


# ANNUAL 2024 REPORT



**The Office of Attorney Regulation Counsel**  
*Protecting the Public. Promoting Professionalism.*



"A license to practice law is a proclamation to the public ...

... that the holder thereof is one to whom a member of the public may, with confidence, entrust his professional matters, with the assurance that in the performance of legal services the lawyer will perform the basic legal tasks undertaken, competently, ethically, and in accordance with the highest standards of professional conduct."

— People ex rel. Goldberg v. Gordon, 607 P.2d 995, 998 (Colo. 1980)

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## "I do solemnly swear (or affirm) that:

I will support the Constitution of the United States and the Constitution of the State of Colorado;

I will maintain the respect due to courts and judicial officers;

I will employ such means as are consistent with truth and honor;

I will treat all persons whom I encounter through my practice of law with fairness, courtesy, respect, and honesty;

I will use my knowledge of the law for the betterment of society and the improvement of the legal system;

I will never reject, from any consideration personal to myself, the cause of the defenseless or oppressed;

I will at all times faithfully and diligently adhere to the Colorado Rules of Professional Conduct.

— Oath of Admission, signed on April 4, 2019, by Chief Justice Nathan B. Coats



## WHO WE ARE: UNDERSTANDING COLORADO LICENSED LEGAL PARAPROFESSIONALS

### **The Profession Welcomes Licensed Legal Paraprofessionals**

In 2024, licensed legal paraprofessionals (“LLPs”) officially joined the legal profession in Colorado as a form of admission to practice law in a specific area – domestic relations – with a limited scope of practice pursuant to C.R.C.P. 207.1. After two licensure exams in 2024, 91 LLPs were sworn in.

The program is continuing to attract applicants, who must meet experience requirements, take a legal ethics course, pass a family law exam and ethics exam, and meet character and fitness requirements. LLPs will need to register annually, take continuing legal education courses, and can be subject to complaints and possible formal action regarding their licensure. The Colorado LLP Rules of Professional Conduct are nearly identical to the rules governing lawyers, reinforcing the high ethical standards expected of LLPs.

### ***Who Are the 91 LLPs***

The first LLPs in Colorado bring significant experience to the table – for many individuals, decades’ worth of time as a paralegal in family law. The exam eligibility rules require LLP applicants to have at least some experience just to sit for the exam, and also allow applicants to qualify to take the exam through experience alone. As a result, most LLP applicants in 2024 were eligible to take the exam as long as they first completed a legal ethics course specific to LLPs, which most did through the Community College of Denver.

Volunteer lawyers developed the family law and ethics exams. The ethics exam is somewhat similar to the Multistate Professional Responsibility Exam lawyer applicants must take, presenting various ethical scenarios in a multiple-choice question format. The LLP family law exam, comprised of both multiple-choice questions and essay questions, tests much more family law content than the Uniform Bar Exam that lawyer applicants take.

Of the 91 LLPs, 53 have a business address in the Denver metro area. But the others do not, providing a solid start to maximizing the geographic availability of LLPs. LLPs are working in Grand Junction, Delta, Durango, Frisco, Salida, Fort Collins, Greeley, Pueblo and Colorado Springs.

LLPs are joining the Colorado Bar Association and serving on Supreme Court committees regulating the practice of law. LLPs are practicing with lawyers and practicing by themselves or with other LLPs. While there are some aspects to the practice of law (even with a limited scope practice) that present a learning curve, in other ways they are already pros, such as working with clients in the inherently stressful area of family law.

### ***The Bigger Picture***

The advent of LLPs as a type of legal practitioner is an important milestone in the growing recognition that the legal profession is not an end unto itself, but instead a means to provide competent, dependable legal services to the public and uphold the institutions fundamental to our democracy.

These two objectives are related, particularly in family law. Every day, individuals from across Colorado look to courts to resolve deeply personal matters involving their spouses, partners, children, assets and income. To have the judicial system work efficiently and effectively at resolving the many issues involved in family law, individuals need to be able to obtain legal assistance – including representation and advocacy – on such consequential issues. LLPs help fill that critical need.

Other states have embarked on similar efforts, recognizing that the significant unmet need for legal help requires the profession to re-think what it means to have a license to practice law and the ability to use that license. Colorado LLPs already are rising to the occasion by helping clients who could not afford lawyers' hourly rates, and they are providing pro bono services as well.

Just as LLPs are being integrated into the profession, they are now part of this annual report. Welcome Colorado LLPs!

**Licensed Legal Paraprofessional Oath of Admission:**

I DO SOLEMNLY SWEAR (OR AFFIRM) that:

I will support the Constitution of the United States and the Constitution of the State of Colorado;

I will maintain the respect due to courts and judicial officers;

I will employ such means as are consistent with truth and honor;

I will treat all persons whom I encounter through my limited practice of law as a licensed legal paraprofessional with fairness, courtesy, respect, and honesty;

I understand that as a member of the legal profession, I am a representative of clients within a limited scope, an officer of the legal system, and a public citizen having special responsibility for the quality of justice; and

I will at all times faithfully and diligently adhere to the Colorado Licensed Legal Paraprofessional Rules of Professional Conduct.



## Expectations of a Lawyer's Responsibilities...

A lawyer, as a member of the legal profession, is a representative of clients, an officer of the legal system and a public citizen having special responsibility for the quality of justice;

A lawyer should be competent, prompt and diligent in all professional functions;

A lawyer should maintain communication with a client concerning the representation;

A lawyer should keep in confidence information relating to the representation of a client except when disclosure is required or permitted by the Colorado Rules of Professional Conduct or other law;

A lawyer's conduct should conform to the requirements of the law, both in professional services to clients and in the lawyer's business and personal affairs;

A lawyer should use the law's procedures only for legitimate purposes and not to harass or intimidate others;

A lawyer should demonstrate respect for the legal system and for those who serve it, including judges, other lawyers and public officials; and,

While it is a lawyer's duty, when necessary, to challenge the rectitude of official action, it is also the lawyer's duty to uphold the legal process.

— C.R.C.P. 208.1(3)

## JUSTICES OF THE COLORADO SUPREME COURT

Through the Colorado Constitution and the Court's rules, the Colorado Supreme Court has plenary authority over the practice of law in Colorado. That includes attorney and licensed legal paraprofessional admission, registration, continuing legal education, discipline, and related programs, as well as the unauthorized practice of law.



**Top from left:** Justice Carlos A. Samour, Jr., Justice Richard L. Gabriel, Justice Melissa Hart, Justice Maria E. Berkenkotter

**Bottom from left:** Chief Justice Monica M. Márquez, Justice Brian D. Boatright, Justice William W. Hood, III



## SUPREME COURT ADVISORY COMMITTEE ON THE PRACTICE OF LAW (ADVISORY COMMITTEE)

The Supreme Court Advisory Committee on the Practice of Law (Advisory Committee) is a volunteer committee that assists the Court with administrative oversight of the entire regulation system. The Committee's responsibilities are to review the productivity, effectiveness and efficiency of the Court's regulation system including that of the Attorney Regulation Counsel, the Office of the Presiding Disciplinary Judge, the Colorado Lawyer Assistance Program (COLAP) and the Colorado Attorney Mentoring Program (CAMP).

David W. Stark, *Chair*

Steven K. Jacobson, *Vice-Chair*

Angela R. Arkin

David Beller

Nancy L. Cohen

Cynthia F. Covell

The Honorable Adam J. Espinosa

Carolyn D. Love, Ph.D.

The Honorable Andrew P. McCallin

Henry R. Reeve

Sunita Sharma

Brian Zall

Alison Zinn

Justice Maria E. Berkenkotter (Liaison)

Justice William W. Hood, III (Liaison)

## OFFICE OF ATTORNEY REGULATION COUNSEL

Attorney Regulation Counsel serves at the pleasure of the Colorado Supreme Court. The Office of Attorney Regulation Counsel (OARC) works with the Advisory Committee and six other permanent Supreme Court committees in regulating the practice of law in Colorado. Attorney Regulation Counsel oversees attorney admissions, licensed legal paraprofessional (LLP) admissions, registration, mandatory continuing legal and judicial education, diversion and discipline, inventory matters, regulation of unauthorized practice of law, and administrative support for the Client Protection Fund.



**From left:** April McMurrey, Deputy Regulation Counsel, Intake Division; Gregory Sapakoff, Deputy Regulation Counsel, Trial Division; Jessica Yates, Attorney Regulation Counsel; Dawn McKnight, Deputy Regulation Counsel, Attorney and LLP Admissions, Registration, and Continuing Legal and Judicial Education; and, Margaret Funk, Chief Deputy Regulation Counsel.



## **Jessica E. Yates**

### *Attorney Regulation Counsel*

Jessica Yates is Attorney Regulation Counsel for the Colorado Supreme Court. Ms. Yates oversees attorney and licensed legal paraprofessional (LLP) admissions, attorney and licensed legal paraprofessional (LLP) registration, mandatory continuing legal and judicial education, attorney discipline and diversion, regulation against the unauthorized practice of law, and inventory counsel matters. She also actively partners with the Colorado Bar Association and other bar associations in Colorado for events, presentations and initiatives, serves on the Supreme Court's Standing Committee on the Rules of Professional Conduct, and actively participates in the National Organization of Bar Counsel and the ABA's Center for Professional Responsibility. She received a "Raising the Bar" award from the Colorado Women's Bar Association Foundation in 2021.

Prior to her appointment by the Colorado Supreme Court, Ms. Yates was in private practice as a partner at Snell & Wilmer LLP, focusing on appeals and litigation. She clerked for the Honorable David M. Ebel of the U.S. Court of Appeals for the Tenth Circuit. She earned her J.D. from the University of Virginia School of Law in 2006.

While in private practice, Ms. Yates was the Denver lead for her firm's ethics committee, and served as the firm's co-chair for its pro bono committee. In these capacities, she helped set and implement policies and procedures for compliance with the Rules of Professional Conduct, promoted the 50-hour pro bono goal within the firm, and encouraged associates to get involved in both pro bono work and community service. She was active in the Colorado Bar Association's appellate group, helping organize its annual appellate CLE for several years, and served on the CBA's amicus curiae committee. She also served on the Standing Committee on Pro Se Litigation for the U.S. District Court for the District of Colorado. She participated on the Criminal Justice Act appellate panel for the Tenth Circuit. Ms. Yates also has served on boards of directors for numerous non-profit and civic organizations, including The Colorado Health Foundation and the Access Fund.

Ms. Yates transitioned into law from a career in public policy and public administration, which focused on management, regulatory and funding issues for health and human services programs. She received her M.A. in Public Administration and Public Policy from the University of York, England, and her B.A. in Journalism and Mass Communication from the University of North Carolina-Chapel Hill. Outside of work, Ms. Yates enjoys trail running, yoga, and rock-climbing.

### **Executive Assistant**

Kim Pask

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## **Margaret B. Funk**

### *Chief Deputy Regulation Counsel*

Margaret Brown Funk is Chief Deputy Regulation Counsel of the Office of Attorney Regulation Counsel. Her responsibilities include operations oversight for the Office of Attorney Regulation Counsel, which includes the Office of Attorney Admissions, Office of Attorney Registration, Office of Continuing Legal and Judicial Education, and the intake and trial divisions in the Office of Attorney Regulation Counsel. Ms. Funk graduated from the University of Denver College of Law in 1994 and was in private practice for 12 years before joining the Office of Attorney Regulation Counsel in 2006 as a trial attorney.

In private practice, Ms. Funk represented individuals in civil rights matters, primarily in the area of employment law. Between 1995 and 1998, she served as President and Vice President of the Colorado Plaintiffs Employment Lawyers Association (PELA). Between 1998 and 2005, she served as a member of the PELA board of directors and was assigned the duties of chair of the legislative committee and liaison to the Colorado Bar Association. She has published several articles in the Colorado Trial Lawyers Association's monthly magazine, *Trial Talk*, and has lectured extensively on civil rights, litigation, and legal ethics. She administers the Office of Attorney Regulation Counsel Trust Account School. She is a faculty member for the Colorado Supreme Court Office of Attorney Regulation Counsel Ethics School program and Professionalism School program, and has been a panelist and presenter at ABA conferences, NOBC conferences and numerous CLE programs in Colorado. Recent committee work includes the National Organization of Bar Counsel (NOBC) Program Committee; the Colorado Supreme Court Advisory subcommittee on Proactive, Management-Based Regulation; the Colorado Supreme Court Advisory subcommittee on C.R.C.P. 251 rule revision; the Colorado Supreme Court Standing Committee on the Colorado Rules of Professional Conduct; the Colorado Board of Continuing Legal and Judicial Education rule revision subcommittee; the Colorado Chief Justice's Commission on Professional Development, New Lawyer Working Group and Leadership Working Group; and the Colorado Bar Association's Peer Professionalism Assistance Group.

**April M. McMurrey***Deputy Regulation Counsel, Intake Division*

April McMurrey is Deputy Regulation Counsel in the intake division of the Office. Ms. McMurrey received her undergraduate degree from Colorado State University and her law degree from the University of Colorado School of Law. Ms. McMurrey joined the Office of Attorney Regulation in 2001 as a law clerk. She was later promoted to the trial division, where she worked for seven years as an Assistant Regulation Counsel. Ms. McMurrey then worked in the intake division as an Assistant Regulation Counsel before being promoted to Deputy.

Ms. McMurrey is a member of the Colorado Bar Association, the American Bar Association, the Colorado Bar Association Ethics Committee, and the American Bar Association Center for Professional Responsibility's Continuing Legal Education Committee.

**Gregory G. Sapakoff***Deputy Regulation Counsel, Trial Division*

Greg Sapakoff has been Deputy Regulation Counsel in the trial division of the Office since December 2017. Mr. Sapakoff grew up in Denver and graduated from North High School before attending and graduating from Colorado State University. He received his law degree from the University of Denver College of Law in 1986 and was admitted to the practice of law in Colorado that same year. He was also admitted to practice in the United States District Court for the District of Colorado, the 10th Circuit Court of Appeals, and the United States Court of Federal Claims.

In more than 20 years in private practice, Mr. Sapakoff represented clients in a variety of civil and commercial litigation matters; and represented and counseled lawyers and law firms in connection with legal ethics issues, attorney regulation proceedings, and civil matters arising from the practice of law. He worked for the Office of Attorney Regulation Counsel previously, from 1994-2005, as Assistant Regulation Counsel in the trial division.

Mr. Sapakoff is a member of the Denver and Colorado Bar Associations, and serves on the CBA's Ethics Committee. He also is a member of the American Bar Association and the ABA Center for Professional Responsibility, and the National Organization of Bar Counsel. Mr. Sapakoff served on the Committee on Conduct of the United States District Court for the District of Colorado from 2006-2012, and is a frequent speaker on topics relating to legal ethics.

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## **Dawn M. McKnight**

*Deputy Regulation Counsel, Attorney and LLP Admissions, Registration, and Continuing Legal and Judicial Education*

Dawn McKnight is Deputy Regulation Counsel overseeing admissions, registration, and mandatory continuing legal and judicial education. Ms. McKnight received her undergraduate degree from San Francisco State University and her law degree from the University of Denver Sturm College of Law. After graduating from law school, Ms. McKnight practiced environmental law for a nonprofit, then became a civil litigation associate for a private firm. Prior to joining the Office of Attorney Regulation Counsel in 2016, Ms. McKnight was Assistant Executive Director and Publications Director of Colorado Bar Association CLE.

Ms. McKnight is a member of the National Organization of Bar Counsel; the American Bar Association; the Colorado Women's Bar Association; the National Conference of Bar Examiners/Council of Bar Admission Administrators; and, the National Continuing Legal Education Regulators Association. She is also a Fellow of the Colorado Bar Foundation and a Circle of Minerva member of the Women's Bar Foundation. She is the Immediate Past Chair of the Board of Directors of Options Credit Union and for the National Continuing Legal Education Regulators Association.

Previously, she has served on the Board of Directors of the Colorado Women's Bar Association, the Denver Bar Association Board of Trustees, the Colorado Bar Association Board of Governors, the Board of Directors of the Association for Continuing Legal Education Administrators, the Board of Directors of Community Shares of Colorado, and the Board of Directors of the Denver Women's Hockey League.

**Intake Division****Assistant Deputy Regulation Counsel**

Lisa E. Pearce

**First Assistant Regulation Counsel**

Catherine S. Shea                      E. James Wilder

**Senior Assistant Regulation Counsel**

Jill Perry Fernandez                      Rhonda White-Mitchell

**Assistant Regulation Counsel**

Zoey Tanner

**Intake Division Investigators**Melyssa Boyce                      Carla McCoy  
Rosemary Gosda**Intake Assistants**A. Juarez                      Margarita Lopez  
Robin Lehmann**Trial Division****Assistant Deputy Regulation Counsel**

Erin Robson Kristofco

**First Assistant Regulation Counsel**

J.P. Moore                      Jacob M. Vos

**Assistant Regulation Counsel**Jonathan Blasewitz                      Michele Melnick  
Ryann Love                      Jonathan P. White  
Jody McGuirk**Trial Division Investigators**Laurie Seab,  
*Chief Investigator*Juliet Berzsenyi                      Menley Fritch  
Jennifer Brown                      Donna Scherer

**Trial Assistants**

Ava Henrickson  
Valencia Hill-Wilson

Rachel Ingle  
Sarah Walsh

**Inventory Counsel**

Jay Fernandez,  
*Inventory Counsel*

**Inventory Counsel Staff**

Laura Teaff,  
*Inventory Counsel Coordinator II*

Brenda Gonzales,  
*Inventory Counsel Coordinator I*

**Case Monitor**

Nicolette (Nicole) Chavez

**Admissions**

Andrea Kristjonsson,  
*Admissions Staff Attorney*

Jessica Crawley,  
*Admissions Administrator*

**Character & Fitness**

Susie Tehlirian,  
*Character and Fitness Staff Attorney*

Dyson McGuire,  
*Investigator*

Eric Nyquist,  
*Investigator*

**Licensure Analysts**

Jessica Faricy  
Gloria Lucero  
Lauren Paez  
Adrian Radase

**Staff Assistants**

Sean Conlin  
Christina Solano



## **Attorney and Licensed Legal Paraprofessional (LLP) Registration and Continuing Legal and Judicial Education**

Elvia Mondragon,  
*Clerk of Registration and Director of Continuing Legal and Judicial Education*

Cardon Brandt,  
*Deputy Director of Registration and Continuing Legal and Judicial Education*

Jessica DePari,  
*Assistant Administrator*

Alice Lucero,  
*Assistant Administrator*

### **Deputy Clerks**

Sherry Fair  
Jennifer Kendall  
Kristie Miller

### **Operations**

Renee Anderson, *Staff Assistant*  
Verlin Crecelius, *IT System Engineer*  
Karen Fritsche, *Operations Manager*  
Anna George, *Director of Technology*

Kevin Hanks, *Office Manager*  
Marci Hunter, *Accounting/Payroll*  
Kerry Miller, *Controller*  
David Murrell, *IT Support Technician*  
Steve Russell, *Senior Systems Engineer*

## WHO WE ARE: PERMANENT COMMITTEES

### **Legal Regulation Committee**

The Legal Regulation Committee was created as a permanent committee, which combined the functions of the Attorney Regulation Committee (“ARC”) and the Unauthorized Practice of Law (“UPL”) Committee. By rule, the Legal Regulation Committee (“LRC”) comprises at least nine volunteer members, including a Chair and Vice-Chair. At least six of the members must be attorneys admitted to practice in Colorado and at least two of the members must be non-attorneys. The LRC is the gatekeeper for all official disciplinary proceedings against respondent-attorneys and LLPs. It considers reports prepared by Office of Attorney Regulation Counsel attorneys and determines whether reasonable cause exists to seek discipline. The LRC also considers investigation-level diversion agreements. The LRC also has jurisdiction over allegations concerning the unauthorized practice of law, and considers reports prepared by the Office of Attorney Regulation Counsel to determine whether formal proceedings should be initiated based on such allegations.

Steven K. Jacobson, *Chair*

Alison Zinn, *Vice-Chair*

Dr. Johnnie R. Bejarano<sup>1</sup>

Diana David Brown<sup>2</sup>

Elsa Djab Burchinow

Hetal J. Doshi

Matthew A. Haltzman

David M. Johnson

Martha Kent

John K. Priddy<sup>3</sup>

Jessica Schmidt

Kristin Shapiro

Charles Spence

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<sup>1</sup> Appointed 10/1/2024

<sup>2</sup> Term Expiration 12/31/2024

<sup>3</sup> Term Expiration 12/31/2024

## **Board of Law Examiners**

### **Law Committee**

The Law Committee is composed of eleven volunteer attorney members. It reviews and approves the standards that must be met to pass the written examination and participates in the calibration of graders after administration of each exam.

Sunita Sharma, *Chair*

Anna N. Martinez, *Vice-Chair*

Stacey L. Aurzada<sup>4</sup>

Keith Bradley

The Honorable Linda Connors

Heather K. Kelly

Jess D. Mekeel

Vincent Morscher<sup>5</sup>

Julia Havens-Murrow

Charles E. Norton

April Palma Roberts<sup>6</sup>

Robert G. Spagnola

Djenita Svinjar<sup>7</sup>

Justice Maria E. Berkenkotter (Liaison)

Justice William W. Hood, III (Liaison)

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<sup>4</sup> Appointed 1/1/2025

<sup>5</sup> Term Expiration 12/31/2024

<sup>6</sup> Appointed 1/1/2025

<sup>7</sup> Resigned 9/22/2024

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## **Board of Law Examiners**

### **Character and Fitness Committee**

By rule, the Character and Fitness Committee is composed of at least seventeen volunteer members, with at least twelve members being attorneys and at least five being non-attorneys. The Committee is charged with investigating applicants' character and fitness to practice law in Colorado by attorneys and licensed legal paraprofessionals (LLPs).

Brian Zall, *Chair*

David Beller, *Vice-Chair*<sup>8</sup>

Robert L. Atwell, Ph.D.

Nicole Bartos

David Beller

The Honorable Peter J. Cannici<sup>9</sup>

Philip A. Cherner

Lilith Zoe Cole, Ph.D.

The Honorable Terry Fox

Daniel Graham

Melinda M. Harper

Velveta Golightly-Howell

John A. Jostad

Barbara Kelley

Kevin P. Kimery

Jordan Laroe, M.D.<sup>10</sup>

The Honorable Lyudmyla Lishchuk

Tammy Eret Lynch

Kelly A. Manchester

Porya Mansorian

Habib Nasrullah

John K. Priddy<sup>11</sup>

Dana R. Spade

Elizabeth Strobel

Sandra M. Thebaud, Ph.D.

Patricia Westmoreland, M.D.<sup>12</sup>

Gwyneth Whalen

Justice Maria E. Berkenkotter (Liaison)

Justice William W. Hood, III (Liaison)

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<sup>8</sup> Appointed Vice-Chair 1/1/2025

<sup>9</sup> Appointed 1/1/2025

<sup>10</sup> Resigned 6/5/2024

<sup>11</sup> Appointed 4/1/2025

<sup>12</sup> Resigned 12/23/2024

## **Continuing Legal and Judicial Education Committee**

The Continuing Legal and Judicial Education Committee consists of nine members: at least six attorneys or LLPs, at least one of whom is a judge, and at least two non-attorneys (citizen members). The Committee administers the program requiring attorneys, judges, and licensed legal paraprofessionals (LLPs) to take mandatory continuing legal and judicial education courses.

The Honorable Andrew P. McCallin, <i>Chair</i>	Colleen McManamon
Nathifa M. Miller, <i>Vice-Chair</i>	Martha Rubi-Byers
Christine M. Hernandez	Rachel B. Sheikh
The Honorable Amanda C. Hopkins	Justice Maria E. Berkenkotter (Liaison)
Maha Kamal	Justice William W. Hood, III (Liaison)

## **Board of Trustees, Attorneys' Fund for Client Protection**

The Board of Trustees is composed of five attorneys and two non-attorney public members. The trustees evaluate, determine and pay claims made on the Attorneys' Fund for Client Protection based on reports submitted by the Office of Attorney Regulation Counsel.

The Board of Trustees issues a separate report:

<http://www.coloradosupremecourt.com/AboutUs/AttorneysFundforClientProtection.asp>

The Honorable Adam J. Espinosa, <i>Chair</i>	Wesley D. Hassler
Allison L. Gambill, <i>Vice-Chair</i>	Corelle M. Spettigue
John Bunting, CPA <sup>13</sup>	Kimberly Van Dyke
Sonnie Fleming <sup>14</sup>	Justice Maria E. Berkenkotter (Liaison)
Susan J. Coykendall, Ph.D. <sup>15</sup>	Justice William W. Hood, III (Liaison)

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<sup>13</sup> In Memoriam 2/15/2025

<sup>14</sup> Appointed 1/1/2025

<sup>15</sup> Term Expiration 12/31/2024

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## **Licensed Legal Paraprofessionals (LLP) Committee**

Through Rule 207.4, the Supreme Court created the Licensed Legal Paraprofessionals (LLP) Committee to launch and oversee the LLP Program. The Licensed Legal Paraprofessionals (LLP) Committee consists of up to eleven volunteer members appointed by the Supreme Court. The Committee oversees the administration of written examinations, regulatory functions specific to LLP applications, and the practice of law by LLPs as set forth in Rule 207.

Angela R. Arkin, *Chair*

Amy M. Goscha, *Vice-Chair*

Katherine O. Ellis

Zachary J. Foxx<sup>16</sup>

The Honorable Rayna Gokli

Laura Landon<sup>17</sup>

Leslii Lewis

The Honorable Michal Lord-Blegan

Rebekah I. Pfahler

David W. Stark

The Honorable Marianne M. Tims

Penny Wagner<sup>18</sup>

Justice Maria E. Berkenkotter (Liaison)

Justice William W. Hood, III (Liaison)

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<sup>16</sup> Appointed 9/13/2024

<sup>17</sup> Appointed 9/13/2024

<sup>18</sup> Retired 6/20/2024

## WHO WE ARE: OUR IMPORTANT PARTNERS

### **Colorado Lawyer Assistance Program (COLAP)**

The Colorado Lawyer Assistance Program is the free, confidential, and independent behavioral health program for Colorado's legal community. COLAP operates independently from other agencies and entities, including the OARC and the CBA. COLAP provides assistance for a wide variety of issues, including but not limited to: stress and burnout, empathic strain and vicarious trauma exposure, relationship issues, anxiety, depression, substance use or addiction concerns, improving well-being in the workplace, professional and career-related issues, and concern for colleagues or family members.

Established by Colorado Supreme Court Rule 254, COLAP's mission is to promote well-being, resiliency, and competency throughout Colorado's legal community. All communications with COLAP are confidential and privileged.

Elizabeth Lembo, *Executive Director*

Amy Phillips, *Assistant Director*

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## **Colorado Attorney Mentoring Program (CAMP)**

CAMP is a program of the Colorado Supreme Court designed to provide mentors, peer support, and professional development resources to new and transitioning lawyers throughout the state. CAMP matches mentors with mentees in individualized, group, and practical skills based mentoring programs across Colorado. CAMP also provides legal organizations and bar associations with the structure, resources, and administrative support necessary to create lasting and meaningful organizational mentoring programs.

CAMP is also the home to mission related programs including:

Legal Entrepreneurs for Justice (LEJ), Colorado's only legal incubator which provides the training, mentoring, resources, and support for lawyers to establish, maintain and grow firms addressing the needs of low and middle-income legal consumers. LEJ lawyers are committed to offering predictable pricing, flexible representation options, and leveraging technology and innovation from other industries to increase client engagement and provide services efficiently and effectively.

Colorado Well-being Recognition Program for Legal Employers, a first-of-its-kind Program to recognize solo-practitioners and legal employers for implementing within their organizations well-being strategies and recommendations encompassing six specific goal areas of lawyer well-being.

J. Ryann Peyton, *Executive Director*

Rebecca Payo, *Director of Mentoring and  
Community Engagement*

Lauren Solomon, *Program Manager*



## WHY WE REGULATE

The Colorado Supreme Court's regulatory offices and proactive programs strive to protect and promote the public's interest. To frame the objectives of this goal, in April of 2016 the Colorado Supreme Court adopted a preamble to the regulatory rules involving the practice of law:

The Colorado Supreme Court has exclusive jurisdiction to regulate the practice of law in Colorado. The Court appoints an Advisory Committee, Attorney Regulation Counsel, the Presiding Disciplinary Judge, the Executive Director of the Colorado Lawyer Assistance Program (COLAP), and the Executive Director of the Colorado Attorney Mentoring Program (CAMP) to assist the Court. The Court also appoints numerous volunteer citizens to permanent regulatory committees and boards to assist in regulating the practice of law.

The legal profession serves clients, courts and the public, and has special responsibilities for the quality of justice administered in our legal system. The Court has established essential eligibility requirements, rules of professional conduct and other rules for the legal profession. Legal service providers must be regulated in the public interest. In regulating the practice of law in Colorado in the public interest, the Court's objectives include:

1. Increasing public understanding of and confidence in the rule of law, the administration of justice and each individual's legal rights and duties;
2. Ensuring compliance with essential eligibility requirements, rules of professional conduct and other rules in a manner that is fair, efficient, effective, targeted and proportionate;
3. Enhancing client protection and promoting consumer confidence through the Office of Attorney Regulation Counsel, the Attorneys Fund for Client Protection, inventory counsel services, the regulation of non-lawyers engaged in providing legal services, and other proactive programs;
4. Assisting providers of legal services in maintaining professional competence and professionalism through continuing legal education; Attorney Regulation Counsel professionalism, ethics and trust account schools and other proactive programs;
5. Helping lawyers throughout the stages of their careers successfully navigate the practice of law and thus better serve their clients, through COLAP, CAMP and other proactive programs;
6. Promoting access to justice and consumer choice in the availability and affordability of competent legal services;
7. Safeguarding the rule of law and ensuring judicial and legal service providers' independence sufficient to allow for a robust system of justice;
8. Promoting diversity, inclusion, equality and freedom from discrimination in the delivery of legal services and the administration of justice; and
9. Protecting confidential client information.

## WHAT WE DO: ADMISSIONS

Admissions is the first stop within the regulatory system for individuals wanting to practice law in Colorado. Attorney Regulation Counsel is charged with administering the attorney bar exam and licensed legal paraprofessional (LLP) exam, and conducting character and fitness reviews of bar exam, LLP exam, On Motion, and Uniform Bar Exam (UBE) score transfer applicants. By addressing concerns with applicants before they become practicing attorneys and LLPs, the character and fitness process takes a proactive role in protecting the public.

The Office works with the Colorado Supreme Court Law Committee, the Character and Fitness Committee, and the Colorado Licensed Legal Paraprofessionals Committee whose volunteer members provide advice and direction on the execution of the Office's duties.

### **Attorney Bar Exam**

Two attorney bar examinations are administered each year, one in February and one in July. The Law Committee, composed of 11 volunteer members appointed by the Supreme Court, reviews and approves the standards that must be met to pass the written examination and the eligibility requirements for attorney admissions. Additionally, the Office works with the Law Committee in coordinating two grading conferences each year following the administration of the bar exam, where experienced graders score the written portion of the bar examinations.

A total of 1,100 people applied to take the attorney bar exam in 2024, of which 998 people sat for the attorney bar exam<sup>19</sup>. A total of 746 people passed the exam in 2024, achieving a Uniform Bar Exam (UBE) score of 270 or higher:

304 individuals applied for the February 2024 attorney bar exam, of which 254 took the bar exam:

- 149 Passed Overall (59% pass rate)
- 87 First Time Passers (73% pass rate)
- 62 Repeat Passers (46% pass rate)

796 individuals applied for the July 2024 attorney bar exam, of which 744 took the bar exam:

- 597 Passed Overall (80% pass rate)
- 581 First Time Passers (87% pass rate)
- 16 Repeat Passers (22% pass rate)

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<sup>19</sup> For detailed statistics on bar exam passage rates, see Appendix B.

## **Licensed Legal Paraprofessionals Exam**

The Supreme Court created the Licensed Legal Paraprofessionals (LLP) Committee to launch and oversee the LLP program. The LLP Committee consists of up to 11 volunteers appointed by the Supreme Court. The LLP Committee oversees the administration of written examinations, regulatory functions specific to LLP applications and the practices of law by LLPs as set forth in Rule 207.4. Two LLP examinations were administered in 2024, one in April and one in November, and two grading conferences were held following the administration of the exam.

2024 was the first year the LLP exam in Colorado was administered. A total of 131 people applied to take the LLP exam in 2024, of which 105 people sat for the LLP exam.

84 individuals applied for the April 2024 LLP exam, of which 70 took the LLP exam:

- 62 Passed Overall (89% pass rate)

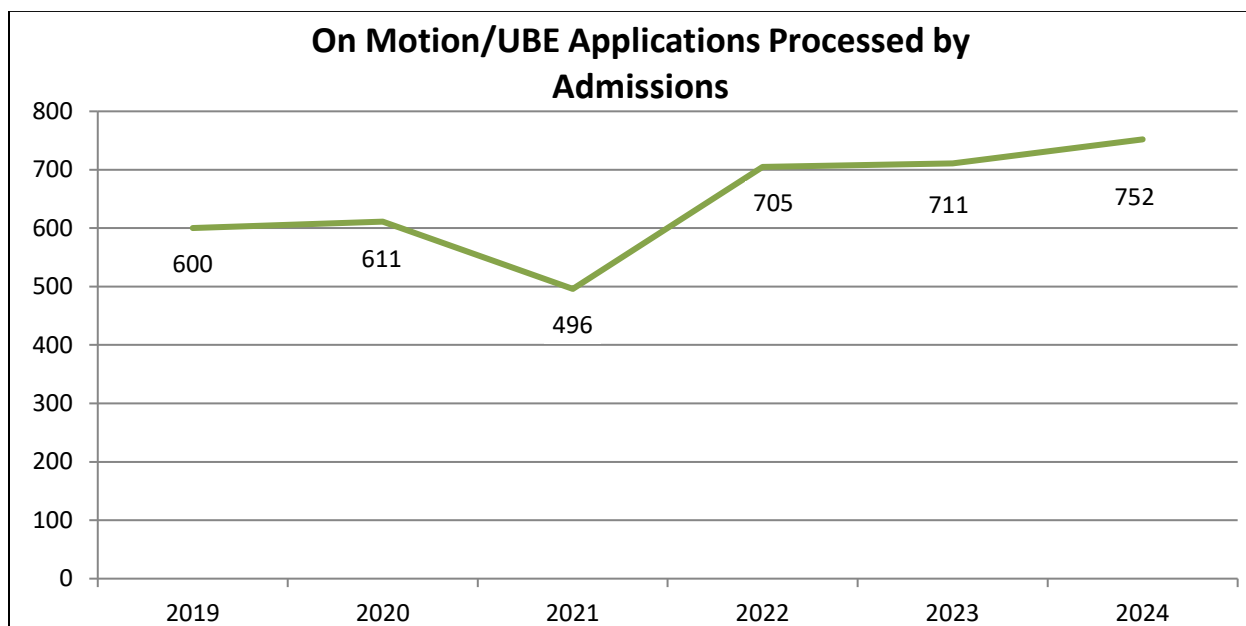
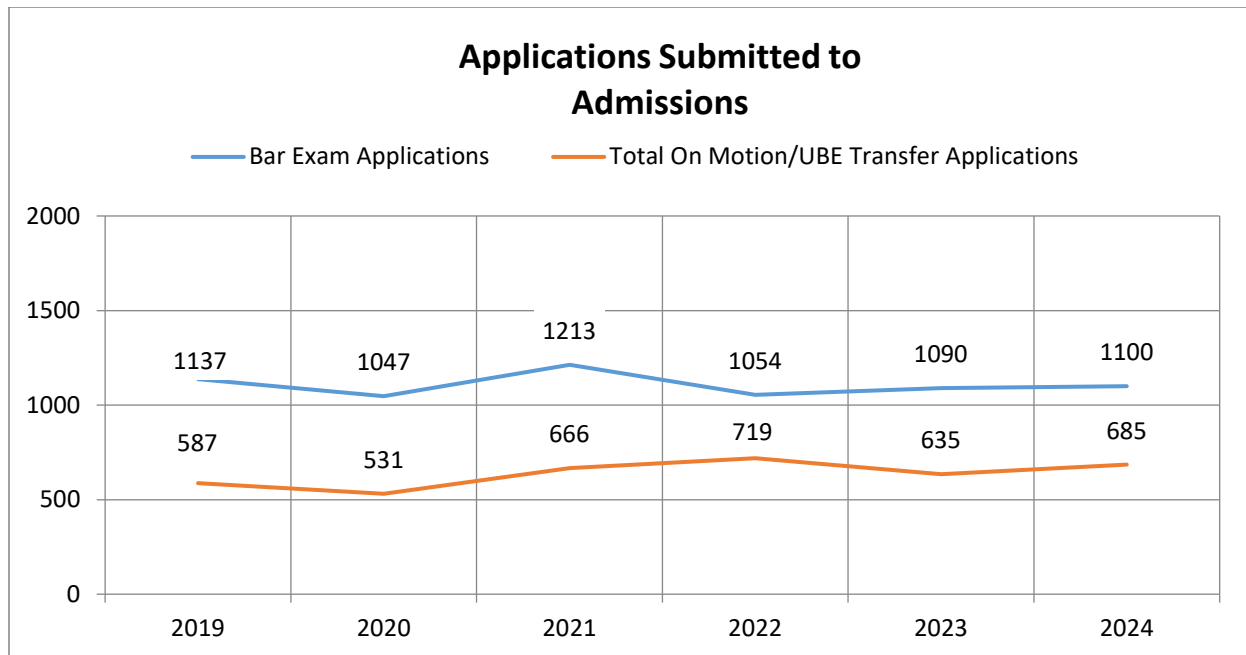
47 individuals applied for the November 2024 LLP exam, of which 35 took the LLP exam:

- 29 Passed Overall (83% pass rate)
- 28 First Time Passers (88% pass rate)
- 1 Repeat Passers (33% pass rate)

## **UBE and On Motion**

In 2024, there were 237 UBE Score Transfer Applications and 448 On Motion Applications filed with the Office. Including some applications still pending from 2023, the Office processed 242 UBE Score Transfer Applications and 510 On Motion Applications in 2024 – meaning those applicants were cleared for eligibility, and character and fitness requirements were completed.

The UBE, coordinated by the National Conference of Bar Examiners, is designed to test knowledge and skills that every lawyer should be able to demonstrate prior to becoming licensed to practice law. It results in a portable score that can be used to apply for admission in other UBE jurisdictions. The intent and design of the UBE is to ease the barriers to a multi-jurisdictional law practice. Colorado and 40 other jurisdictions currently comprise the UBE compact. With an increasing number of jurisdictions adopting the UBE, it is foreseeable that Colorado will continue to see an increase in score transfer applications.



## **Character and Fitness**

Every Bar Examination and Licensed Legal Paraprofessional (LLP) Examination, UBE Score Transfer and On Motion applicant undergoes a thorough Character and Fitness Investigation, the purpose of which is to protect the public and safeguard the system of justice. The Character and Fitness Committee is comprised of volunteer

### ***[Name] Center CLE:***

*“Thank you so much. I just spoke to [name] from the [County] Bar Association, and she thinks you are great. Thanks for your help.”*

members appointed by the Colorado Supreme Court. The Character and Fitness Committee enforces the Character and Fitness standards and participates in inquiry panel interviews and formal hearings.

The Colorado Supreme Court has established high standards of ethics for attorneys and LLPs which involve much more than measuring competence. A Colorado lawyer and LLP must have a record of conduct that justifies the trust of clients, adversaries, courts, and others with respect to the professional responsibilities owed to them. Therefore, applicants must demonstrate that they currently meet the standards and requirements established by the Colorado Supreme Court in order to be admitted to practice law.

**In 2024, Admissions reviewed 1983 applications to determine the character and fitness qualifications of the applicants:**

22 Inquiry Panel interviews were scheduled<sup>20</sup>:

12 Exam Applicants

9 Exam Applicants were cleared for admission

3 Exam Applicants received a recommendation for denial by the Inquiry Panel, of which:

1 withdrew after recommendation was received

1 pending Formal Hearing

1 appeared for Formal Hearing. The PDJ panel recommended admitting the applicant with a split 2:1 vote. The Supreme Court ordered that the applicant reapply for admission, November 2025 at the earliest.

5 UBE Score Transfer Applicants

5 UBE Applicants cleared for admission

2 On Motion Applicants

2 On Motion Applicants cleared for admission

2 Licensed Legal Paraprofessional (LLP) applicants

2 LLP Applicants cleared for admission

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<sup>20</sup> One applicant was scheduled twice (postponed first interview).

C.R.C.P. 208.1 provides a list of traits, responsibilities, requirements and relevant conduct considered by the Character and Fitness Committee to determine if the applicant meets their burden of proving the requisite character and fitness to practice law in Colorado. The Rule directs the Character and Fitness Committee to determine relevant considerations and rehabilitation in deciding whether the applicant has met their burden.

**C.R.C.P. 208.1(5) provides that all applicants must meet all of the following essential eligibility requirements to qualify for admission to the practice of law in Colorado:**

- (a) The ability to be honest and candid with clients, lawyers, courts, regulatory authorities and others;
- (b) The ability to reason logically, recall complex factual information and accurately analyze legal problems;
- (c) The ability to communicate with clients, lawyers, courts and others with a high degree of organization and clarity;
- (d) The ability to use good judgment on behalf of clients and in conducting one's professional business;
- (e) The ability to conduct oneself with respect for and in accordance with the law;
- (f) The ability to avoid acts which exhibit disregard for the rights or welfare of others;
- (g) The ability to comply with the requirements of the Rules of Professional Conduct, applicable state, local, and federal laws, regulations, statutes and any applicable order of a court or tribunal;
- (h) The ability to act diligently and reliably in fulfilling one's obligations to clients, lawyers, courts and others;
- (i) The ability to use honesty and good judgment in financial dealings on behalf of oneself, clients and others; and
- (j) The ability to comply with deadlines and time constraints.

Every applicant is considered individually based upon their personal history and record. A thoughtful and complete Character and Fitness Investigation takes a significant amount of time and involves a multi-step process. A Character and Fitness Investigation takes between six to twelve months, depending on the nature of the investigation, the issues involved, the applicant's response to requests for additional information, cooperation from outside sources, and volume of pending applications.

If appropriate, the Office of Attorney Admissions may send a letter to an applicant informing them of the Colorado Lawyer Assistance Program (COLAP) and its services. COLAP is a confidential resource available to recent law school students, graduates, and licensed attorneys. COLAP may be able to assist an applicant regarding potential character and fitness issues to help determine what steps can be taken to address a current condition or impairment and, if needed, identify appropriate resources for the applicant prior to being admitted to the practice of law.

***Attorney Admitted in CO:***

*"You have made my week! I am so thrilled to be joining the bar in Colorado and am quite grateful for your welcome to the bar, as well as for everything you've done to help me understand and comply with the registration requirements. Thank you! I'll have to do my best to pay it forward through service in the legal community in Colorado!"*

## WHAT WE DO: REGISTRATION AND CLJE

Once an applicant meets admission requirements, Registration completes the process by ensuring the proper administration of the oath. Attorneys and LLPs then register annually with the Office and pay annual license fees. The Office also maintains a record of lawyers', LLPs', and judges' compliance with their continuing legal and judicial education requirements, as well as accreditation of continuing legal education activities.

Colorado ended 2024 with 47,174 registered attorneys and 62 registered LLPs, up 2.2 percent over the previous year. Of those registered attorneys and registered LLPs, 29,189<sup>21</sup> were active and 18,047 were inactive. While inactive registrations grew by 2.9 percent, active registrations increased by 1.7 percent in 2024. The LLPs who passed the November 2024 exam were not registered LLPs until January 2025. By the end of January 2025, a total of 91 LLPs were registered in Colorado.

### **Attorney on registration system:**

*"Thank you so much! I'll take care of registration in early December and make the changes, if any are needed. Goes without saying but very much appreciate your office and all that you do for our profession."*

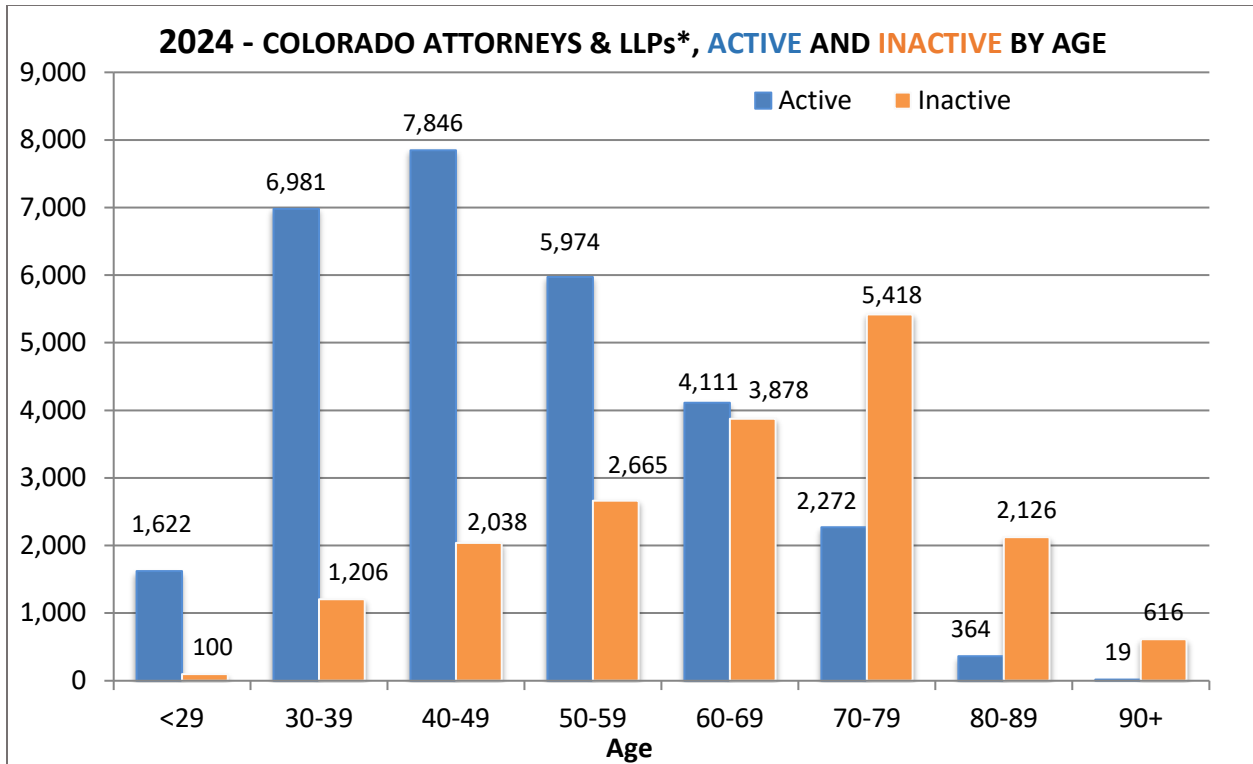
### **Newly Admitted CO Attorney:**

*"I just wanted to drop you a line expressing my gratitude for your work and efforts in connection with the oath of admission each week. Besides attending last week's event to take the oath myself, I had watched the recording on Youtube from two weeks ago to familiarize myself with what to expect. I think you do an amazing job running the event both weeks. I think oaths (of any sort in life) are of great significance, and your professionalism and organization reinforced the respect due to the process. I also want you to know how much I valued your enthusiasm and congratulatory spirit and words. I was one of the on motion admittees and have been a practicing attorney for some years, but I remember well how excited I was for my first oath to join a state's bar. It really felt a huge career milestone. I imagine leading the ceremony weekly may sometimes be wearing for you, yet I think you went above and beyond reinforcing to attendees that reaching this ceremony in their careers is a real achievement and something to be proud of. I just wanted to acknowledge how much I'm sure that means to each week's attendees, especially those who may be taking their first oath and becoming an "attorney" for the first time in their careers."*

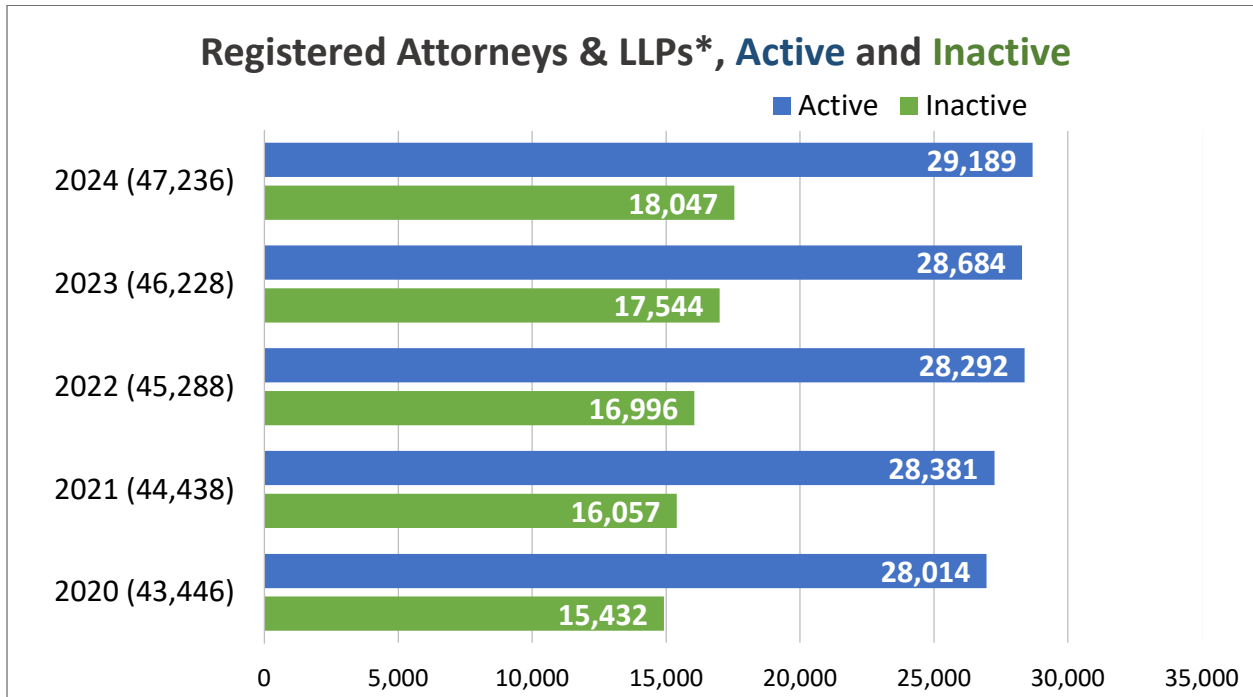
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<sup>21</sup> Includes 62 registered Licensed Legal Paraprofessionals (LLPs).





\*Registered LLPs: 4 (under 29), 11 (30-39), 22 (40-49), 20 (50-59), 4 (60-69), 1 (70-79), 0 (80-89), and 0 (90+)



\*Registered LLPs only included in 2024 active number.

## **Attorney and Licensed Legal Paraprofessionals (LLP) Registration**

Attorney and LLP Registration maintains the roll of licensed attorneys and LLPs in the state of Colorado. The annual license fees fund the Attorneys' Fund for Client Protection and fund the attorney and the LLP regulation system (including the Office of the Presiding Disciplinary Judge), attorney and LLP registration, continuing legal and judicial education, enforcement of the unauthorized-practice-of-law rules, the Colorado Lawyer Assistance Program, and the Colorado Attorney Mentoring Program.

The Colorado registration form collects statistics on the legal practitioner's profession, including how many are practicing in-house, in government, and in a private law firm. For the 2017 and all future registration processes, the Office has required lawyers and now LLPs in private practice to disclose whether they carry professional liability insurance and, if so, to disclose the name of their insurance carrier.

Maintaining an accurate picture of our lawyer and LLP population allows us to better serve the public and the profession by providing tailored resources to specific groups of practitioners in the future.<sup>22</sup>

### **In 2024, Registration processed 1,477 Attorney and 62 LLP admission enrollments:**

- Bar Exam: 748
- Uniform Bar Exam Transfers: 201
- On Motion: 438
- Licensed Legal Paraprofessionals Exam: 62
- Single-Client Certification: 80
- Law Professor Certification: 2
- Military Spouse Certification: 6
- Judge Advocate Certification: 2
- Foreign Legal Consultant: 0

### **In 2024, Registration also processed and approved applications for:**

- Pro Hac Vice: 725
- Practice Pending Admission: 118
- Pro Bono Certification: 25

<sup>22</sup> For detailed statistics on demographics collected through registration in Colorado, see Appendix C.

## **Continuing Legal and Judicial Education**

Attorneys and LLPs have to meet continuing legal education requirements on a three-year cycle. Attorney Regulation Counsel works with the Committee of Continuing Legal and Judicial Education to accredit CLE courses and activities, monitor CLE compliance, and interpret the rules and regulations regarding the Court's mandatory continuing education requirement for lawyers, LLPs and judges.

The Committee consists of nine members: at least six attorneys or LLPs, at least one of whom is a judge and at least two non-attorneys (citizen members) who assist in administration of the mandatory continuing legal and judicial education system.

### ***CLE Application Request:***

*"Thank you very much for the rapid turnaround on approval and providing the affidavit today. I really appreciate the effort and consideration."*

### **In 2024, the Office of Continuing Legal and Judicial Education:**

- Processed 137, 923 CLE affidavits;
- Processed 5,370 Non-Accredited Out of State Seminar affidavits;
- Processed 1,512 Teaching Affidavits;
- Processed 82 Research/Writing Affidavits;
- Processed 26 additional CLE affidavits for mentoring;
- Processed 40 additional CLE affidavits for pro bono work; and
- Accredited 15, 548 CLE courses and home studies, including 741 courses qualifying for equity, diversity and inclusivity (EDI) credit.

## WHAT WE DO: REGULATION

Attorney Regulation Counsel's traditional role is to investigate, regulate and, when necessary, prosecute attorneys accused of more serious violations of the Colorado Rules of Professional Conduct.

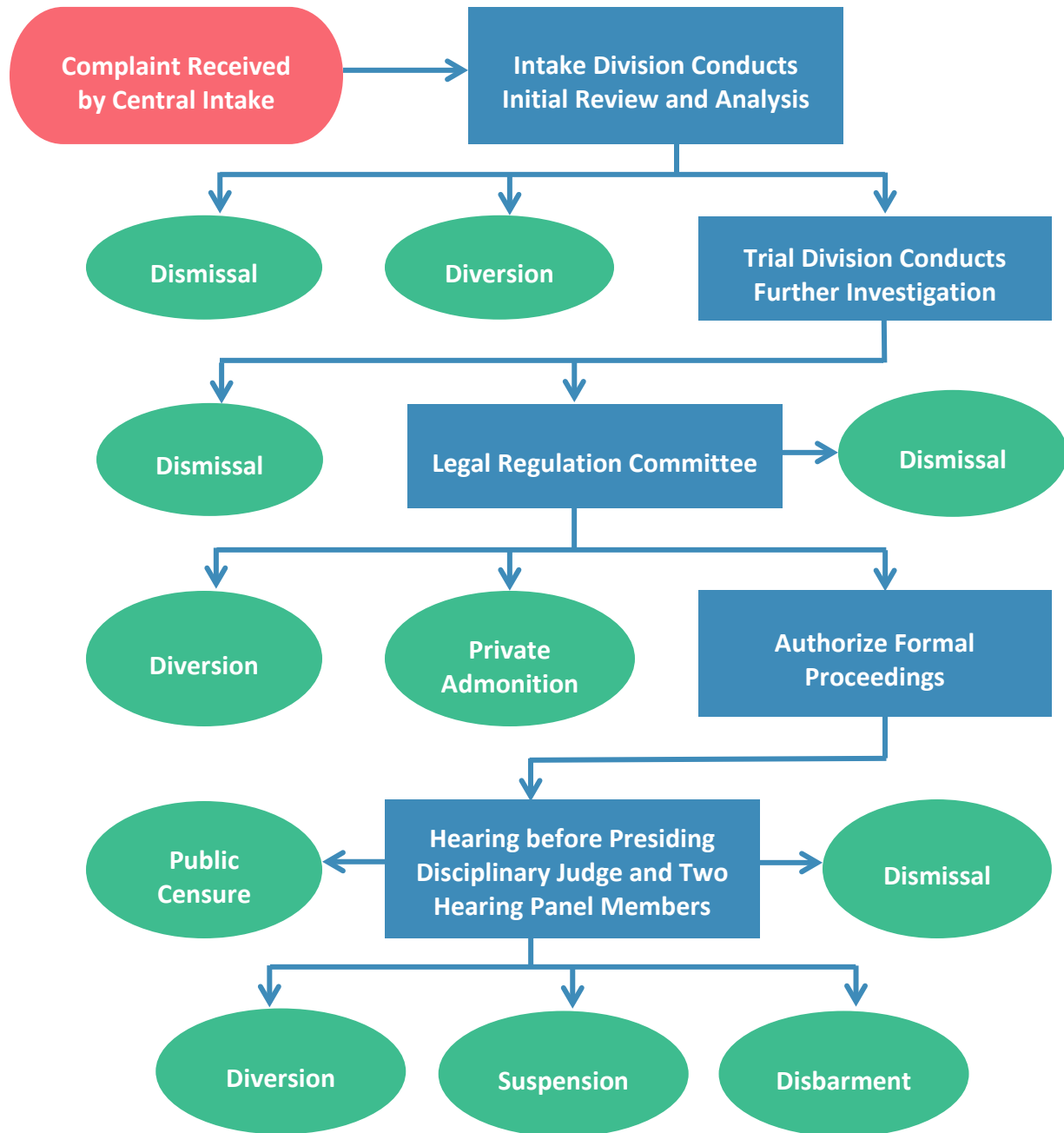
The Colorado model of attorney regulation is designed to move cases of minor ethical misconduct toward a quick resolution and devote its resources to cases that involve more serious attorney misconduct. The goal is to protect the public while educating attorneys, and now LLPs, to prevent any future misconduct.

In 2024, the office received 4,431 calls or written requests for investigation against a lawyer, a 0.9% percent decrease from the prior year and a 30.3% percent increase from 2019. The Office's intake division reviewed those cases and processed 205 matters for further investigation by the trial division. In addition, the intake division continued to work on 319 cases carried over from 2023.

**In total, the Office of Attorney Regulation Counsel's work in 2024 resulted in the following educational or disciplinary action:**

- 136 dismissals with educational language;
- 55 diversion agreements;
- 11 private admonitions;
- 12 public censures;
- 39 suspensions;
- 21 probations ordered; and
- 10 disbarments.

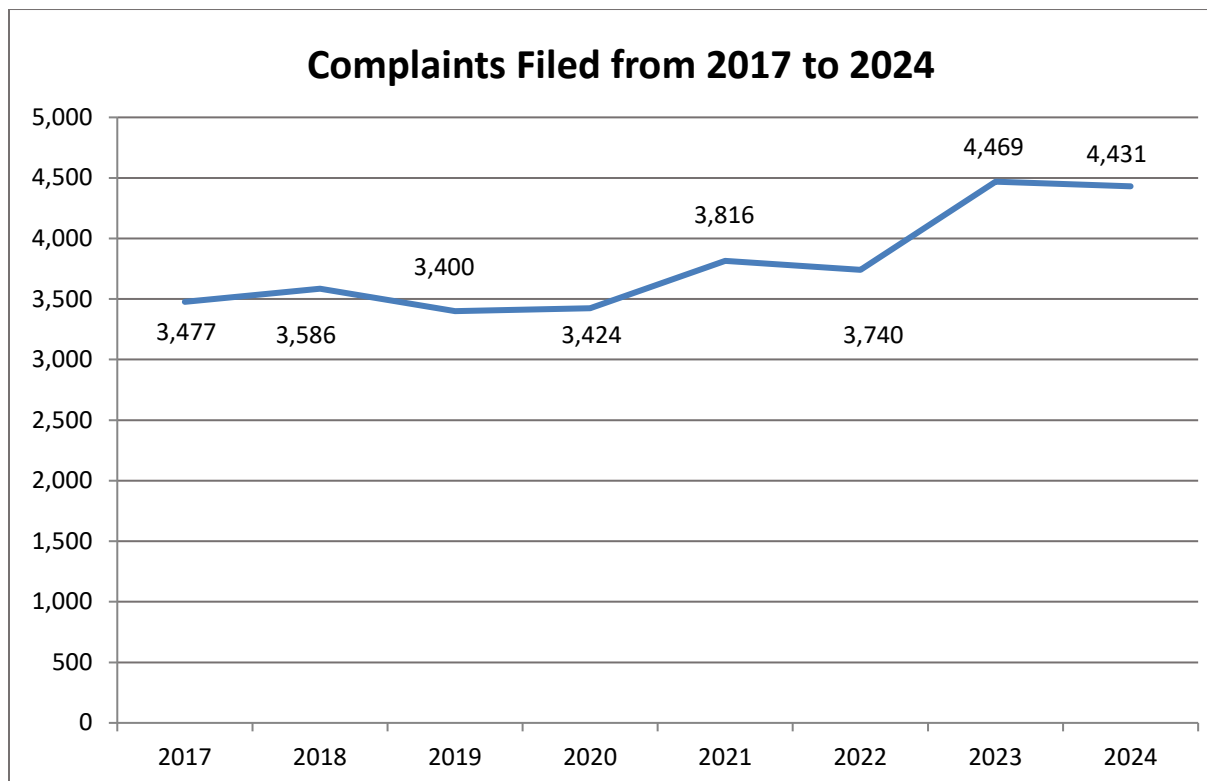
## **The Regulation Process**



## **Intake Division**

The intake division acts as the Office's triage unit, where the 4,431 requests for investigation that the Office received in 2024 were analyzed.<sup>23</sup> Complaints are made by clients, opposing counsel, judges, and in some cases, concerned citizens.

Trained investigators take all calls and review written requests for investigation submitted to the Office. Thereafter, they assign the case to an intake attorney. Each intake attorney handles between 500-600 cases per year. That intake attorney reviews the facts to determine whether the Colorado Rules of Professional Conduct are implicated and whether further investigation is warranted. In most cases, the intake attorney speaks with the complaining witness by telephone to gather information regarding the complaint. The average intake processing time in 2024 was 5.72 weeks.



<sup>23</sup> For detailed statistics on the intake division, see Appendices D through E.

If further investigation is warranted, that intake attorney requests the complaint in writing and corresponds with the respondent-attorney or LLP to determine whether the matter can be resolved at the intake stage, or whether the matter needs to be processed to the trial division for further investigation. Intake attorneys have numerous options for resolving a matter. They can dismiss cases outright; issue letters with educational language to the respondent-attorney or LLP; refer the matter for resolution by fee arbitration; or agree to an alternative to discipline involving education or monitoring in cases of minor misconduct. For those matters that warrant further investigation or involve allegations of more serious misconduct, the matter will be assigned to an attorney and investigator in the trial division for further investigation.

LLPs are subject to the same disciplinary procedures as attorneys. They must comply with the Colorado LLP Rules of Professional Conduct, which are very similar to the rules governing attorneys.

### **Magistrates**

Attorney Regulation Counsel is responsible for handling complaints against state court magistrates. These matters are reviewed pursuant to the Rules of Professional Conduct as well as the Canons of Judicial Conduct. In 2024, there were 143 requests for investigation filed against magistrates. One hundred forty-two requests were dismissed at the intake stage, and one was still pending at the end of 2024.

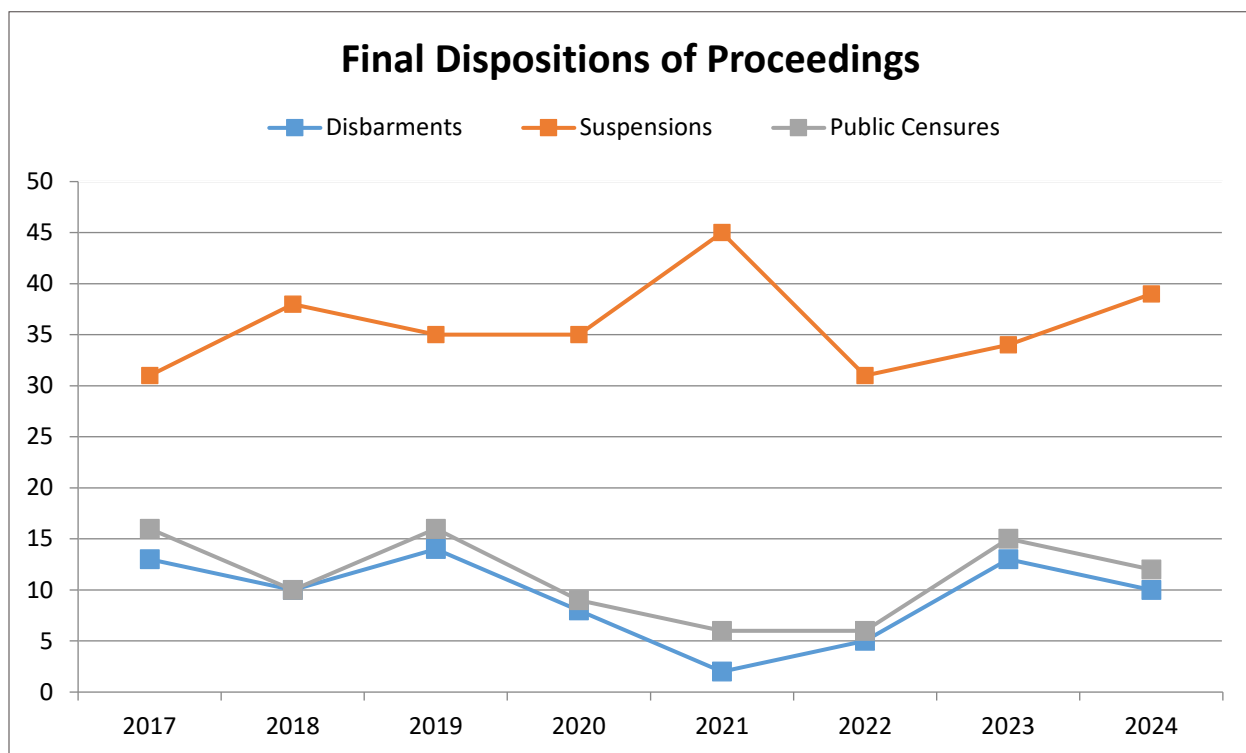
### **Trust Account**

Attorneys and LLPs in private practice are required to maintain a trust account in an approved Colorado financial institution. Those financial institutions agree to report any overdraft on the trust accounts to Attorney Regulation Counsel. Reports of overdrafts receive immediate attention. One of the Office's investigators is assigned to investigate all trust account notifications. That investigator meets weekly with the Deputy in intake to review the investigation and determine whether further investigation is warranted through the trial division. In 2024, the Office of Attorney Regulation Counsel received 117 trust account notices.

## **Trial Division**

The next step for a case that involves a complex fact pattern or allegations of serious misconduct is the trial division. In 2024, the trial division was assigned 205 cases processed by the intake division and also handled 232 cases carried over from 2023.<sup>24</sup>

At the end of the investigation, there are numerous potential outcomes, many intended to quickly resolve less serious matters. If, at the end of the investigation, a resolution other than dismissal is reached, assistant regulation counsel may recommend a formal proceeding, diversion agreement, or private admonition. These recommendations are presented to the Legal Regulation Committee (“LRC”). The LRC Committee considers the recommendations prepared by Office of Attorney Regulation Counsel attorneys and determines whether reasonable cause exists to pursue discipline through a formal proceeding or private admonition, or whether to approve proposed agreements between Attorney Regulation Counsel and a respondent.



<sup>24</sup> For detailed statistics on the trial division process, see Appendices F through J.



**In 2024, the trial division:**

- Recommended the dismissal of 69 cases, 13 of them with educational language; and
- Entered 24 stipulations for conditional admission of misconduct.

If a matter is not suitable for dismissal and a stipulation cannot be reached with the respondent, the matter proceeds to the Legal Regulation Committee.

**In 2024, the trial division presented 121 matters to the Legal Regulation Committee. The Committee approved:**

- 45 formal proceedings concerning 72 matters;
- 35 diversion agreements concerning 36 matters; and
- 11 private admonitions.

Several of the 72 matters<sup>25</sup> in which the Office was authorized to file a formal complaint were consolidated.<sup>26</sup> In many cases, after authority to file a formal complaint was obtained, Attorney Regulation Counsel and the respondent-attorney entered into a conditional admission of misconduct prior to filing of a formal complaint.

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<sup>25</sup> For detailed statistics on the dispositions by Legal Regulation Committee, see Table F-5, Appendix F.

<sup>26</sup> Because some matters are carried over from one calendar year to the next, the number of matters reviewed by the Legal Regulation Committee will not reconcile with the number docketed or completed in the investigative area.

**In 2024, after receiving authorization to file a formal complaint, the Attorney Regulation Counsel:**

- Filed 31 formal complaints;
- Resolved 6 matters by stipulation prior to filing a formal complaint; and
- After a formal complaint was filed, entered into 24 agreements for conditional admission of misconduct.

The 31 formal complaints filed in 2024, and those pending from 2023, resulted in six attorney discipline trials before the Presiding Disciplinary Judge.

**Interim Suspensions**

On rare occasions, the Office of Attorney Regulation Counsel may seek the interim suspension of an attorney's or LLP's license to practice law in order to protect the public. An interim suspension may be appropriate when there is reasonable cause to believe that an attorney or LLP is causing immediate and substantial public or private harm. Additionally, the Office can seek such action if an attorney or LLP is in arrears on a child-support order or is not cooperating with Attorney Regulation Counsel as required by the Colorado Rules of Professional Conduct.

**The 4 petitions for interim suspension sought by The Office of Attorney Regulation Counsel involved:**

- 2 failures to cooperate with Attorney Regulation Counsel's investigations; and
- 2 felony convictions.

**Disability Matters**

When an attorney or LLP is unable to fulfill professional responsibilities due to physical, mental, or behavioral illness, the Office of Attorney Regulation Counsel may file a petition to transfer an attorney or LLP to disability status. This is not a form of discipline. The Office filed 10 attorney disability matters in 2024.

**Reinstatement and Readmission Matters**

Attorneys or LLPs who have been suspended for at least one year and one day must apply for reinstatement to be allowed to resume the practice of law. Attorneys or LLPs who have been disbarred must wait at least eight years before applying for readmission. The reinstatement and readmission processes are intended to assess the attorney's or LLP's fitness to return to the practice of law. In readmission and reinstatement matters, the applicant-attorney or applicant-LLP must prove rehabilitation and other elements by clear and convincing evidence. In 2024, eight attorney reinstatement or readmission matters were filed with the Office of Presiding Disciplinary Judge. Six attorneys were reinstated, one withdrawn, one denied and three were pending at the end of 2024.

**Attorneys' Fund for Client Protection**

Attorney Regulation Counsel assists the Board of Trustees for the Attorneys' Fund for Client Protection by investigating claims made on the fund alleging client loss due to the dishonest conduct of an attorney or LLP or for the loss of client funds due to an attorney's death.

The statistics for this work are shown in a separate annual report, posted on our website at: <http://www.coloradosupremecourt.com/AboutUs/AttorneysFundforClientProtection.asp>

### **Unauthorized Practice of Law**

The Office of Attorney Regulation Counsel, in coordination with the Legal Regulation Committee, investigates and prosecutes allegations of the unauthorized practice of law. The Legal Regulation Committee authorizes proceedings against individuals who are not licensed to practice law but are believed to be engaged in the practice of law.

In 2024, the Office of Attorney Regulation Counsel received 93 requests for investigation alleging the unauthorized practice of law by a non-attorney. Some requests did not proceed past the intake division, while others were processed to the trial division for further investigation.

**In 2024, the unauthorized practice of law matters included the following:**

- 8\* requests were considered by the Legal Regulation Committee
  - 5 injunctive or contempt proceedings were commenced
  - 2 written agreement was reached with respondent to refrain from UPL conduct
- 13 were dismissed by the Regulation Counsel

\* Two matters were combined

The Legal Regulation Committee may direct trial counsel to seek a civil injunction by filing a petition with the Supreme Court or, in the alternative, offer the respondent an opportunity to enter into a written agreement to refrain from the conduct in question, to refund any fees collected, and to make restitution. Additionally, trial counsel may institute contempt proceedings against a respondent that is engaged in the unauthorized practice of law. See C.R.C.P. 238.

## WHAT WE DO: INVENTORY COUNSEL

When a Colorado attorney or LLP dies, becomes disabled, is suspended or disbarred, or is otherwise unable to protect the interests of their clients, Inventory Counsel is appointed to return client files and money held in trust, and at times, money held in business accounts. The file inventory and return process may take months or years depending on the number of files, areas of practice, level of organization of files, adequacy and availability of trust account records, and difficulty in locating clients.<sup>27</sup>

In 2024, Inventory Counsel returned \$5,436.72 to clients from lawyers' trust and business accounts. Inventory Counsel additionally disbursed \$26,768.40 in unclaimed funds to the Colorado Lawyer Trust Account Foundation. Pursuant to Colo. RPC 1.15B(k), funds disbursed to the Colorado Lawyer Trust Account Foundation may be returned to their owners, including clients, if in the future the owners can be determined and located. No funds in 2024 were paid to the Colorado Attorneys' Fund for Client Protection to help cover claims where there were insufficient funds in the trust account to make disbursements to clients.

The Office of Attorney Regulation Counsel employs an attorney to handle Inventory Counsel matters. However, the Office of Attorney Regulation Counsel is very grateful for the assistance of lawyers who volunteer to be appointed as Outside Inventory Counsel on a pro bono basis with the assistance of the in-house Inventory Counsel. In 2024, six Colorado lawyers acted as Outside Inventory Counsel. The appointments of volunteer Outside Inventory Counsel allow the program to advance client protection and reach all corners of the state, especially communities outside the Front Range.

### **Outside Inventory Counsel:**

*A special thanks to the following who acted as Outside Inventory Counsel:*

Virginia Frazer-Abel, Anna Leigh Burr, Gregory John Hock, Brett Payton,  
Jessie Aiken Rember and Margaret B. Walker

### ***Inventory Counsel Client:***

*"I'm writing to acknowledge receipt of this Order and to thank all involved in this process. I am impressed with the speed with which you all must have worked. I'm also grateful for the outcome. Thank you."*

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<sup>27</sup> For additional statistics about Inventory Counsel, see Appendix K.

**In 2024, Inventory Counsel:**

- Filed 6 external and 10 internal petitions for appointment of inventory counsel;
- Closed 10 inventory matters;
- Contacted 1198 clients by letter and 634 clients by phone calls, whose files contained original documents, involved a felony criminal matter, or were considered current clients;
- Disbursed \$5,436.72 in trust and business accounts to clients;
- Collected \$1,503.20 from attorneys' accounts;
- Returned \$198,603.48 to one or more attorneys' estates;
- Inventoried 4741 client files;
- Inventoried 386 electronic files;
- Returned 241 files to clients or attorneys of record; and
- Filed 353 original wills with a district court(s).

***Inventory Counsel Client:***

*"I want to thank you and your staff for all of the work you have done to be able to finally close this matter. I appreciate the professional manner and kindness that you showed to me in accomplishing this task. This is a needed and valuable service at a difficult time for someone in these circumstances. It is a relief to know that these matters were taken care of properly as my husband was always concerned about following the rules and regulations of his profession to the best of his ability."*

***Inventory Counsel Client:***

*"I received a check yesterday, and I want to compliment you and your staff on how professional and efficient this whole process has been, and it's not so much about the money, but it is really encouraging that you have such a high standard of professionalism. And it did actually mean quite a bit to me to be able to follow through on what I thought was right. And I very much appreciate the way you handled my case. I am, by the way, the widow of [name]. I should have identified myself that way. But I'm calling to thank you and express my sincere appreciation. I'm very much grateful for the way the entire matter has been handled."*

## WHAT WE DO: CASE MONITOR

The cornerstones of Colorado's attorney and LLP regulation system are the diversion (alternative to discipline) agreement and probation conditions in discipline matters. Diversion agreements and probation conditions protect the public while allowing an otherwise competent attorney-respondent or LLP-respondent to continue practicing.

Central to these agreements is monitoring. A respondent must adhere to conditions agreed to by the Office and the respondent. Those conditions can include attendance at the Office's trust account school or ethics school, submitting to drug or alcohol monitoring, financial monitoring, practice audits and/or monitoring, or receiving medical or mental health treatment.

To ensure compliance, the Office employs a full-time case monitor. The case monitor's relationship with a respondent begins when the monitor sends a calendar detailing important compliance deadlines. Throughout the diversion or probation process, the monitor follows up with email reminders and phone calls if an attorney has missed a deadline.

The goal of the monitor is to help a respondent comply with their diversion or probation conditions to facilitate a successful transition back to normal law practice.

The case monitor also helps run the various schools for respondents intending to improve the provision of legal services to consumers.

### **In 2024, the case monitor:**

Ended the year with 881 cases being monitored for diversion agreement or other compliance requirements.

- Organized 5 virtual Ethics Schools, attended by 109 virtual attendees; and
- Organized 5 virtual Trust Account Schools, attended by 87 virtual attendees.

## WHAT WE DO: EDUCATION/OUTREACH

### **Presentations/Talks**

The Office of Attorney Regulation Counsel presented 54 total public speeches in 2024.

Presentations/Talks Delivered	
2024	54
2023	68
2022	59
2021	84
2020	118
2019	197
2018	211

### **Ethics School**

The Office of Attorney Regulation Counsel created, designed, and staffs the Ethics School.

Year	Classes Presented	Attendance
2024	5	109
2023	5	108
2022	5	132
2021	5	113
2020	5	109
2019	5	129
2018	5	97

The school is a seven-hour course that focuses on the everyday ethical dilemmas attorneys confront. The course addresses the following issues:

- Establishing the attorney-client relationship;
- Fee agreements;
- Conflicts;
- Trust and business accounts;
- Law office management; and
- Private conduct of attorneys.



***Attorney attendance of Ethics School:***

*“Very interesting and a lot of useful information. Think everyone should take a similar class every few years.”*

The Ethics School is not open to all attorneys. Rather, the respondent attending is doing so as a condition of a diversion agreement or dismissal, or pursuant to an order from the Presiding Disciplinary Judge or Supreme Court. The respondents attending Ethics School are provided with suggested forms and case law.

**Trust Account School**

In 2003, the Office of Attorney Regulation Counsel created a four-hour school that addresses the correct method for maintaining a trust account. The course is designed for either attorneys, LLPs or legal support staff. The course instructors are attorneys from the Office of Attorney Regulation Counsel.

Year	Classes Presented	Attendance
2024	5	87
2023	4	69
2022	4	85
2021	4	82
2020	4	63
2019	5	56
2018	5	55

The course is accredited with four general Continuing Legal Education credits and is open to all members of the bar. The cost of the course is minimal to encourage widespread attendance.

***Attorney attendance of Trust Account School:***

*“I am very satisfied. The course is extremely informative, and it was communicated well.”*

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## **Professionalism School**

At the direction of the Supreme Court and in cooperation with the Colorado Bar Association, the Office of Attorney Regulation Counsel designed a professionalism school for newly admitted Colorado attorneys and LLPs. The Office of Attorney Regulation Counsel designed the curriculum and teaches the course in such a fashion as to address the most common ethical dilemmas confronted by newly admitted attorneys and LLPs. Attendance at the course is a condition of admission to the Colorado Bar. On an annual basis, nearly 1,000 admittees attend and participate in the training. Lawyers from the Office of Attorney Regulation Counsel have committed hundreds of hours to the planning, administration, and presentation of the professionalism course. This course is separate and distinct from the ethics school and trust accounting school presented by the Office of Attorney Regulation Counsel. In 2024, the office led 12 separate presentations of the course.

### ***Attorney attendance of Professionalism School:***

*"I appreciated the streamline nature of this course, but also, that there was an immense amount of information. It was certainly a lot to cover in a day, but y'all kept it flowing in a way that not only ensured we finished on time, but that people could really take time to grasp the concepts we were covering."*

### ***Attorney attendance of Professionalism School:***

*"Very thorough! It was really helpful to go through all of the topics in an interactive way - it definitely helps to keep these topics front-of-mind."*

### ***Attorney attendance of Professionalism School:***

*"Coming from another jurisdiction, it's so fantastic that Colorado has so many resources for attorneys."*

## **APPENDIX A:**

### **RESULTS OF VOLUNTARY, ANONYMOUS DEMOGRAPHIC SURVEY**

Attorney and LLP Responses (**Active Status Only**): 5,926 (20% of active registration)

**TABLE A-1: Age as of January 1, 2025**

Response	Percentage
29 or younger	5.8%
30-39	21.9%
40-49	23.6%
50-59	20.5%
60-69	16.2%
70-79	10.6%
80-89	1.3%
90 or older	0.01%

**TABLE A-2: Race/Ethnicity/National Origin (can choose more than one)**

Response	Percentage
American Indian or Alaska Native	1.9%
Asian or Asian American	3.4%
Black or African American	3.0%
Hispanic, Latino or Spanish Origin	7.1%
Middle Eastern or North African	0.8%
Native Hawaiian or other Pacific Islander	0.3%
White or Caucasian	88.4%

**TABLE A-3: Physical or Mental Impairment Limiting Major Life Activities**

Response	Percentage
Yes	5.6%
No	94.4%

**TABLE A-4: Veteran or Active Duty Status**

Response	Percentage
Veteran or Active Duty	7.5%
Not a veteran	92.5%

**TABLE A-5: Gender Identity<sup>28</sup>**

Response	Percentage
Female	48.4%
Male	50.9%
Non-binary	0.7%

**TABLE A-6: Identify as Transgender**

Response	Percentage
Yes	0.6%
No	99.4%

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<sup>28</sup> The registration process also collects gender data and is more reliable than this voluntary survey.

**TABLE A-7: Sexual Orientation**

Response	Percentage
Bisexual	5.0%
Heterosexual	89.4%
Gay	2.7%
Lesbian	2.0%
Other	0.9%

**TABLE A-8: Years of Practice**

Response	Percentage
5 or fewer	16.0%
6-10	13.3%
11-15	13.6%
16-20	11.5%
21-25	10.9%
26-30	9.2%
31-35	7.8%
More than 35	17.7%

**TABLE A-9: Primary Work Location**

Response	Percentage
Colorado metropolitan area, population 150,000+	64.8%
Other city in Colorado, population 30,000-149,000	8.2%
Smaller mountain community in Colorado	6.3%
Smaller plains community in Colorado	1.2%
Other community in Colorado	0.7%
Not in Colorado	18.9%

# APPENDIX B:

## BAR EXAM STATISTICS

**TABLE B-1: February 2024 Attorney Bar Exam - Examination Statistics and Pass/Fail Rates**

### FEBRUARY 2024 EXAMINATION STATISTICS

<b>Total Who Took Exam:</b> 254	<b>Total Applicants:</b> 304
<b>Total Who Passed:</b> 149 (59%)	<b>Total Withdrawals:</b> 45
<b>Total Who Failed:</b> 105 (41%)	<b>Total of No Shows:</b> 5

CO MBE Avg	CO MBE Median	CO MBE Range	Nat. MBE Avg	CO Std. Dev. MBE
137.73	137.80	93.7 – 177.7	131.76	14.6158

Avg Essay/PT	Essay/PT Range
137.7	100- 172

CO UBE Avg	CO UBE Score Range	CO Std. Dev. UBE
275.48	206 – 342	26.48

### Averages Scores

	Univ. of Denver	Univ. of Colorado	Other ABA*	Non-ABA/ Foreign Ed.**
<b>MBE:</b>	138.50	138.76	138.44	123.70
<b>Essay/PT:</b>	141.29	140.08	137.03	124.05
<b>Total</b>	279.81	278.87	275.49	247.69

### Range of Scores

	Univ. of Denver	Univ. of Colorado	Other ABA*	Non-ABA/ Foreign Ed.**
<b>MBE:</b>	108.6 – 164	116.8 – 170.4	93.7 – 177.7	103.9 – 146.6
<b>Essay/PT:</b>	110.2 – 169.1	111.7 – 164.6	105.8 – 172	100 – 160.2
<b>Total Score:</b>	228 – 333	239 – 332	207 – 342	206 - 303

\*Does not include Univ. of Denver and Univ. of Colorado.

\*\*Includes U.S. state-accredited and foreign law school graduates.

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## PASS/FAIL RATES

### By Law School

February 2024 Bar Exam

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Examinees	Law School	Passed		Failed		Total
<b>First Time</b>	University of Colorado	4	(100%)	0	(0%)	4
	University of Denver	20	(83%)	4	(17%)	24
	Other ABA	60	(71%)	25	(29%)	85
	Foreign Educated/ Non-ABA	3	(43%)	4	(57%)	7
		87	(73%)	33	(27%)	120
<b>Repeat</b>	University of Colorado	14	(52%)	13	(48%)	27
	University of Denver	21	(60%)	14	(40%)	35
	Other ABA	27	(41%)	39	(59%)	66
	Foreign Educated/ Non-ABA	0	(0%)	6	(100%)	6
		62	(46%)	72	(54%)	134
<b>All</b>	University of Colorado	18	(58%)	13	(42%)	31
	University of Denver	41	(69%)	18	(31%)	59
	Other ABA	87	(58%)	64	(42%)	151
	Foreign Educated/ Non-ABA	3	(23%)	10	(77%)	13
		149	(59%)	105	(41%)	254

## **TABLE B-2: July 2024 Attorney Bar Exam – Examination Statistics and Pass/Fail Rates**

### **JULY 2024 EXAMINATION STATISTICS**

**Total Who Took Exam: 744      Total Applicants: 796**  
**Total Who Passed: 597 (80%)      Total Withdrawals: 45**  
**Total Unsuccessful: 147 (20%)      Total of No Shows: 7**

<b>CO MBE Avg</b>	<b>CO MBE Median</b>	<b>CO MBE Range</b>	<b>Nat. MBE Avg</b>	<b>CO Std. Dev. MBE</b>
146.1	147.2	95.9 – 184	141.8	14.6579

<b>Avg Essay/PT</b>	<b>Essay/PT Range</b>
146	107 – 179.9

<b>CO UBE Avg</b>	<b>CO UBE Score Range</b>	<b>CO Std. Dev. UBE</b>
292.23	206 - 356	27.33

### **Averages Scores**

	<b>Univ. of Denver</b>	<b>Univ. of Colorado</b>	<b>Other ABA*</b>	<b>Non-ABA/ Foreign Ed.**</b>
<b>MBE:</b>	145.4	150.4	145.8	130.2
<b>Essay/PT:</b>	149.2	150.6	143.9	125.7
<b>Total Score:</b>	295	301	290	256

### **Range of Scores**

	<b>Univ. of Denver</b>	<b>Univ. of Colorado</b>	<b>Other ABA*</b>	<b>Non-ABA/ Foreign Ed.**</b>
<b>MBE:</b>	103.3 – 180.3	118.7 – 184	95.9 – 177	99.4 – 161.1
<b>Essay/PT:</b>	113.3 – 176.5	111.7 – 176.5	107- 179.7	107 – 167.1
<b>Total Score:</b>	226 – 355	233 – 356	206 – 354	213 – 328

\*Does not include Univ. of Denver and Univ. of Colorado.

\*\*Includes U.S. state-accredited and foreign law school graduates.



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**PASS/FAIL RATES**
**By Law School**

 July 2024 Bar Exam
 

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<b>Examinees</b>	<b>Law School</b>	<b>Passed</b>		<b>Failed</b>		<b>Total</b>
<b>First Time</b>	University of Colorado	129	(93%)	10	(7%)	139
	University of Denver	157	(89%)	19	(11%)	176
	Other ABA	290	(85%)	50	(15%)	340
	Foreign Educated/ Non-ABA	5	(33%)	10	(67%)	15
		581	(87%)	89	(13%)	670
<b>Repeat</b>	University of Colorado	3	(60%)	2	(40%)	5
	University of Denver	1	(7%)	14	(93%)	15
	Other ABA	10	(21%)	37	(79%)	47
	Foreign Educated/ Non-ABA	2	(29%)	5	(71%)	7
		16	(22%)	58	(78%)	74
<b>All</b>	University of Colorado	132	(92%)	12	(8%)	144
	University of Denver	158	(80%)	33	(17%)	191
	Other ABA	300	(71%)	87	(22%)	387
	Foreign Educated/ Non-ABA	7	(32%)	15	(68%)	22
		597	(80%)	147	(20%)	744

# Appendix C:

## REGISTRATION DEMOGRAPHICS

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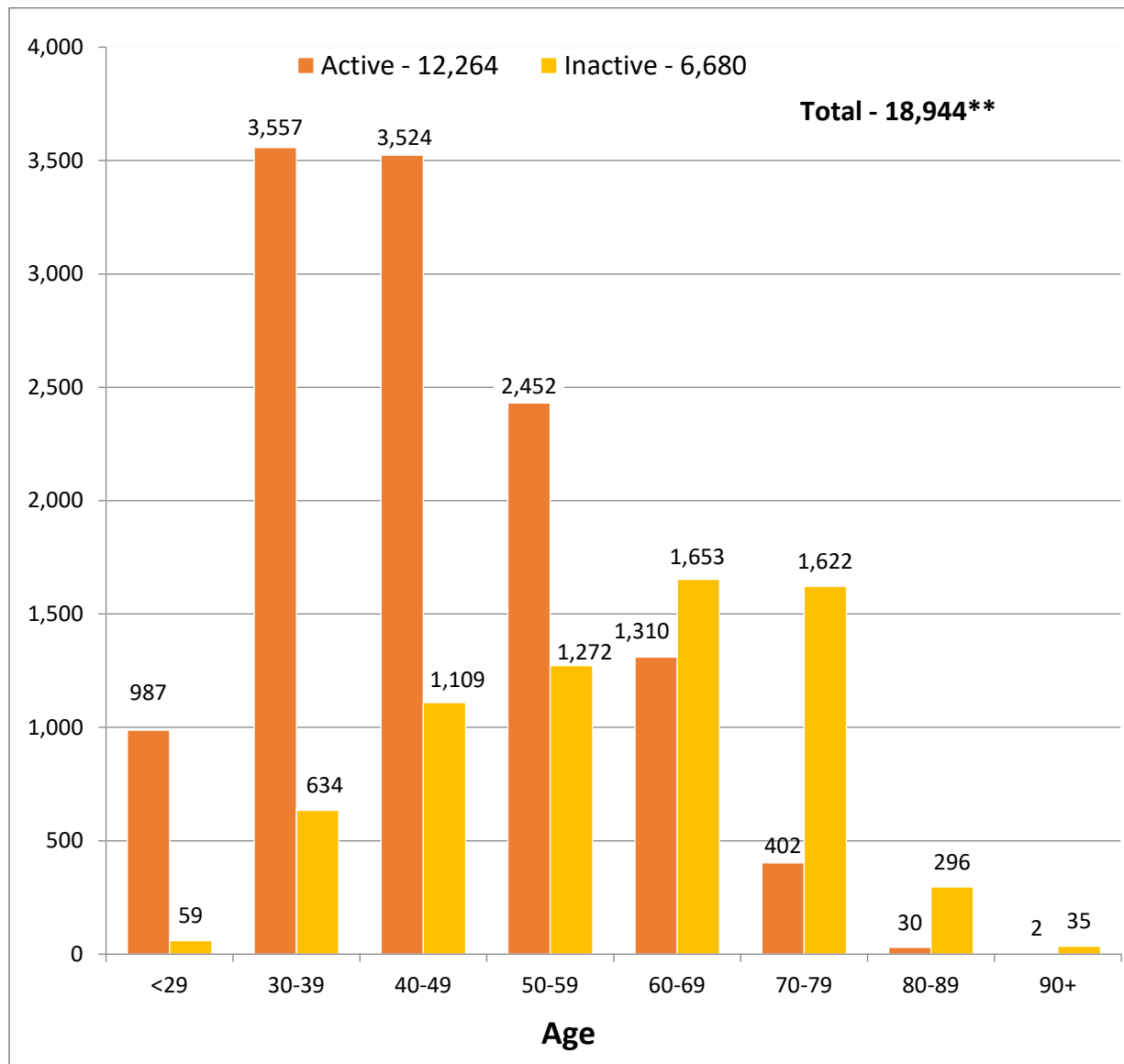
The Office of Attorney Regulation Counsel collects data from lawyer and LLP registration forms to better analyze demographic information on the state's lawyer and LLP profession. With an accurate picture of Colorado's lawyer and LLP population, the Office hopes to provide better resources to specific groups of attorneys and LLPs in the future.

Given the interest in the new LLP program, each number in this section for which LLPs are included is followed by a parenthetical reference to the number of LLPs within that total number of legal practitioners.

### **Charts:**

- C-1: Colorado Female Attorneys and LLP, Active and Inactive By Age
- C-2: Colorado Male Attorneys and LLP, Active and Inactive By Age
- C-3: Active Attorneys and LLPs By Type of Practice
- C-4: Active Attorneys and LLPs Ages 60-69, By Type of Practice
- C-5: Active Attorneys and LLPs Ages 70-79, By Type of Practice
- C-6: Active Attorneys and in Government Practice, By Type of Practice
- C-7: Active Private Attorneys and LLPs With Malpractice Insurance
- C-8: Active Private Attorneys and LLPs Without Malpractice Insurance
- C-9: Active Private Attorneys and LLPs Large Firm With/Without Malpractice Insurance
- C-10: Active Private Attorneys and LLPs Medium Firm With/Without Malpractice Insurance
- C-11: Active Private Attorneys and LLPs Small Firm With/Without Malpractice Insurance
- C-12: Active Private Attorneys and LLPs Solo Practitioner Firm With/Without Malpractice Insurance

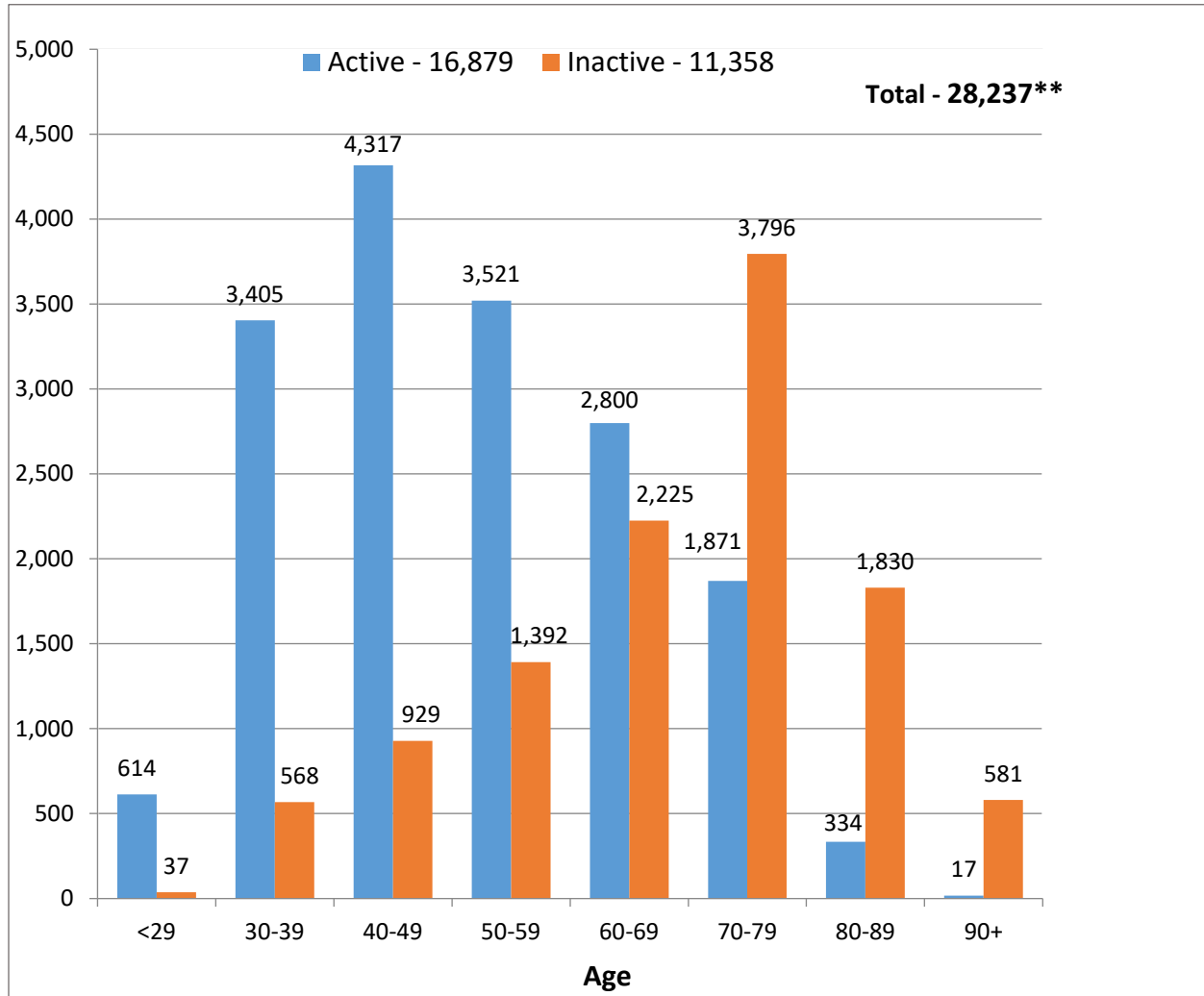
## CHART C-1: COLORADO FEMALE ATTORNEYS AND LLPS\*, ACTIVE AND INACTIVE BY AGE



\*Registered LLPs: 3 (under 29), 11 (30-39), 22 (40-49), 19 (50-59), 4 (60-69), 1 (70-79), 0 (80-89), 0 (90+)

\*\*55 registered attorneys elected not to list a gender on their registration (46 active and 9 inactive)

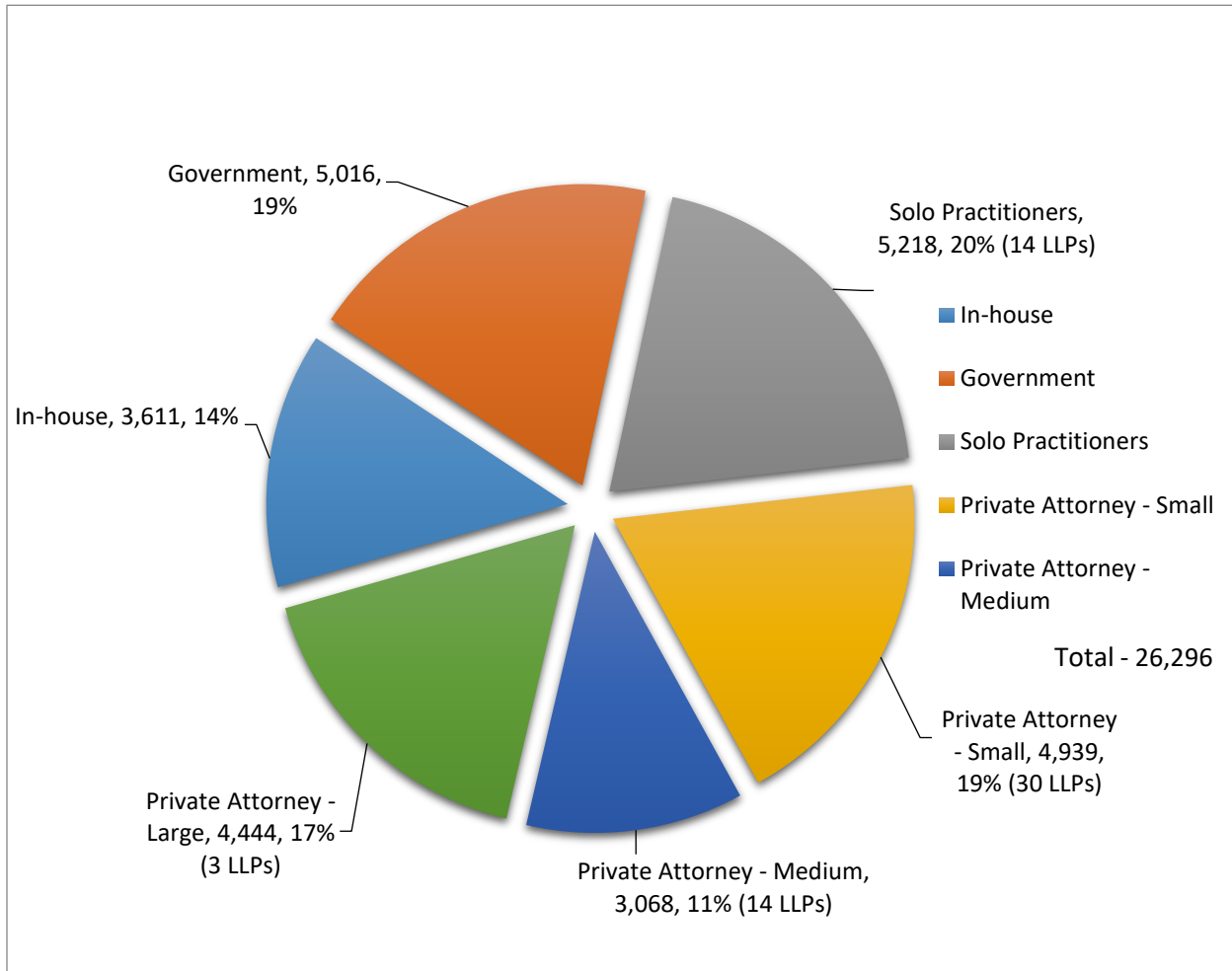
## CHART C-2: COLORADO MALE ATTORNEYS AND LLPS\*, ACTIVE AND INACTIVE BY AGE



\*Registered LLPs: 1 (under 29), 0 (30-39), 0 (40-49), 1 (50-59), 0 (60-69), 0 (70-79), 0 (80-89), 0 (90+)

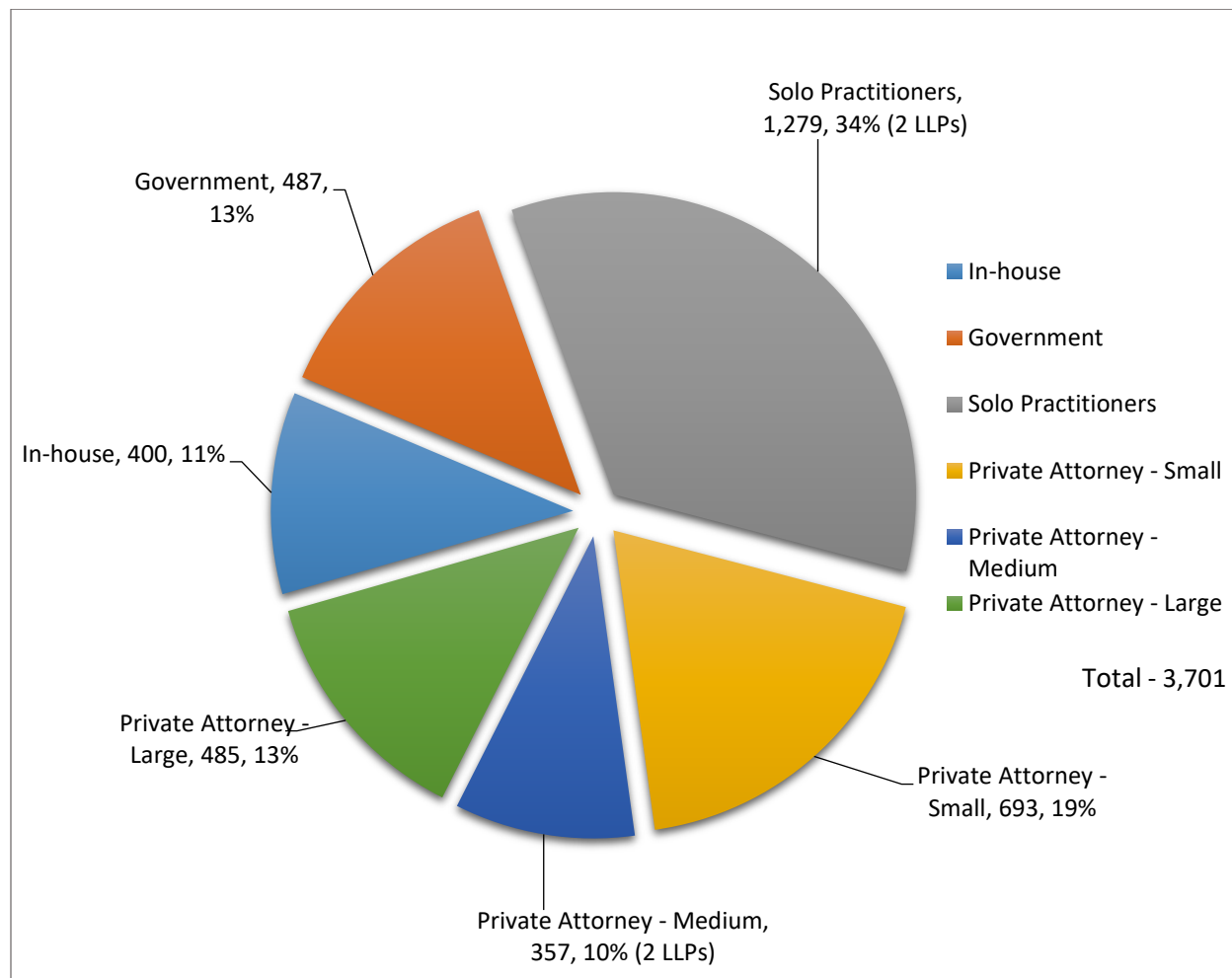
\*\*55 registered attorneys elected not to list a gender on their registration (46 active and 9 inactive)

## CHART C-3: ACTIVE ATTORNEYS AND LLPS BY TYPE OF PRACTICE<sup>29</sup>



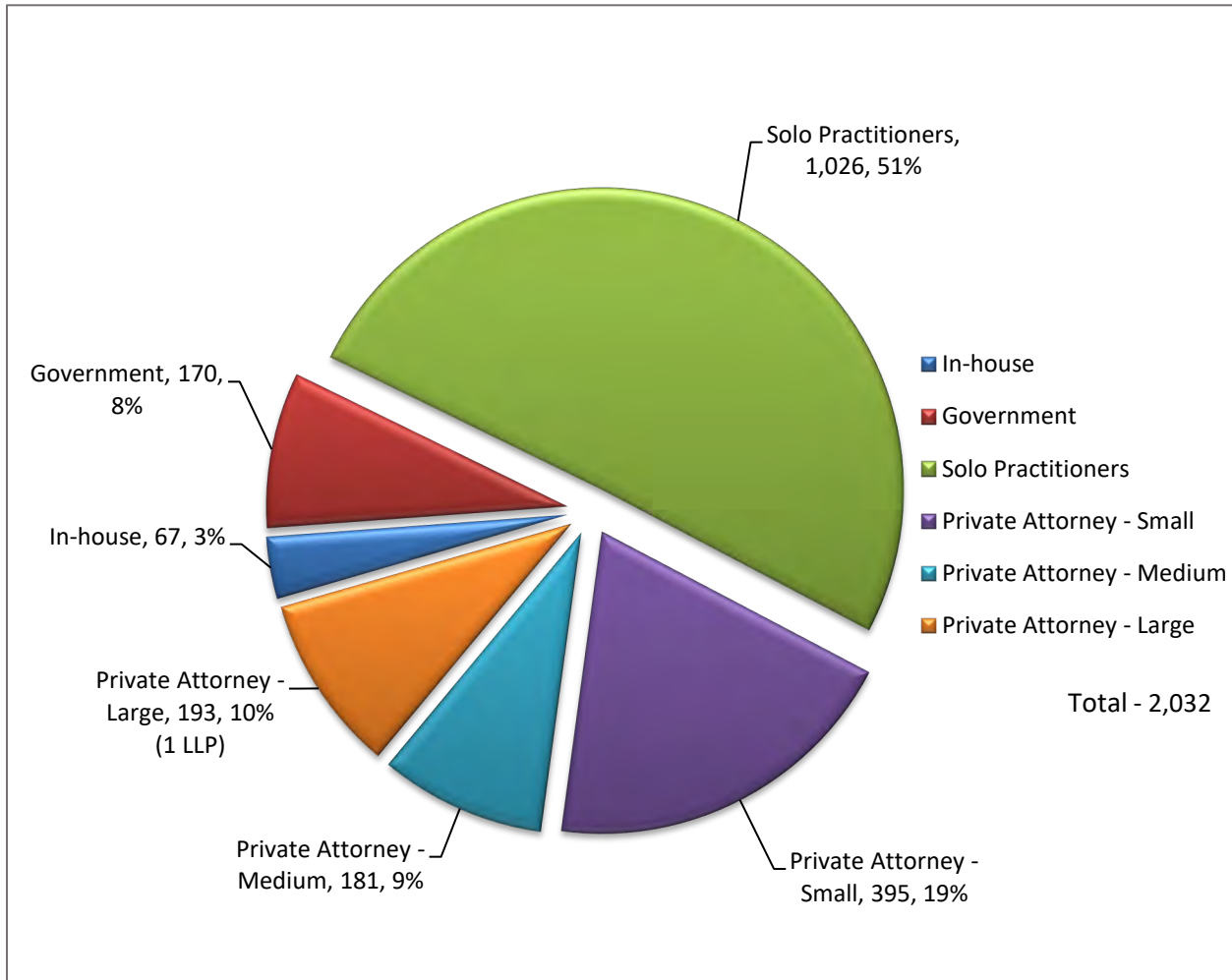
<sup>29</sup> Small firms are defined as 2-10 attorneys; medium firms are 11-50 attorneys or LLPs; and large firms are 51 or more attorneys or LLPs. Also, the remaining 2,695 active attorneys or LLPs not listed in the chart above are comprised of individuals holding a limited license or those that classified their type of practice as one of the following categories *other*, *retired*, or *teaching*.

## CHART C-4: ACTIVE ATTORNEYS AND LLPS AGES 60-69, BY TYPE OF PRACTICE



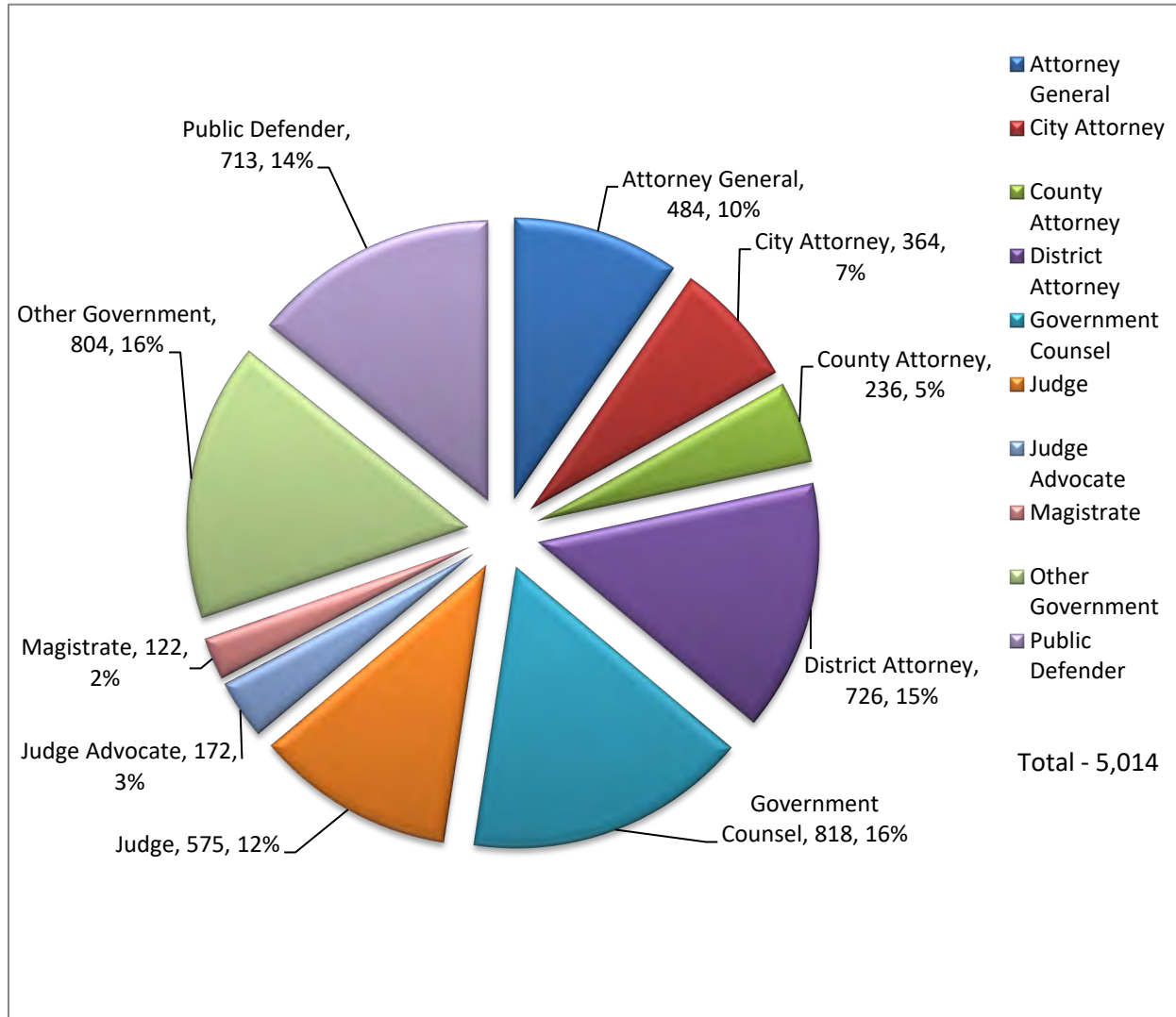
\*The remaining 410 active attorneys not listed in the chart below are comprised of individuals holding a limited license or those that classified their type of practice as one of the following categories *other*, *retired*, or *teaching*.

## CHART C-5: ACTIVE ATTORNEYS AND LLP AGES 70-79, BY TYPE OF PRACTICE



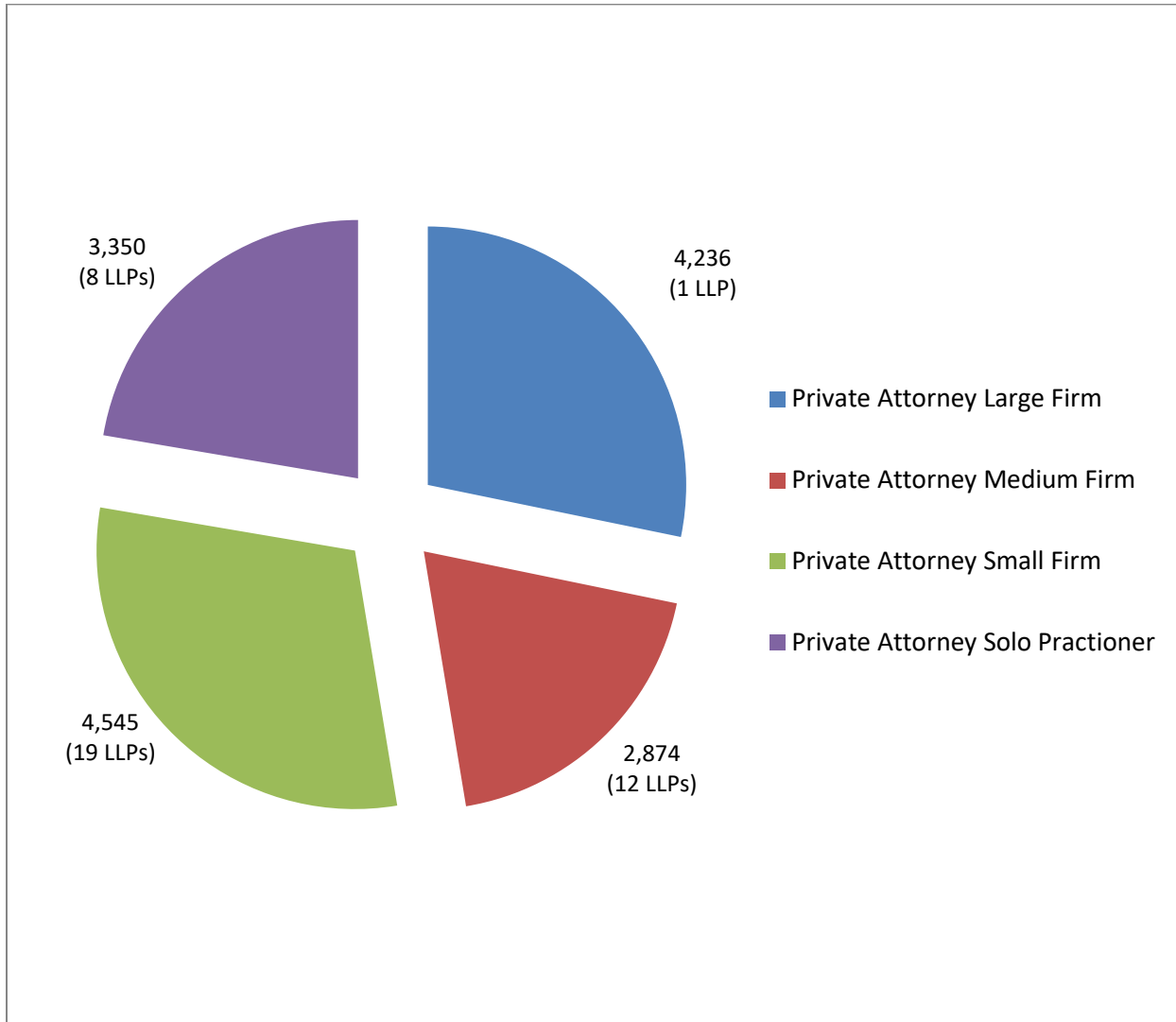
\*The remaining 240 active attorneys not listed in the chart below are comprised of individuals holding a limited license or those that classified their type of practice as one of the following categories *other*, *retired*, or *teaching*.

## CHART C-6: ACTIVE ATTORNEYS IN GOVERNMENT PRACTICE, BY TYPE OF PRACTICE



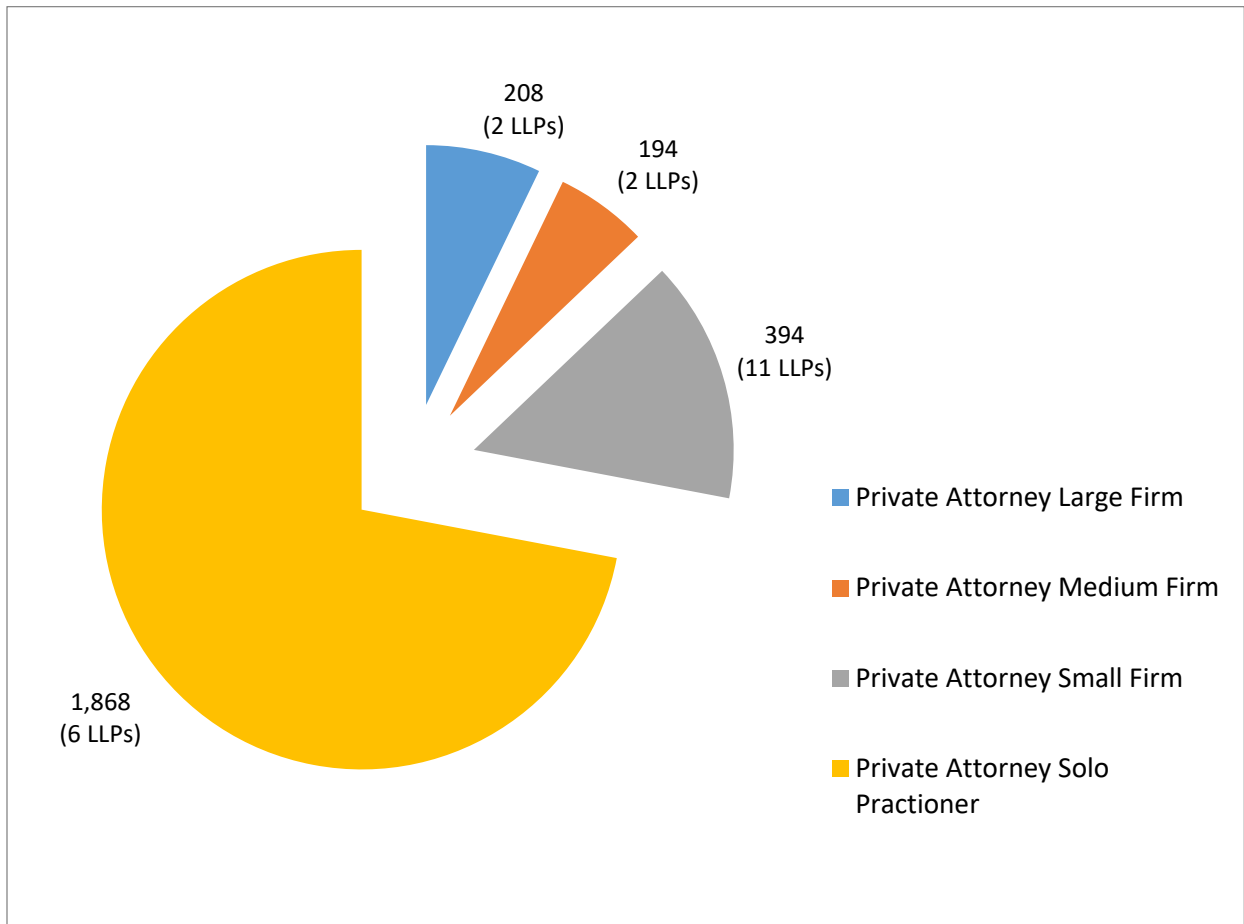


## CHART C-7: ACTIVE PRIVATE ATTORNEYS AND LLPS WITH MALPRACTICE INSURANCE <sup>30</sup>

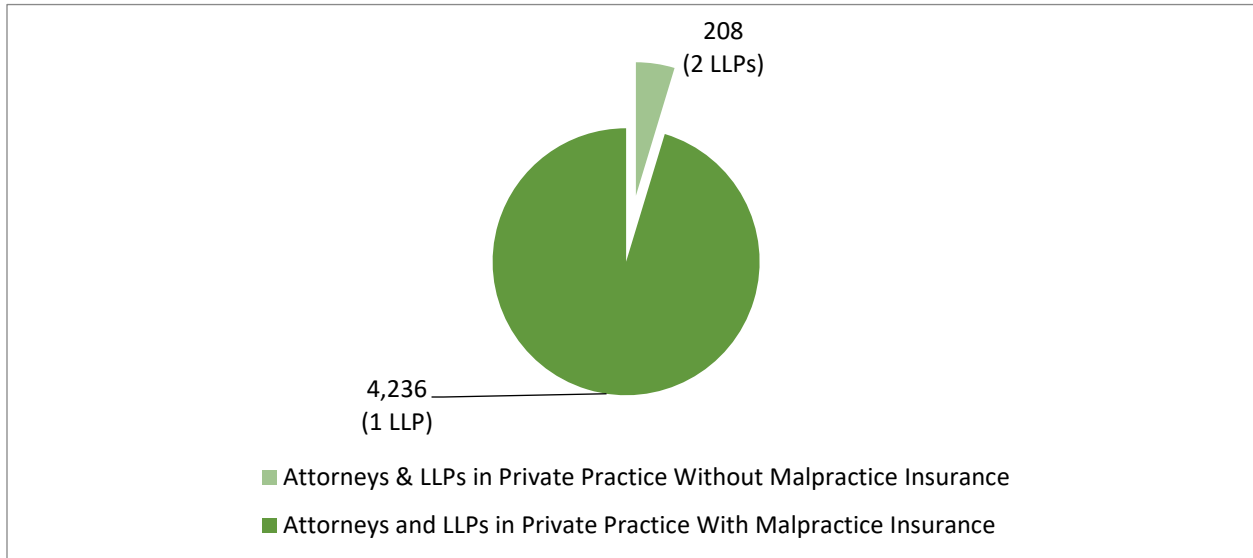


<sup>30</sup> Small firm, 2-10 attorneys; medium firm, 11-50 attorneys; and large firm, 51-plus attorneys.

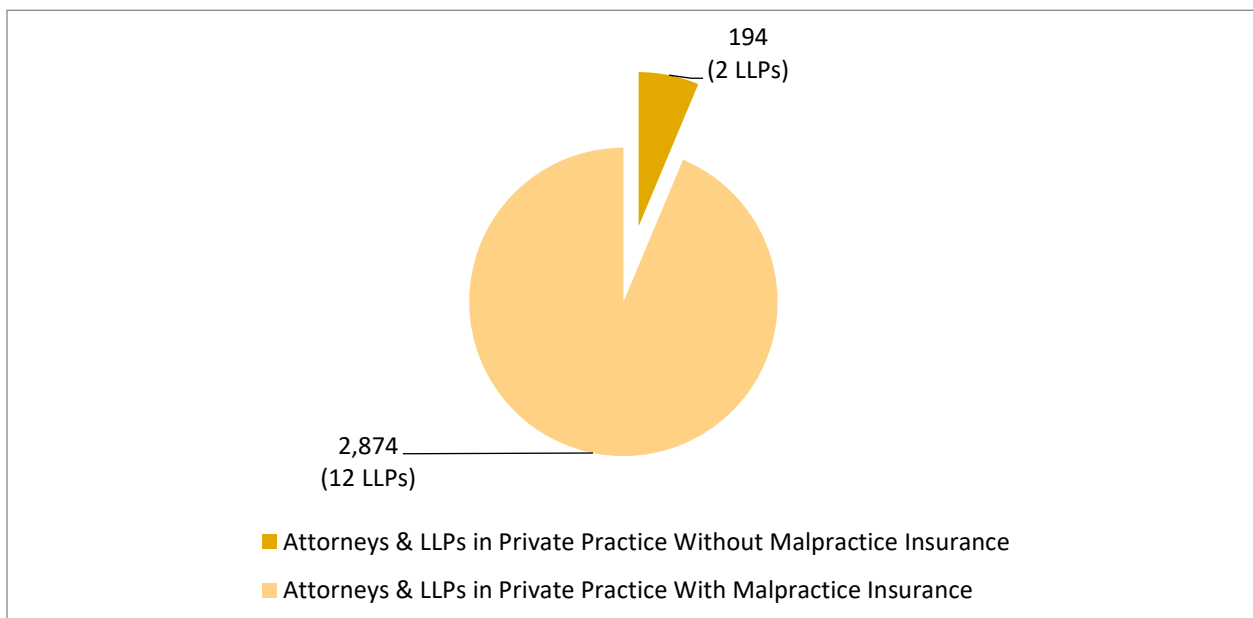
## CHART C-8: ACTIVE PRIVATE ATTORNEYS AND LLPS WITHOUT MALPRACTICE INSURANCE



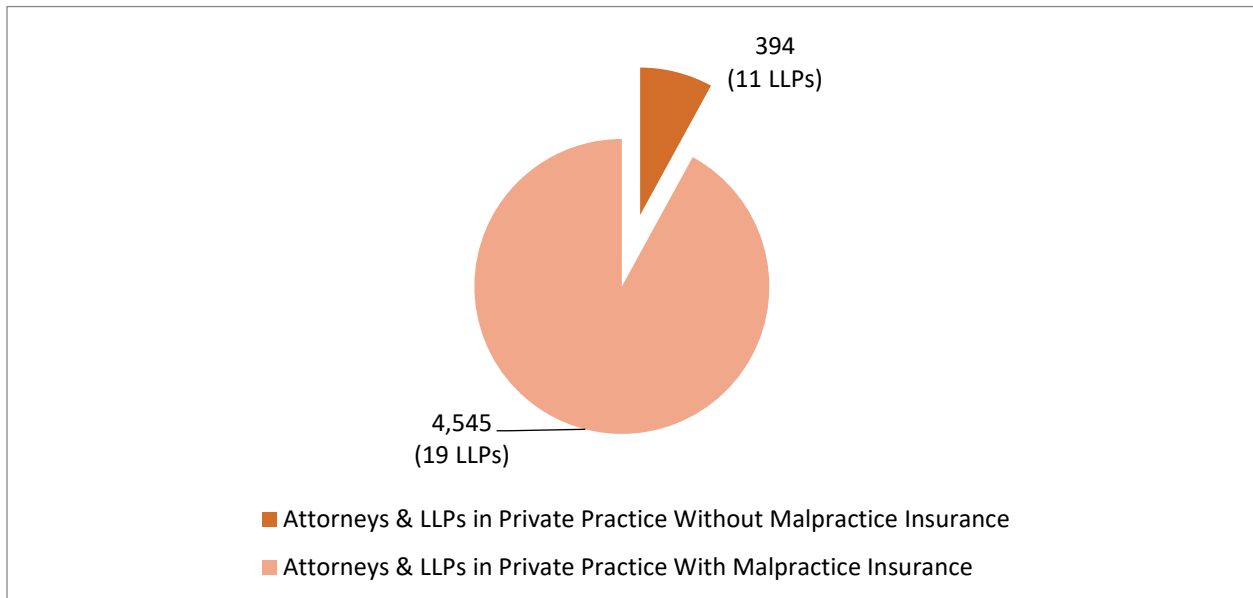
### CHART C-9: ACTIVE PRIVATE ATTORNEYS AND LLPS LARGE FIRM WITH/WITHOUT MALPRACTICE INSURANCE



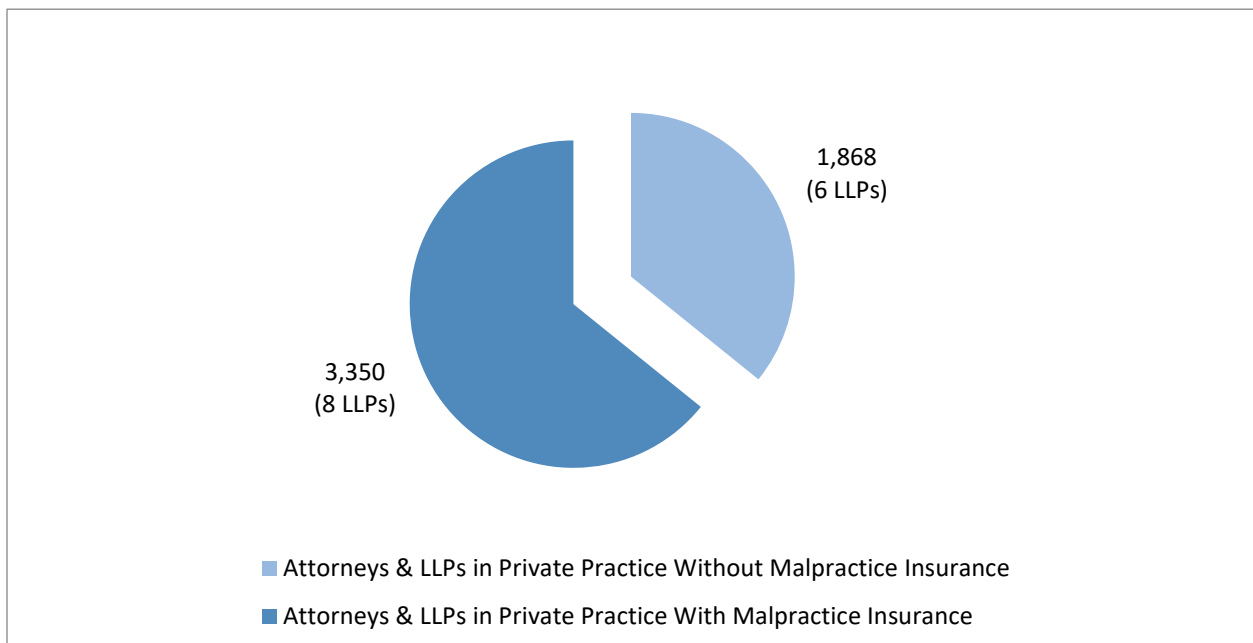
### CHART C-10: ACTIVE PRIVATE ATTORNEYS AND LLPS MEDIUM FIRM WITH/WITHOUT MALPRACTICE INSURANCE



### CHART C-11: ACTIVE PRIVATE ATTORNEYS AND LLPS SMALL FIRM WITH/WITHOUT MALPRACTICE INSURANCE



### CHART C-12: ACTIVE PRIVATE ATTORNEYS AND LLPS SOLO PRACTITIONER WITH/WITHOUT MALPRACTICE INSURANCE



## APPENDIX D:

### INTAKE AND INVESTIGATION STATISTICS

**TABLE D-1: Complaints Filed**

Year	Complaints Filed	Percent Change From Prior Year
2024	4,431	(0.9%)
2023	4,469	19.5%
2022	3,740	(2%)
2021	3,816	11.4%
2020	3,424	.7%
2019	3,400	(5.2%)
2018	3,586	3.1%
2017	3,477	(2%)

**TABLE D-2: Complaint Calls Received**

Year	Intake Complaint Calls	Additional Intake Calls
2024	4,431	6,601
2023	4,469	5,982
2022	3,740	5,898
2021	3,816	6,327
2020	3,424	4,395
2019	3,400	5,177
2018	3,586	5,017
2017	3,477	5,455

Regulation Counsel (or Deputy Regulation Counsel) reviews all offers of diversion made by the central intake attorneys. Additionally, at the request of either the complainant or the respondent-attorney, Regulation Counsel or Deputy Regulation Counsel reviews any determination made by a central intake attorney.

One of the goals of central intake is to handle complaints as quickly and efficiently as possible. In 1998, prior to central intake, the average time that matters spent at the preliminary investigation stage was 13 weeks. In 2024, the average time that matters spent at the intake stage was 5.72 weeks.

**TABLE D-3: Average Processing Time in Intake**

Average Time (weeks)	
2024	5.72
2023	4.78
2022	4.73
2021	4.96
2020	5.73
2019	6.33
2018	6.55
2017	7.43

Critical to the evaluation of central intake is the number of matters processed for further investigation versus the number of cases processed for investigation prior to implementation of central intake. In 2024, central intake handled 4,431 complaints; 205 of those cases were processed for further investigation. *See Table D-4.*

**TABLE D-4: Number of Cases Processed for Further Investigation**

Year	Investigations Initiated	% Change From Prior Year
2024	205	(12.4%)
2023	234	(6.4%)
2022	250	(5.7%)
2021	265	10.9%
2020	239	(13%)
2019	276	4.2%
2018	265	4.3%
2017	254	(23%)

In conjunction with central intake, cases that are determined to warrant no more than a public censure in discipline may be eligible for a diversion program. See C.R.C.P. 242.17. A diversion agreement is an alternative to discipline. Diversion agreements are useful in less serious matters in which an attorney must comply with certain conditions, which may include mediation, fee arbitration, law office management assistance, evaluation and treatment through the attorneys' peer assistance program, evaluation and treatment for substance abuse, psychological evaluation and treatment, medical evaluation and treatment, monitoring of the attorney's practice or accounting procedures, continuing legal education, ethics school, the multistate professional responsibility examination, or any other program authorized by the Court.

Participation in diversion is always voluntary and may involve informal resolution of minor misconduct by referral to Ethics School and/or Trust Account School, fee arbitration, an educational program, or an attorney-assistance program. If the attorney successfully completes the diversion agreement, the file in the Office of Attorney Regulation Counsel is closed and treated as a dismissal. In 2024, at the central intake stage, 29 matters were resolved by diversion agreements. See Table D-5. (A representative summary of diversion agreements is published quarterly in *The Colorado Lawyer*.)

**TABLE D-5: Number of Intake Diversion Agreements**

Year	Central Intake Diversion Agreements
2024	29
2023	36
2022	56
2021	29
2020	26
2019	31
2018	40
2017	42

Matters docketed for further investigation are assigned to trial counsel within the Office of Attorney Regulation Counsel, and are summarized in Appendix F.

## **Dismissals with Educational Language**

In October 2004, the Office of Attorney Regulation Counsel began tracking matters that are dismissed with educational and/or cautionary language. These dismissals can occur both at the intake stage and the investigative stage. One hundred thirty-six matters were dismissed with educational language either at the intake stage or the investigative stage in 2024. Some of the matters involve *de minimis* violations that would have been eligible for diversion. See Table D-6. Some other dismissals require attendance at Ethics School or Trust Account School.

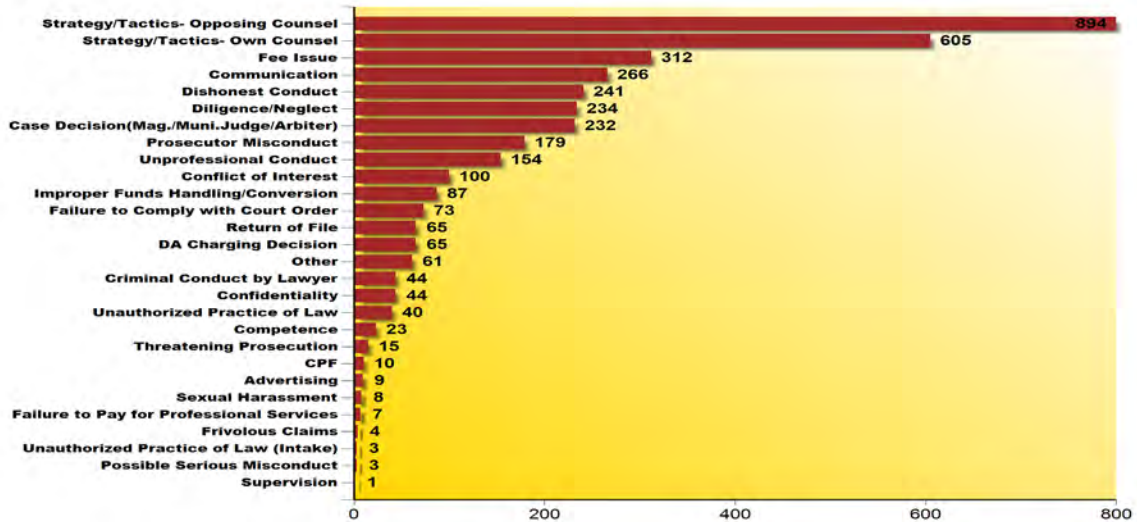
**TABLE D-6: Intake & Investigation Dismissals with Educational Language**

Year	Intake Stage	Investigative	Total
2024	123	13	136
2023	114	27	141
2022	125	16	141
2021	159	30	189
2020	112	25	137
2019	128	19	157
2018	151	19	170
2017	139	29	168

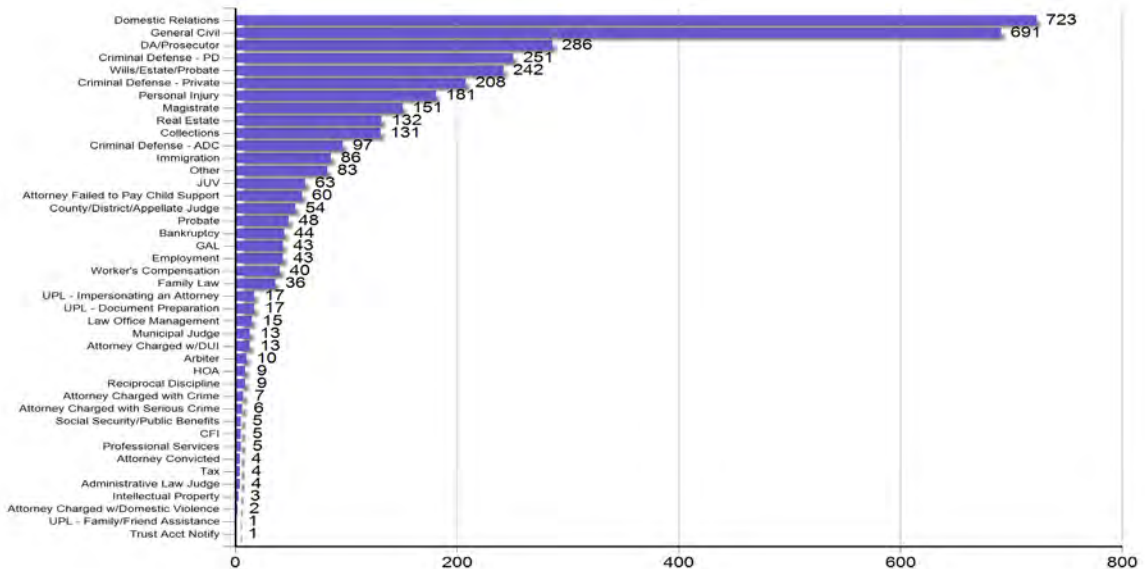


# APPENDIX E: CENTRAL INTAKE COMPLAINTS

## Chart E-1: Nature of Complaint



## Chart E-2: Complaint by Practice Area



## APPENDIX F:

### TRIAL DIVISION STATISTICS

Matters docketed for further investigation are assigned to trial counsel within the Office of Attorney Regulation Counsel. Investigation may lead to dismissal of the matter, diversion, a stipulation to discipline (also known as a conditional admission), or the filing of a formal complaint.

Trial counsel also investigates Unauthorized Practice of Law matters and Attorneys' Fund for Client Protection matters. Statistics relating to the unauthorized practice of law are covered under a separate heading in this report. The Attorneys' Fund for Client Protection report is filed separately.

**TABLE F-1: Investigation Statistics**

Year	Investigations Initiated	Dismissed by Regulation Counsel	To Presiding Disciplinary Judge	To Legal Regulation Committee	Reciprocal Disciplinary to Presiding Disciplinary Judge	Placed in Abeyance	Other	Pending
2024	205	69	24(44)*	91(121)*	16	11	0	110
2023	234	73	4(6)*	71(118)*	4	19	0	160
2022	250	71	14(29)*	78(122)*	4	8	0	170
2021	265	124	29(46)*	72(102)*	11	7	0	141
2020	239	106	9(12)*	67(95)*	11	8(12)*	0	132
2019	276	125	12(16)*	89(146)*	14	14(22)*	0	149
2018	265	109	14(19)*	102(158)*	14	23(30)*	0	158
2017	254	145	14(21)*	109(178)*	11	37	0	151

(Some matters previously placed in abeyance reached a final disposition in 2023).

\*The first number is actual files. The second number in parentheses represents the number of separate requests for investigation involved in the files.

The following tables provide the average number of weeks from the time a matter is assigned to the trial division to the time it is either dismissed or another key event occurs, namely either a report for formal proceedings or a form of other resolution.

**Table F-2: Number of Weeks to Dismissal**

Number of Weeks from Case Assigned to Dismissal by Regulation Counsel/LRC	
2024	35.3
2023	34.2
2022	24.4
2021	25.9
2020	24.8
2019	27.1
2018	25.9
2017	33.6

**Table F-3: Number of Weeks to Other Interim or Final Resolution**

Number of Weeks from Case Assigned to Completion of Report/Diversion/Stipulation	
2024	38.6
2023	37.6
2022	30.4
2021	26.4
2020	26.7
2019	26.6
2018	29
2017	30

Attorney-respondents can choose to enter into a stipulation for designated discipline; proposed stipulations must be submitted to the Presiding Disciplinary Judge for approval. Table F-4 shows the number of attorneys entering into stipulations for discipline, with the number of separate requests for investigation covered by each stipulation in parentheses, before a formal complaint is filed with the Presiding Disciplinary Judge.

**Table F-4: Conditional Admissions at Investigative Stage**

Conditional Admissions at Investigative Stage Approved by the Presiding Disciplinary Judge	
2024	24(44)*
2023	23(31)*
2022	14(29)*
2021	24(34)*
2020	22(31)*
2019	12(16)*
2018	14(17)*
2017	20(23)*

\*The first number represents actual files. The second number in parentheses represents the number of separate requests for investigation involved in the files.

If the matter is not resolved through dismissal or a stipulation approved by the Presiding Disciplinary Judge, it is referred to the Legal Regulation Committee.

### **Legal Regulation Committee (LRC)**

The Legal Regulation Committee ended 2024 with thirteen members, nine attorneys and four public members appointed by the Supreme Court with assistance from the Court's Advisory Committee. One of the Legal Regulation Committee's primary functions is to review investigations conducted by Regulation Counsel and determine whether there is reasonable cause to believe grounds for discipline exist. *See C.R.C.P. 242.16.* Following review of the investigation conducted by Regulation Counsel, the Legal Regulation Committee may dismiss the allegations, divert the matter to the alternatives to discipline program, order a private admonition be imposed, or authorize Regulation Counsel to file a formal complaint against the respondent-attorney.

In 2024, the Legal Regulation Committee reviewed 121 matters, some of which were asserted against the same respondent-attorney.<sup>31</sup> The LRC approved 35 diversion

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<sup>31</sup> Because some matters are carried over from one calendar year to the next, the number of matters reviewed by the Legal Regulation Committee and the number of matters dismissed by Regulation Counsel generally will not conform to the number of cases docketed or completed in the investigation area.

agreements. A diversion agreement is an alternative to discipline. As discussed elsewhere in this report, diversion agreements are useful in less serious matters in which an attorney must comply with certain conditions.

LRC also approved the commencement of formal proceedings in 45 cases, which result in either the filing of a formal complaint or a proposed stipulation to discipline with the Presiding Disciplinary Judge.

LRC also approved the issuance of 11 private admonitions against attorneys, which constitute discipline of record but are not known to the public.

LRC also reviews requests by complainants for review of Attorney Regulation Counsel's dismissal of matters. It also approves placing matters into abeyance when certain circumstances warrant that status of a case.

The following table summarizes the work of the LRC, which also includes the work of the Attorney Regulation Committee before that Committee was merged into the LRC.

**TABLE F-5: Dispositions by the Legal Regulation Committee<sup>32</sup>**

Year	Formal Proceedings	Diversion Matters	Private Admonition	Placed in Abeyance	Dismissals	Total Cases Acted Upon By LRC
2024	45(72)*	35(36)*	11(13)*	11	0	91(121)*
2023	35(67)*	19(32)*	17	19	0	71(118)*
2022	40(77)*	21(24)*	9	8	0	74(110)*
2021	34(56)*	23(30)*	12(13)*	7	1	70(100)*
2020	40(77)*	31(47)*	15(16)*	-	0	86(140)*
2019	37(79)*	42(57)*	8	-	0	87(144)*
2018	39(74)*	31(47)*	6(7)*	-	0	76(128)*
2017	41(66)*	29(37)*	15(26)*	-	2	87(131)*

\*Where there are two numbers reported, the first number is actual files; the second number in parentheses represents the number of separate requests for investigation involved in the files.

<sup>32</sup> Some of these cases involved multiple reports of investigation of one attorney.

## **Review of Regulation Counsel Dismissals**

After a matter has been referred to the Trial Division for an investigation, a complainant may appeal Regulation Counsel’s determination to dismiss the matter to the full Legal Regulation Committee. If review is requested, the Legal Regulation Committee must review the matter and make a determination as to whether Regulation Counsel’s determination was an abuse of discretion. *See* C.R.C.P. 242.15(b); *see* Table F-6.

**TABLE F-6: Requests for Review**

Year	Number of Review Requests	Regulation Counsel Sustained	Regulation Counsel Reversed
2024	2	2	0
2023	0	0	0
2022	3	3	0
2021	0	0	0
2020	3	3	0
2019	0	0	0
2018	1	1	0
2017	3	3	0

## **Formal Complaints**

In 2024, in 72 matters, the Legal Regulation Committee found reasonable cause and authorized the Office of Attorney Regulation Counsel to file a formal complaint. *See* C.R.C.P. 242.16(a)(1). Several matters were consolidated, and including some matters authorized to go formal in 2023, the number of formal complaints filed in 2024 was 31. Sixteen reciprocal disciplinary matters—which are based on another jurisdiction’s discipline of a Colorado-licensed attorney, but do not require LRC review—also were filed with the Presiding Disciplinary Judge.

In certain cases, after authority to file a formal complaint is obtained, Attorney Regulation Counsel and Respondent enter into a conditional admission to be filed with the Presiding Disciplinary Judge without the filing of a formal complaint. *See* Table F-7.

**TABLE F-7: Formal Proceedings**

Year	Formal Complaints Filed	Stipulations Prior to Complaint Filed
2024	31(63)*	6(8)*
2023	26(58)*	12(16)*
2022	29(64)*	12(22)*
2021	27(37)*	11(12)*
2020	23(58)*	8(15)*
2019	23(53)*	8(22)*
2018	36(64)*	8(17)*
2017	39(85)*	16(19)*

\*The first number is actual files. The second number in parentheses represents the number of separate requests for investigation involved in the files.

The formal complaints filed, and those pending from 2024, in the attorney discipline area resulted in six disciplinary trials, two sanctions hearings, and five reinstatement hearings. The trial division handled one character and fitness hearing, and no unauthorized practice of law hearings. The trial division also participated in additional matters before the Presiding Disciplinary Judge (at issue conferences, status conferences, and pretrial conferences). The procedural summary of the matters after presentation to the Legal Regulation Committee is detailed in the following table. See Table F-8.

**TABLE F-8: Procedural Results of Matters at Trial Stage**

Year	Attorney Discipline Trials	Conditional Admissions	Dismissals**	Abeyance
2024	6	24(53)*	0	0
2023	5	20(35)*	0	0
2022	5	18(32)*	0	0
2021	4	20(45)*	4(7)*	0
2020	7	19(52)*	0	0
2019	7	15(28)*	3	0
2018	5	20(42)*	3	0
2017	10	22(51)*	1(3)*	2

\*Where there are two numbers reported, the first number represents actual files; the second number in parentheses represents the number of separate requests for investigation involved in the files.

\*\*This column includes dismissals on the Motion of the People.

After a formal complaint is filed with the Presiding Disciplinary Judge, the matter may be resolved by dismissal, diversion, conditional admission (stipulation) of misconduct, or by trial. The following tables compare the length of time formal complaints are pending before Presiding Disciplinary Judge. Additionally, a comparison of the time period from the filing of the formal complaint until a conditional admission of misconduct is filed, and a comparison of the time period from the filing of the formal complaint to trial, is provided.

**TABLE F-9: Average Time – Formal Complaint to Conditional Admission**

Year	Average Weeks From Filing of Formal Complaint to Conditional Admission	
2024	Presiding Disciplinary Judge	24.4 weeks
2023	Presiding Disciplinary Judge	21.1 weeks
2022	Presiding Disciplinary Judge	24.8 weeks
2021	Presiding Disciplinary Judge	23.3 weeks
2020	Presiding Disciplinary Judge	17 weeks
2019	Presiding Disciplinary Judge	26.6 weeks
2018	Presiding Disciplinary Judge	27.3 weeks
2017	Presiding Disciplinary Judge	27.9 weeks

**TABLE F-10: Average Time – Formal Complaint to Trial**

Year	Average Weeks From Filing of Formal Complaint to Trial	
2024	Presiding Disciplinary Judge	26.9 weeks
2023	Presiding Disciplinary Judge	35.7 weeks
2022	Presiding Disciplinary Judge	28.5 weeks
2021	Presiding Disciplinary Judge	31.4 weeks
2020	Presiding Disciplinary Judge	42.4 weeks
2019	Presiding Disciplinary Judge	34.3 weeks
2018	Presiding Disciplinary Judge	27.7 weeks
2017	Presiding Disciplinary Judge	28.4 weeks



Another comparison is the average time it takes from the filing of the formal complaint with the Presiding Disciplinary Judge until the Presiding Disciplinary Judge issues a final order.

After a trial, the hearing board generally issues an opinion within eight weeks. Additional time is needed to issue a final order, often to give an attorney time to wind up their practice.

**TABLE F-11: Average Weeks from the Filing of the Formal Complaint until the Final Order is issued by the Presiding Disciplinary Judge**

Year	Matter Resolved Through Conditional Admission or Diversion	Matter Resolved Through Trial
2024	27.5 weeks	46.8 weeks
2023	23.2 weeks	62.9 weeks <sup>33</sup>
2022	28.1 weeks	33.1 weeks
2021	24.4 weeks	40 weeks
2020	14.2 weeks	53.6 weeks
2019	29.6 weeks	34.6 weeks
2018	33.5 weeks	35.3 weeks
2017	30.1 weeks	46 weeks

<sup>33</sup> Three cases increased the duration for various reasons a year and a half or longer. The average number is 36.6 weeks without the three cases included.

# Appendix G:

## APPEALS

In 2024, four attorney discipline appeals were filed with the Court.

**TABLE G-1: Appeals Filed with the Colorado Supreme Court**

Year	Appeal Filed With:	Number of Appeals
2024	Colorado Supreme Court	4
2023	Colorado Supreme Court	6
2022	Colorado Supreme Court	6
2021	Colorado Supreme Court	2
2020	Colorado Supreme Court	5
2019	Colorado Supreme Court	6
2018	Colorado Supreme Court	6
2017	Colorado Supreme Court	6

**TABLE G-2: Disposition of Appeals as of December 31, 2024**

Year	Appeals Filed	Appeals Dismissed	Appeals Affirmed	Appeals Reversed	Appeals Pending
2024	4	0	6	0	3
2023	6	2	1	0	5
2022	6	1	5	0	2
2021	2	0	3	0	2
2020	5	0	5	0	3
2019	6	0	3	0	3
2018	6	1	3	0	2
2017	6	1	4	0	1

# APPENDIX H:

## FINAL DISPOSITIONS

Final dispositions resulting in public discipline, including discipline stipulated to in conditional admissions, are reflected in Table H-1.

**TABLE H-1: Final Dispositions of Formal Proceedings**

Year	Abeyance	Dismissals <sup>34</sup>	Diversions	Public Censures	Suspensions	Probations	Disbarments
2024	0	0	1	12(18)*	39(74)*	21(36)*	10(23)*
2023	0	1	1	15(16)*	34(52)*	13(16)*	13(37)*
2022	0	1	1(2)*	6	31(58)*	13(28)*	5(15)*
2021	0	4(7)*	1	6(8)*	45(75)*	21(36)*	5(9)*
2020	0	0	0	9(11)*	35(79)*	20(33)*	8(19)*
2019	0	3	1	16(17)*	35(39)*	18(22)*	14(25)*
2018	0	3	3	10(11)*	38(74)*	23(46)*	10(23)*
2017	2	1(3)*	2	16(21)*	31(63)*	10(12)*	13(42)*

\*When there are two numbers reported, the first number represents actual files; the second number in parentheses represents the number of separate requests for investigation involved in the files.

<sup>34</sup> This column includes dismissals on the Motion of the People.

# APPENDIX I:

## OTHER ACTIONS

### Interim Suspensions

In 2024, the Office of Attorney Regulation Counsel filed four petitions for attorney interim suspension.<sup>35</sup> These were based on two felony convictions and two for failure to cooperate in the disciplinary process.

The petitions are filed directly with the Presiding Disciplinary Judge or the Colorado Supreme Court. The respondent-attorney may request a prompt hearing if the Supreme Court enters an order to show cause. Dispositions of the interim suspension petitions are reflected in Table I-1.

**TABLE I-1: Dispositions of Interim Suspensions**

Year	Filed	Suspended	Suspended (Child Support)	Suspended (Failure to Cooperate)	Felony Conviction (Conversion)	Reinstated	Withdrawn	Discharged/Denied/Dismissed	Pending
2024	4	4	0	2	2	0	0	0	0
2023	7	5	0	1	4	0	1	1	0
2022	5	5	0	1	4	0	0	0	0
2021	7	7	1	1	5*	0	0	0	0
2020	7	6	0	2	4*	0	0	1	0
2019	8	6	0	1	7	0	0	1	1
2018	11	9	0	1	6	0	3	1	0
2017	10	9	0	4	5	1	0	1	0

\*This includes an immediate suspension for an immediate threat to the effective administration of justice. (Matters filed in the previous calendar year may be carried over to the next calendar year.)

<sup>35</sup> Interim suspension is the temporary suspension by the Supreme Court of an attorney's license to practice law and can be sought when an attorney has converted property or funds, the attorney has engaged in conduct that poses an immediate threat to the administration of justice, or the attorney has been convicted of a serious crime. *See* C.R.C.P. 242.22. Additionally, under C.R.C.P. 242.23, a petition for nondisciplinary suspension for noncompliance in child support and paternity proceedings may be filed if an attorney is not in noncompliance with a child support order or a paternity/child support proceeding. C.R.C.P. 242.24 also authorizes suspension of an attorney for failure to cooperate with Regulation Counsel.

## **Disability Matters**

The Office of Attorney Regulation Counsel filed 10 petitions/stipulations to transfer attorneys to disability inactive status in 2024. When an attorney is unable to fulfill the attorney's professional responsibilities because of physical, mental, or emotional illness, disability proceedings are initiated. These proceedings, including hearings, are confidential although a final order placing an attorney on disability inactive status is public. An attorney who has been transferred to disability inactive status may file a petition for reinstatement with the Presiding Disciplinary Judge. See Table I-2.

**TABLE I-2: Disposition of Disability Matters**

Year	Filed	Disability Inactive Status	Dismissed/ Discharged / Denied	Reinstated	Withdrawn	Pending
2024	10	9	0	0	0	1
2023	3	3	0	0	0	0
2022	7	6	1	0	0	0
2021	11	11	0	0	0	0
2020	9	8	1	0	0	0
2019	11	9	2	0	0	0
2018	12	12	0	0	0	0
2017	7	6	1	0	0	0

(Matters filed in the previous calendar year may be carried over to the next calendar year.)

## **Contempt Proceedings**

The Office of Attorney Regulation Counsel filed no motion recommending contempt with the Supreme Court in 2024. Contempt proceedings are filed when practicing law while under suspension or disbarment. *See* Table I-3.

**TABLE I-3: Disposition of Contempt Matters**

Year	Motions for Contempt	Held in Contempt	Discharged\ Dismissed	Withdrawn	Pending
2024	0	0	0	0	0
2023	0	0	0	0	0
2022	0	0	0	0	0
2021	1	2	0	0	0
2020	1	0	0	0	1
2019	1	1	0	0	0
2018	0	0	0	0	0
2017	0	0	0	0	0

(Matters filed in the previous calendar year may be carried over to the next calendar year.)

## **Magistrates**

Although the Commission on Judicial Discipline has jurisdiction over many state judges for judicial misconduct, the Office of Attorney Regulation Counsel is responsible for handling complaints against magistrates for judicial misconduct. *See the Colorado Rules for Magistrates, Rule 5(h)*. In the year 2024, the Office of Attorney Regulation Counsel received 143 complaints against magistrates. Of the 143 complaints, 142 were dismissed and one matter is pending. *See Table I-4.*

**TABLE I-4: Disposition of Complaints Concerning Magistrates**

Year	Complaints	Dismissed	Diversion
2024	143	142	0
2023	157	158	0
2022	128	127	0
2021	90	89	0
2020	75	74	0
2019	56	54	0
2018	58	55	0
2017	53	53	0

## **Reinstatement and Readmission Matters**

In 2024, eight attorney reinstatement or readmission matters were filed with the Office of Presiding Disciplinary Judge. The attorney seeking reinstatement or readmission must provide a copy of the verified petition to Regulation Counsel. When an attorney has been suspended for at least one year and one day, has been disbarred, or the court's order requires reinstatement, they must seek reinstatement or apply for readmission to the Colorado Bar.<sup>36</sup>

**TABLE I-5: Disposition of Reinstatement / Readmission Matters**

Year	Filed	Readmitted	Reinstated	Dismissed	Withdrawn	Denied	Pending
2024	8	0	6	0	1	1	3
2023	5	0	2	0	0	0	3
2022	4	0	5	1	0	3	0
2021	9	0	2	1	1	0	5
2020	1	0	1	0	0	0	0
2019	5	0	2	1	1	0	1
2018	2	0	4	0	0	0	0
2017	3	0	1	1	0	0	2

(Matters filed in the previous calendar year may be carried over to the next calendar year.)

## **Trust Account Notification Matters**

All Colorado attorneys and LLPs in private practice must maintain a trust account in a financial institution doing business in Colorado. The financial institution must agree to report to Regulation Counsel any properly payable trust account instrument presented against insufficient funds, irrespective of whether the instrument is honored. The report by the financial institution must be made within five banking days of the date of presentation for payment against insufficient funds.

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<sup>36</sup> A disbarred attorney may seek readmission eight years after the effective date of the order of disbarment. The individual must retake and pass the Colorado Bar examination and demonstrate fitness to practice law. Any attorney suspended for a period of one year and one day or longer must file a petition for reinstatement with the Presiding Disciplinary Judge. In some matters, reinstatement proceedings are ordered when the suspension is less than one year and one day. *See* C.R.C.P. 242.39.



The reporting requirement is a critical aspect of the Attorneys' Fund for Client Protection. The rule is designed to operate as an "early warning" that an attorney or LLP may be engaging in conduct that might injure clients.

In 2024, the Office of Attorney Regulation Counsel received 117 notices of attorney trust account checks drawn on insufficient funds. Because of the potentially serious nature, the reports receive immediate attention from the Office of Attorney Regulation Counsel. An investigator or attorney is required to contact the attorney account holder and the financial institution making the report. A summary of the investigator's findings is then submitted to Regulation Counsel for review. If Regulation Counsel determines that there is reasonable cause to believe that a conversion of client funds occurred, the matter is immediately assigned to trial counsel. If there is no evidence of intentional misconduct or inappropriate accounting practices, the matter is dismissed by Regulation Counsel.

**TABLE I-6: Trust Account Notifications**

Year	Total Reports	Bank Errors	Bookkeeping/ Deposit Errors	Checks Cashed Prior To Deposit Clearing/ Improper Endorsement	Conversion/ Commingling Assigned to Trial Attorney	Diversion	Other <sup>37</sup>	Pending
2024	117	5	20	13	14	0	65	2
2023	103	1	10	13	26	0	49	4
2022	85	1	18	7	2	1	57	2
2021	134	1	41	9	4	0	79	5
2020	91	1	18	7	14	0	47	4
2019	86	1	34	11	8	1	52	2
2018	173	4	46	26	13	2	73	9
2017	141	10	14	12	7	2	72	4

<sup>37</sup> The category "Other" includes errors due to unanticipated credit card fees or charges, employee theft, forgery, stolen check or other criminal activity, check written on wrong account, charge back item (a fee charged to the law for a client's NSF check) and check or wire fee not anticipated.

## APPENDIX J:

### UNAUTHORIZED PRACTICE OF LAW

The Office of Attorney Regulation Counsel investigates and prosecutes allegations of the unauthorized practice of law by non-lawyers. In 2024, the Office of Attorney Regulation Counsel received 93 complaints regarding the unauthorized practice of law. See Table J-1. While some complaints did not proceed past the intake division's review, others were processed to the trial division for investigation.

**TABLE J-1: Number of UPL Complaints Received**

Year	Number of Complaints
2024	93
2023	85
2022	76
2021	75
2020	63
2019	70
2018	61
2017	71

After an investigation, the Legal Regulation Committee may direct trial counsel to seek a civil injunction by filing a petition with the Supreme Court or, in the alternative, offer the respondent an opportunity to enter into a written agreement to refrain from the conduct in question, to refund any fees collected, and to make restitution. The Legal Regulation Committee considered eight unauthorized practice of law matters in 2024. Additionally, trial counsel may institute contempt proceedings against a respondent that is engaged in the unauthorized practice of law. See C.R.C.P. 238.

In 2024, the Legal Regulation Committee approved five unauthorized practice of law matters for investigation of formal injunctive or contempt proceedings. Two were dismissed, and three of the five matters were pending the filing of a formal complaint as of January 1, 2025. The Legal Regulation Committee approved two unauthorized practice of law matters through a signed agreement with the Respondent to stop engaging in the unauthorized practices of law. Thirteen complaints were dismissed by Regulation Counsel. See Table J-2.

**TABLE J-2: UPL Practice of Law Dispositions**

Unauthorized Practice of Law Dispositions						
Year	Filed	Dismissed by Regulation Counsel	Dismissed After Investigation by LRC	Abeyance	Agreements	Formal (injunctive or contempt proceedings)
2024	93	13	0	0	2	3
2023	85	3	0	0	0	3(4)*
2022	76	1	0	0	2	5
2021	75	7	0	1	4	3
2020	63	7	0	1	6	7
2019	70	14	0	0	5	10
2018	61	19	0	0	5	7
2017	71	34	0	0	9	9

\*Matters filed in the previous year may be carried over to the next calendar.

The following information regarding the investigation and prosecution of unauthorized practice of law matters is provided for informational purposes:

**INTAKE:** The Office of Attorney Regulation Counsel typically receives several general inquiries on unauthorized practice of law matters each week. Regulation Counsel uses these telephone inquiries as an opportunity to educate the lawyer, client, or non-lawyer-provider on the issues of what constitutes the unauthorized practice of law and possible harm that can result from the unauthorized practice of law. Regulation Counsel also discusses the fact that non-lawyers owe no duties of competence, diligence, loyalty, or truthfulness, and there may be fewer remedies as there is no system regulating the quality of such services, no client protection funds, and no errors and omissions insurance. Regulation Counsel discusses the potential issues involving types and levels of harm. Regulation Counsel encourages a caller to file a request for investigation if they believe the unauthorized practice of law has occurred rather than dissuade the caller from filing an unauthorized practice of law request for investigation.

**INVESTIGATION:** The Office of Attorney Regulation Counsel uses the same investigation techniques in unauthorized practice of law matters that are used in attorney discipline matters. These techniques include interviewing the complaining witness, any third-party witnesses, and the respondent(s). Regulation Counsel orders relevant court files and other documents and frequently uses the power of subpoenas to determine the level and extent of the unauthorized practice. If the unauthorized practice of law has occurred, Regulation Counsel attempts to identify and resolve the unauthorized practice, as well as issues involving disgorgement of fees and restitution with an informal agreement. These investigations create further public awareness of what constitutes the unauthorized practice of law and this Office's willingness to address unauthorized practice of law issues.

**TRIAL:** Once matters are investigated and issues involving serious client harm or harm to the legal system are identified, Regulation Counsel pursues enforcement of the rules concerning the unauthorized practice of law. Injunctive proceedings are used to ensure that future misconduct does not occur. Federal and state district court (and state county court) judges have taken note of this and submit the names of the problematic non-lawyer respondents. As a result of unauthorized practice of law proceedings, numerous immigration consulting businesses have been shut down throughout Colorado. In addition, other individuals who either posed as lawyers to unwary clients, or who otherwise provided incompetent legal advice have been enjoined from such conduct. Some individuals have been found in contempt of prior Colorado Supreme Court orders of injunction.

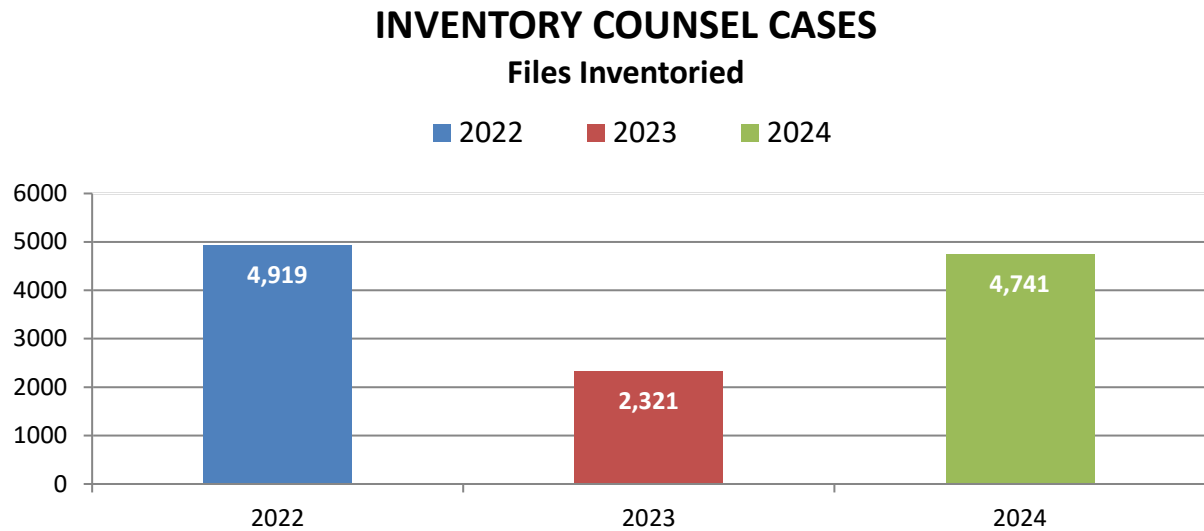
Regulation Counsel assigns trial counsel and non-attorney investigators to unauthorized practice of law matters.

# APPENDIX K:

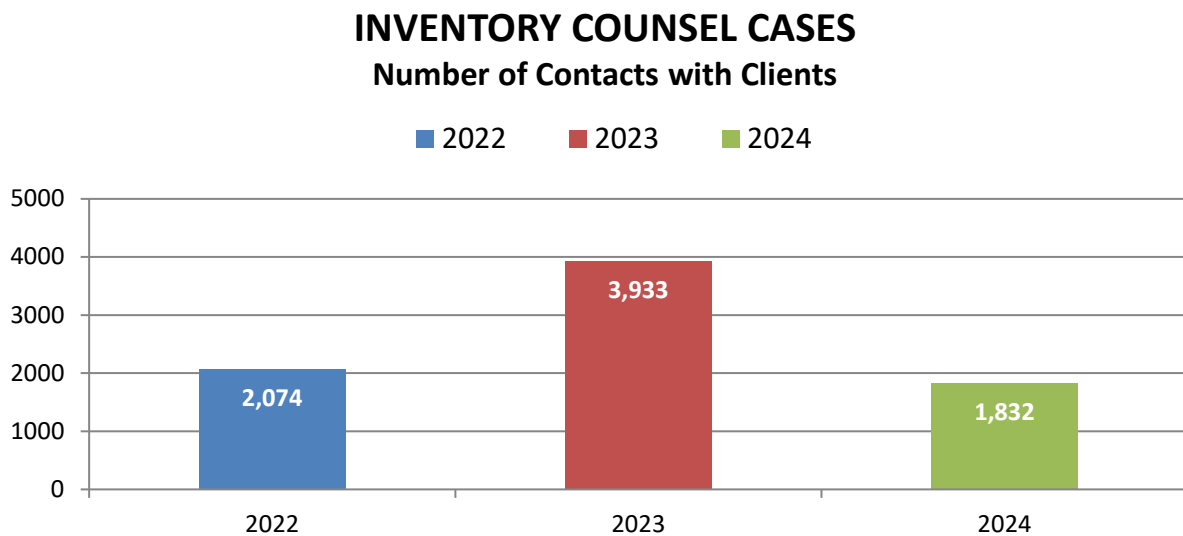
## INVENTORY COUNSEL

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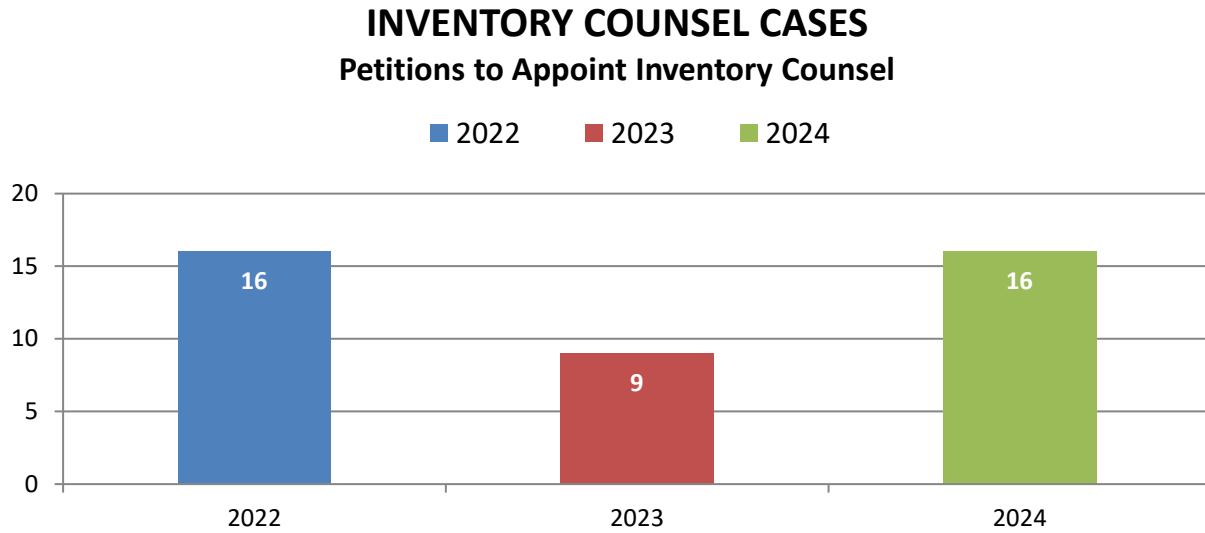
**Chart K-1: Inventory Counsel Files Inventoried**



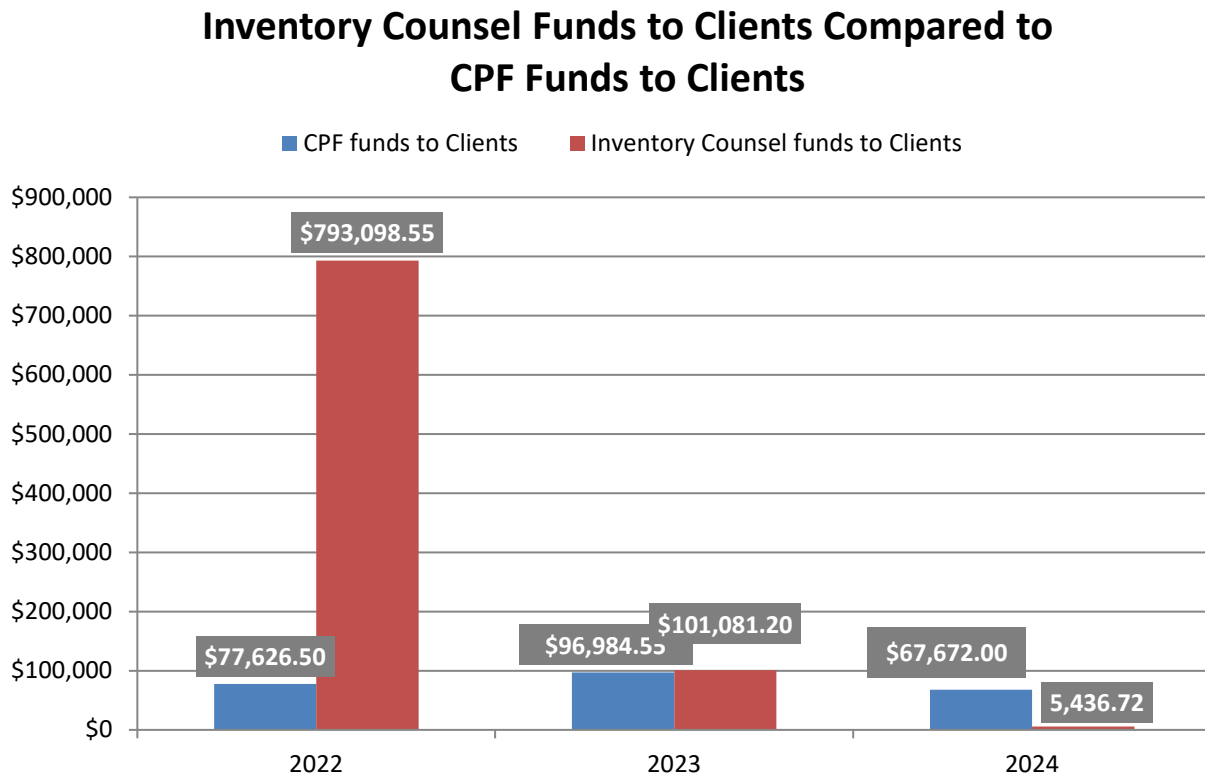
**Chart K-2: Inventory Counsel Number of Letters/Calls to Clients**



**Chart K-3: Petitions to Appoint Inventory Counsel**



**Chart K-4: Inventory Counsel Funds Returned to Clients**





**Colorado Supreme Court  
Office of Attorney Regulation Counsel  
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