

## ROMA INDEPENDENT SCHOOL DISTRICT

# A PARENT'S GUIDE TO SECTION 504 OF THE REHABILITATION ACT OF 1973, AS AMENDED

This guide describes the requirements of Section 504 of the Rehabilitation Act of 1973 as it applies to a public school district's duty to provide a free appropriate public education (FAPE) to students with disabilities. This guide is designed to assist parents and educators to understand what Section 504 is, what it requires in terms of FAPE, and how it should be implemented.

### What is Section 504?

Section 504 is a part of the Rehabilitation Act of 1973 that prohibits discrimination based upon disability. Section 504 is an anti-discrimination, civil rights statute that requires the needs of students with disabilities to be met as adequately as the needs of the non-disabled are met.

Section 504 states that:

*"No other qualified individual with a disability in the United States, as defined in section 706(8) of this title, 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 receiving Federal financial assistance..." [29 U.S.C. §794(a), 34 C.F.R. §104.4(a)].*

### Who is covered under Section 504?

To be covered under Section 504, a student must be a school-aged student who (i) has a mental or physical impairment that substantially limits one or more major life activity; (ii) has a record of such an impairment; or (iii) is regarded as having such an impairment." [34 C.F.R. §104.3(l)].

### What is "impairment" as used under the Section 504 definition?

The Section 504 regulatory provision at 34 C.F.R. §104.3(j)(2)(i) defines a physical or mental impairment as any physiological disorder or condition, cosmetic disfigurement, or anatomical loss affecting one or more of the following body systems: neurological; musculoskeletal; special sense organs; respiratory, including speech organs; cardiovascular; reproductive; digestive; genitor-urinary hemic and lymphatic; skin; and endocrine; or any mental or psychological disorder, such as mental retardation, organic brain syndrome, emotional or mental illness, and specific learning disabilities. The regulatory provision does not set forth an exhaustive list of specific diseases and conditions that may constitute physical or mental impairments because of the difficulty of ensuring the comprehensiveness of such a list. Impairment as used in Section 504 may include any disability, long-term illness, or various disorders that "substantially" reduces or limits a student's ability to access learning in the educational setting because of a disability-related condition. [*"It should be emphasized that a physical or mental impairment does not constitute a disability for purposes of Section 504 unless its severity is such that it results in a substantial limitation of one or more major life activities."* (Appendix A to Part 104, #3)]. Impairments under Section 504 do not include slow learners who do not also have a disability. The determination of whether a student has a

physical or mental impairment that substantially limits a major life activity must be made on the basis of an individual inquiry.

Many students have impairments or disabilities that are not readily apparent to others. These **may** include conditions such as specific learning disabilities, diabetes, epilepsy and allergies. Hidden disabilities such as low vision, poor hearing, heart disease or chronic illness may not be obvious, but if they substantially limit that child's ability to receive an appropriate education as defined by Section 504, they may be considered to have "impairment" under Section 504 standards. As a result, these students, regardless of their intelligence, will be unable to fully demonstrate their ability or attain educational benefits equal to that of non-disabled students. ***(The Civil Rights of Students with Hidden Disabilities under Section 504 of the Rehabilitation Act of 1973 Pamphlet)***. While the definition of a disabled person also includes specific limitations on what persons are classified as disabled under the regulations, it also specifies that only physical and mental impairments are included, thus *"environmental, cultural and economic disadvantage are not in themselves covered."* **(Appendix A to Part 104, #3)**.

### **What are "major life activities"?**

Major life activities as defined in the Section 504 Regulations at 34 C.F.R. §104.3(j)(2)(iii), include, but are not limited to: self-care, manual tasks, walking, seeing, speaking, sitting, thinking, learning, breathing, concentrating, interacting with others and working. As of January 1, 2009, with the reauthorization of the Americans with Disabilities Amendment Act, this list has been expanded to also include the life activities of reading, concentrating, standing, lifting, bending, etc. This **may** include individuals with ADHD, dyslexia, cancer, diabetes, severe allergies, chronic asthma, Tourette's syndrome, digestive disorders, cardiovascular disorders, depression, conduct disorder, oppositional defiant disorder, HIV/AIDS, behavior disorders and temporary disabilities. Conditions that are episodic or in remission are also now covered **if** they create a substantial limitation in one or more major life activity when active.

### **What does "substantially limits" mean?**

*"Substantially limits"* is not defined in the federal regulations. However, in a letter from the Office for Civil Rights (OCR), they state, *"this is a determination to be made by each local school district and depends on the nature and severity of the person's disabling condition."* New guidance from the Americans with Disabilities Amendment Act states that Section 504 standards must conform to the ADA and is *"intended to afford a broad scope of protection to eligible persons."* Slow learners are **not** considered to be individuals with a disability. ***(U.S. Commission on Civil Rights Report, 1997)***. The determination of substantial limitation must be made on a case-by-case basis with respect to each individual student. The Section 504 regulatory provision at 34 C.F.R. §104.35(c) requires that a group of knowledgeable persons draw upon information from a variety of sources in making this determination. As a general rule, a student with a physical or mental impairment who is able to participate in or benefit from the district's educational program (i.e., attend school, advance from grade to grade, and meet standards of personal independence and social responsibility expected of his or her age and cultural group) without the provision of special education or related aids/services, is not disabled under Section 504. In considering substantial limitations, students must be measured against their same age, non-disabled peers in the general population. As of January 1, 2009, school districts, in determining whether a student has a physical or mental impairment that substantially limits that student in a major life activity, must **not** consider the ameliorating effects of any mitigating measures that student is using. This is a change from prior law. Before January 1, 2009, school districts had to consider a student's use

of mitigating measures in determining whether that student had a physical or mental impairment that substantially limited that student in a major life activity. Congress did not define the term “*mitigating measures*” but rather provided a non-exhaustive list of “*mitigating measures*.” The mitigating measures are as follows: medication; medical supplies, equipment or appliances; low-vision devices (which do not include ordinary eyeglasses or contact lenses); prosthetics (including limbs and devices); hearing aids and cochlear implants or other implantable hearing devices; mobility devices; oxygen therapy equipment and supplies; use of assistive technology; reasonable accommodations or auxiliary aids or services; and learned behavioral or adaptive neurological modifications.

Congress created one exception to the mitigating measures analysis. The ameliorative effects of the mitigating measures of ordinary eyeglasses or contact lenses shall be considered in determining if impairment substantially limits a major life activity. “*Ordinary eyeglasses or contact lenses*” are lenses that are intended to fully correct visual acuity or eliminate refractive error, whereas “*low vision devices*” (listed above) are devices that magnify, enhance, or otherwise augment a visual image.

### **What is FAPE under Section 504?**

FAPE is an education that is designed to meet a disabled student’s individual educational needs as adequately as the needs of the non-disabled are met and is based upon procedures that satisfy Section 504’s identification, evaluation, placement and due process requirements. An appropriate education can consist of education in regular classrooms, education in regular classrooms with related aids or services, special education, or a combination of such services. The definition of related aids and services under Section 504 is broad and includes any service that a student needs to participate in and benefit from a district’s education program. Related aids and services include but are not limited to the following: school health services, counseling, environmental, instructional and behavioral accommodations and transportation.

### **Who can refer a child for consideration for evaluation under Section 504?**

Anyone can refer a child for consideration of an evaluation under Section 504. However, while anyone can make a referral, such as parents or a doctor, OCR has stated in a staff memorandum that “*the school district must also have reason to believe that the child is in need of services under Section 504 due to a disability.*” (OCR Memorandum, April 29, 1993).

OCR has interpreted Section 504 to require districts to obtain parental permission for *initial* evaluations. [Letter to Durham, 27 IDELR 380 (OCR 1997); Letter to Zirkel, 22 IDELR 667 (OCR 1995)]. If a district suspects a student needs or is believed to need special instruction or related services and parental consent is withheld, Section 504 provides that districts may use due process hearing procedures to seek to override the parents’ denial of consent for an initial evaluation. Section 504 is silent on the form of parental consent required. OCR has accepted written consent as compliance. Section 504 neither prohibits nor requires a school district to initiate a due process hearing to override a parental refusal to consent with respect to the initial provision of special education and related services.

### **Can a school district refuse to conduct an evaluation for consideration of eligibility for Section 504 (including Dyslexia) or Special Education?**

**YES.** A school district can refuse to conduct an evaluation for eligibility for Section 504 as well as refuse to conduct a full initial and individual evaluation under the IDEA (Special Education). According to the

Ninth Circuit Court of Appeals in *Pasatiempo v. Aizawa*, 25 IDELR 64, (9<sup>th</sup> Circuit, 1996), “neither the IDEA nor §504 require that educational agencies test all children for whom evaluations are requested.”

In OCR Memorandum, April 29, 1993, OCR states “the school district **must** also have reason to believe that the child is in need of services under Section 504 due to a disability.” The Office of Special Education Programs’ position is that parents may request a full initial and individual evaluation (FIE) at any time; however, the parental request for a FIE **DOES NOT** automatically trigger the obligation of the Local Education Agency (LEA) to conduct the evaluation. [**OSEP Letter to Anonymous, 21 IDELR 998 (May 5, 1994)**]. Therefore, a school district does not have to refer or evaluate a child under either Section 504 or the IDEA solely upon parental demand. [**Letter to Mentink, 19 IDELR 1127, (OCR 1993)**] and [**Letter to Williams, 20 IDELR 1210 (OSEP 1990)**].

For Section 504, the key to a referral for evaluation is whether the school district staff suspects that the child has a mental or physical impairment (disability) that substantially limits a major life activity. [**Letter to Mentink, 19 IDELR 1127, (OCR 1993) and 34 C.F.R. §104.35(b)**]. Under the IDEA, a school district must conduct a FIE only when it (LEA) suspects that the student has a disability creating an adverse effect on learning and needs special education and related services as a result.

#### **Who makes the decision as to whether a student is qualified and eligible for services under Section 504?**

The Section 504 regulatory provision at 34 C.F.R. §104.35(c)(3) requires that school districts ensure that the determination that a student is eligible for special education and/or related aids and services be made by a group of persons, including persons knowledgeable about the child, the meaning of the evaluation data, and are knowledgeable about the placement options. If a parent disagrees with the determination, he or she may request a due process hearing.

Unlike Special Education (IDEA), the regulations for Section 504 **DO NOT** require or even mention that parents are to be a part of the Section 504 decision-making committee. “There is **NO** requirement under Section 504 that parents physically participate in all placement procedures, only that placement decisions are made by a group of knowledgeable persons who may include the parent.” [**Edmond (OK) School District, 31 IDELR 242 (OCR 1999)**]. In the case of *K.U. by Michael U. vs. Alvin ISD*. [No. G-97-056, U.S. Dist. Ct., Southern Dist. of Texas, Galveston Div. January 1998, 27 IDELR 347] the District Court ruled: “Section 504 does not require that parent be given the opportunity to attend committee meetings.” In *Escondido (CA) School District*, [109 LRP 24519, (OCR 2009)], OCR noted “that Section 504 implementing regulations at 34 C.F.R. §104.35 does **not** specifically name parents as required 504 team members.”

The law has also established that parents and other contributors of evaluation information shall be documented and considered but are not in and of themselves the deciding factor. As parents of the student, you will be asked and encouraged to contribute any information that you may have (i.e., doctor’s reports, recommendations, outside testing reports, etc.) that would be helpful to the Section 504 committee in their determination of what the child may need to receive a free appropriate public education as defined under Section 504. Because the law places the burden of evaluation and placement solely on the educational institution, it **DOES NOT** require parental presence at campus Section 504 decision-making meetings. [**Edmond (OK) School District, 31 IDELR 242 (OCR 1999)**]. Schools are expected to make sound educational decisions as to what the child needs to receive an appropriate education designed to meet their individual needs.

### **What information is used in conducting an evaluation under Section 504?**

Under Section 504, no formalized testing is required unless the student is being evaluated for dyslexia. Section 504 requires the use of evaluation procedures that ensure that children are not misclassified, unnecessarily labeled as having a disability, or incorrectly placed, based on inappropriate selection, administration, or interpretation of evaluation materials. Recipient school districts must establish standards and procedures for initial evaluations and periodic re-evaluations of students who need or are believed to need special education and/or related services because of disability. The Section 504 regulatory provision at 34 C.F.R. §104.35(b) requires school districts to individually evaluate a student **before** classifying the student as having a disability or providing the student with specialized instruction and/or accommodations. If formalized testing is done, any tests used for this purpose must be selected and administered so as best to ensure that the test results accurately reflect the student's aptitude or achievement, or other factor being measured rather than reflect the student's disability, except where those are the factors being measured. Section 504 also requires that tests and other evaluation materials include those tailored to evaluate the specific areas of educational need and not merely those designed to provide a single intelligence quotient. The test and other evaluation materials must be validated for the specific purpose for which they are used and appropriately administered by trained personnel.

The Section 504 Committee should look at grades over the past several years, teacher's reports, information from parents or other agencies, state assessment scores or other school administered tests, observations, discipline reports, attendance records, health records and adaptive behavior information. A school **must** consider a variety of sources. A single source of information (such as a doctor's report) cannot be the only information considered. [*Frequently Asked Questions About Section 504 and the Education of Children with Disabilities, OCR Dear Colleague Letter, March 2009, Questions 23 & 24, Updated 1-10-20.*]. Schools must be able to ensure that all information submitted is documented and considered.

### **Can my child be placed under Section 504 without my knowledge?**

**NO.** Parents must always be given notice before their child is evaluated and/or placed under Section 504. (**34 C.F.R. §104.36**). Parents must also be given a copy of their child's Section 504 services plan if the committee determines that the child is eligible under Section 504.

### **What is a Section 504 plan?**

A Section 504 services plan is a written plan that describes the educational and related aids and services that a district determines a student with a disability needs to receive a free appropriate public education (FAPE). The content of a Section 504 plan is fluid and may change within a school year or between school years as a student's needs and services change. Parents must be notified whenever a district plans to change a student's plan. **A district must provide the services identified in a student's Section 504 plan.**

### **What types of services will my child receive if determined eligible under Section 504?**

Each child's needs are determined individually. Determination of what is appropriate for each child is based on the nature of the disabling condition and what that child needs to have an equal opportunity to compete when compared to the non-disabled. There is no guarantee of A's or B's or even that the

student will not fail. Students are still expected to complete all assigned work. The Office for Civil Rights has stated that *“excessive accommodation can result in denial of benefit or opportunity. Providing accommodations that **are not needed** circumvent the learning process by doing too much of the work for a student and results in denial of benefit or opportunity to learn.”* [**Sherman v. Mamaroneck Union Free School District, 340 F.3d 87 (2<sup>nd</sup> Cir. 2003)**]. The ultimate goal of education for all students, with or without disabilities, is to give students the knowledge and compensating skills they will need to be able to function in life after graduation.

Accommodations that **may** be used, but are not limited to, include:

- Extended time on tests or assignments
- Peer assistance with note taking
- Frequent feedback
- Computer aided instruction
- Enlarged print
- Individual contracts
- Differentiated instruction
- Extra set of textbooks for home use
- Highlighted textbooks
- Positive reinforcements
- Behavior intervention plans
- Rearranging class schedules
- Visual aids
- Preferred seating assignments
- Taping lectures
- Oral testing

The above list does not necessarily reflect scientifically, research-based interventions which should be considered in addition to accommodations in meeting the student’s individual disability needs.

**Will my child still be in the regular education classroom, or will he/she be in a “special education class”?**

A Section 504 eligible child will always be in the regular general education classroom unless (according to federal regulations): *“... the student with a disability is so disruptive in a regular classroom that the education of other students is significantly impaired, then the needs of the student with a disability cannot be met in that environment. Therefore, regular placement would not be appropriate to his or her needs and would not be required by §104.34.”* (**34 C.F.R. §104.34, Appendix A, #24**).

**If my child is evaluated and found to be disabled within the meaning of the IDEA (Special Education), but I – parent/legal guardian – deny placement and services in Special Education, can my child be served under Section 504?**

**NO.** Once a school district has found a student disabled within the meaning of the IDEA (Special Education) and has developed an IEP (including a “draft” IEP) in accordance with the state and federal requirements, it is impermissible for the student’s parent to refuse to accept Special Education services under the IDEA and then require the district to develop an individual accommodation plan (IAP) under Section 504. A rejection of services under the IDEA (Special Education) would amount to a rejection of services offered under Section 504. The district complied with Section 504 in the provision of a free appropriate public education when it complied with the IDEA requirements. (**Letter to McKethan, 25 IDELR 295, November 1996 and Errol B. v. Houston ISD, October 1995**). A district has no flexibility to opt to provide services and accommodations under Section 504 when the student has been determined to be eligible under the IDEA. [**Yankton School District vs. Schramm, 24 IDELR 704, (8<sup>th</sup> Circuit, 1996)**].

If the student was previously identified under Section 504 and was receiving Section 504 services through a Section 504 services plan at the time of the referral to Special Education, upon notice of

parental denial of placement for Special Education services, the child may continue to be served through Section 504 general education. However, absolutely no services that were specified in the Special Education IEP (including a “draft” IEP) above and beyond what is provided in the Section 504 services plan will be provided through Section 504.

### **Can my child still be disciplined under Section 504?**

**YES.** Children under Section 504 are still expected to follow the district’s student code of conduct. All students, including students with disabilities, can be disciplined for up to 10 school days. However, when disciplining a child under Section 504 beyond 10 school days, schools must consider the relationship between the disability and the misbehavior subject to disciplinary action if the child is going to be removed from the regular setting for longer than 10 school days. This does not mean that a student with a disability cannot be sent to a discipline center or that they cannot be placed in an in-school suspension or be suspended from school for three days. Strict federal guidelines exist for schools to follow in discipline issues with students who have a disability under Section 504. Your campus or district Section 504 coordinator can assist you in this area should you have additional questions concerning the discipline of students with disabilities. Children having disabilities with behavioral components should have individual discipline plans as well as behavior intervention plans.

### **If I disagree with the school’s evaluation, will the school district pay for an outside independent evaluation?**

**No.** Under Section 504, schools are *not* required to pay for an outside independent evaluation. If a parent disagrees with the school’s evaluation decision, they may request a due process hearing or file a complaint with the Office for Civil Rights. (Ask your district or campus for a copy of the ***Notice of Parent and Student Rights Under Section 504 of the Rehabilitation Act of 1973.***)

### **How often will my child be re-evaluated?**

The Section 504 regulations require that re-evaluations be conducted periodically. In addition, Section 504 states that re-evaluations in accordance with the IDEA *may* be one means of compliance with Section 504. ***If conducted in accordance with the IDEA regulations,*** re-evaluations ***must*** then be conducted at three-year intervals (unless the parent and public agency agree that re-evaluation is not necessary) or more frequently if conditions warrant, or if the child’s parent or teacher requests a re-evaluation, but not more than once a year (unless the parent and public agency agree otherwise). Section 504 also requires a school district to conduct a re-evaluation prior to a significant change of placement. OCR considers an exclusion from the educational program of more than 10 school days a significant change of placement. OCR would also consider transferring a student from one type of program to another or terminating or significantly reducing a related service a significant change in placement. The campus 504 committee should re-evaluate (yearly update) your child’s 504 plan every year to make sure that his/her Section 504 service plan is appropriate based on their current schedule, individual needs and as a result of their disability. The Section 504 service plan may be revised at any time during the school year if needed.

### **Will my child still be able to participate in non-academic services?**

**YES.** Districts ***must*** provide equal opportunity in areas such as counseling, physical education and/or athletics, transportation, health services, recreational activities, and special interest groups or clubs.

However, the “no pass, no play” standard used for students in most states also applies to students under Section 504. **(34 C.F.R. §104.37).**

### **What are my rights as a parent under Section 504?**

Section 504 gives parents and/or legal guardians the right to challenge district decisions regarding the identification, evaluation, and educational placement of their child. Under Section 504, a district **must** notify a student’s parent or legal guardian before it takes action regarding the identification, evaluation or placement of their child and provide the parent or legal guardian an opportunity to challenge the decision if they disagree. Any “action” includes a decision not to evaluate a student and denial of placement.

As a parent or legal guardian, you have the right to:

1. Receive notice regarding the identification, evaluation and/or placement of your child;
2. Examine relevant records pertaining to your child;
3. Request an impartial hearing with respect to the district’s actions regarding the identification, evaluation, or placement of your child, with an opportunity for the parent or legal guardian to participate in the hearing, to have representation by an attorney, and have a review procedure;
4. File a complaint with your school District Section 504 Compliance & Assessment Director, (956) 849-8146, who will investigate the allegations regarding Section matters other than your child’s identification, evaluation and placement; and
5. File a complaint with the appropriate regional Office for Civil Rights. For additional information, contact:

Office for Civil Rights  
Southern Division, Dallas Office  
1999 Bryan Street, Suite 1620  
Dallas, TX 75201  
214-661-9600  
Email: [OCR.Dallas@ed.gov](mailto:OCR.Dallas@ed.gov)

### **Do I contact the State Education Agency – Texas Education Agency – if I have a complaint concerning Section 504?**

**NO.** The Texas Education Agency has no direct jurisdiction over Section 504 implementation. Complaints may be addressed to your local District Section 504 Compliance & Assessment Director or to the Office for Civil Rights.

It is the hope of the Roma Independent School District that this information will assist you in better understanding Section 504. Should you have any other questions, please direct your inquiries to your Campus Section 504 Coordinator.

Campus §504 Coordinator

Campus Telephone Number/Extension