensitivity disorder in context of divorce and related proceedings, failed to state claim on which relief could be granted. Kapner v Kapner (1996, ED Pa) 17 ADD 166.

Disability discrimination claim of First Sergeant in Illinois Army National Guard must be dismissed, even though he alleges continuing pattern of discriminatory treatment and claims violation of Americans with Disabilities Act (ADA) (42 USCS §§ 12101 et seq.), given rarity of judiciary's intervention in military affairs and Congress's silence on whether military is covered entity, because court holds that ADA does not cover actions taken by state National Guard. Gordon v Illinois Nat'l Guard (1999, CD Ill) 46 F Supp 2d 817, affd (2000, CA7 Ill) 215 F3d 1329, reported in full (2000, CA7 Ill) 2000 US App LEXIS 4068.

ADA (42 USCS §§ 12101 et seq.) does not in any way apply to execution of will, as (1) person with disability, like anyone else, has absolute right to execute will and dispose of his or her property as he or she sees fit, provided that they have requisite mental capacity to understand nature of act of executing will and to understand its contents, (2) primary purpose of ADA is to prevent discrimination against persons with disabilities, and (3) no parallels can be drawn between intent of ADA and execution of will; thus, judgment of state chancery court-invalidating will allegedly executed under suspicious circumstances by woman who had broken hip and breast cancer, was legally blind, and was described as "hard of hearing," on ground that proponent of will bore, and had not sustained, burden of proving that testatrix had fully understood and freely assented to terms of will-will be affirmed, as there is no merit to proponent's question whether burden of proof was correctly assigned in light of policy expressed by ADA. Parks v Parks (In re Estate of Luetgens) (1994, Tenn App) 5 ADD 515, 3 AD Cas 1340.

#### 7. Effect of arbitration clause or agreement

Arbitration clause in collective bargaining agreement did not require employee to use arbitration procedure for alleged violation of Americans with Disabilities Act (ADA) (42 USCS §§ 12101 et seq.), where (1) cause of action asserted by employee was not subject to presumption of arbitrability, as claim (a) did not arise out of contract, (b) arose out of and concerned meaning of ADA, and (c) was distinct