

It Starts at the Top: The Role of Leadership and Management in an Accessible and Inclusive Library

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Abstract:

This paper will stress the importance of leadership and management in the integration of existing guidelines on how to make a library accessible to people with disabilities. It has been explored how leadership and management can make and demonstrate their commitment to accessibility and inclusion. The paper discussed the human rights and legal rights in serving people with disabilities and the basic roles of leaders/managers, such as: setting a mission and values for the staff that include accessibility and inclusion of people with disabilities, establishing library policies, partnering with the disability community, setting priorities, and evaluating the success of serving people with disabilities. The paper also covers universal design, staff training, recruiting and hiring people with disabilities and their unique contribution to a library, the role of professional library associations, and the impact of COVID on serving people with disabilities.

Keywords: Library accessibility; disabled library employees; inclusion; library leadership, people with disabilities

Introduction

1. Introduction

According to the World Health Organization,¹ 15% of the world's population has at least one disability, and it is increasing as medical care improves and the world's population ages. The *UN Factsheet on Persons with Disabilities*² reports that 80% of people with disabilities live in developing countries, with the highest number among the poorest people. The report paints a dismal picture of their difficulties in finding health care, employment, education, shelter, and, most tellingly, respect. Women are treated even worse.

¹ World Health Organization, "Disability and Health," 2021, <https://www.who.int/en/news-room/factsheets/detail/disability-and-health>, accessed October 2021.

² Department of Economic and Social Affairs, "UN Factsheet on Persons with Disabilities," United Nations, 2018, <https://www.un.org/development/desa/disabilities/publication-disability-sdgs.html>, accessed in October 2021

The *UN Flagship Report on Disability and the Sustainable Development Goals*³ reports that: “women with disabilities are three times more likely to have unmet needs for health care; three times more likely to be illiterate; two times less likely to be employed and two times less likely to use the Internet.”

The 15 per cent estimate is an undercount. In many countries, disabilities are viewed as shameful and may not be reported. It also focused on people with visual and hearing impairments, people in wheelchairs, and people with an intellectual disability (below an IQ of 75). This leaves out the entire range of cognitive disabilities, such as autism, dyslexia, and attention-deficit/hyperactivity disorder (ADHD).

In the US, the Center for Disease Control⁴ estimates that 26 per cent of the US population has at least one disability. Their definition is much broader than WHO, including, for example, people with a mobility disability or with serious difficulty walking or climbing stairs.

This paper will explore and discuss human and legal rights, the role of leadership in basic library services, universal design, staff training and hiring, the role of library associations, the impact of COVID on people with disabilities,⁵ and the new Checklist being prepared by the IFLA Section on Library Services to People with Special Needs⁶.

2. Terms and definitions

Library leaders

Typically, leadership is viewed as the top decision-maker, who leads in determining a library’s direction, hopefully with input from staff. A manager is considered someone who executes or implements what the leaders or leadership team decides. The difference between leadership and management is negligible in the area of inclusion. Both levels must show commitment to accessibility and inclusion at all levels of their work and behavior. For this paper, the library director, leadership team, and library managers will be referred to collectively as library leaders.

Accessibility and Inclusion

The focus on accessibility is closely connected with inclusion as a concept. Accessibility is what people can access at a library. Inclusion is a broader term for acceptance and involvement in all library services and operations.

³ Department of Economic and Social Affairs, “Realizing the Sustainable Development Goals by, for and with persons with disabilities United Nations, 2018,” <https://social.un.org/publications/UN-Flagship-Report-Disability-Final.pdf>, accessed October 2021.

⁴ United States Centers for Disease Control and Prevention, Disability and Health Protection, “Disability Impacts All of Us,” 2020, <https://www.cdc.gov/ncbddd/disabilityandhealth/infographic-disability-impacts-all.html>, accessed October, 2021

⁵ This paper is part opinion piece from author’s over 50 years’ experience in the library world and research on what key disability organizations and people with disabilities report . Many of the links are to informative documents that can guide -in making the library more accessible and inclusive and inform on the status of people with disabilities around the world. The author recommends specifically the *UN Flagship Report on Disabilities and the Sustainable Development Goals* (she was privileged to represent IFLA in the preparation of that report), *Accessible Libraries and Services for Everyone: A Checklist: working materials*, and *How to Include People with Disabilities from the Respect Ability Foundation*.

⁶ Much of the paper is based on a new checklist being prepared by the IFLA Section on Library Services for People with Special Needs, currently entitled: *Accessible Libraries and Services for Everyone: A Checklist*. The Checklist will provide practical, best practices for implementing the commitment to accessibility discussed in this chapter.

3. Human rights and legal rights

Human Rights

The UN Convention on the Rights of People with Disabilities (CRPD)⁷ was approved by the United Nations in 2007 and went into effect in 2008. Libraries, as public institutions, are obliged to implement accessibility and inclusion. Access to information and knowledge will empower and help persons with disabilities to live independently and participate fully and equally in society, and also strengthen the role of libraries as critical actors in promoting inclusion and human rights.

The CRPD section on Accessibility is particularly relevant for libraries⁸. It includes requirements to ensure that people with disabilities have access to information, communications technologies and systems, including the Internet, and to promote the development of accessible information and communications technologies at an early stage so that these technologies and systems become accessible at minimum cost.

An essential aspect of CRPD is a change in emphasis on where the problem lies. In the past (and still today), the difficulty people with disabilities may have in using a library is considered the problem of the person with the disability. They cannot use the library because they have a problem. The CRPD no longer regards disability as a personal condition or individual deficit but rather as a result of an obligation for an institution to meet the needs of all users.⁹ In other words, it is not the individual's problem that they are in a wheelchair and cannot enter a building; it is the institution's responsibility to make their facilities accessible to all.

A recent video from the Downs Syndrome Association¹⁰ takes issue with the term "special needs." From the library's point of view, is it a particular need for a person with a disability to want to enter a building easily? To be able to use the library technology to attend and participate in library programs at events? To go to the bathroom? Easy open doors without stairs or ramps benefit not only people with disabilities but also parents with children or people with multiple bags of books.

This applies to library staff with disabilities as well. Typically, library staff are provided with the equipment and supplies needed to do their job. Why should this be any different for staff with disabilities because the equipment or supplies differ?

Legal rights

Many nations have laws that prohibit discrimination against people with disabilities. The UN Fact Sheet on Persons with Disabilities¹¹ reports that 45 countries have laws against discrimination against people with disabilities. The UN Flagship Report on Disability and the Sustainable Development

⁷ Department of Economic and Social Affairs, "Convention the Rights of People with Disabilities," United Nations, 2007, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/convention-on-the-rights-of-persons-with-disabilities-2.html>, accessed October 2021.

⁸ Department of Economic and Social Affairs, "Article 9 – Accessibility," United Nations, 2007, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/convention-on-the-rights-of-persons-with-disabilities-2.html>, accessed October 2021.

⁹ Department of Economic and Social Affairs, "Convention the Rights of People with Disabilities, Preamble, # 5)" United Nations, 2007, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/preamble.html>, accessed October 2021.

¹⁰ "Not special needs," Downs Syndrome Association, 2021, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/preamble.html>, accessed October 2021.

¹¹ Department of Economic and Social Affairs, "Realizing the Sustainable Development Goals by, for and with persons with disabilities United Nations, 2018," <https://social.un.org/publications/UN-Flagship-Report-Disability-Final.pdf>, accessed October 2021.

Goals¹² reports data on laws preventing discrimination in employment. In 22 countries, national constitutions explicitly guarantee the right to work for persons with disabilities. More than 60 per cent of countries include provisions in their labor laws prohibiting discrimination in employment and guaranteeing equal pay for persons with disabilities.¹³

4. Basic roles of a Leader/Manager in accessibility and inclusion.

A leader manager has several roles in making a library or organization successful in providing library services.

Mission and Values

An essential function is developing a library's vision, mission, values, strategic plan, goals, objectives, and implementation plan. This is the most critical area in the library leadership's commitment to accessibility and inclusion to be prominent and evident. All aspects of the library's plan must include reference to or specific emphasis on accessibility and inclusion. Library staff with disabilities should be included on any staff planning committee, and representatives from organizations representing people with disabilities should be included on any community planning committee. If focus groups are conducted, they should include persons with disabilities and representatives from disability rights organizations. Including these persons and groups will help ensure the library's commitment is prominent and publicly communicated. While some focus groups might be devoted to people with disabilities, this should not be the only focus group in which they are included. People with disabilities should not be segregated but included in other focus groups as well. People with disabilities are parents, business owners, and senior citizens. Including people with disabilities in these groups will inform the community of the commitment and, hopefully, inspire and motivate staff also to make a commitment to accessibility and inclusion.

If the library leaders commit in writing or orally to make the library accessible and inclusive and then do not follow up with decisions to implement this commitment, staff will not believe the leaders and will act accordingly

Library Policies

Library leaders should communicate that all people, including people with disabilities, have value and are respected and openly welcomed to the library. All library policies should be examined to determine if they intentionally or unintentionally discriminate against people with disabilities. Look particularly for policies that might impact people with "hidden needs", such as people with cognitive disabilities. Another area for close inspection is policies that relate to employment recruitment, hiring, and job assignments. Ask disability partner organizations to assist with the review and indicate potential discriminative policies. Such policies should be rewritten to provide equity and fairness.

Partnership and needs assessment.

The library should assume that people with disabilities exist in the community even if there is no evidence that they use the library. This may be particularly true of people with "hidden" disabilities such as autism, dyslexia, ADHD, and hearing impairment.

The disability community has a meme: *Nothing about us without us*. This means that in planning for library services, ask for input from representatives from groups in the community representing

¹²Department of Economic and Social Affairs, "UN Factsheet on Persons with Disabilities," United Nations, 2018, <https://www.un.org/development/desa/disabilities/publication-disability-sdgs.html>, accessed in October 2021

¹³ 1. Department of Economic and Social Affairs, "Realizing the Sustainable Development Goals by, for and with persons with disabilities United Nations, 2018," <https://social.un.org/publications/UN-Flagship-Report-Disability-Final.pdf>, accessed October 2021.

different disability groups. Library leadership plays a significant role in leading outreach to organizations in this area. Attending at least one meeting with a disability group to introduce yourself, indicate the library's commitment to accessibility and inclusion, and introduce staff who might represent the library in the future. Staff should be delegated the authority to attend disability group meetings on paid library time and to make decisions that commit the library to a certain level of new services requested. There can be budgetary or staff limits that the library leaders must approve, but overall, both the library staff and the disability group should feel they have the unconditional support of the library and its leaders.

Once such rapport is established, disability groups that previously did not use the library might be more easily persuaded to share their needs, what services they would like from the library, and what accommodations available might best induce people with disabilities to visit the library.

Priorities

Library leaders set the tone and values of an organization and model desired behavior to staff. Library leaders must implement the commitment to accessibility and inclusion in determining the priorities for the library's operation in areas such as employment and promotions, collection development, and budget. There must be clear evidence of commitment to budget allocations. If funds are sought and used for universal design, assistive technology, collections, and other operations, it sends a message to staff.

The Respect Ability Foundation suggests that you do business with companies that also are committed to accessibility and inclusion.¹⁴ This sends a message to the broader community that you will implement your commitment in all the library's arenas.

Communication

The library's communication media must also reflect its commitment to accessibility and inclusion. Library leaders should insist and ensure that all communications reflect the library's commitment to accessibility and inclusion and that all resources are fully accessible, including those used by staff.

This can be done in two ways. One is simply stating in all print, audio, and media avenues that the library welcomes all, does not discriminate, and strives to be accessible and inclusive. It can be shown by including photos of people with disabilities using the library's services and not just on a webpage on accessible services.

Sheryl Burgstahler, in her article *Equal Access: Universal Design of Libraries*¹⁵, advises libraries to include in key publications a statement such as: "Our library's goal is to make all materials and activities accessible. Please inform project staff of accessibility barriers you encounter and of accommodations that will make information resources accessible to you."

The second way libraries can show the disability community a commitment to accessibility is to ensure that all publications are online or in print or accessible. Check if your country has standards for making electronic communication accessible. In the United States, the US Rehabilitation Act Section 508¹⁶ requires all federal agencies to make all their online publications, social media, websites, and online training accessible for persons with disabilities. This also applies to office

¹⁴ "How to include people with disabilities," Respect Ability Foundation, 2017, <https://www.respectability.org/inclusive-philanthropy/how-to-include-people-with-disabilities/>, accessed October 2021

¹⁵ Sheryl Burgstahler, "Equal access: universal design of libraries," DO-IT (Disabilities, Opportunities, Internetworking, and Technology)," 2018, <https://www.washington.edu/doiit/equal-access-universal-design-libraries>, accessed October 2021

¹⁶ "IT Accessibility Laws and Policies, Section 508," US General Services Administration, Policy and Management, 1998, <https://www.section508.gov/manage/laws-and-policies/>, accessed October 2021.

equipment so that current or future employees can be accommodated. They help this effort by providing “Standards for Accessible and Electronic and Information Technology”¹⁷ that any organization can follow. Also available are the international Web Content Accessibility Guidelines (WCAG3)¹⁸ that many organizations use.

Don’t assume your staff knows what is best. Ask people with disabilities (hopefully people you have on staff) to test electronic communications before you release them to the public.

Your commitment to accessibility and inclusion is also demonstrated by your language.

The Respect Ability Foundation¹⁹ recommends two rules to keep in mind in using appropriate language and etiquette: 1) always err on the side of language that does not paint a disability as inherently negative (wheelchair bound), and 2) ask the person.

Be frank with disability groups by asking them how they would like their disability group referred to. Be prepared for some differences of opinion. Several years ago, the disability community pushed for “people-centred” terminology. It was not “deaf people” or “blind people”; it was to be “people who are deaf” or “people who are blind.” This new terminology became prominent and used in speech and writing. Recently, however, the deaf community has begun advocating to be called deaf. They consider deafness part of their identity and thus proud of who they are, including their deafness. Some in the blind community are also adopting this approach. Check with disability groups in your community to ascertain their preference.

Ultimately, the preferred language is determined by the individual. Library leaders can show concern for individuals by publicly demonstrating and asking individuals with disabilities how they wish to be referred to if it is necessary for library business.

Stanford University has produced a *Disability Language Guide* that can be very useful in understanding what may be acceptable language. Another source is the *National Center on Disability and Journalism’s Style Guide*.²⁰

Evaluate and enforce

Once the commitment to accessibility and inclusion is made a part of the library’s mission, values, budget, and operation, then all leaders and managers must evaluate library programs and staff to ensure that the established values are implemented. That means library policies are examined and changed if they show any bias toward people with disabilities. It means that programs are designed and evaluated partially on being able to include and make comfortable people with disabilities easily. It means that individual staff are evaluated on their actions and attitudes toward accessibility and inclusion.

¹⁷ “Accessible Electronic and Information Technology: Standards, Procedures, and Guidance,” United States Environmental Protection Agency, 2006, <https://www.epa.gov/sites/default/files/2014-05/documents/accessible-electronic-info-tech-procedure.pdf>, accessed October 2021

¹⁸ “Web content accessibility guidelines (WCAG3), Web Accessibility Initiative, 2021, <https://www.w3.org/WAI/standards-guidelines/wcag/wcag3-intro/>, accessed October 2021. (Note, these Guidelines seem to be continually being updated.)

¹⁹ “How to include people with disabilities,” Respect Ability Foundation, 2017. <https://www.respectability.org/inclusive-philanthropy/how-to-include-people-with-disabilities/>, accessed October 2021.

²⁰ “Disability language style guide,” National Center on Disability and Journalism, 2021, <https://ncdj.org/style-guide/>, accessed October 2021.

5. Universal Design

The Convention on the Rights of People with Disabilities²¹ defines universal design as designing an environment that can be used in most situations without adaptation, modification, or assistive devices by everybody, regardless of any disability.

This definition would apply to the library's physical environment and to any products the library produces or services offered.

The new “Accessible Libraries and Services for Everyone: A Checklist”²² by the IFLA Section on Library Services to People with Disabilities calls it a fundamental principle that: “Libraries are for all. Everyone should be able to use a library's library facilities and information resources. ... and everyone should be able to find resources of interest in multiple formats and reading levels to meet their needs.”

6. Staff training and Library Staff

Organizations are at their best when they welcome, serve, respect, and involve people of all backgrounds, including people with disabilities. Accessible and inclusive staffing includes both serving library patrons with disabilities and also recruiting, hiring, and integrating library staff with disabilities.

Staff training

Library leaders must insist and ensure that all people who come to the library be treated with respect. Staff may have biases or prejudices against people with some disabilities, often out of ignorance. People with disabilities report various misconceptions about their disabilities and their abilities. Deaf people say they are being ignored while a staff member focuses on the interpreter. People in wheelchairs report being ignored or talked down to, literally. People with cerebral palsy report being considered with a mental impairment as well as a physical one.

Such misconceptions can be managed by staff training on different types of disabilities and how people with those disabilities should be treated. Simple instructions, such as asking if someone needs assistance instead of assuming they do. Particular emphasis should be placed on information about “hidden disabilities,” what causes them, and how library staff can identify and respond. Universal design can be helpful by offering multiple options for library users so they may not have to reveal their disability if they choose not to. Library leaders can demonstrate their learning by participating in training, asking questions, and helping to develop appropriate responses.

Sheryl Burgstahler, in her article *Equal Access: Universal Design for Libraries*²³ on the Disabilities, Opportunities, Internetworking, and Technology (Do-It) website, includes a section on Communication Hints to help staff understand appropriate ways to interact with people with disabilities.

²¹ Department of Economic and Social Affairs, “Convention the Rights of People with Disabilities Article 2, Definitions,” United Nations, 2007, <https://www.un.org/development/desa/disabilities/convention-on-the-rights-of-persons-with-disabilities/convention-on-the-rights-of-persons-with-disabilities-2.html>, accessed October 2021.

²² Accessible Library Services for Everyone, a Checklist, “Accessible libraries and services for everyone: A checklist”, International Federation of Library Associations and Institutions, 2023 (planned).

²³13. Sheryl Burgstahler, “Equal access: universal design of libraries,” DO-IT (Disabilities, Opportunities, Internetworking, and Technology),” 2018, <https://www.washington.edu/doiit/equal-access-universal-design-libraries>, accessed October 2021

Recruiting, hiring, and integrating staff with disabilities

Shannon Kelley, writing for Disability Horizons, makes a case for a Social Model of Leadership (SML) related to persons with disabilities.²⁴ She comments that living with a disability gives people a distinctive empowerment and leadership advantage. SML recognizes that “people living with disabilities have a significant range of viewpoints, skills, and competencies that are a result of daily living and experience of the barriers and challenge.” She goes on to say that people with disabilities are more creative in solving problems because they have done so all of their lives.

Nadine Vogel, writing for *Diversity Journal*, makes similar points, saying that people with disabilities “bring a great deal to the workplace”, including reliability, productivity, and innovation. These individuals often have unique approaches when solving everyday problems.

Laura Sherbin and Julia Taylor Kennedy, writing for *Diversity and Inclusion*,²⁵ suggest that inclusive leadership behaviors leverage diversity to drive innovation and market growth and can enable managers to support individuals with disabilities. These behaviors include ensuring that everyone on a team gets heard and giving actionable feedback and empowering team members to make decisions, and making it safe to propose novel ideas.

Recruiting, hiring, and integrating people with disabilities will require special effort from the library leaders. All recruitment and hiring policies and procedures need to be examined to ensure they do not include hidden biases. The library needs to be prepared to reexamine job descriptions to make sure requirements that might discriminate against people with disabilities are eliminated. Advertisements for employment opportunities should make it clear that all are welcome to apply without discrimination. Interviews should be conducted in a comfortable, accessible environment.

The most important aspect of hiring people with disabilities is integrating them into their position and the library staff community. Sherbin and Kennedy²⁶ make four suggestions to assist the success of the new hire and the acceptance by the library staff: provide extra training, offer leadership development opportunities to employees with disabilities, provide role models, and create allies in the organization.

The Respect Ability Foundation, in its article on “How to Include People with Disabilities”, makes similar points.²⁷ They add the importance of committing to enable people with disabilities to develop peer relationships, build social skills, and respect and accept each other. Library leaders can model all of these behaviors for other library staff. Making people with disabilities feel welcome, included, and supported is particularly important in small library working units.

²⁴ 19. Shannon Kelley, “Social Model of Leadership: why disabled people are the leaders of tomorrow,” Disability Horizons, 2015, <https://disabilityhorizons.com/2015/11/social-model-of-leadership-why-disabled-people-are-the-leaders-of-tomorrow/#:~:text=The%20Social%20Model%20of%20Leadership%20is%20fundamentally%20built%20on%20the,with%20disabilities%20as%20empowered%20leaders>. Accessed October 2021

²⁵ Laura Sherbin and Julia Taylor Kennedy, “The Case for Improving Work for People with Disabilities Goes Way Beyond Compliance,” Harvard Business Review, Diversity and Inclusion, 2017, <https://hbr.org/2017/12/the-case-for-improving-work-for-people-with-disabilities-goes-way-beyond-compliance>, accessed October, 2021

²⁶ Laura Sherbin and Julia Taylor Kennedy, “The Case for Improving Work for People with Disabilities Goes Way Beyond Compliance,” Harvard Business Review, Diversity and Inclusion, 2017, <https://hbr.org/2017/12/the-case-for-improving-work-for-people-with-disabilities-goes-way-beyond-compliance>, accessed October, 2021

²⁷ “How to include people with disabilities,” Respect Ability Foundation, 2017, <https://www.respectability.org/inclusive-philanthropy/how-to-include-people-with-disabilities/>, accessed October 2021

The Respect Ability Foundation²⁸ also recommends hiring an inclusion director/coordinator to ensure the library is ready to meet the needs of community members and staff with disabilities. Many libraries now hire EDI (Equity, Diversity, and Inclusion) coordinators to manage equity, diversity, and inclusion. Many of these positions have focused more on the much-needed inclusion of people of color. However, the position should also focus on including people with disabilities with equal attention and emphasis.

7. What Library Associations Can Do

Library Associations also have a role to play in increasing accessibility and inclusion in local libraries and the profession. One way is to ensure that all library conferences are fully accessible, in-person or online. Choose facilities that are accessible and, if possible, in cities that are accessible. Ensure that all conference materials are accessible in multiple formats and that those online are accessible. Ask people with disabilities to test all electronic communication methods to ensure they work as intended. Have an accessibility desk to handle any accessibility issues that arise. Send out guidelines to speakers on making presentations accessible and make accessibility one aspect of the speaker's evaluation. If there are no consequences (negative evaluation), there is little motivation for speakers to improve their presentations to make them more accessible. Offer online tools, style guides, and training so speakers can learn the necessary skills. Emphasize the importance of accessibility and inclusion in all aspects of conference planning. Be sure to include an evaluation of accessibility on the conference evaluation covering the facility, the speakers, and the conference planning.

Invite speakers to the program with a disability and ask people with disabilities to speak on topics unrelated to their disability. Offer programs for all members on different aspects of accessibility and inclusion.

Guidance is available on planning an accessible conference in the new Guidelines, Accessible Library Services for Everyone, A checklist.²⁹

8. Conclusion

Whether a library is accessible and inclusive for people with disabilities critically depends on the attitude and commitment of the leaders and managers of the library. This paper has tried to show how large this audience is, the importance of reaching out to disability groups to reach the audience, how library leaders can implement accessibility and inclusion in a library, and the value of hiring people with disabilities. It is the right action to take, benefits an audience often ignored, and will bring support and recognition to the library and its staff.

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²⁸ "How to include people with disabilities," Respect Ability Foundation, 2017, <https://www.respectability.org/inclusive-philanthropy/how-to-include-people-with-disabilities/>, accessed October 2021

²⁹ Accessible Library Services for Everyone, a Checklist, "Accessible libraries and services for everyone: A checklist", International Federation of Library Associations and Institutions, 2023 (planned).

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