



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE FOR CIVIL RIGHTS, REGION XV

1350 EUCLID AVENUE, SUITE 325
CLEVELAND, OH 44115

REGION XV
MICHIGAN
OHIO

March 7, 2017

Joyce Dodrill, Esq.
Chief Legal Officer
Cleveland Public Library
325 Superior Avenue
Cleveland, Ohio 44114

Re: OCR Docket #15-18-4006

Dear Ms. Dodrill:

This letter is to inform you of the disposition of the above-referenced complaint filed against the Cleveland Public Library (the Library) on November 24, 2017, alleging discrimination based on disability. Specifically, the complaint alleged that certain of the Library's web pages are not accessible to individuals with vision, print, and physical impairments.

OCR is responsible for enforcing Title II of the Americans with Disabilities Act of 1990, 42 U.S.C. § 12131 *et seq.*, and its implementing regulation, 28 C.F.R. Part 35 (Title II). Title II prohibits discrimination on the basis of disability by public entities. As a public entity, the Library is subject to Title II. Accordingly, OCR had jurisdiction to investigate this complaint.

Based on the complaint allegations, OCR opened an investigation of the following issues:

- whether a public library, on the basis of disability, excludes qualified persons with disabilities from participation in, denies them the benefits of, or otherwise subjects them to discrimination in its programs, activities, aids, benefits, or services in violation of the regulation implementing Title II at 28 C.F.R. § 35.130; and
- whether a public library has failed to take appropriate steps to ensure that its communications with applicants, participants, members of the public, and companions with disabilities are as effective as its communications with others in violation of the regulation implementing Title II at 28 C.F.R. § 35.160(a).

Legal Authority:

Title II prohibits people, on the basis of disability, from being excluded from participation in, being denied the benefits of, or otherwise being subjected to discrimination by public entities. 28 C.F.R. § 35.130. People with disabilities must have equal access to recipients' programs, services, or activities unless doing so would

fundamentally alter the nature of the programs, services, or activities, or would impose an undue burden. 28 C.F.R. § 35.164. Title II prohibits affording individuals with disabilities an opportunity to participate in or benefit from aids, benefits, and services that is unequal to the opportunity afforded others. 28 C.F.R. § 35.130(b)(1)(ii). Similarly, individuals with disabilities must be provided with aids, benefits, or services that provide an equal opportunity to achieve the same result or the same level of achievement as others. 28 C.F.R. § 35.130(b)(1)(iii). An individual with a disability, or a class of individuals with disabilities, may be provided with a different or separate aid, benefit, or service only if doing so is necessary to ensure that the aid, benefit, or service is as effective as that provided to others. 28 C.F.R. § 35.130(b)(1)(iv). Title II also requires public entities to take steps to ensure that communications with people with disabilities are as effective as communications with others, subject to the fundamental alteration and undue burden defenses. 28 C.F.R. § 35.160(a)(1). In sum, programs, services, and activities—whether in a “brick and mortar,” on-line, or other “virtual” context—must be operated in ways that comply with Title II.

Investigation To Date:

To date, OCR has investigated this complaint by reviewing information provided by the Complainant and conducting a preliminary assessment of the accessibility of several pages from the Library’s website.

The complaint alleges that the Library’s website is not in compliance with Title II because it is inaccessible to individuals with vision, print, and physical impairments. The Complainant used website accessibility checkers (PowerMapper and WAVE) and reported to OCR that the pages of the Library’s website have accessibility issues. She included examples cut and pasted from one of the online website accessibility tools (PowerMapper) onto the complaint form.

OCR conducted a preliminary examination of some of the web pages identified by the Complainant (e.g., the homepage) and found possible compliance concerns as to whether the Library’s website is accessible to individuals with disabilities. For example, there appear to be multiple contrast concerns, and keyboard controls are not always visually apparent such that it could be difficult to navigate the website without using a mouse.

Prior to the completion of OCR’s investigation, the Library asked to resolve this complaint pursuant to Section 302 of OCR’s *Case Processing Manual* (CPM). On March 5, 2018, the Library submitted the enclosed signed resolution agreement (the Agreement) to OCR. When fully implemented, the Agreement will resolve the allegations in the complaint.

In light of the commitments the Library has made in the Agreement, OCR finds that the complaint is resolved, and OCR is closing its investigation as of the date of this letter. OCR will monitor the Library’s implementation of the Agreement to ensure that the commitments made are implemented timely and effectively. OCR may request additional

information as necessary to determine whether the University has fulfilled the terms of the Agreement and is in compliance with Title II with regard to the issues raised.

If the Library fails to implement the Agreement, OCR may initiate administrative enforcement or judicial proceedings to enforce the specific terms and obligations of the Agreement. Before initiating administrative enforcement or judicial proceedings to enforce the Agreement, OCR shall give the Library written notice of the alleged breach and sixty (60) calendar days to cure the alleged breach.

This concludes OCR's investigation of the complaint and should not be interpreted to address the Library's compliance with any other regulatory provision or to address any issues other than those addressed in this letter.

This letter sets forth OCR's determination in an individual OCR case. This letter is not a formal statement of OCR policy and should not be relied upon, cited, or construed as such. OCR's formal policy statements are approved by a duly authorized OCR official and made available to the public.

Please be advised that the Library may not harass, coerce, intimidate, or discriminate against any individual because he or she has filed a complaint or participated in the complaint resolution process. If this happens, the harmed individual may file a complaint alleging such treatment.

The Complainant may file a private suit in federal court, whether or not OCR finds a violation.

Under the Freedom of Information Act, it may be necessary to release this letter and related correspondence and records upon request. In the event that OCR receives such a request, it will seek to protect, to the extent provided by law, personally identifiable information, which, if released, could reasonably be expected to constitute an unwarranted invasion of personal privacy.

OCR looks forward to receiving the Library's first monitoring report by November 1, 2018. For questions, please contact XXXXXXXXXXXXXXX, who will be monitoring the Library's implementation of the Agreement, by e-mail at XXXXXXXXXXXXXXX@ed.gov or by telephone at (216) XXX-XXXX.

Sincerely,

/s/

Lisa M. Lane
Supervisory Attorney/Team Leader

Enclosure