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Fair Play for Those Who Need it Most: Athletic Opportunities for High School Student Athletes with Disabilities

Ian Forster

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FAIR PLAY FOR THOSE WHO NEED IT MOST: ATHLETIC OPPORTUNITIES FOR HIGH SCHOOL STUDENT ATHLETES WITH DISABILITIES

Often in the American public high school system, students with disabilities are not offered regular access to school-sponsored athletic opportunities.\(^1\) Although the Rehabilitation Act of 1973 (Rehab Act),\(^2\) the Americans with Disabilities Act of 1990 (ADA),\(^3\) and the Individuals with Disabilities Education Act (IDEA)\(^4\) aim to prevent such public discrimination, traditional public high schools and school districts are not always properly equipped to provide adaptive education and athletic opportunities to students with disabilities.\(^5\) This Comment focuses on the lack of athletic opportuni-

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5. See generally Christina Hoag, *Students with Special Needs Staying in Traditional Public Schools*, HUFFINGTON POST (Aug. 20, 2012, 12:59 PM), http://www.huffingtonpost.com/2012/08/20/special-needs-kids-stayin_0_n_1803753.html (noting charter schools do serve children with disabilities, but traditional district schools tend to serve majority of severely disabled children; Philadelphia district schools and charters have fourteen percent special needs enrollment, “but about half the district’s pupils with special needs have severe disabilities compared to about a third for charters.”).
ties provided to high school students with disabilities.\textsuperscript{6} However, this denial is only a piece of the larger failure that states, school districts, and educational institutions and bodies perpetuate in failing to follow existing federal laws that seek to protect proper adaptive physical education opportunities to special needs students of all ages.\textsuperscript{7}

This Comment discusses the legal framework that guides public high schools offering athletic opportunities to student athletes with disabilities and argues that those laws are not effective in providing school support to students. Part I addresses existing federal laws that outline procedures and requirements for schools offering adaptive physical education and competitive athletic opportunities to disabled student athletes.\textsuperscript{8} Parts II and III discuss the Department of Education (DOE) regulations that support the federal laws and the motivations for and implications of those regulations.\textsuperscript{9} The DOE requires schools to take reasonable steps to provide students with disabilities adaptive physical education and athletic opportunities in the least restrictive means possible, a goal known as “mainstreaming.”\textsuperscript{10}

Part IV discusses the Supreme Court’s 2001 ruling in \textit{PGA Tour, Inc. v. Martin,}\textsuperscript{11} which established the general framework that courts use when faced with a disabled student athlete’s discrimination claim against a school, district, or state.\textsuperscript{12} Although courts have room to interpret various aspects of a student athlete’s claim under the \textit{Martin} framework, the Supreme Court ruling ensures that each claim involves an individualized investigation of the stu-

\begin{itemize}
\item \textsuperscript{8} For a discussion of existing federal laws addressing athletic opportunities for disabled students, see infra notes 18-45 and accompanying text.
\item \textsuperscript{9} For a discussion of DOE regulations and their implications for disabled student athletes, see infra notes 46-76 and accompanying text.
\item \textsuperscript{10} See infra notes 46-76 and accompanying text (discussing DOE requirements for providing athletic opportunities to disabled students).
\item \textsuperscript{11} 532 U.S. 661 (2001). For a full discussion of \textit{PGA Tour, Inc. v. Martin}, see infra notes 77-93.
\item \textsuperscript{12} For a discussion of the legal framework stabled in \textit{Martin}, see infra notes 77-93 and accompanying text.
\end{itemize}
dent athlete’s disability and the potential impact of allowing the student’s participation in the athletic opportunity.\footnote{13. See infra notes 77-93 (discussing broader implications of Supreme Court’s holding in \textit{Martin}).}

Part V identifies specific cases involving both mentally and physically disabled student athletes’ claims and discusses how these cases reflect the \textit{Martin} framework and the DOE mainstreaming goal.\footnote{14. For a discussion of cases applying the \textit{Martin} framework to claims by student athletes, see infra notes 94-159 and accompanying text.} Part VI discusses continued DOE and policy support for adaptive physical activity and competitive athletic opportunities for student athletes with disabilities.\footnote{15. For a discussion of DOE support for disabled student athletes, see infra notes 160-182 and accompanying text.} Part VII notes specific states, districts, and schools across the country that have proven it is possible to support adaptive and inclusive athletic opportunities for students with disabilities.\footnote{16. For a discussion of successful efforts to support disabled student athletes, see infra notes 183-193 and accompanying text.} This Comment concludes that it is possible for student athletes with disabilities to participate in appropriate athletic competition under the existing federal laws, the DOE’s guidelines, and the Supreme Court’s \textit{Martin} ruling, but these opportunities require further support from individual states, districts, and schools, as well as federal laws and the DOE.\footnote{17. For an assessment of measures to improve athletic opportunities for disabled students, see infra notes 195-210 and accompanying text.}

\section{Writing the Rules: Federal Laws Support Students’ with Disabilities Right to Play}

Congress has promulgated the Rehab Act, the ADA, and IDEA as a way to provide legislative protections for individuals with disabilities; these protections extend to student athletes with disabilities.\footnote{18. See, e.g., Rehab Act, 29 U.S.C. § 794; ADA, 42 U.S.C. §§ 12101-12213; IDEA, 20 U.S.C. §§ 1400-1491.} Although athletic opportunity is not considered a fundamental individual right, it is clear that physical activity has a positive influence on students’ academic performance and students’ general health and wellbeing.\footnote{19. See, e.g., Gretchen Reynolds, \textit{How Exercise Can Boost Young Brains}, N.Y. Times (Oct. 8, 2014, 12:01 AM), http://well.blogs.nytimes.com/2014/10/08/how-exercise-can-boost-thechilds-brain/ (citing University of Illinois at Urbana-Champaign study published in \textit{Pediatrics} that noted improvement in student-participant fitness and concluded increased access to fitness activities enhanced cognitive performance and brain function during tasks requiring greater executive control). Studies have demonstrated a causal effect of a physical activity program on exec}
as the discrimination is rationally based, student athletes with disabilities deserve the opportunity to benefit from physical activity and athletic competition.\textsuperscript{20} It is the individual school’s responsibility to provide access for students with the support of districts and states and under the processes and procedures outlined in the federal laws and the DOE regulations.\textsuperscript{21}

The United States Supreme Court has held that public entities are not constitutionally barred from discriminating against individuals with disabilities as long as the entity can show a rational relationship between the discrimination and a legitimate objective.\textsuperscript{22} Because the Supreme Court has not included individuals with disabilities as part of a suspect or quasi-suspect class entitled to heightened scrutiny in discrimination cases, it is not unlawful for schools and school districts to discriminate against a student athlete with a disability if the exclusion is rationally related to a legitimate objective.\textsuperscript{23} Additionally, the Due Process Clause fails to provide constitutional safeguards to students with disabilities because the opportunity to participate in school-sponsored sports is not generally considered a fundamental right.\textsuperscript{24}

Under federal law, schools are required to produce and follow an Individualized Education Program (IEP) for special needs students, though these IEPs are not required to, and often do not, include access to competitive athletic opportunities.\textsuperscript{25} However, once a special needs student’s IEP includes participation in interscholastic sports, that participation is a federally protected right.

\textsuperscript{20} For a discussion of athletic activity’s social, academic, and health benefits to students, see infra notes 64-76 and accompanying text.

\textsuperscript{21} \textit{See} Lakowski, \textit{supra} note 1, at 311-12 (claiming that schools, “when left to their own devices, have not and will not assumed responsibility for creating athletic programs for students with disabilities” and asserting that success calls for “legislative and regulatory” intervention as additional support).

\textsuperscript{22} \textit{See generally} \textit{City of Cleburne v. Cleburne Living Center}, 473 U.S. 432 (1985) (holding that individuals with disabilities are not part of suspect or quasi-suspect class entitled to heightened scrutiny against allegations of discrimination). For a discussion of \textit{Cleburne}’s application to student athletes with disabilities, see \textit{Badgett discussion, infra} notes 126-38 and accompanying text.


\textsuperscript{24} \textit{See} Lakowski, \textit{supra} note 1, at 289 n.32 (“[P]articipation in interscholastic sports is a privilege, not a right, except in extremely limited circumstances . . . .” (alteration in original) (quoting M.H., Jr. v. Mont. High Sch. Ass’n, 929 P.2d 239, 247 (Mont. 1996))).

\textsuperscript{25} \textit{See} 20 U.S.C. § 1414(d) (2010) (providing requirements regarding IEPs).
under anti-discrimination legislation. Schools and school districts must offer students with disabilities athletic opportunities under those circumstances. Therefore, a student athlete with a disability may be granted access to athletic opportunities in their IEP, but that athlete does not necessarily enjoy a constitutionally protected right to that participation under the Supreme Court precedent.

A. Rehab Act and ADA

Section 504 of the Rehab Act and Title II of the ADA protect students with disabilities in American public schools. The Rehab Act, passed in 1976, generally applies to any public entity that receives federal funding, providing that “no otherwise qualified individual with a disability . . . shall, solely by reason of her or his disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity . . . .” Similarly, the ADA, passed in 1990 to expand the protections afforded to disabled individuals, provides enforceable standards that “no qualified individual with a disability shall, by reason of such disability, be excluded from participation in or be denied the benefits of the services, programs, or activities of a public entity.”

The ADA was passed in 1990 to expand the protections afforded to disabled individuals, provide enforceable standards that courts could employ, and establish the federal government’s role in ending discrimination. The ADA is modeled on the Rehab Act, therefore, it contains similar procedures, enforcement schemes,

26. See, e.g., Dennin v. Conn. Interscholastic Athletic Conference, Inc. 94 F.3d 96 (2d Cir. 1996) (holding schools must make reasonable accommodations for special needs student athletes if accommodations do not impose undue financial or administrative burdens or fundamentally alter nature of program).

27. See generally Mont. High Sch. Ass’n, 929 P.2d 239 (holding that under IDEA, participants in sports over the state’s age limit restriction must be permitted to participate where such participation is required by student’s IEP).

28. Compare id. at 242 (“[W]here an IEP contains a requirement for participation in . . . interscholastic sports such participation is encompassed in the student’s guaranteed right to free and appropriate public education.”), with City of Cleburne, 473 U.S. 432 (holding that mental retardation is not “a quasi-suspect classification” entitled to heightened scrutiny against allegations of discrimination).


31. ADA, 42 U.S.C. § 12132 (2012); see also 42 U.S.C. § 12182 (expanding denial of benefits of services, programs, activities of “public accommodations” on the basis of disability to private schools).

32. See ADA, 42 U.S.C. § 12101(b) (stating purpose of ADA).
and potential remedies. The ADA, however, applies beyond federally assisted entities: as Title II provides, “[N]o qualified individual with a disability shall . . . be excluded from participation in or be denied the benefits of the services, programs or activities of a public entity.” Title III further broadens the protections to “any place of public accommodation.” The ADA’s inclusive language embraces school districts, schools (public and potentially private), and state athletic associations.

Despite the Rehab Act and ADA’s broad protections, procedures, and remedies that parents and students must follow when making claims, under those Acts can be time consuming and do not guarantee a student with disabilities’ success in gaining access to school-sponsored athletic competitions. Furthermore, the acts provide procedural protections, compensatory damages, and attorneys’ fees; however, other remedies, such as orders for future conduct, records amendments, and tuition reimbursement, as well as additional equitable relief, have been advanced as potentially available remedies.

B. Individuals with Disabilities Education Act (IDEA)

Compared to the Rehab Act and the ADA, IDEA is more detailed in prescribed regulations and protections for students with disabilities, and requires a school district to provide each student

33. See Adam A. Milani, Can I Play?: The Dilemma of the Disabled Athlete in Interscholastic Sports, 49 ALA. L. REV. 817, 819-820 (1998) (noting that “ADA is modeled after section 504 [of Rehab Act], and Congress intended for them to be consistent” and that “enforcement remedies, procedures and rights under Title II are the same as under 504 . . . .”).
34. See 42 U.S.C. § 12132 (defining scope of unlawful discrimination under ADA).
35. See id. at § 12182(a) (prohibiting discrimination by public accommodations).
36. See Looby, supra note 1, at 234 n.46 (“Although the statutory definition of ‘public accommodation’ does not expressly mention private school dormitories, those facilities satisfy that definition under conventional principles of interpretation.” (citing Regents of the Mercersburg Coll. v. Republic Franklin Ins. Co., 458 F.3d 159, 165 (3rd Cir. 2006))).
38. See Mark C. Weber, Procedure and Remedies Under Section 504 and the ADA for Public School Children with Disabilities, 32 J. NAT’l Ass’n ADMIN. L. JUDICIARY 611, 615-16 (2012) (concluding that “section 504 and the ADA require school districts to afford significant procedural protections to students with disabilities, and that hearing officers and courts may award a wide range of remedies in Section 504 and ADA cases”).

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with a disability a developmentally appropriate IEP.\footnote{39} Generally, IDEA is a law that seeks to ensure access to education for children with disabilities in America’s school systems.\footnote{40} Related to physical activity, IDEA requires schools and teachers to adapt, modify, or change a physical activity so that it is appropriate for the special needs student.\footnote{41} The goal is “mainstreaming,” so that all students are able to fully participate in an appropriate physical education program under the least restrictive means possible.\footnote{42} The existing DOE regulations echo IDEA’s focus on mainstreaming as the ultimate goal of adaptive physical education.\footnote{43}

IDEA includes the following categories of disability: developmental delay (only for children under the age of nine); intellectual disability; hearing impairments, including deafness; speech or language impairments; visual impairments, including blindness; emotional disturbance; orthopedic impairments; autism; traumatic brain injury; other health impairments; and specific learning disabilities.\footnote{44} These categories provide broad coverage for students with various disabilities to enjoy equal education opportunities.\footnote{45}

\footnote{40. See Building the Legacy: IDEA 2004, U.S. DEPT OF EDUC., http://idea.ed.gov/ (last visited Sept. 6, 2014) (governing “how states and public agencies provide early intervention, special education and related services to more than 6.5 million eligible infants, toddlers, children and young with disabilities”).}
\footnote{41. 20 U.S.C. § 1414 (d)(3)(A) (providing requirements for developing IEP). “In developing each child’s IEP, the IEP Team, subject to subparagraph (C) shall consider: (i) the strengths of the child; (ii) the concerns of the parents for enhancing the education of their child; (iii) the results of the initial evaluation or most recent evaluation of the child; and (iv) the academic, development, and functional needs of the child.” See id.}
\footnote{42. 20 U.S.C. § 1400 (d)(3) (noting purpose is to “ensure that educators and parents have the necessary tools to improve educational results for children with disabilities by supporting system improvement activities; coordinated research and personnel preparation; coordinated technical assistance, dissemination, and support . . . .”).}
\footnote{43. See U.S. DEPT OF EDUCATION, OFFICE OF SPECIAL EDUC. AND REHABILITATIVE SERVS., OFFICE OF SPECIAL EDUC. PROGRAMS, CREATING EQUAL OPPORTUNITIES FOR CHILDREN AND YOUTH WITH DISABILITIES TO PARTICIPATE IN PHYSICAL EDUCATION AND EXTRA CURRICULAR ATHLETICS (2011), available at https://www2.ed.gov/policy/speced/guid/idea/equal-pe.pdf (discussing goals for providing opportunities for students with disabilities to participate in athletic activities). For a further discussion of the DOE report on athletic opportunities for students with disabilities, see infra notes 163-167 and accompanying text.}
\footnote{44. See 20 U.S.C. § 1401(3) (defining “[c]hild with a disability”).}
\footnote{45. See 20 U.S.C. § 1400 (describing Congressional findings and purpose regarding IDEA).}
II. Playing Within the Rules: DOE Regulations and Student Athletes with Disabilities’ Claims

The United States Federal Education Code, bolstered by the ADA, Rehab Act, and IDEA, requires all public schools and education programs to provide every child a free and appropriate public education. The Education Code specifically protects equal education for students with disabilities, stating that “the provision of regular or special education and related aids and services that (i) are designed to meet individual educational needs of handicapped persons as adequately as the needs of nonhandicapped persons are met and (ii) are based upon adherence to procedures that satisfy the requirements.” Therefore, a school must not deny a student with disabilities the opportunity to participate in school-sponsored athletics based on a discriminatory failure to provide the student with reasonable accommodations.

The existing DOE regulations specifically addressing interscholastic sports under the Rehab Act, ADA, and IDEA require public entities to offer students with disabilities equal opportunities to participate in interscholastic opportunities. These regulations require a school to mainstream a student with a disability in the least restrictive manner possible—in other words, to allow that student the opportunity to participate in activities designed for nonhandicapped students.

When identifying a student athlete’s individual ability to be mainstreamed, the school should broadly interpret the regulations.
In 2002, the United States Supreme Court held in Toyota Motor Manufacturing, Kentucky, Inc. v. Williams, that an individual’s impairments had to be evaluated in their mitigated state and that an individual had to be subject to a “permanent or long term” restriction to be prevented “from doing activities that are of central importance to most people’s daily lives.” In 2008, Congress superseded that ruling through the ADA Amendments Act, thus broadening the statute’s coverage to mainstream students with disabilities who require supplemental devices, aids, or services.

To establish a prima facie case of discrimination under the ADA, an individual with a disability generally must establish four factors: (1) the individual has a present disability; (2) the individual is otherwise qualified for the benefit being sought; (3) the individual was excluded from the benefit by an entity solely due to the individual’s disability; (4) the entity’s denial was discriminatory because the individual could be accommodated with reasonable adaptive measures that the entity would not take. Under the Rehab Act and the ADA, “disability” is defined generally as a physical or mental impairment that substantially limits one or more of the major life activities of an individual. Student athlete claims brought under the ADA typically require the court to determine whether or not the impairment impacts a major life activity.

A disabled student athlete must also demonstrate their eligibility to participate in school-sponsored athletic activity in order to claim discrimination under the ADA. The Supreme Court held in

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52. See 534 U.S. 184, 198 (2002) (creating strict standard for individuals to qualify as disabled under applicable Acts).
54. See Employment Practices Guide, ADA Amendments Act of 2008, 2014 WL 2093344, Sec. 2 Findings and Purposes (a)(4) (noting Supreme Court “narrowed the broad scope of protection intended to be afforded by the ADA, thus eliminating protection for many individuals whom Congress intended to protect”).
55. See Lakowski, supra note 1, at 292-93 (prefacing discussion of student athlete with disability’s burden of proof under Rehab Act claim).
57. See Lakowski, supra note 1, at 294 (noting generally that individual student athlete must show disabling condition impacts areas of life beyond sports; athletes with mobility impairments and or including significant learning disabilities would qualify under statute because their disabling condition “impacts major life function, (e.g. walking, learning, etc.) beyond participation in sports”).
Community College v. Davis that a school may properly require a disabled student seeking participation in an educational program to possess “reasonable physical qualifications.” Therefore, if a student athlete with a disability seeks an ADA claim against a school, school district, or state, he or she must demonstrate his or her ability to otherwise qualify to compete in school-sponsored sports and present evidence that the exclusion is based purely on the basis of the his or her disability.

Establishing a prima facie case of discrimination under the Rehab Act consists of essentially the same elements as an ADA claim, though a Rehab Act claim requires that the education body is a recipient of federal funds. The Rehab Act requires the student athlete demonstrate that his or her exclusion was discriminatory, typically understood when an education body could have offered participation to the student with reasonable accommodations. Generally, courts have held that requested accommodations are unreasonable when they threaten the integrity of a program, create an undue burden on the education body, or create a direct safety threat to the larger community.

III. Why Movement and Competition Matter: Physical Activity Data and Mainstreaming

Studies show that physical activity promotes students’ academic success, social behaviors, and increased self-esteem. Physical activity...
ity also helps to prevent or reduce health problems, such as the risk of developing heart disease, and supports healthy weight control, muscle development, and osteoporosis prevention. Every year the number of high school students participating in school-sponsored athletics increases. The National Federation of State High School Associations (NFHS) acknowledges the important impact that sports play in students’ “academic achievement, good citizenship, and equitable opportunity,” though the NFHS does not provide any official adaptive physical education guidelines or sanction any special needs student programs. It is important to provide students with disabilities opportunities to be physically active, not only for the physical health benefits, but also to promote those students’ social, emotional, and academic health.

Encouragingly, some states have adopted a mainstreaming process for students with disabilities, providing voluntary accommodations not otherwise mandated or supported for these students to
engage in physical activity with nondisabled students.\(^{69}\) Furthermore, some states and school districts provide more expansive school athletic leagues and programs to students with disabilities.\(^{70}\) Despite available resources for adaptive physical education in schools, these trends are not representative for the vast majority of students with disabilities in the United States.\(^{71}\)

Available statistics indicate how limited the access to athletic competition is for students with special needs.\(^{72}\) The United States Census Bureau’s reported statistics suggest that over fifty million Americans have some type of disability, including almost three million between the ages of five and seventeen.\(^{73}\) Over half of all high school students participate in some school-sponsored athletic opportunity.\(^{74}\) Of the fifty-nine million students ages three and older enrolled in schools in America, more than five and a half million students between the ages of five and seventeen receive special education services under IDEA.\(^{75}\) Based on these statistics, there are potentially millions of students with disabilities denied opportuni-

\(^{69}\) See Lakowski, supra note 1, at 286-87 (detailing specific examples of schools’ mainstreaming opportunities, including Maryland student born without legs competing in school wrestling and Virginia student with Spina Biﬁda permitted to use wheelchair to compete as cheerleader). For a more complete discussion of successful programs, see infra notes 182-193 and accompanying text.

\(^{70}\) See Lakowski, supra note 1, at 286-87 (noting state speciﬁc adaptive programs, including multiple sates allowing students in wheelchairs to participate on school track teams, Georgia High School Association’s partnership with American Association of Adapted Sports Programs (AAASP) to offer wheelchair soccer and basketball, power wheelchair hockey, wheelchair football, and beep baseball—form of baseball adapted for students with visual impairments—and twenty-one successful United Sports programs in Vermont, which give over 1,500 student athletes opportunity to access extra-curricular opportunities regardless of disabilities).

\(^{71}\) See Lakowski, supra note 1, at 288 (claiming students with disabilities are “not provided with reasonable accommodations, they are not included but ostracized because of the disability, or they are completely excluded from participation”).

\(^{72}\) See Looby, supra note 1, at 231 (identifying citizens with disabilities, high school sports participation, and IDEA coverage statistics from 2010 Disability Compendium).


\(^{74}\) See 2012-2013 Athletic Participation Data, supra note 66.

IV. THE SUPREME COURT OFFERS ADDITIONAL RULES: 
PGA Tour, Inc. v. Martin

In PGA Tour, Inc. v. Martin, the United States Supreme Court established a highly individualized balancing test for accommodating special needs athletes within the established rules of competitive sports. In 2001, professional golfer Casey Martin sued the Professional Golf Association (PGA), claiming the PGA discriminated against Martin based on his disability, Klippel-Trenaunay-Weber Syndrome, “a degenerative circulatory disorder that obstructs the flow of blood” and causes severe pain and fatigue. The Court examined the ADA language as pertaining to athletic competition by addressing whether the PGA’s accommodation for Martin would fundamentally alter the game. The Court held that allowing Martin to use a golf cart does not fundamentally alter the PGA’s rules; therefore, the PGA could not deny Martin a reasonable accommodation.

The Court, using the ADA’s language as guidance, held that “an individualized inquiry must be made to determine whether a specific modification for a particular person’s disability would be reasonable under the circumstances as well as necessary for that person, and yet at the same time not work a fundamental alteration...
tion.”81 The Martin ruling established guidelines that lower courts have since extended to all athletes with disabilities, including high school student athletes, including: (1) fundamental alterations exist where a requested accommodation alters an essential aspect of the game or creates a competitive advantage; (2) individualized assessments must be made to determine whether the specific modification for a particular athlete’s disability creates a fundamental alteration; (3) some administrative burdens are acceptable to incur in making this determination.82 These considerations have provided guidance to lower courts in interpreting student athletes’ ADA and Rehab Act claims under those statutes’ broad and potentially ambiguous language.83

Martin added a second layer of guidance in addition to Congress’s actions, which has yielded varying interpretations when applying Title II and Section 504 claims to high school athletes with disabilities.84 In requesting access to school sponsored athletic opportunities, a student athlete with a disability must establish that he or she in fact has a “disability.”85 The Supreme Court has also provided guidance here, suggesting a three-part test asking whether: (1) the individual physically or mentally impaired; (2) a major life activity implicated, and; (3) the impairment substantially limits the major life activity.86 Generally, a student athlete making a Title II claim will argue school sponsored physical activity as a “major life

81. See Martin, 532 U.S. at 688 (providing Court’s determination).
82. See id. at 690 (discussing effect of Martin decision).
83. See Looby, supra note 1, at 230. “Martin requires courts to undertake an individualized inquiry as to whether an accommodation is reasonable . . . blanket prohibitions regarding an accommodation are forbidden. An organization must look at the particular facts and circumstances surrounding the athlete requesting the accommodation.” See id. (emphasis added).
84. See Warden, supra note 77, at 658-59 (citing Washington v. Ind. High Sch. Athletic Ass’n, Inc., 181 F.3d 840, 853-54 (7th Cir. 1999)) (discussing high school athletic associations established as public entities and Title II claims involving mentally disabled students seeking waiver of age limit requirements). In Washington, the Seventh Circuit granted the waiver of Indiana’s eight semester rule for learning disabled student athlete claim under Title II. See also Sandison v. Mich. High Sch. Athletic Ass’n, Inc., 863 F. Supp. 489 (E.D. Mich. 1994) (holding participation in school sponsored athletics was integral to high school student athlete with disability’s education and thus major life activity); but see Pottgen v. Mo. State High Sch. Activities Ass’n, 40 F.3d 926, 930-31 (8th Cir. 1994) (denying learning disabled student athlete as “qualified individual with a disability” under Title II; since reasonable accommodation could not be made, student was not qualified).
activity.”\cite{note87} The Court’s ruling in \textit{Martin} established that each case must be determined by a subjective standard, focusing on the specific athlete’s needs, disability, and claim.\cite{note88} Although courts have differed in their subjective findings in response to Title II claims, there is precedent for holding athletic competition as a major life activity.\cite{note89} Courts have also applied the \textit{Martin} requirement that an athlete’s request be reasonable given the surrounding circumstances and particular facts.\cite{note90}

The ruling in \textit{Martin} upheld Congress’s inclusive intent standard for special needs athletes’ athletic participation, if still maintaining a required individualized and subjective standard for such requests.\cite{note91} The important balance between competitive sports’ integrity and inclusivity is especially important at the high school level; allowing students with disabilities access to school sponsored athletic opportunities is vital to those students’ overall development, but also cannot infringe on the rights of non-disabled student athletes to participate in those same activities.\cite{note92} \textit{Martin}’s inclusive spirit, which aligns with the broad congressional intent under the ADA and Rehab Acts and emphasizes an appropriate balance, should be followed by public high schools and school districts around the country.\cite{note93}

\begin{footnotes}
\item[87.] See Warden, \textit{supra} note 77, at 662 (noting that courts have reached inconsistent results when faced with this issue due to uncertainty as to applied standard, as objective or subjective for athlete’s claim).
\item[88.] See PGA Tour, Inc. v. Martin, 532 U.S. 661, 688 (2001) (stating ADA requires individualized inquiry to determine whether specific modification for person’s disability would be reasonable and necessary under circumstances); see also Warden, \textit{supra} note 77, at 664 (concluding Court’s individualized standard for determining person’s condition should also apply to threshold ADA questions, “such as whether the individual is substantially limited in a major life activity”).
\item[89.] See Warden, \textit{supra} note 77, at 665 (discussing inconsistent results in Knapp v. Nw. Univ., 101 F.3d 473, 480 (7th Cir. 1996), which denied college student athlete with disability ADA protection because participation in intercollegiate play was not major life activity).
\item[90.] See \textit{Martin}, 532 U.S. at 688 (requiring reasonable modifications for disabled individuals “as necessary to afford access unless doing so would fundamentally alter what is offered”); see also Washington v. Ind. High Sch. Athletic Ass’n, Inc., 181 F.3d 840 (7th Cir. 1999).
\item[91.] See Warden, \textit{supra} note 77, at 674 (rejecting J. Scalia’s \textit{Martin} dissent as “indicative of the exclusionary thinking that has plagued athletics for too long” and concluding ADA’s purpose of “elimination of discrimination against individuals with disabilities” is best met by inclusive policy choice on behalf of public entities).
\item[92.] See id. at 688 (concluding the \textit{Martin} ruling has “broader effect” of protecting competitive athletics’ integrity and giving lower courts guidance on ADA claims).
\item[93.] See \textit{id.} at 691 (“If sports are indeed an accurate reflection of society, then \textit{Martin} represents a significant advancement towards a tangible illustration of this
\end{footnotes}
V. Interpreting the Additional Rules: Martin’s Impact on Student Athletes with Disabilities

Prior to Martin, federal courts did not have substantial guidance to make decisions when student athletes with disabilities brought challenges under the Rehab Act and the ADA. In addressing Title II and Section 504 claims, courts disagreed on whether allowing certain disabled students to participate would fundamentally alter the nature of the competitive, school-sponsored athletic opportunity. Since Martin is the sole Supreme Court decision that considers athletic events and opportunities subject to ADA Title II and Title III reasonable accommodations standards, Martin provides guidelines for courts to apply to future student athlete claims. However, despite Martin’s requirement that courts use an individualized inquiry when deciding a student athlete’s discrimination claim or reasonable accommodation request, the Court’s ruling left those individualized decisions—reasonable accommodations, unfair advantages, fundamental alterations, undue burden—to the lower courts’ discretion.

A. Students with Mental Disabilities

Courts have applied the Martin framework in undertaking their own investigations when faced with student Rehab Act and ADA discrimination claims based on mental disabilities. Martin’s individualized inquiry requirement has resulted in courts reaching different conclusions when presented with similar claims based on ideal through the Supreme Court’s recognition that the athletic playing field should be accessible to all athletes, whether able-bodied or disabled.

94. See id. at 241-44 (discussing 7th Circuit’s waiver of state age limit in Washington and 6th Circuit’s McPherson considering waiving age limit rule as unreasonable accommodation). For a further discussion on McPherson, see infra note 95.

95. See generally Washington, 181 F.3d 840 (holding waiver of state age requirement would not fundamentally alter high school basketball); but see McPherson v. Mich. High Sch. Athletic Ass’n, 119 F.3d 453, 462 (6th Cir. 1997) (holding waiver of state age requirement would fundamentally alter high school athletics by allowing older and more physically aggressive students to compete against younger and less physically developed student athletes).

96. See Looby, supra note 1, at 250 (explaining that Martin created current framework used for analyzing student athletes’ ADA claims).

97. See id. (suggesting that Martin framework correct but still requires courts to determine individual factors in given circumstance and whether accommodations constitute fundamental alteration of sport).

specific circumstances. Two cases, one from a Pennsylvania District Court and the other from the West Virginia Supreme Court of Appeals, illustrate this potential.

1. Luis Cruz

In Cruz v. Pa. Interscholastic Athletic Ass’n, Inc., the United States District Court for the Eastern District of Pennsylvania used the Martin ruling to guide its holding. The court unequivocally understood Martin to have created an understanding that “a basic requirement of the ADA is the evaluation of a disabled person on an individual basis.”

The court was asked to determine whether Luis Cruz, a nineteen-year-old public school special education student, could participate on his high school’s football team despite his age, which restricted him from doing so under the Pennsylvania Interscholastic Athletic Association’s (P.I.A.A.) rules. Under IDEA, Cruz had a right to be a “free and appropriate education” until he graduated in a manner consistent with IDEA, as long as he did so before he reached age twenty-one. Because he was a disabled student, Cruz’s education was in accordance with an IEP, pursuant to

99. See generally Hamilton v. W. Va. Secondary Schools Activities Comm’n, 386 S.E.2d 656 (W. Va. 1989) (rejecting Commission’s blanket application of “eight semester” rule, holding that rule preventing students from being held back in school for athletic purposes is “applied unreasonably when the Commission refuses to consider legitimate academic reasons for a student’s repeating a grade in junior high school”). See generally Pottgen, 40 F.3d 926 (holding student who had repeated two grades in elementary school due to learning disabilities could not circumvent age requirement, which was held as essential eligibility requirement); see also generally Sandison, 64 F.3d 489 (holding nineteen year old high school students who delayed finishing high school due to learning disabilities were not excluded from athletic participation solely by reason of disability; age rule was neutral and waiver would fundamentally alter nature of track and field events).

100. See generally Cruz, 157 F. Supp. 2d 485; Baisden, 568 S.E.2d 32. For a further discussion of Cruz and Baisden, see infra notes 101-122 and accompanying text.

101. See Cruz ex. Rel. Cruz v. Pa. Interscholastic Athletic Ass’n, 157 F. Supp. 2d 485, 499 (E.D. Pa. 2001) (applying Martin factors as: “(1) whether the requested modification is reasonable; (2) whether it is necessary for the disabled individual; and (3) whether it would fundamentally alter the nature of the competition.”).

102. See id. (applying precedent requiring individualized evaluation of individuals to student athletes with disabilities).

103. See id. at 488-89 (discussing factual background).

104. See id. at 489 (explaining that under Pennsylvania law, students are entitled to access to public education until graduation or reaching 21 years old).
IDEA. Cruz’s IEPs included school-sponsored athletic competition involvement as an important aspect of his education.

The court held, given the specific nature of his disability and the surrounding circumstances, waiver of the P.I.A.A.’s age rule was necessary for Cruz’s participation in school-sponsored athletics and would not alter the nature of the competition. Additionally, the court held Cruz’s waiver application was a reasonable modification under the ADA. Finally, the court concluded that Cruz’s IEP required participation in interscholastic sports and that Cruz’s education would “sustain irreparable harm” if he were not provided that opportunity. By applying the appropriate individualized inquiry, the Cruz ruling properly applied the Martin requirement for individual investigation to a student athlete’s ADA claim.

2. Jarrett Baisden

In Baisden v. West Virginia Secondary Schools Activities Commission, the West Virginia Supreme Court of Appeals reached a conclusion opposite to the Eastern District of Pennsylvania when faced with a similar issue. Jarrett Baisden turned nineteen years old before the start of his senior year in high school, which prohibited him from competing in school-sponsored athletics under West Virginia Code of State Regulations section 127-2-4.1; however, Baisden wanted to play for his high school’s football team. After the

105. See id. at 490 (explaining Cruz’s individual evaluation). For a further discussion of the use of IEPs in public schools, see supra note 25 and accompanying text.

106. See Cruz, 157 F. Supp. 2d at 490 (noting two IEPs which stated that Cruz enjoys and “require[s] extra-curricula activities, such as sports, as part of his need for socialization and educational outcomes provided in accordance with IDEA regulations”).

107. See id. at 499 (elaborating upon conclusions).

108. See id. at 499-500 (finding waiver would neither alter nature of P.I.A.A. interscholastic competition nor place unreasonable burden upon P.I.A.A. to administer waiver rule in connection with age).

109. See id. at 500 (concluding “balancing of the interests here is clearly in favor of plaintiff” and that “[Cruz] is entitled to the benefits of the ADA”).

110. See Looby, supra note 1, at 255 (citing Martin’s majority holding that reasonable accommodation decisions require individual inquiries).

111. See 568 S.E.2d 32, 45 (W. Va. 2002) (holding student athlete was bigger, stronger, and faster than other high school athletes and thus, “[t]he safety of younger, smaller, more inexperienced students would be unreasonably compromised”). The Baisden court held that particular case concerned a fundamental alteration of the structure of the interscholastic athletic program, a result that is “not required by reasonable accommodation standards in anti-discrimination law.” See id.

112. See id. at 36 (discussing factual background and procedural history). Mr. Barry Scragg, the principal of Spring Valley High School submitted the written
West Virginia Secondary Schools Activities Commission (WVSSAC) denied his application to waive the state’s age limitation, Baisden successfully appealed to a West Virginia court, which granted a permanent injunction prohibiting the WVSSAC from enforcing the age rule. The court concluded that Baisden’s learning disability required him to repeat two years in school and the WVSSAC’s denial of his age limit waiver request amounted to discrimination.

The West Virginia Supreme Court of Appeals heard the WVSSAC’s appeal, even though the technical claim was moot since Baisden played his senior season, protected by the lower court’s ruling, and graduated from high school. The court looked to Section 504 of the Rehab Act and Title II of the ADA as well as the Virginia Human Rights Act. The court also examined other jurisdictions’ rulings on similar issues, including the Cruz ruling. Though agreeing that “individualized assessments are required in cases of this nature and that reasonable accommodations may be made through waiver of the age nineteen rule under circumstances,” the court ultimately held such a waiver was not reasonable in Baisden’s situation. Baisden, at nineteen, was simply too big, strong, and fast to compete in a high school football league. Competing against Baisden would inevitably compromise younger, smaller, and less skilled players’ safety. Therefore, the court held that waiving the WVSSAC’s age limit in this instance would “fundamentally alter the structure of the interscholastic program, a result request to the West Virginia Secondary Schools Activities Committee on Baisden’s behalf. See id.

113. See id. (discussing procedural history).

114. See id. (noting that age rule was discriminatory since delay in Baisden’s education was “occasioned by his learning disability”).

115. See id. at 37 (holding issue “may be repeatedly presented to the trial court, yet escape review at the appellate level because of [its] fleeting and determinate nature”) (citing Israel by Israel v. W. Va. Secondary Sch. Activities Comm’n, 388 S.E.2d 480, 481 (W. Va. 1989)). The West Virginia Supreme Court of Appeals concluded that Baisden’s case had wider social implications and therefore demanded an appropriate ruling, since “the circumstances of Mr. Baisden’s request for a waiver from the age nineteen rule will certainly be encountered by other students.” See id.

116. See id. at 38 (“West Virginia Code § 5-11-9 . . . governs unlawful discriminatory practices in [Virginia].”).

117. See id. at 43 (noting Cruz court’s holding student athlete claims “must be made on an individual basis”).

118. See id. (reasoning that requested accommodation would interfere with other, non-disabled students’ participation).

119. See id. (noting Baisden was six feet four inches tall, weighted 280 pounds, and ran forty-yard-dash in 5.3 seconds).

120. See id. (explaining impact of accommodation for Baisden on other high school athletes).
which is not required by reasonable accommodation standards in anti-discrimination law.” 121

Baisden’s holding considered and reflected many jurisdictions’ understanding of mentally disabled student athlete’s claims under the ADA and Rehab Acts by evaluating the individual circumstances, as mandated by the Martin ruling. 122 The Martin decision seems to have prompted courts to examine the individual athlete’s condition and surrounding circumstances in each ADA and Rehab Act claim in order to provide access to school-sponsored athletics while also maintaining the competitive integrity and safety of those events. 123

B. Students with Physical Disabilities

There is no bright-line answer to when an accommodation will infringe on the integrity of athletic competition, because each claim requires an individualized inquiry. 124 When confronted with physically disabled student athletes’ claims, courts face a more complex reasonable accommodation question which has resulted in differing decisions and responses from legal commentators. 125 Tatyana McFadden and Mallerie Badgett, two physically disabled high school athletes who sued their respective state athletic associations for access to school-sponsored track and field teams, represent an ongoing debate over the Martin application as useful to positively impact athletic accessibility for disabled students. 126

121. See id. at 43 (explaining why allowing Baisden to participate at age of 19 is not considered reasonable accommodation).

122. See id. at 44 (considering “the age of the student; the athletic experience of the student; the degree to which the student presents a risk of harm to other competitors due to his or her strength, size, or speed; the nature of the sport; the degree to which fair competition among high school teams would be impacted by the student’s participation; and whether the student’s individualized education plan, if any, contains a provision requiring sports participation”).


124. See Looby, supra note 1, at 256 (declaring risk to other players should be primary factor in determining reasonable accommodations for student athletes with learning disabilities).

125. Compare Lakowski, supra note 1, at 303 (concluding Martin has not been successful in protecting rights of physically disabled students), with Looby, supra note 1, at 257-58 (concluding that Lakowski’s understanding of Martin’s protections is “incorrect and contrary to Martin case.”).

Mallerie Badgett filed a suit against the Alabama High School Athletic Association (AHSAA), a private agency comprised of over 780 public and private schools and 100,000 student athletes throughout the State under section 504 of the Rehab Act and Title II of the ADA. Badgett, a high school student, required a wheelchair for mobility due to Cerebral palsy. Badgett was also an active member of her high school’s track and field team, and was “by all accounts, a gifted athlete,” holding nine Junior National Records for female student athletes with cerebral palsy.

In 2006, AHSAA partnered with the American Association of Adapted Sports Programs (AAASP) to assist in implementing athletic programming for students with disabilities, specifically in response to Badgett’s request for inclusion in track and field events. During the 2007 season, Badgett was the only student athlete in the newly created wheelchair division. Fearing competing in the wheelchair division alone would make her an “exhibition” rather than a member of the Oxford High School team, Badgett sought permission to compete in events against non-disabled student athletes.

The court analyzed Badgett’s requested accommodation according to the ADA, the Rehab Act, and the Martin ruling. The court correctly noted that Badgett failed to qualify as an individual with a disability under the ADA since she did not meet the essential eligibility requirements of track and field activities based on her disability. Based on the AHSAA’s inclusion of a wheelchair division, the court found that the state had met its accommodation requirement under Section 504 and Title II.
The court also distinguished between the modification sought by Badgett, or a student athlete in general under the Rehab Act and ADA, and the modification adopted by the state, school, or athletic association. The court explained that “[a]s a threshold matter, . . . neither the ADA nor the Rehabilitation Act requires a public entity to adopt the ‘best’ modification or the modification requested by a person with a disability;” instead, the statutes “require only a reasonable modification.”

Finally, the court agreed that adopting Badgett’s request would unfairly impose on other student athletes’ safety and potentially infringe on the sport’s integrity to the point of “fundamentally alter[ing] the nature of the service, program, or activity,” and that allowing Badgett’s point totals to contribute to the overall team score, even if she did compete alone in the wheelchair division, total would not be reasonable.

The court noted Martin’s influence by examining the specific circumstances and finding that running and jumping were fundamental aspects of track and field, and thus properly refused to grant Badgett’s requested accommodation. Although the court was careful to recognize and commend Badgett for “her dedication and accomplishments under difficult circumstances,” as well as acknowledging her parents’ and high school’s efforts as well as ASHAA’s steps to make high school track and field events more inclusive, the court found no violation of the Rehab Act or the ADA.

2. Tatyana McFadden

Two weeks after Mallerie Badgett challenged the AHSAA, Tatyana McFadden filed a suit under Section 504 of the Rehab Act and Title II of the ADA against the Maryland educational officials overseeing state interscholastic track and field competition, seeking ac...
cess to her school track and field team.\footnote{See McFadden v. Grasmick, 485 F. Supp. 2d 642, 644-45 (claiming school failed to make reasonable accommodation for McFadden to participate in competitive athletics).} McFadden was a high school junior in Maryland.\footnote{See id. at 644 (noting Plaintiff’s background).} Since childhood, McFadden had used a wheelchair and was paralyzed below the waist resulting from Spina Bifida.\footnote{See id. (noting Plaintiff’s medical condition).} However, she had developed into a “world class” and Olympic athlete in “wheeler” events and was a full member and academically eligible participant on Atholton High School’s track and field team.\footnote{See id. (discussing Plaintiff’s athletic prowess).}

The Maryland Public Secondary Schools Athletic Association (MPSSAA) made attempts between 2005 and 2007 to eliminate barriers for students with disabilities, including an inclusion of wheelchair events at MPSSAA competitions.\footnote{See id. at 643-45 (discussing policies regarding wheelchair bound track and field athlete participation).} However, in 2006, the MPSSAA refused to allow McFadden’s events and the points earned to contribute to the Atholton team’s overall points and standings.\footnote{See id. at 643-45 (discussing policies regarding wheelchair bound track and field athlete participation).} The MPSSAA claimed that “new team events” added to state-sanction tournaments do not generally earn points until high schools in forty percent of the jurisdictions (the “forty-percent” rule) in a particular class participate in that event during the regular and post seasons.\footnote{See McFadden, 485 F. Supp. 2d. at 646 (“It is with this background that MPSSAA decided that in order to ensure competitive fairness and equity in team scoring, team points for wheelchair race events will not be awarded.”).}

Following Martin’s guidance, the Maryland court evaluated four factors in determining McFadden’s claim within the totality of the circumstances: (1) the likelihood of irreparable harm to the plaintiff if the preliminary injunction is denied; (2) the likelihood of harm to the defendant if requested relief is granted; (3) the likelihood that plaintiff will succeed on the merits; and (4) the public interest.\footnote{See id. (reasoning that once 40% of schools participated in event, there was sufficient participation to include events in team’s total score).} The court focused particularly on the potential harm to the plaintiff and defendant.\footnote{See id. (citing Blackwelder Furniture Co. v. Seilig Mfg. Co., Inc., 550 F.2d 189, 194-95 (4th Cir. 1977)) (applying Martin framework to create appropriate test).} Finding the balance “extraordina-
The court sided with non-disabled student athletes competing in team track and field events at schools other than McFadden's.149 The court acknowledged McFadden’s disability and viable claim under the ADA and Rehab Acts, but concluded that her ability to earn points for her team did not differ in any material manner from other students, and her disability played no impact on the MPSSAA’s decision.150 Furthermore, the court pointed out that there “are inherent and relevant differences between the class of wheelers and the class of non-wheelers that education officials are entitled to consider in operating a fair and equitable system of racing competition designed to identify team rankings.”151 Noting that McFadden “is a remarkable young person for and in whom the entire community should feel boundless pride and admiration,” the court held that her claim blurred well-founded guidelines for state athletic associations conducting special needs athletic competitions.152

3. Badgett and McFadden Commentary and Controversy

While some commentators have argued that McFadden and Badgett interpret Martin’s framework as exclusive, others view the Martin individualized balancing test as properly allowing accommodation in one situation and prohibition in another.153 Commentators have noted that Casey Martin’s motivation to participate in the PGA Tour was fundamentally different from Tatyana McFadden’s and Mallerie Badgett’s desire to compete with their high school

149. See McFadden, 485 F. Supp. 2d at 649-50 (noting established “forty percent” rule).
150. See id. at 649-50 (citing to non-discriminatory application of 40% rule).
151. See id. at 650-51 (citations omitted) (explaining that inclusion of “wheeler” events in total score in this case creates unfair disadvantage to opponents).
152. See id. at 651 (citing Shepherd v. United States Olympic Committee, 464 F. Supp. 2d 1072, 1087 (D. Colo. 2006)). The Shepard court held the following: [T]he USOC’s Paralympic program, with its attendant differences in perks and privileges compared to the USOC’s Olympic program, exists to provide disabled individuals with participation opportunities fundamentally premised on and defined by the disabilities Plaintiffs argue cannot lawfully form the basis for separate treatment. There is an unavoidable non sequitor to the assertion.
153. See Looby, supra note 1, at 271-72 (concluding that courts appropriately applied Martin when analyzing high school athlete’s requested accommodation); but see Lakowski, supra note 1, at 310 (“[I]n an educational model of sport, the emphasis should be on inclusion, not exclusion. Yet the Martin framework creates a model of sport that focuses on exclusion.”).
teams, considering the role that athletic competition played in each claimant’s life.\(^{154}\) Generally, courts correctly applying the *Martin* holding have and will continue to properly undertake an individualized examination of each student athlete’s claim, given the particular circumstances, which hopefully will result in equitable determinations of disabled student athlete participation.\(^{155}\)

The *Martin* process is one that leaves necessary individualized investigation up to respective lower courts.\(^{156}\) As in *Cruz*, courts consider factors such as reasonableness of the requested modification, necessity for the disabled student athlete’s ability to participate in school-sponsored athletic competition, and the fundamental nature of the competition in addressing student athletes’ ADA and Rehab Act claims.\(^{157}\) Courts also apply the ADA and Rehab Act guidelines to balance accessibility to school-sponsored athletics with reasonable accommodations and competitive integrity.\(^{158}\) Following *Martin*, in addition to the statutory requirements in the Rehab Act, ADA, and IDEA, courts must uphold the NFHS’s Mission Statement and accept that athletics play an important role in all students’ academic, social, and emotional development.\(^{159}\)

\(^{154}\) See Lakowski, *supra* note 1, at 309 (suggesting fame, winning, and money as motivation in professional sports versus athletics as aspect of students’ education in high school athletics).

\(^{155}\) See Looby, *supra* note 1, at 271 (reasoning courts properly follow *Martin* and Congress’s intent). Looby notes, courts are correct when considering the following:

(1) Whether the purposes for the given rule are undermined by granting the request, (2) the age and circumstances of the particular athlete with respect to the sport and his competitors, (3) whether the request involves a fundamental or essential element of the sport, (4) whether granting the request would impose an undue burden on the high school athletic association, and (5) whether the athlete will still have access to the sport if the request is denied.

See id. (referencing *Cruz*, 157 F. Supp. 2d 485).

\(^{156}\) See Cruz, 157 F. Supp. 2d at 498 (noting accommodations “must be made on individual basis”).

\(^{157}\) See id. at 499 (considering factors impacting court’s determination of accommodation’s reasonableness).

\(^{158}\) See Knapp v. Nw. Univ., 101 F.3d 473, 484 (7th Cir. 1996) (“The place of the court in such cases is to make sure that the decision-maker has reasonably considered and relied upon sufficient evidence specific to the individual and the potential injury . . . .”).

\(^{159}\) See Lakowski, *supra* note 1, at 309 (stating that sports are important component of student’s scholastic and social development); see also NFHS Mission Statement, *supra* note 67.
VI. FOR THE SUPPORT OF THE GAME: POLICY SUPPORT FOR ADAPTIVE PHYSICAL ACTIVITY

The DOE has taken steps in the right direction to support states’ and school districts’ adaptive physical activity offerings by promulgating regulations and guidelines in response to the existing federal laws and the proven importance of physical activity for students. A June 2010 United States Government Accountability Office Report to Congressional Requesters focuses on students with disabilities. The report concludes, “all students, including those with disabilities, benefit from the positive effects that physical activity and school athletics have on an individual’s health, social well-being, and self-esteem.”

The DOE responded by creating “Creating Equal Opportunities for Children and Youth With Disabilities to Participate in Physical Education and Extracurricular Athletics.” This document gives schools and school districts information on providing necessary physical education and athletic opportunities to special needs students. Specifically, the document suggests that states and school districts could increase opportunities for participation by “reducing and eliminating common barriers to participation.”

The DOE addresses and offers suggestions for overcoming nine

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160. See, e.g., Arne Duncan, We Must Provide Equal Opportunities for Students with Disabilities, home room: the official blog of the U.S. dep’t of educ., (Jan. 25, 2013), http://www.ed.gov/blog/2013/01/we-must-provide-equal-opportunity-in-sports-to-students-with-disabilities/ (noting the importance of sports in education and schools’ responsibility in offering opportunities to all students).

161. See U.S. Gov’t Accountability Office, GAO-10-519, Students with Disabilities: More Information Guidance Could Improve Opportunities in Physical Education and Athletics (June 2010), available at http://www.gao.gov/assets/310/305770.pdf. The GAO was asked to examine (1) what is known about the physical education opportunities that schools provide, and how do schools provide these; (2) what is known about the extracurricular athletic opportunities that schools provide, and how do schools provide these; and (3) how the DOE assists states and school districts in these areas. GAO analyzed federal survey data, as well as reviewed relevant federal laws (IDEA, Rehab Act, ADA), and conducted interviews with state, district, and school officials, as well as parents and disability association officials, in various states. See id.

162. See id. at 31.


164. See id. at 14 (encouraging schools to make athletics more accessible to disabled students)

165. See id. at 14 (providing specific solutions for the most frequent barriers to disabled students’ participation in athletics).
specific common barriers that states and school districts face in offering equal opportunity to physical activity: (1) accessibility, (2) equipment, (3) personal preparation, (5) teaching style, (6) management of behavior, (7) program options, (8) curriculum, and (9) assessment, progress, achievement, and grading.\textsuperscript{166} The DOE supported its conclusions with research and professional opinions, including appendices noting references, examples, and resources for increased equal opportunities to athletic activity for disabled students.\textsuperscript{167}

Recognizing a continued need for clarification and support, DOE’s Office of Civil Rights (OCR) also released a guidance document in 2013 clarifying existing legal obligations of schools to provide student athletes with disabilities opportunities to participate in school-sponsored athletics.\textsuperscript{168} These guidelines do not create new or innovative policies; the OCR’s guidance document simply builds on the 2011 document and provides clarification to existing law and policy for schools and school districts.\textsuperscript{169}

The OCR guidelines “clarify and communicate” state and district education systems’ responsibilities under the Rehab Act to provide extracurricular activities for disabled student athletes.\textsuperscript{170} The guidelines offer numerous “illustrative examples” of schools’ han-

\textsuperscript{166} See DOE CREATING EQUAL OPPORTUNITIES, supra note 163, at 7-13 (discussing barriers and offering suggestions in regard to such barriers). The DOE notes that availability includes everything from the general environment to the safety and security of the area. See id. at 7-8. It highlights that appropriate equipment can aid in disabled student athlete participation. See id. at 8. The DOE states that adults should become more knowledgeable and should have the skills to manage behavior so they can help the children. See id. at 8-10. Further, the DOE suggests that those who teach the children should be inclusive. See id. at 9. The DOE advances that there should be a wide range of options, academic and nonacademic, so that children with disabilities have the opportunity to participate. See generally id. at 10-12. Further, the DOE suggests that assessment in physical education and athletics should be appropriate to measure progress and achievement. See DOE CREATING EQUAL OPPORTUNITIES, supra note 163, at 12-13.

\textsuperscript{167} See generally DOE CREATING EQUAL OPPORTUNITIES, supra note 163.

\textsuperscript{168} See Letter from Seth M. Galanter, Acting Assistant Sec’y for Civil Rights, U.S. Dep’t of Educ., to Colleague, Dep’t of Educ. Office of Civil Rights (Jan. 25, 2013), available at http://www2.ed.gov/about/offices/list/ocr/letters/colleague-201301-504.pdf (“Extracurricular athletics—which include club, intramural, or interscholastic . . . athletics at all education levels—are an important component of an overall education program.”).


\textsuperscript{170} See Galanter, supra note 168, at 1 (supporting OCR guidelines).
dling of disabled student athletes. The guidelines make several suggestions for schools, including: taking care not to generalize or stereotype student athletes with disabilities; ensuring equal opportunities for participation; and offering separate athletic opportunities where inclusion is not an appropriate goal.

Implying the Martin analysis, the OCR requires school districts to make reasonable accommodations based on individual inquiries where the modification will not fundamentally alter the nature of the competition. Furthermore, the guidelines recognize the impracticality of offering all student athletes with disabilities completely mainstreamed athletic opportunities and, where such modifications are not reasonable, support school and school district created athletic activities separate from those offered to non-handicapped students. Where school districts have sufficient numbers of student athletes and general interest, districts may: (1) develop district-wide adaptive leagues, (2) create co-ed teams for students with disabilities; or (3) offer “allied” or “unified” teams, which combine disabled students and nondisabled students.

The OCR is clear in supporting states, districts, schools, students, families, and communities to develop athletic opportunities for all student athletes, both in adaptive physical education and extension into athletic competition. The guidelines conclude,

171. See id. at 2 (noting all levels are entitled to “equal opportunity to participate in athletics, including intercollegiate, club, and intramural athletics.”).

172. See id. at 6-7 (noting mandate that school districts may not operate or rely on “generalizations, assumptions, prejudices, or stereotypes about disability generally, or specific disabilities in particular.”).

173. See id. at 6-11 (noting schools must make “reasonable modifications . . . to ensure an equal opportunity to participate” unless it would be “a fundamental alteration to its program.”). See also 34 C.F.R. § 104.37(a), (c); see also Alexander, 469 U.S. at 300-01 (noting Section 504 may require reasonable modifications to program or benefit to assure meaningful access to qualified persons with disabilities).

174. See Galanter, supra note 168, at 7 (noting equal opportunity does not mean all disabled students must make teams).

175. See id. at 12 (noting “an ever-increasing” number of school districts are creating disability-specific teams for sports like tennis and basketball).

176. See id. (citing DOE CREATING EQUAL OPPORTUNITIES, supra note 163).

177. See id. (concluding document’s focus proactive, not retroactive). The guidelines include only one sentence that addresses individuals who have been subjected to discrimination interested in filing a complaint with the Office for Civil Rights or in court; the document’s focus is on proactivity, not reactivity. See id.
“[t]o avoid violating their Section 504 obligations in the context of extracurricular athletics, school districts should work with their athletic associations to ensure that students with disabilities are not denied an equal opportunity to participate in interscholastic athletics.”179

Legal commentators have responded positively to the DOE’s leadership, noting that the OCR guidelines do not infringe on the “competitive entrance activities” that are organized sports, but do require educational bodies to provide reasonable accommodations for special-needs athletes.180 The DOE and OCR’s guidelines and suggestions mirror Martin.181 Under these guidelines, individual educational bodies should work together to provide alternative opportunities to students where there is sufficient interest.182

VII. FOR THE LOVE OF THE GAME: PROOF THAT STATES AND SCHOOLS CAN MAKE IT WORK

Under the DOE’s prescribed responsibilities, individual schools and states shoulder the responsibility of creating meaningful athletic opportunities for all student athletes.183 Throughout the country, states, school districts, and schools have proven creation of these meaningful opportunities is possible.184 For example, in Colorado, special education students at Grandview High School, through a partnership with the Special Olympics, participate on basketball and cheerleading squads and team up with general education students as “partner athletes.”185

The Special Olympics Unified Sports program is “an inclusive sports program that combines an approximately equal number of Special athletes (individuals with intellectual disabilities) and partners (individuals without intellectual disabilities) on teams for

179. See id. at 5 (making goal of inclusiveness clear to school districts).
180. See Rotherham, supra note 169 (using example of flag in addition to starting pistol to make track meets more fair for hearing-impaired student).
181. See generally Galanter, supra note 168 (supporting OCR guidelines).
182. See Rotherham, supra note 169 (touting Maryland and Minnesota as systems with successfully operating special needs school leagues).
183. See Dan Frosch, Unified Teams Take Special Olympics Approach to School Sports, N.Y. Times (Feb. 12, 2012), http://www.nytimes.com/2012/02/13/sports/unified-sports-teams-open-doors-for-special-education-students.html?_r=0 (lauding individual school efforts).
184. See Lakowski, supra note 1, at 286 (highlighting individual schools and programs).
185. See Frosch, supra note 183 (quoting Jon Hoerl, who helped start program at Grandview as Athletic Director: “The kids get to wear the same uniforms . . . . We announce the lineups. The whole idea is to get them the mainstream experience of a high school athlete. They just want to be included.”).
training and competition." More than 2,000 schools in forty-two states have unified athletic programs. The Unified Sports model boasts research-study-supported positive impacts on both student athletes with disabilities and the greater communities as a whole.

In 2008, Maryland passed the Fitness and Athletic Equity Act for Students with Disabilities. In the United States, the law is unique in its detail; fully effective in July 2011, it requires local education boards to develop policies that include students with disabilities in all curricular and extracurricular physical education and athletic programs. The Act requires that schools provide reasonable accommodations under the ADA, opportunities to try out for school teams, and access to alternative sports programs where available. Generally, school systems in Maryland must: (1) ensure that students have the opportunity to participate in mainstreamed physical education and athletic opportunities, (2) make reasonable accommodations in order to provide those opportunities, and (3) ensure that alternative physical education and athletic opportunities are available for student athletes with disabilities.

The Maryland State Department of Education also published a comprehensive guide for schools and teachers to consult in order to achieve these objectives. This guide provides detailed information on how to implement the Act and ensures that all students have equal opportunities to participate in school sports.

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187. See id. (discussing three models: competitive Unified Sports, unified Sports Player Development, and Unified Sports Recreation—which all provide opportunities for disabled athletes in basketball, football, volleyball, and other sports such as golf and tennis). Unified Sports has been a Special Olympics internationally sanctioned program since 1989. See id.

188. See id. (highlighting professional studies confirming Unified Sports is effective in “decreasing the problem behaviors of individuals with intellectual disabilities and improving attitudes without disabilities toward participants with disabilities”).


190. See id. § 7-4B-02(a); but see Interscholastic Adapted Athletic Programs, N.J. Rev. Stat. § 18A:11-3.3 (2009) (directing New Jersey State Interscholastic Athletic Association to establish interscholastic adapted athletic opportunities for students with visual impairments or physical disabilities competing in state-created adaptive athletic programs and requiring adaptive physical education coaches to receive specific training).

191. See Educ. § 7-4B-02(a)(1)-(3).

192. See id. (creating framework for schools to create accommodations as needed).
to comply with the Fitness and Athletic Equity Act for Students with Disabilities and promote adaptive physical education.193

VIII. GOING FOR THE GOAL: CONTINUED SUPPORT AND DEVELOPMENT OF OPPORTUNITIES FOR ALL STUDENT ATHLETES

All student athletes deserve access to athletic participation. Generally, there is an increased national focus on children’s physical activity.194 The United States Department of Health and Human Services’ 2008 Physical Activity Guidelines for Americans recommended that children participate in sixty minutes of moderate and vigorous intensity daily.195 Those guidelines only briefly mention students with disabilities.196 Of course, the amount of physical activity that a child with a disability should be entitled to is determined by that disability.197 Children with disabilities should be entitled to equal opportunity to competitive athletics, in addition to adaptive physical education and specialized opportunities when necessitated.198

Courts continue to apply Martin’s individualized inquiry when addressing the ADA and Rehab Act provisions in guiding schools and school districts to make reasonable accommodations for student athletes with disabilities.199 For student athletes with disabilities to respect the integrity of athletic competition and take


196. See id. at 19 (“Children and adolescents with disabilities are more likely to be inactive than those without disabilities. When possible, children and adolescents with disabilities should meet the Guidelines.”). When children with disabilities cannot meet the Guidelines, “they should be as active as possible and avoid being inactive.” See id.

197. See id. (explaining that some disabilities generally inhibit physical activity).


199. See Looby, supra note 1, at 271 (noting Martin’s balancing framework “can be utilized in such a way as to permit an accommodation in one situation and prohibit it in another.”).
advantage of available adaptive programs, those programs first must exist.\textsuperscript{200} However, state, school district, and school responsibility for providing physical education to all students cannot be severed when a disabled student is lawfully excluded from traditional school-sponsored athletic opportunities.\textsuperscript{201}

The federal government must continue to regulate, incentivize, support, and mandate athletic opportunities for students with disabilities in America’s schools, primarily through providing funding.\textsuperscript{202} Where available, schools should allow students with disabilities to participate in school-sponsored athletic activities, under the least restrictive means possible in order to help student athletes develop meaningful peer relationships, feel accepted and respected within their community, and prepare for life.\textsuperscript{203} Where mainstreaming is not appropriate, public entities should provide reasonable and appropriate adaptive programs for all students to participate in physical activity and school-sponsored athletics.\textsuperscript{204} There are programs, non-profit organizations, and other groups that school districts and schools seeking guidance on making athletics accessible to disabled students can consult; however, these sources of guidance are not always widely available or accessible.\textsuperscript{205}

\textsuperscript{200.} See generally Badgett, 2007 WL 2461928 (noting where state athletic association has created adaptive program, student athlete with disability may still challenge under Rehab Act and ADA, but that public entity’s reasonable steps towards inclusion should be appreciated and taken advantage of by student athletes with disabilities). For a full discussion of Badgett, see \textit{supra} notes 127-139.

\textsuperscript{201.} For a further discussion of Maryland’s Fitness and Athletic Equity for Students with Disabilities Act and New Jersey’s State Interscholastic adapted athletic programs legislation, see \textit{supra} notes 189-193 and accompanying text.

\textsuperscript{202.} See Lakowski, \textit{supra} note 1, at 315 (noting the existing model of Title IX, which encouraged and grew female sports programs and opportunities); see also 2012-2013 Athletic Participation Data, \textit{supra} note 66.

\textsuperscript{203.} See Unified Sports Overview, \textit{supra} note 186 (providing “Unified Sports helps increase the skills necessary for individuals with intellectual disabilities to be accepted and fulfilled socially”).

\textsuperscript{204.} See, e.g., Welcome, \textit{Adapted Physical Education Nat’l Standards}, http://www.apens.org/index.html (last visited Sept. 28, 2014) (“The goal of APENS is to promote a nationally certified Adapted Physical Educator (CAPE) – the one qualified person who can make meaningful decisions for children with disabilities in physical education – within every school district in the country.”).

Despite noted progress, many students with disabilities are not afforded fair and appropriate opportunities to participate in school-sponsored athletic competitions and events. The June 2010 United States Government Accountability Office’s Congressional report suggested that improved opportunities for students with disabilities in physical education (“PE”) and athletics requires “the Secretary of Education [to] facilitate information sharing among states and schools on ways to provide opportunities and [clarity as to] schools’ responsibilities under federal law.” In response to those suggestions, the DOE has increased support for states and schools across the country to improve their available athletic programs for student athletes with disabilities. Congress’s suggestions of open communication and openness to accommodations are positive inclusive and adaptive measures, but the developmentally important playing field, let alone the finish line, is still out of sight for many disabled student athletes. The shift in collective social consciousness and the adequate support from Congress, school districts, and individual schools, must con-

206. See generally Rotherham, supra note 169 (supporting student athletic involvement under DOE issued guidelines).


208. See generally Galanter, supra note 168 and accompanying text; see also Lakowski, supra note 1, at 286-88 (discussing state specific special education athletic programs).

209. See Lucy Rector Filppu, The Benefits of Team Sports, EDUCATION.COM (Aug. 19, 2013), available at http://www.education.com/magazine/article/Ed_Benefits_Team_Sports/ (discussing positive role of organized sports in students’ overall success); see also Nancy A. Murphy et. al., Promoting the Participation of Children with Disabilities in Sports, Recreation, and Physical Activities, 121 PEDIATRICS 1057-1061 (2008) (“Pediatricians are urged to promote the participation of all children with disabilities in competitive and recreational sports and physical activities. The benefits are substantial.”).
continue to partner in pursuit of a truly inclusive school-sponsored athletic system for all student athletes.210

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210. See, e.g., Jeff Moiser, Adapted Physical Education Teacher Brings Kids Together, LAS VEGAS REV. J. (Nov. 29, 2011, 12:27 AM), available at http://www.reviewjournal.com/news/education/adapted-physical-education-teacher-works-bring-kids-together (profiling adaptive physical education teacher, quoted as making following statement: “Normally what I would do is teach [the special needs students] ways to modify and advocate for themselves so by the time they get to fifth or sixth grade . . . ideally, we want them to be able to function in PE independently.”); see also Adapted Physical Education, PE CENTRAL, http://www.pecentral.org/adapted/adaptedmenu.html (last visited Sept. 28, 2014) (providing policy guidelines, teaching resources, and community support to adaptive physical education teachers). PE Central’s Mission Statement states the following: “PE Central exists to assist teachers and other adults in helping children become physically active and healthy for a lifetime.” See id. See also, e.g., Block and Zeman, Including Students with Disabilities in Regular Physical Education, Effects on Nondisabled Children, 13 ADAPTED PHYSICAL ACTIVITY Q. 38-49 (1996) (concluding that to create successful inclusion physical education programs, schools need (1) resources and personnel to assist PE teacher with inclusion, (2) sufficient adaptive PE course preparation, (3) staff development adequate to prepare teachers to work on and with inclusion daily, and (4) better clinical preparation for adaptive PE teachers at undergraduate and graduate levels); Coreen Harada & Gary Siperstein, The Sport Experience of Athletes with Intellectual Disabilities: A National Survey of Special Olympics Athletes and Their Families, 26 ADAPTED PHYSICAL ACTIVITY Q. 68-85 (2009) (noting positive impact of physical activity and competition on student athletes with disabilities and their families).

* J.D. Candidate, Villanova University School of Law, 2016; B.A., Gettysburg College, 2009.