




# 2023

## ANNUAL 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



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## WHO WE ARE: UNDERSTANDING COLORADO LAWYERS

As part of the 2024 registration cycle, the Office of Attorney Regulation Counsel (OARC) again offered a voluntary, anonymous demographic survey as part of the annual registration process, announcing the survey through its own communications and those of voluntary bar organizations. This one-minute survey asked 10 quick questions, and 7,088 of 28,684 Colorado attorneys with active licenses participated – a response rate for active attorneys of 25%.<sup>1</sup>

OARC has traditionally collected male/female gender information and attorney birth dates, the latter of which generates age data. However, OARC has not been regularly collecting other types of demographic data. While voluntarily reported data is not as statistically reliable as mandatory registration reporting data, it can be helpful to understanding diversity within our lawyer population.

The Supreme Court has set nine objectives regarding regulation of the practice of law in the preamble to Chapters 18 through 20 of the Colorado Rules of Civil Procedure. **Objectives 6 and 8 are, respectively, to promote “access to justice and consumer choice in the availability and affordability of competent legal services,” and to promote “diversity, inclusion, equality and freedom from discrimination in the delivery of legal services and the administration of justice.”** Diversity within the attorney population also helps increase **the public’s confidence that clients can find attorneys who they relate to and who will represent their interests.**

Starting with the 2018 annual report, each year we have highlighted various demographic trends in the active practice of law, including retention of diverse populations in the practice of law, generational differences, percentages of underrepresented groups, the aging population, and geographically under-served areas.

This 2023 annual report includes updated statistics in this preview, Appendix A (the voluntary survey), and Appendix C (registration statistics).

Here, we take a closer look at the characteristics of three age groups within the active attorney population: under 40, 40-59, and 60 and older.

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<sup>1</sup> As relevant to this section’s discussion, of the 28,684 active attorneys: 8,564 are under age 40 (27% response rate); 13,298 are age 40-59 (24% response rate); 6,822 are age 60 and older (24% response rate).

Generally, younger attorneys are more likely to identify as diverse racially, ethnically or through national origin.<sup>2</sup> Generally, the under-40 attorneys graduated from law school sometime in or after 2010. Attorneys in the next age bracket on the chart (40-59) may have graduated from law school recently or several decades ago, but the majority (63% of them) have been practicing between 11 and 25 years, and therefore likely graduated and started practicing law sometime in the 2000s. In contrast, 80% of the attorneys age 60 and older have been practicing law for 30 or more years. **Law schools' increasing focus over time on recruiting applicants of color is reflected in this trend.**

	<b>CO General Population<sup>3</sup></b>	<b>Under Age 40 Active Attorneys</b>	<b>Ages 40-59 Active Attorneys</b>	<b>Age 60+ Active Attorneys</b>
American Indian and Alaska Native	0.63%	1.67%	2.05%	1.45%
Asian or Asian American	3.55%	5.15%	3.77%	1.39%
Black or African American	4.11%	4.23%	3.13%	2.18%
Hispanic or Latino	22.52%	10.88%	7.90%	3.45%
Middle East/Northern Africa	N/A	1.32%	0.74%	0.18%
Native Hawaiian or Other Pacific Islander	0.16%	0.13%	0.29%	0.12%
White-Caucasian	66.48%	84.14%	84.33%	87.67%

<sup>2</sup> The voluntary attorney demographic survey allows for the selection of more than one race/ ethnicity/ national origin.

<sup>3</sup> The statewide population data is dated 2022. The State Demography Office maintains this data at <https://demography.dola.colorado.gov/>. Its racial/ethnic/national origin categories are labeled as stand-alone categories. It also has a "two or more races" option which 2.55% of the population selected in 2022.

With respect to LGBTQ+ diversity, which for purposes of this chart includes diversity in gender identity, gender expression and sexual orientation, there are noticeable generational differences in the percentage of survey respondents identifying as diverse. Historical and current stigmas and biases may lead to under-reporting, even in an anonymous survey. In each age group, a number of survey respondents selected “Choose Not to Answer.”

	<b>Under Age 40 Active Attorneys</b>	<b>Ages 40-59 Active Attorneys</b>	<b>Age 60+ Active Attorneys</b>
Bisexual	9.37%	2.65%	2.77%
Gay	4.15%	2.34%	1.38%
Lesbian	2.87%	1.79%	1.38%
Non-binary	1.60%	0.55%	.19%
Other non-hetero sexual orientation	1.74%	0.83%	.40%
Transgender	1.17%	0.46%	.12%

Attorneys under age 40 also are more likely to identify as having a disability as defined by the Americans with Disabilities Act – a physical or mental impairment substantially limiting a major life activity.<sup>4</sup>

	<b>Under Age 40 Active Attorneys</b>	<b>Ages 40-59 Active Attorneys</b>	<b>Age 60+ Active Attorneys</b>
Identifying as disabled	6.52%	4.71%	4.73%

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<sup>4</sup> The question asks respondents to answer yes or no to the following statement: “I am disabled due to a physical or mental impairment that substantially limits one or more major life activities.” The question is not specific to a disability affecting the practice of law.

Trends revealed in mandatory registration data also point to increasing diversity corresponding with age. The traditional male/female<sup>5</sup> gender divide in law has been changing over the past decade:

	<b>Male, Active Attorneys, 2014 Registration Data</b>	<b>Male, Active Attorneys, 2023 Registration Data</b>
Under age 40	52%	48%
Age 40-59	61%	57%
Age 60+	81%	75%

	<b>Female, Active Attorneys, 2014 Registration Data</b>	<b>Female, Active Attorneys, 2023 Registration Data</b>
Under age 40	48%	52%
Age 40-59	39%	43%
Age 60+	19%	25%

### **Who Are the Future Colorado Attorneys?**

About half of a typical pool of first-time bar exam takers in Colorado graduated from one of Colorado’s two law schools, with the remaining half graduating from a non-Colorado law school. With such a mix of paths to taking the Colorado bar exam, we expect that Colorado’s attorneys will reflect to at least some extent national demographic trends pertaining to law school graduates.

The American Bar Association collects data from ABA-accredited law school about their class demographics. The Law School Admission Council (“LSAC”) analyzes and reports the data and recently wrote about current diversity in law schools:

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<sup>5</sup> Historically only male/female options were presented in attorney registration. While the data system is still limited, attorneys now have the option of not selecting one of those genders.



According to LSAC's analysis, 40.2% of the class are students of color, up from **39.0% in last year's entering class, which was at the time an all-time record.** Women make up 55.8% of the entering class, the highest percentage in history. In addition, 14.7% of the class is LGBTQ+, and 24.2% of the class are first generation college, both also the highest percentages ever.

**James Leipold, "Incoming Class of 2023 Is the Most Diverse Ever, But More Work Remains,"** December 15, 2023, *available at:*

<https://www.lsac.org/blog/incoming-class-2023-most-diverse-ever-more-work-remains>.

OARC plans to continue to report annually on demographic trends to help inform discussions about who we are as a profession in Colorado.

## 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 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:** Justice Monica M. Márquez, Chief 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 attorney regulation system. **The Committee's responsibilities are to review the productivity, effectiveness and efficiency of the Court's attorney 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<sup>6</sup>

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)

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<sup>6</sup> Appointed 5/23/2023

## 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, 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 admissions, attorney 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

## **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.

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## **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 Colorado Women's 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 is 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, the National Organization of Bar Counsel, and the Association of Judicial Disciplinary 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.



## **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 current Chair of the Board of Directors of Options Credit Union and Vice-President 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**.

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## **Intake Division**

### **Senior Assistant Regulation Counsel**

Lisa E. Pearce

Rhonda White-Mitchell

### **Assistant Regulation Counsel**

Jill Perry Fernandez  
Catherine Shea

Zoey Tanner  
E. James Wilder

### **Intake Division Investigators**

Melyssa Boyce  
Rosemary Gosda

Carla McCoy

### **Intake Assistants**

Robin Lehmann  
Margarita Lopez

## **Trial Division**

### **Senior Assistant Regulation Counsel**

Erin Robson Kristofco

Alan Obye

### **Assistant Regulation Counsel**

Jonathan Blasewitz  
Jody McGuirk  
Michele Melnick

J.P. Moore  
Jacob Vos  
Jonathan White

### **Trial Division Investigators**

Laurie Seab,  
*Chief Investigator*

Juliet Berzsenyi  
Menley Northup

Donna Scherer

### **Trial Assistants**

Renee Anderson  
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

**Attorney Admissions**

Andrea Kristjonsson, *Admissions Staff Attorney*      Jessica Crawley, *Admissions Administrator*

**Character & Fitness**

Susie Tehlirian,  
*C&F Staff Attorney*

Dyson McGuire, *Investigator*      Matthew McIntyre, *Investigator*

**Licensure Analysts**

Jessica Faricy  
Gloria Lucero  
Lauren Paez  
Adrian Radase

**Staff Assistants**

Sydney Bierenkoven  
Sean Conlin  
Christina Solano

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## **Attorney Registration and Continuing Legal and Judicial Education**

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

Jessica DePari, *Assistant Administrator*

Alice Lucero, *Assistant Administrator*

### **Deputy Clerks**

Sherry Fair

Jennifer Kendall

Myra Sanchez

## **Operations**

Anna George, *Director of Technology*

Karen Fritsche, *Operations Manager*

Kevin Hanks, *Office Manager*

Marci Hunter, *Accounting/Payroll*

Kerry Miller, *Controller*

Kristie Miller, *Staff Assistant*

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. It considers reports prepared by Office of Attorney Regulation Counsel attorneys and determines whether reasonable cause exists to seek discipline. The LRC also considers, and enters into, 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*

Diana David Brown

Elsa Djab Burchinow

Hetal J. Doshi

Matthew A. Haltzman<sup>7</sup>

David M. Johnson

Martha Kent

Anthony J. Perea<sup>8</sup>

John K. Priddy

Jessica Schmidt<sup>9</sup>

Kristin Shapiro

Charles Spence

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<sup>7</sup> Appointed 10/5/2023

<sup>8</sup> Term Expiration 12/31/23

<sup>9</sup> Appointed 10/5/2023

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## **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 each administration of the bar exam.

Sunita Sharma, *Chair*

Anna N. Martinez, *Vice-Chair*

Keith Bradley

The Honorable Linda Connors

Heather K. Kelly

Jess D. Mekeel<sup>10</sup>

Vincent Morscher

Melinda S. Moses<sup>11</sup>

Julia Havens-Murrow

Charles Norton

Robert G. Spagnola

Djenita Svinjar

Justice Maria E. Berkenkotter (Liaison)

Justice William W. Hood, III (Liaison)

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

<sup>11</sup> Term Expiration 12/31/2023

## **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.**

Brian Zall, *Chair*

Porya Mansorian, *Vice-Chair*

Robert L. Atwell, Ph.D.

Nicole Bartos

David Beller

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<sup>12</sup>

Jordan Laroe, M.D.

The Honorable Lyudmyla Lishchuk<sup>13</sup>

Tammy Eret Lynch

Kelly A. Manchester

Habib Nasrullah

Dana R. Spade

Elizabeth Strobel

Sandra M. Thebaud, Ph.D.

Patricia Westmoreland, M.D.

Gwyneth Whalen

Justice Maria E. Berkenkotter (Liaison)

Justice William W. Hood, III (Liaison)

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<sup>12</sup> Appointed 10/5/2023

<sup>13</sup> Appointed 10/5/2023

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

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

The Honorable Andrew P. McCallin, <i>Chair</i>	Martha Rubi-Byers
Nathifa M. Miller, <i>Vice-Chair</i>	Rachel B. Sheikh
Christine M. Hernandez	Appalena Udell <sup>14</sup>
The Honorable Amanda C. Hopkins	Justice Maria E. Berkenkotter (Liaison)
Maha Kamal	Justice William W. Hood, III (Liaison)
Colleen McManamon	

## **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	Kimberly Van Dyke
Susan J. Coykendall, Ph.D.	Justice Maria E. Berkenkotter (Liaison)
	Justice William W. Hood, III (Liaison)

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<sup>14</sup> In Memoriam 2/17/2024



## **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

The Honorable Rayna Gokli

Leslii Lewis

The Honorable Michal Lord-Blegan

Rebekah I. Pfahler

David W. Stark

The Honorable Marianne M. Tims

Penny Wagner

Justice Maria E. Berkenkotter (Liaison)

Justice William W. Hood, III (Liaison)

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## 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 our 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, secondary trauma and compassion fatigue, 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.

Sarah Myers, *Executive Director*

Amy Kingery, *Assistant Director*

## **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.

**Succession to Service, a statewide, online platform for Colorado's lawyers and law students to** partner with nonprofit organizations, courts, and other legal service entities to influence the continuing need for pro bono service and access to justice.

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: ATTORNEY ADMISSIONS

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

**The Office works with the Colorado Supreme Court’s Board of Law Examiners, whose volunteer members provide advice and direction on the execution of the Office’s duties.** The Board consists of two committees — the Law Committee and the Character and Fitness Committee.

### **Bar Exam**

Two 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 exam, where experienced graders score the written portion of the bar examinations.

A total of 1,090 people applied to take the bar exam in 2023, of which 983 people sat for the bar exam<sup>15</sup>. A total of 658 people passed the exam in 2023, achieving a score of 270 or higher:

313 individuals applied for the February 2023 bar exam, of which 264 took the bar exam:

- 125 Passed Overall (47% pass rate)
- 60 First Time Passers (54% pass rate)
- 65 Repeat Passers (42% pass rate)

777 individuals applied for the July 2023 bar exam, of which 719 took the bar exam:

- 533 Passed Overall (74% pass rate)
- 498 First Time Passers (80% pass rate)
- 35 Repeat Passers (35% pass rate)

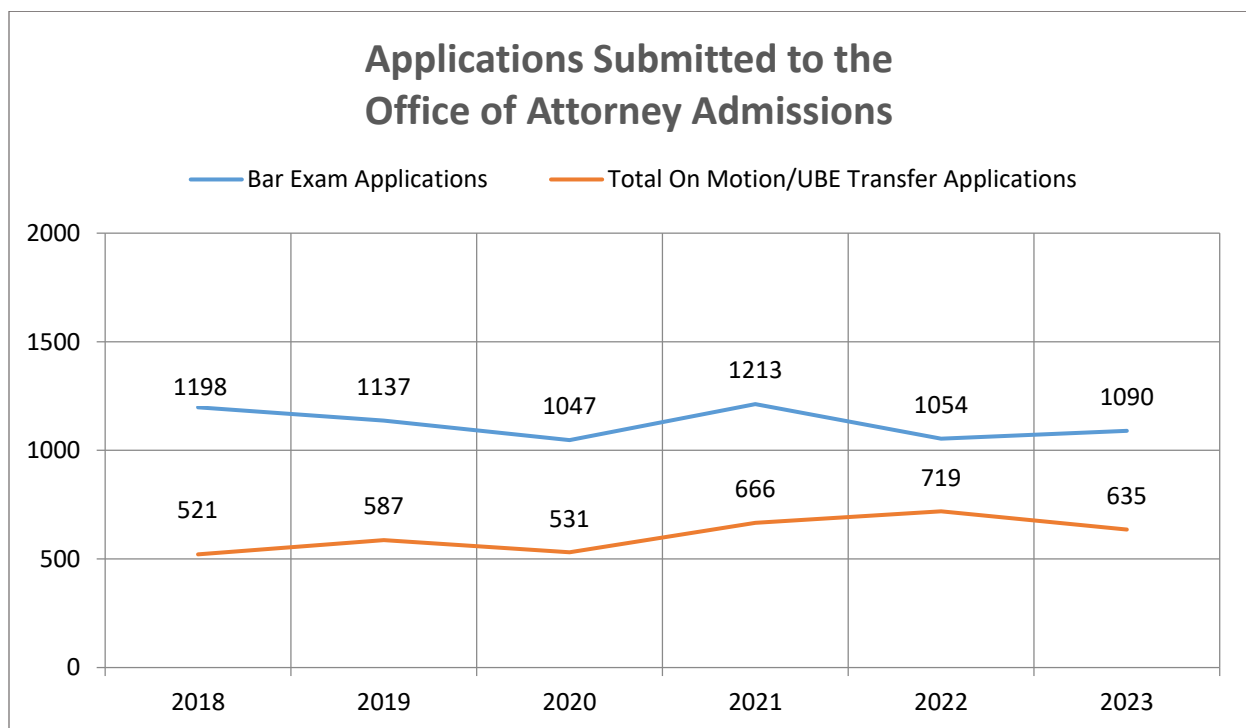
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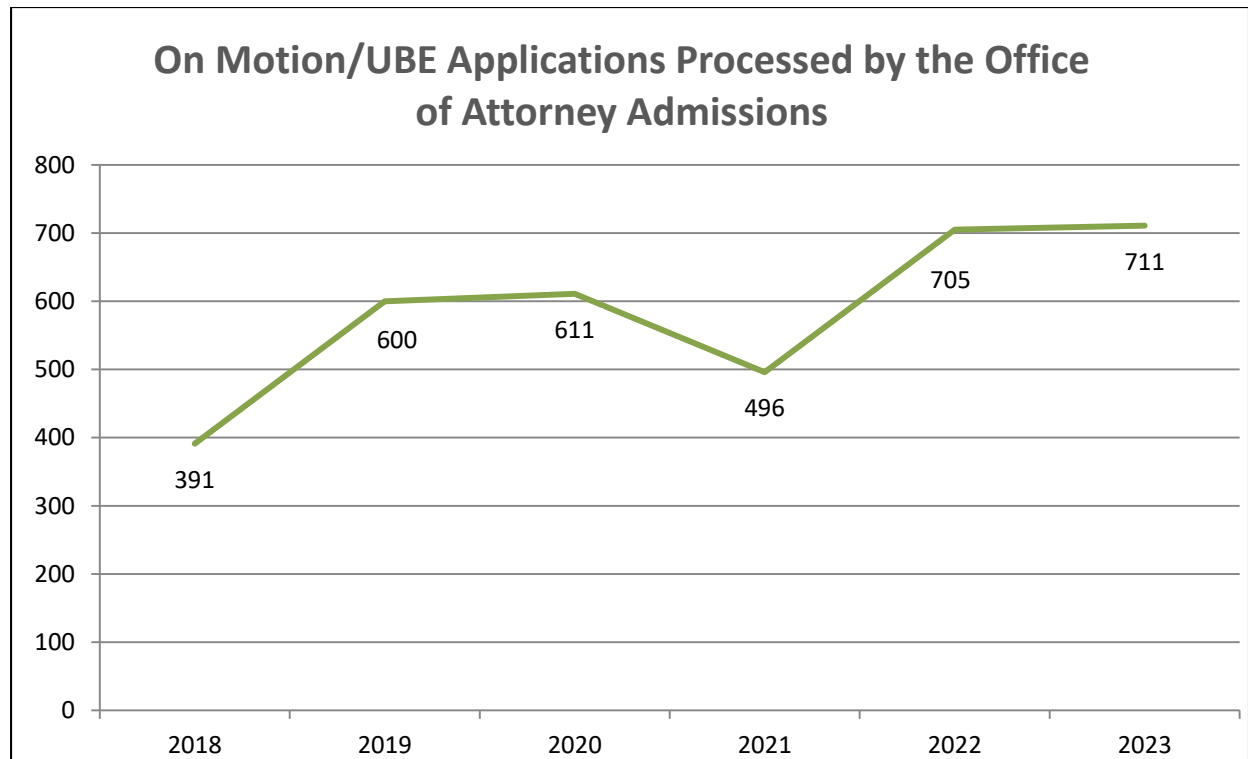
<sup>15</sup> For detailed statistics on bar exam passage rates, see Appendix B.

## **UBE and On Motion**

In 2023, there were 221 UBE Score Transfer Applications and 414 On Motion Applications filed with the Office. The Office processed 208 UBE Score Transfer Applications and 503 On Motion Applications in 2023 – 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 41 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. Likewise the number of repeat bar exam applicants is likely to decrease as more states will accept UBE scores achieved in Colorado.





### **Character and Fitness**

Every Bar 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, which is part of the Board of Law Examiners, is comprised of volunteer members appointed by the Colorado Supreme Court. The 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 which involve much more than measuring competence. A Colorado lawyer 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.

#### ***On Motion Applicant:***

***“This is perfectly helpful. Appreciate the quick response, and the work of you and your team.”***

#### ***Foreign-Educated Applicant:***

***“This is really great news. Thank you for taking the time and effort to review my request. It's made my day!”***

**In 2023, Attorney Admissions reviewed 1801 applications to determine the character and fitness qualifications of the applicants:**

25 Inquiry Panel interviews were scheduled:

19 Exam Applicants

15 Exam Applicants were cleared for admission

1 Exam Applicant postponed their interview

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 proceeded to Formal Hearing where the Presiding Disciplinary Judge (PDJ) recommended denial, and is currently pending before Colorado Supreme Court

3 UBE Score Transfer Applicants

2 UBE Applicants cleared for admission

1 UBE Applicant withdrew their application after receiving notice of their scheduled Inquiry Panel interview

3 On Motion Applicants

2 On Motion Applicants cleared for admission

1 On Motion Applicant received a deferral



C.R.C.P. 208.1 provides a list of traits, responsibilities, requirements and relevant conduct considered by the Committee to determine if the applicant meets his or her burden of proving the requisite character and fitness to practice law in Colorado. The Rule directs the 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.

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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.

***Recently cleared attorney:***

***“With 40 years of experience, my bar application was, to say the least, complicated. I wanted the team to know how appreciative I am for the reviewers being so patient and professional with me!”***

## WHAT WE DO: ATTORNEY REGISTRATION AND CLJE

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

Colorado ended 2023 with 46,228 registered attorneys, up 2.2 percent over the previous year. Of those registered attorneys, 28,684 were active and 17,544 were inactive. While inactive registrations grew by 3.2 percent, active registrations increased by 1.4 percent in 2023.

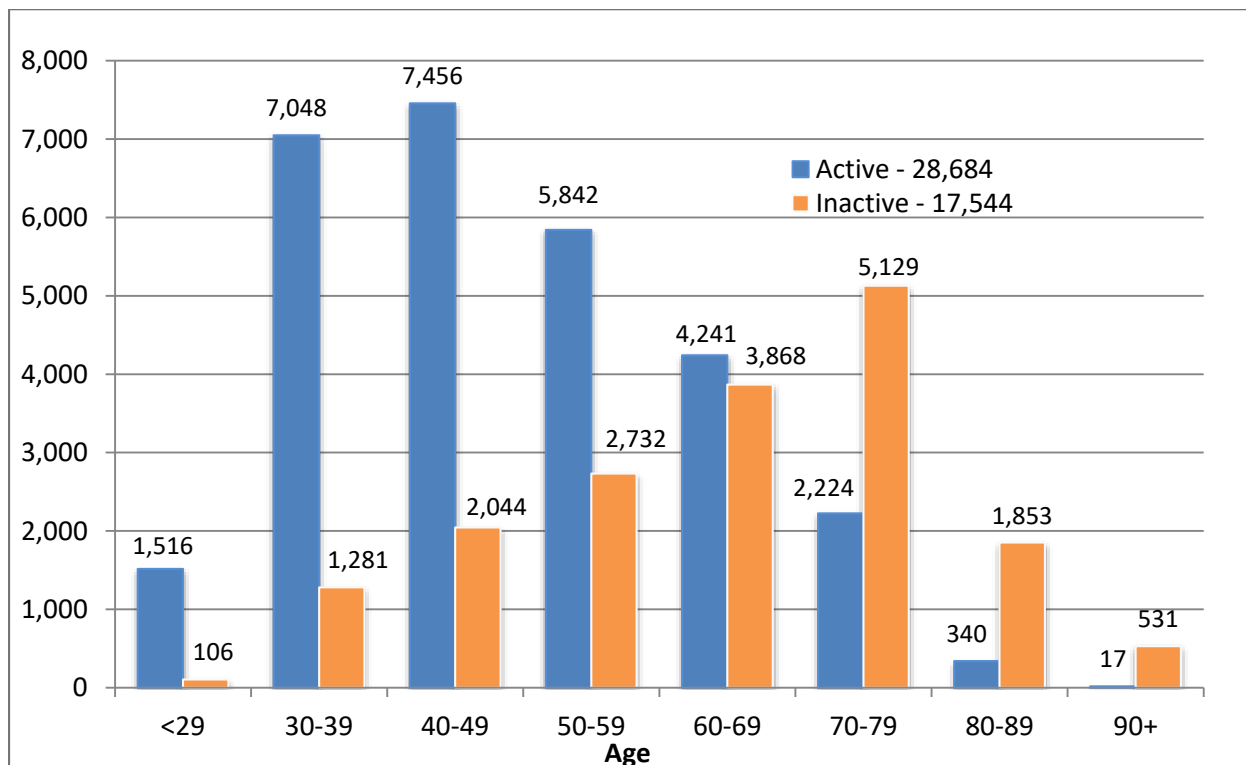
### **Attorney on new CLE system:**

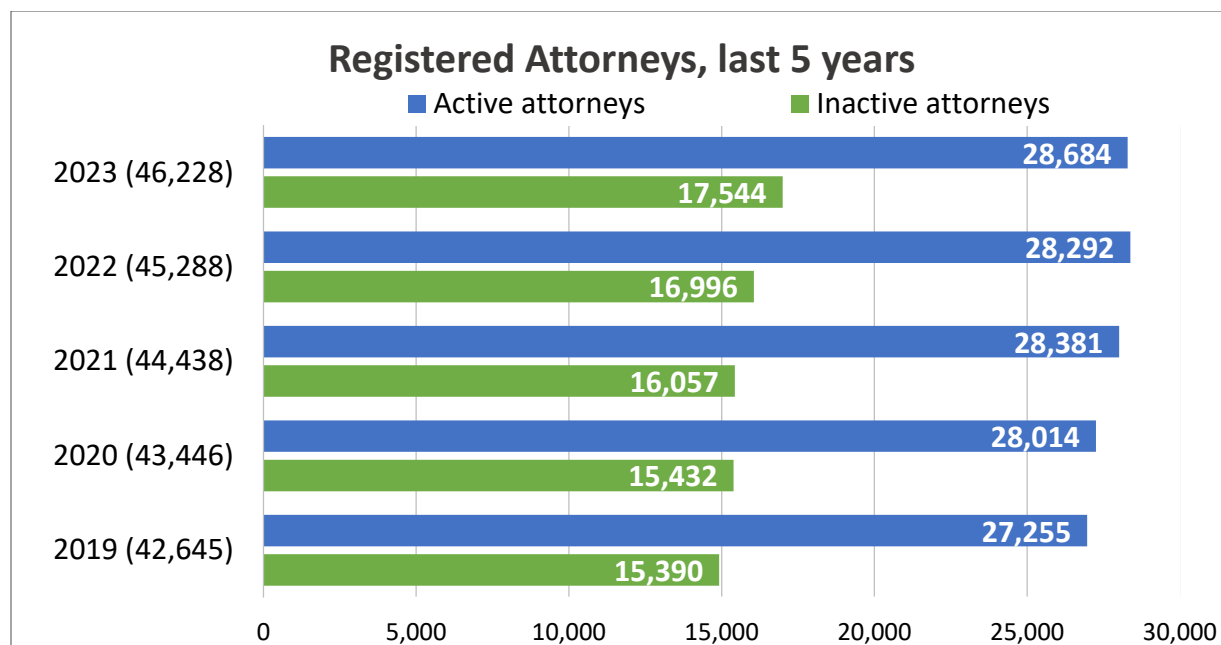
"Just wanted to say thanks for the improvements to the CLE tracker - it looks great!"

### **Attorney CLE transcript Request:**

"I spoke with [named clerk] today—fantastic person and super professional—... and I really appreciate the help today!"

### 2023 - COLORADO ATTORNEYS, ACTIVE AND INACTIVE BY AGE





## **Attorney Registration**

Attorney Registration maintains the roll of licensed attorneys in the state of Colorado. The annual license fees fund the **Attorneys' Fund for Client Protection and fund the attorney** regulation system (including the Office of the Presiding Disciplinary Judge), attorney 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 attorney registration form collects statistics on the **lawyer's profession, including how many lawyers 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 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 population allows us to better serve the public and the profession by providing tailored resources to specific groups of attorneys in the future.<sup>16</sup>

### ***Judicial District Representative on CLE application(s):***

*"I have so appreciated all of your help over the past many years with all of my CLE applications, and my many questions and all of the times that I applied on short notice. Thank you for taking such good care of me!"*

<sup>16</sup> For detailed statistics on attorney demographics collected through registration in Colorado, see Appendix C.

**In 2023, Attorney Registration enrolled 1,444 attorneys for admission:**

- Bar Exam: 663
- Uniform Bar Exam Transfers: 216
- On Motion: 439
- Single-Client Certification: 114
- Law Professor Certification: 4
- Military Spouse Certification: 5
- Judge Advocate Certification: 0
- Foreign Legal Consultant: 3

**In 2023, Attorney Registration also processed and approved applications for:**

- Pro Hac Vice: 640
- Practice Pending Admission: 151
- Pro Bono Certification: 16

***Attorney supplementing CLE Affidavit:***

“I really do appreciate the time, energy and patience you put into this for me.”

***Certificate of Good Standing Request:***

“Thank you for the prompt response and I want to let you know how much I appreciate the new online request system. It’s wonderful!”

**Continuing Legal and Judicial Education**

Attorneys 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 and judges.

The Committee consists of nine members: at least six attorneys, 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.

**In 2023, the Office of Continuing Legal and Judicial Education:**

- Processed 113,928 CLE affidavits
- Processed 3,143 Non-Accredited Out of State Seminar affidavits;
- Processed 1,454 Teaching Affidavits;
- Processed 122 Research/Writing Affidavits;
- Processed 8 additional CLE affidavits for mentoring;
- Processed 37 additional CLE affidavits for pro bono work; and
- Accredited 16,567 CLE courses and home studies, including 790 courses qualifying for equity, diversity and inclusivity (EDI) credit.

## WHAT WE DO: ATTORNEY 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.

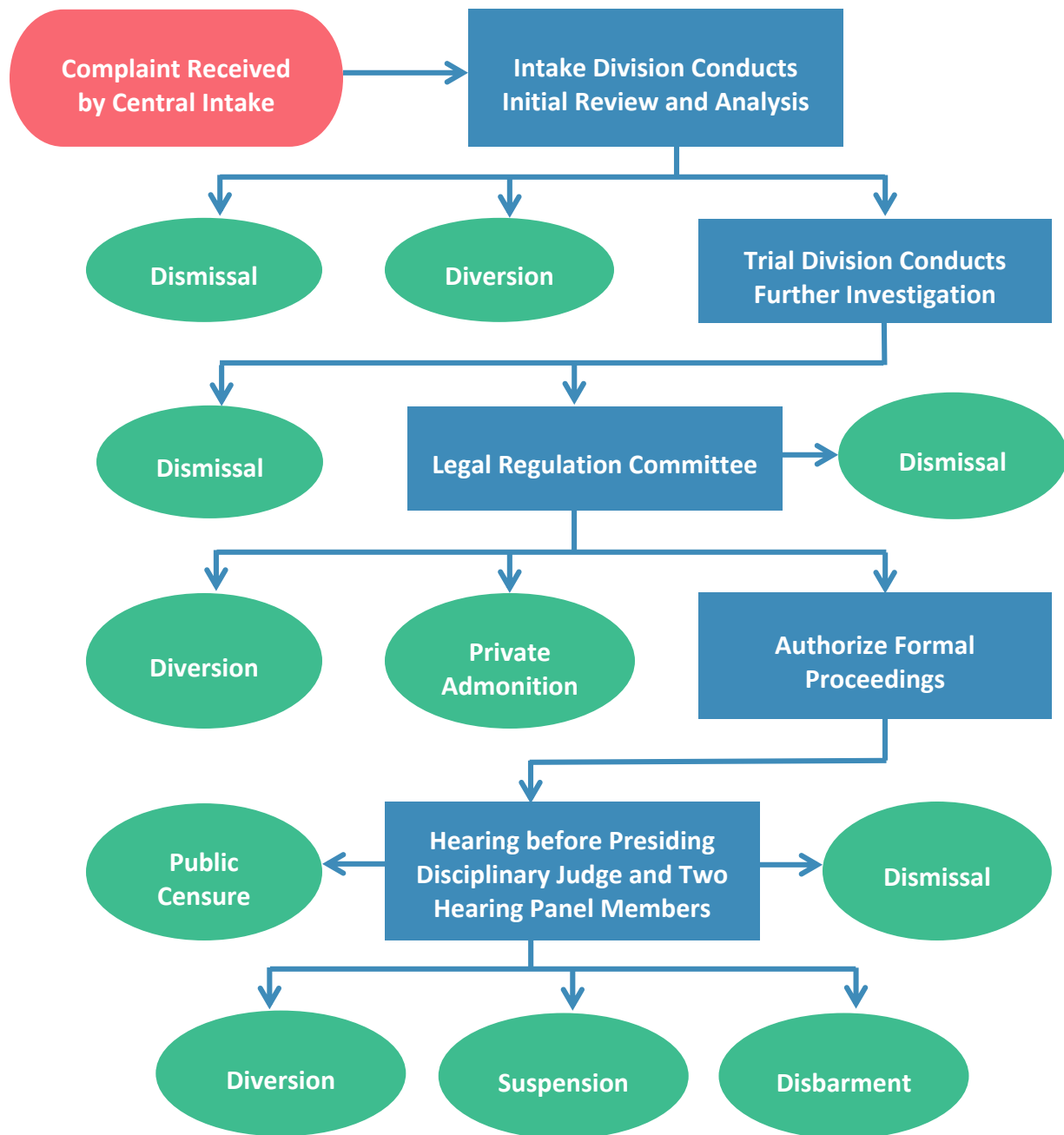
The Colorado model of attorney regulation is designed to move cases of minor ethical misconduct toward a quick resolution and devote its resources to cases that involve more serious attorney misconduct. The goal is to protect the public while educating attorneys to prevent any future misconduct.

In 2023, the office received 4,469 calls or written requests for investigation against a lawyer, a 19.5% percent increase from the prior year and a 31.4% percent increase from 2019. **The Office's intake division reviewed** those cases and processed 234 matters for further investigation by the trial division. In addition, the intake division continued to work on 333 cases carried over from 2022.

**In total, the Office of Attorney Regulation Counsel's work in 2023 resulted in the following educational or disciplinary action:**

- 141 dismissals with educational language;
- 56 diversion agreements;
- 17 private admonitions;
- 15 public censures;
- 34 suspensions;
- 13 probations ordered; and
- 13 disbarments.

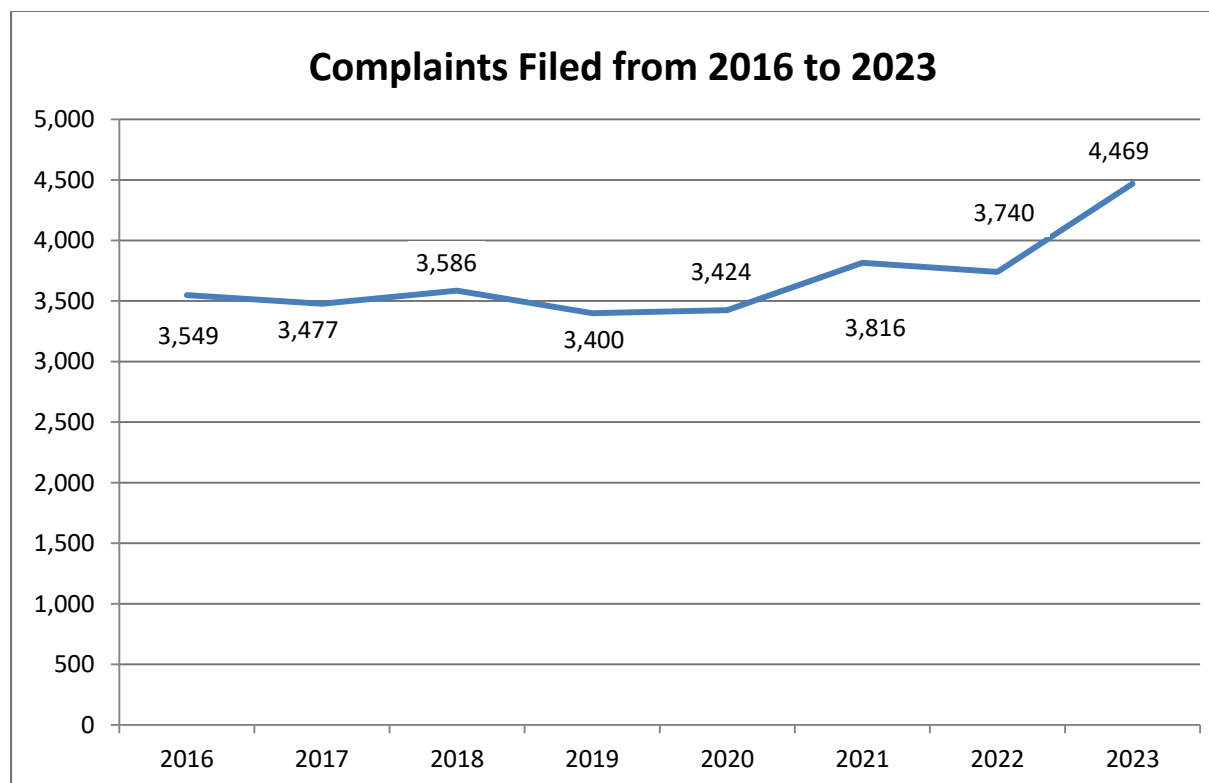
## The Attorney Regulation Process



## **Intake Division**

The intake division acts as the Office's triage unit, where the 4,469 requests for investigation that the Office received in 2023 were analyzed.<sup>17</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 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 2023 was 4.78 weeks.



<sup>17</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 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; 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.

### **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 2023, there were 157 requests for investigation filed against magistrates. One hundred fifty-eight requests were dismissed at the intake stage, which included one that carried over from 2022.

### **Trust Account**

Attorneys 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 2023, the Office of Attorney Regulation Counsel received 103 trust account notices.

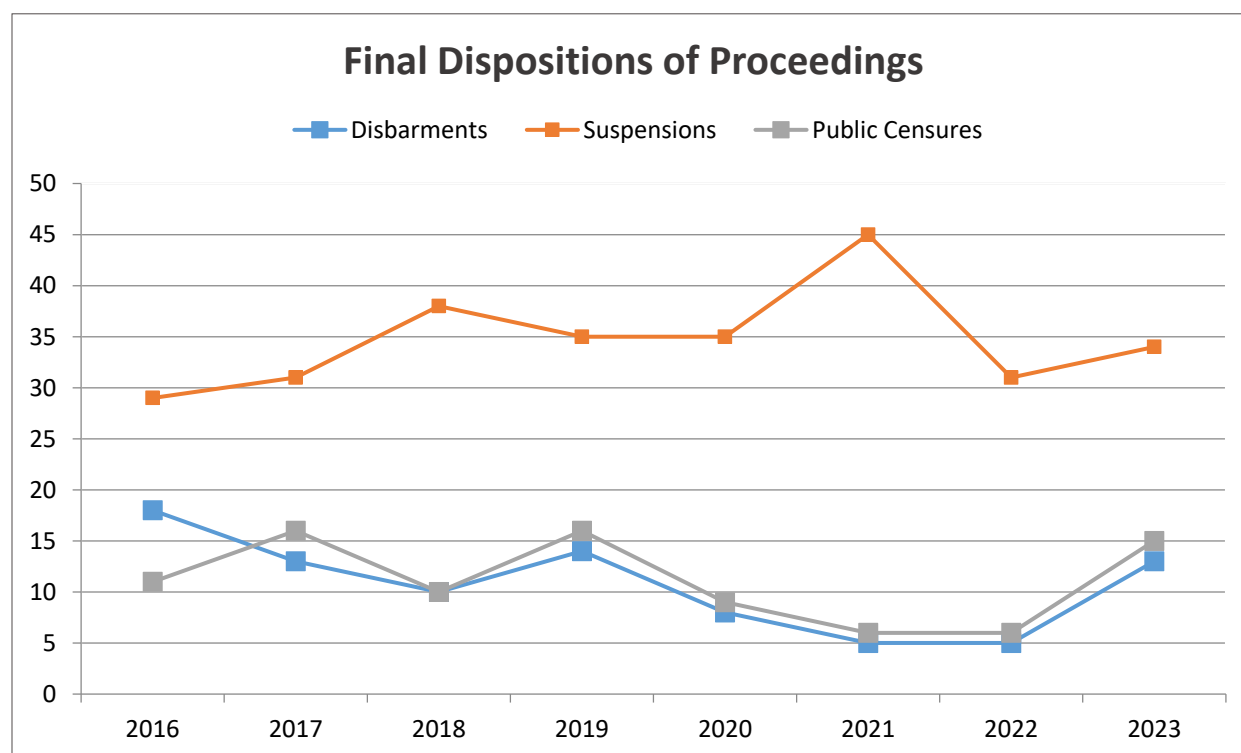
### ***Complainant-Attorney:***

***“Thank you for letting me know the outcome. These are challenging matters, and I appreciate you and your colleagues’ professionalism handling this matter and keeping us updated.”***

## **Trial Division**

The next step for a case that involves a complex fact pattern or allegations of serious misconduct is the trial division. In 2023, the trial division was assigned 234 cases processed by the intake division and also handled 333 cases carried over from 2022.<sup>18</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>18</sup> For detailed statistics on the trial division process, see Appendices F through J.

**In 2023, during the investigation phase, the trial division:**

- Recommended the dismissal of 73 cases, 27 of them with educational language; and
- Entered 23 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 2023, the trial division presented 118 matters to the Legal Regulation Committee. The Committee approved:**

- 35 formal proceedings concerning 67 matters;
- 19 diversion agreements concerning 32 matters; and
- 17 private admonitions.

Several of the 67 matters<sup>19</sup> in which the Office was authorized to file a formal complaint were consolidated.<sup>20</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.

***Feedback from Respondents:***

“On a personal basis, I truly appreciate that you treated me with respect. This was a nightmare for me, but your professionalism was a breath of fresh air. I thank you, sincerely.”

“I appreciate your approach. I CANNOT complain as to how I have been treated by your agency. You have been forthright and fair and I appreciate the efforts extended to me.”

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<sup>19</sup> For detailed statistics on the dispositions by Legal Regulation Committee, see Table F-5, Appendix F.

<sup>20</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.

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**In 2023, after receiving authorization to file a formal complaint, the Attorney Regulation Counsel:**

- Filed 26 formal complaints;
- Resolved by stipulation 12 matters prior to filing a formal complaint; and
- After a formal complaint was filed, entered into 23 agreements for conditional admission of misconduct.

The 26 formal complaints filed in 2023, and those pending from 2022, resulted in five 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 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 is causing immediate and substantial public or private harm. Additionally, the Office can seek such action if an attorney 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 7 petitions for interim suspension sought by The Office of Attorney Regulation Counsel involved:**

- 1 failure to cooperate with Attorney Regulation Counsel's investigations;
- 4 felony convictions;
- 1 withdrawn; and
- 1 dismissed.

### **Disability Matters**

When an attorney 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 to disability status. This is not a form of discipline. The Office filed three disability matters in 2023.

### **Reinstatement and Readmission Matters**

Attorneys 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 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 fitness to return to the practice of law.** In readmission and reinstatement matters, the applicant attorney must prove rehabilitation and other elements by clear and convincing evidence. In 2023, five reinstatement or readmission matters were filed with the Office of Presiding Disciplinary Judge. Two attorneys were reinstated, and three are pending.

### **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 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>

#### ***Complainant call:***

Complainant so grateful for [named clerk] kindness during the phone call. Complainant said it really made all the difference to have someone be so kind and listen so well.

### **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 2023, the Office of Attorney Regulation Counsel received 85 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 2023, the unauthorized practice of law matters included the following:**

- 7 matters were considered by the Legal Regulation Committee;
- 3 were dismissed by Attorney Regulation Counsel after investigation; and
- 4 injunctive or contempt proceedings were commenced.

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 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>21</sup>

In 2023, Inventory Counsel returned \$141,081.20 to clients **from lawyers' trust and business accounts**. Inventory Counsel additionally disbursed \$17,253.26 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. **\$7,244.02 was also 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 2023, four 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.

***Inventory Counsel Client:***

"All of our family appreciates your efforts to get us squared away on our legal docs from [named law firm] law."

***Inventory Counsel Client:***

"Thank you for all you have done with contacting all of [attorney] clients"

***Inventory Counsel Client:***

"Thanks for letting me know and for securely destroying the files."

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<sup>21</sup> For additional statistics about Inventory Counsel, see Appendix K.

**In 2023, Inventory Counsel:**

- Filed 4 external and 5 internal petitions for appointment of inventory counsel;
- Closed 15 inventory matters;
- Contacted 2,394 clients by letter and 1539 clients by phone calls, whose files contained original documents, involved a felony criminal matter, or were considered current clients;
- Disbursed \$141,081.20 in trust and business accounts to clients;
- Collected \$193,089.65 from attorneys' accounts;
- **Returned \$27,511.17 to one or more attorneys' estates;**
- Inventoried 1598 client files;
- Inventoried 723 electronic files;
- Returned 1001 files to clients or attorneys of record; and
- Filed 82 original wills with a district court(s).



## WHAT WE DO: CASE MONITOR

The cornerstones of **Colorado's attorney 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 to continue practicing.

Central to these agreements is monitoring. An attorney-respondent must adhere to conditions agreed to by the Office and the attorney. 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 respondent-attorneys 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 attorneys 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 attorneys intended to improve the provision of legal services to consumers.

### **In 2023, the case monitor:**

- Ended the year with 794 cases being monitored for diversion agreement or other compliance requirements;
- Organized 5 Ethics Schools (3 virtual & 2 in-person), attended by 78 virtual attendees & 30 in-person attendees; and
- Organized 4 Trust Account Schools (2 virtual & 2 in-person), attended by 31 virtual attendees & 38 in-person attendees.

## WHAT WE DO: EDUCATION/OUTREACH

### **Presentations/Talks**

The Office of Attorney Regulation Counsel presented 68 total public speeches in 2023.

Presentations/Talks Delivered	
2023	68
2022	59
2021	84
2020	118
2019	197
2018	211
2017	200

### **Ethics School**

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

Year	Classes Presented	Attendance
2023	5	108
2022	5	132
2021	5	113
2020	5	109
2019	5	129
2018	5	97
2017	5	123

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 well put together. Very informative. I think it should be required for all at least every 5 years.”*

The Ethics School is not open to all attorneys. Rather, the attorneys attending are 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 attorneys 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 or legal support staff. The course instructors are attorneys from the Office of Attorney Regulation Counsel.

Year	Classes Presented	Attendance
2023	4	69
2022	4	85
2021	4	82
2020	4	63
2019	5	56
2018	5	55
2017	6	77

The course is accredited for 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 Ethics Account School:**

*“I appreciate the preparedness of each presenter and found the school information, relative and practical.”*

**Attorney attendance of Trust Account School:**

*“Great! Very helpful, pleasant and engaging.”*

**Attorney attendance of Trust Account School:**

*“They were clear and comprehensive.”*

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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. 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. 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 2023, the office led 10 separate presentations of the course.

### ***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. It makes me feel like everyone cares about the profession...”

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

“After 40 years of practice, I can confidently say that was a great presentation”

## APPENDIX A:

### RESULTS OF VOLUNTARY, ANONYMOUS DEMOGRAPHIC SURVEY

Attorney Responses (**Active Status Only**): 7,088

**TABLE A-1: Age as of January 1, 2024**

Response	Percentage
29 or younger	6.81%
30-39	25.39%
40-49	24.63%
50-59	19.71%
60-69	14.42%
70-79	8.10%
80-89	0.92%
90 or older	0.01%

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

Response	Percentage
American Indian or Alaska Native	1.79%
Asian or Asian American	3.67%
Black or African American	3.29%
Hispanic, Latino or Spanish Origin	7.86%
Middle Eastern or North African	0.79%
Native Hawaiian or other Pacific Islander	0.20%
White or Caucasian	85.29%

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

Response	Percentage
Yes	5.29%
No	94.71%

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

Response	Percentage
Veteran or Active Duty	6.99%
Not a veteran	93.01%

**TABLE A-5: Gender Identity<sup>22</sup>**

Response	Percentage
Female	49.35%
Male	49.85%
Non-binary	0.81%

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

Response	Percentage
Yes	0.61%
No	99.39%

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<sup>22</sup> The attorney registration process also collects gender data and is more reliable than this voluntary survey.

**TABLE A-7: Sexual Orientation**

Response	Percentage
Bisexual	4.86%
Heterosexual	89.39%
Gay	2.69%
Lesbian	2.04%
Other	1.02%

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

Response	Percentage
5 or fewer	18.63%
6-10	14.96%
11-15	14.03%
16-20	11.96%
21-25	10.78%
26-30	8.02%
31-35	6.87%
More than 35	14.74%

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

Response	Percentage
Colorado metropolitan area, population 150,000+	68.22%
Other city in Colorado, population 30,000-149,000	8.87%
Smaller mountain community in Colorado	5.93%
Smaller plains community in Colorado	0.98%
Other community in Colorado	0.66%
Not in Colorado	15.34%

# APPENDIX B:

## BAR EXAM STATISTICS

**TABLE B-1: February 2023 Bar Exam - Examination Statistics and Pass/Fail Rates**

### FEBRUARY 2023 EXAMINATION STATISTICS

<b>Total Who Took Exam:</b> 264	<b>Total Applicants:</b> 311
<b>Total Who Passed:</b> 125 (47%)	<b>Total Withdrawals:</b> 37
<b>Total Who Failed:</b> 139 (53%)	<b>Total of No Shows:</b> 10

CO MBE Avg	CO MBE Median	CO MBE Range	Nat. MBE Avg	CO Std. Dev. MBE
135.3	134.8	87.8 – 180.3	131.1	15.2859

Avg Essay/PT	Essay/PT Range
134.76	94.9 – 171.2

CO UBE Avg	CO UBE Score Range	CO Std. Dev. UBE
270	197 - 346	28.24

### Averages Scores

	Univ. of Denver	Univ. of Colorado	Other ABA*	Non-ABA/ Foreign Ed.**
<b>MBE:</b>	136.46	131.33	136.76	118.86
<b>Essay/PT:</b>	136.73	132.87	135.58	117.75
<b>Total</b>	273.26	264.19	272.39	236.77

### Range of Scores

	Univ. of Denver	Univ. of Colorado	Other ABA*	Non-ABA/ Foreign Ed.**
<b>MBE:</b>	106.4 – 169.5	105.7 – 155.2	100.1 – 180.3	87.8 – 136.9
<b>Essay/PT:</b>	106 - 168	94.9 – 160.1	101.2 – 171.2	106 – 134.6
<b>Total Score:</b>	219 - 331	205 - 315	205 - 346	197 - 266

\*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 2023 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	3	(38%)	5	(62%)	8
	University of Denver	17	(55%)	14	(45%)	31
	Other ABA	40	(63%)	24	(37%)	64
	Foreign Educated/ Non-ABA	0	(0%)	8	(100%)	8
		60	(54%)	51	(46%)	111
<b>Repeat</b>	University of Colorado	9	(50%)	9	(50%)	18
	University of Denver	23	(53%)	20	(47%)	43
	Other ABA	33	(38%)	54	(62%)	87
	Foreign Educated/ Non-ABA	0	(0%)	5	(100%)	5
		65	(42%)	88	(58%)	153
<b>All</b>	University of Colorado	12	(46%)	14	(54%)	26
	University of Denver	40	(54%)	34	(46%)	74
	Other ABA	73	(48%)	78	(52%)	151
	Foreign Educated/ Non-ABA	0	(0%)	13	(100%)	13
		125	(47%)	139	(53%)	264

## **TABLE B-2: July 2023 Bar Exam – Examination Statistics and Pass/Fail Rates**

### **JULY 2023 EXAMINATION STATISTICS**

**Total Who Took Exam: 719      Total Applicants: 778**  
**Total Who Passed: 533 (74%)      Total Withdrawals: 53**  
**Total Unsuccessful: 186 (26%)      Total of No Shows: 6**

<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>
144.2	144.2	91.9 – 185.4	140.5	15.0040

<b>Avg Essay/PT</b>	<b>Essay/PT Range</b>
143.8	99.9 – 179.4

<b>CO UBE Avg</b>	<b>CO UBE Score Range</b>	<b>CO Std. Dev. UBE</b>
288.3	198 – 351‡	27.60

### **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	146	144	129
<b>Essay/PT:</b>	146	146	142	125
<b>Total Score:</b>	291	292	286	254

### **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>	91.9 – 179.4	105.4 – 182.9	110.3 – 185.40	104.6 – 171.8
<b>Essay/PT:</b>	106.1 – 179.4	110.7 – 177.9	99.9 – 174.8	104.6 – 154.5
<b>Total Score:</b>	198 – 351	216 – 351	219 – 346	209 – 325

‡Three applicants scored 351; two applicants from DU and one applicant from CU.

\*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 2023 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	114	(81%)	26	(19%)	140
	University of Denver	164	(86%)	27	(14%)	191
	Other ABA	216	(77%)	63	(23%)	279
	Foreign Educated/ Non-ABA	4	(44%)	5	(56%)	9
		498	(80%)	121	(20%)	619
<b>Repeat</b>	University of Colorado	4	(40%)	6	(60%)	10
	University of Denver	11	(39%)	17	(61%)	28
	Other ABA	18	(35%)	34	(65%)	52
	Foreign Educated/ Non-ABA	2	(20%)	8	(80%)	10
		35	(35%)	65	(65%)	100
<b>All</b>	University of Colorado	118	(79%)	32	(21%)	150
	University of Denver	175	(80%)	44	(20%)	219
	Other ABA	234	(71%)	97	(29%)	331
	Foreign Educated/ Non-ABA	6	(32%)	13	(68%)	19
		533	(74%)	186	(26%)	719

# Appendix C:

## ATTORNEY REGISTRATION DEMOGRAPHICS

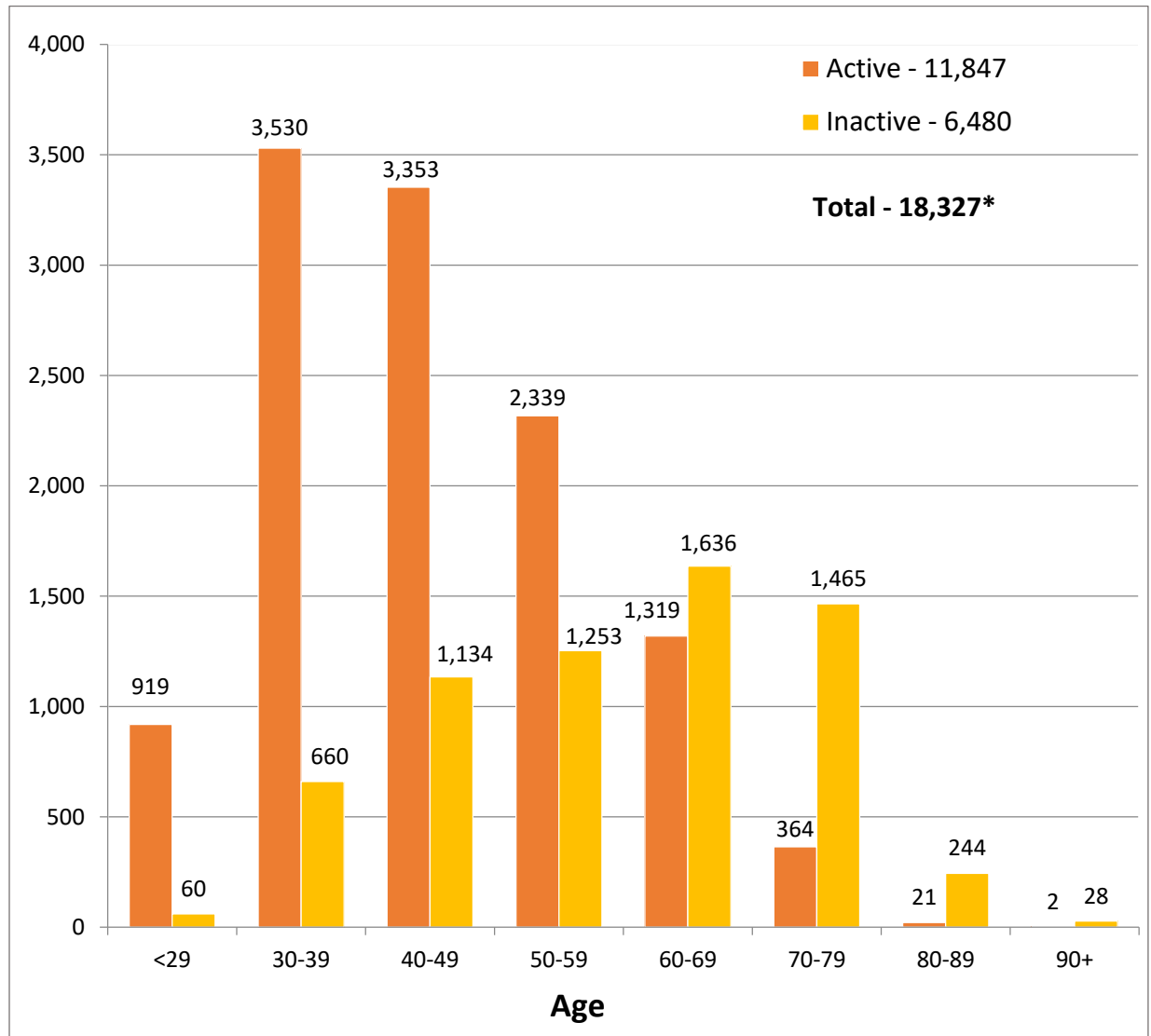
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The Office of Attorney Regulation Counsel collects data from lawyer registration forms to better analyze demographic information on **the state's lawyer profession**. With an accurate picture of **Colorado's** lawyer population, the Office hopes to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

### **Charts:**

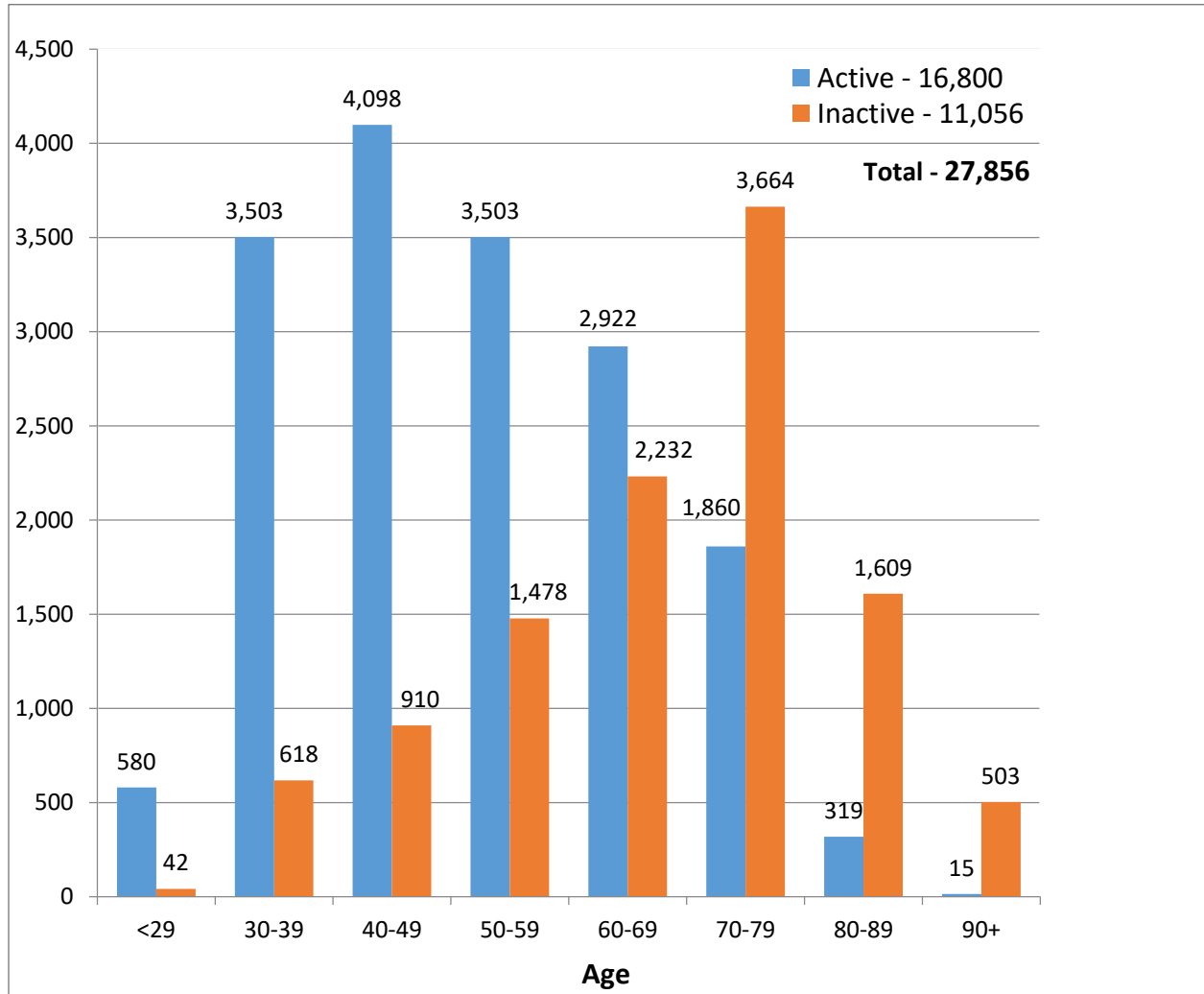
- C-1: Colorado Female Attorneys, Active and Inactive By Age
- C-2: Colorado Male Attorneys, Active and Inactive By Age
- C-3: Active Attorneys By Type of Practice
- C-4: Active Attorneys Ages 60-69, By Type of Practice
- C-5: Active Attorneys Ages 70-79, By Type of Practice
- C-6: Active Attorneys in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

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

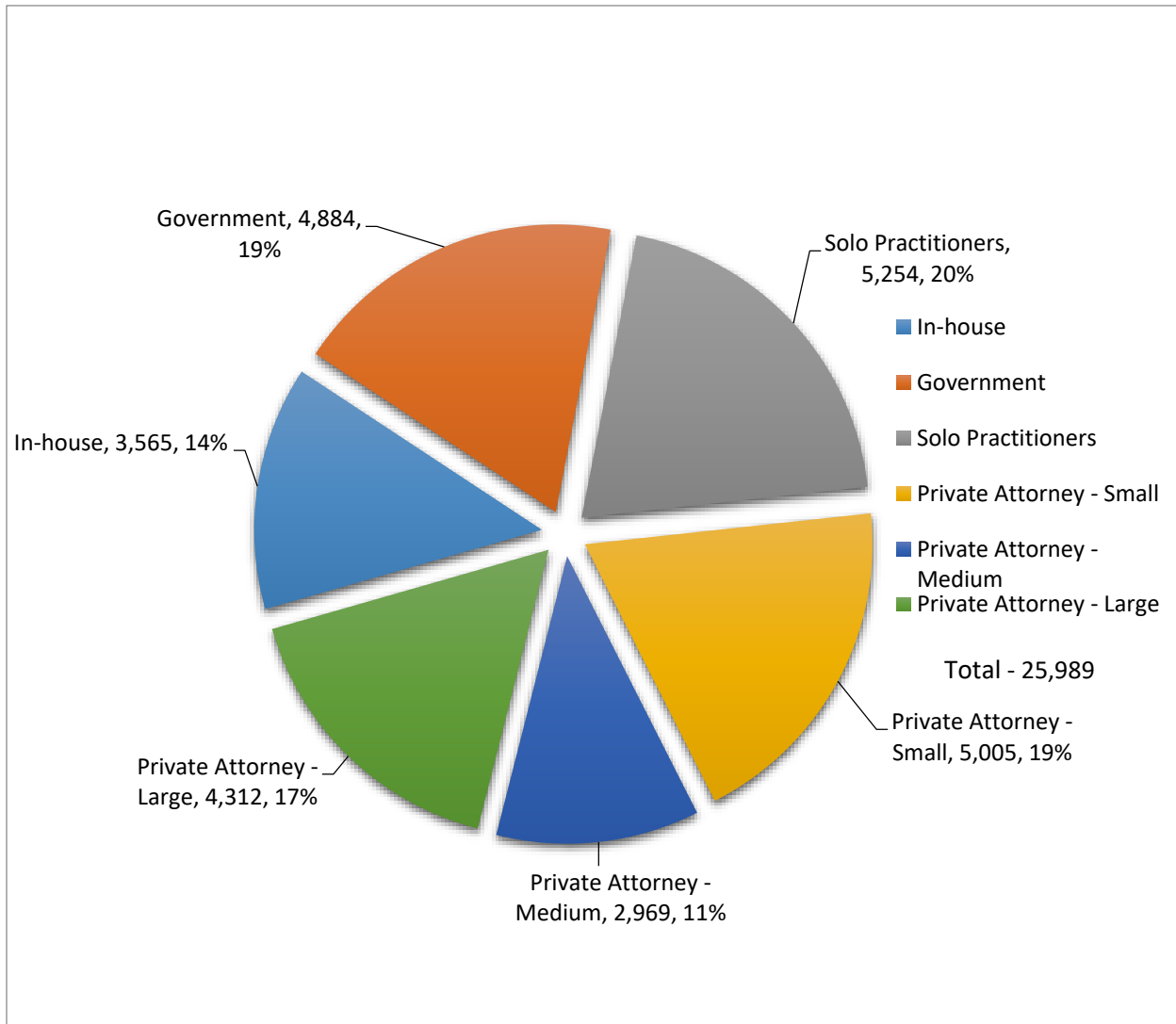


\*45 registered attorneys elected not to list a gender on their registration (37 active and 8 inactive)

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

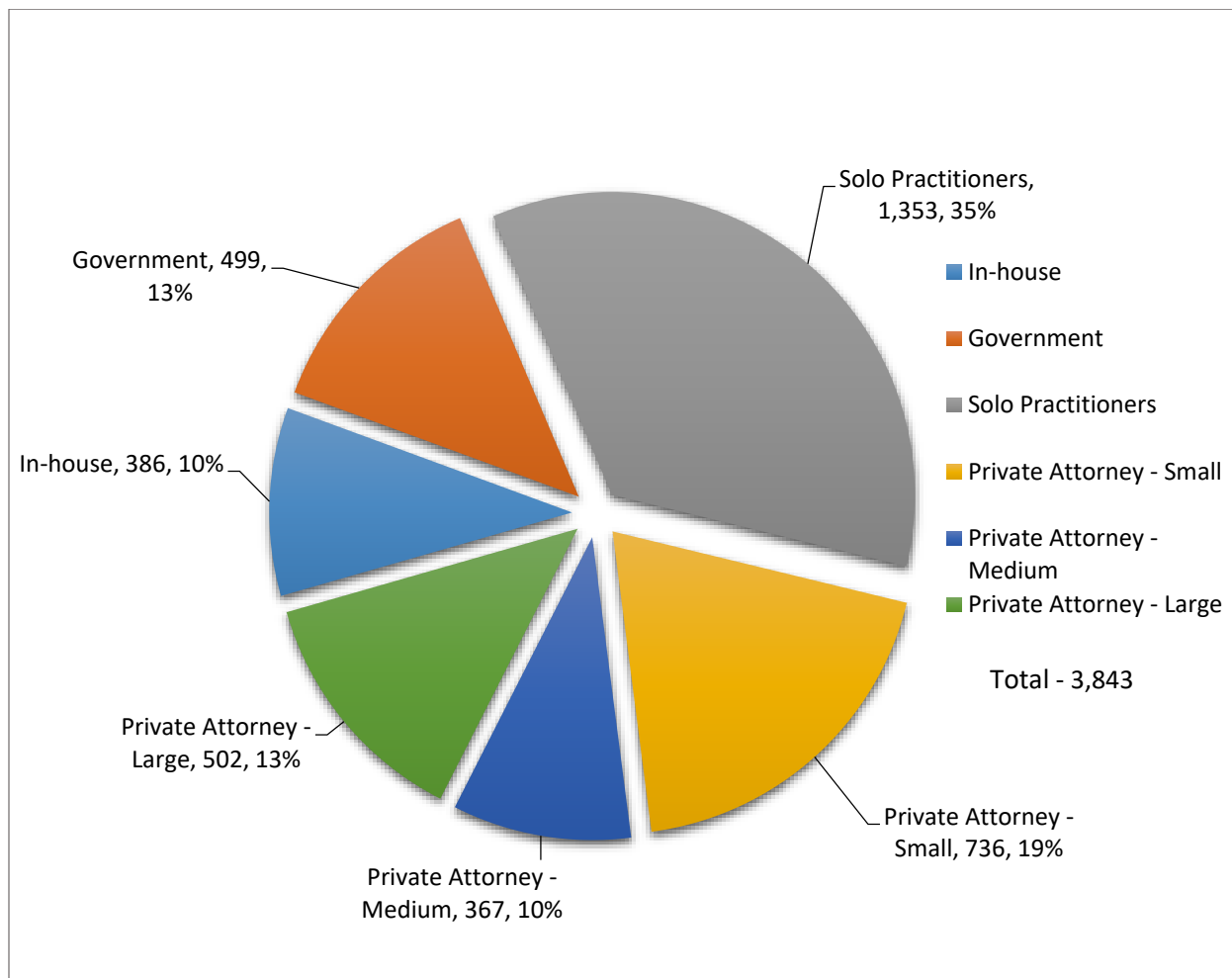


\*45 registered attorneys elected not to list a gender on their registration (37 active and 8 inactive)

**CHART C-3: ACTIVE ATTORNEYS BY TYPE OF PRACTICE<sup>23</sup>**

<sup>23</sup> Small firms are defined as 2-10 attorneys; medium firms are 11-50 attorneys; and large firms are 51 or more attorneys. Also, the remaining 2,695 active attorneys 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*.

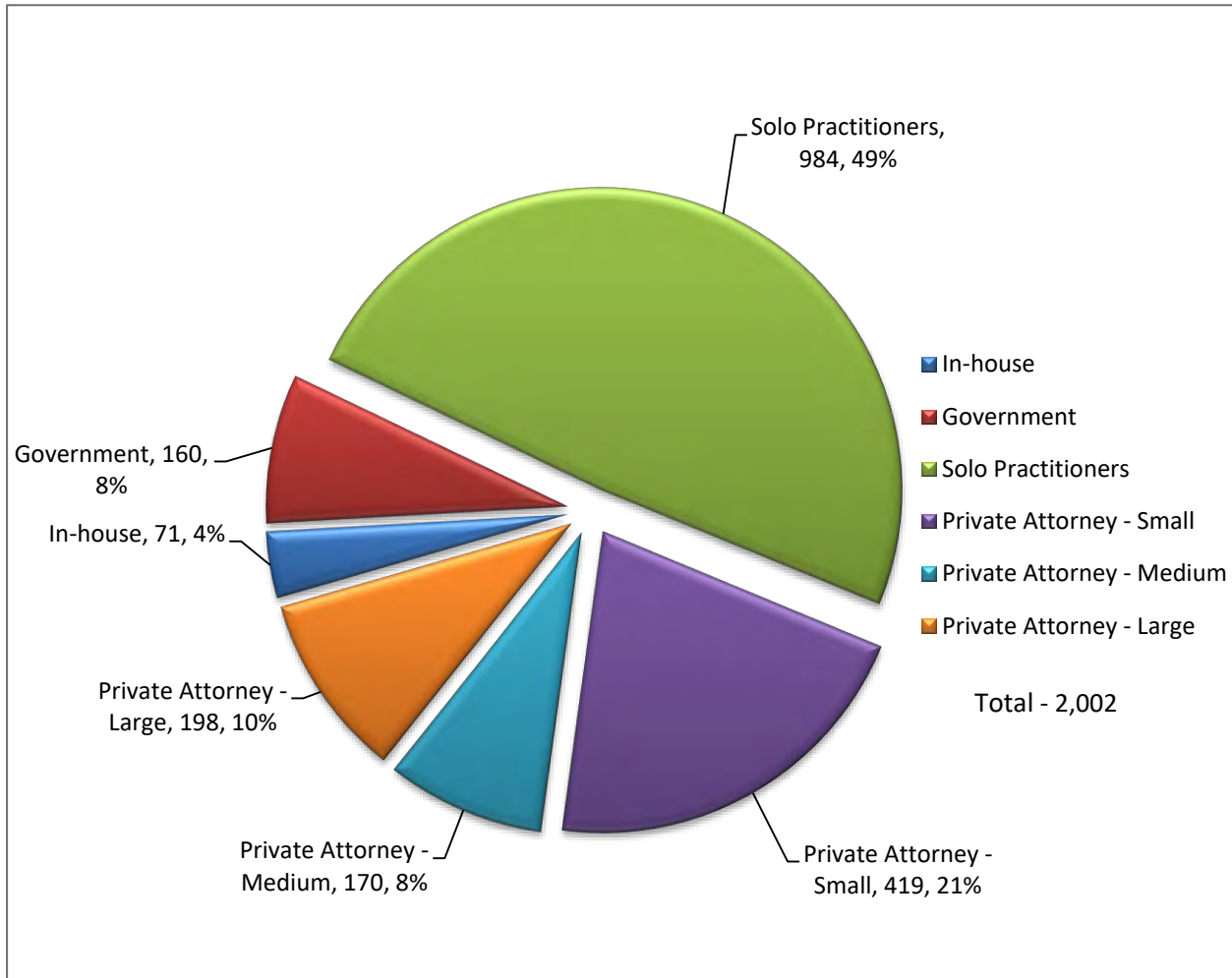
## CHART C-4: ACTIVE ATTORNEYS AGES 60-69, BY TYPE OF PRACTICE



\*The remaining 398 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*.

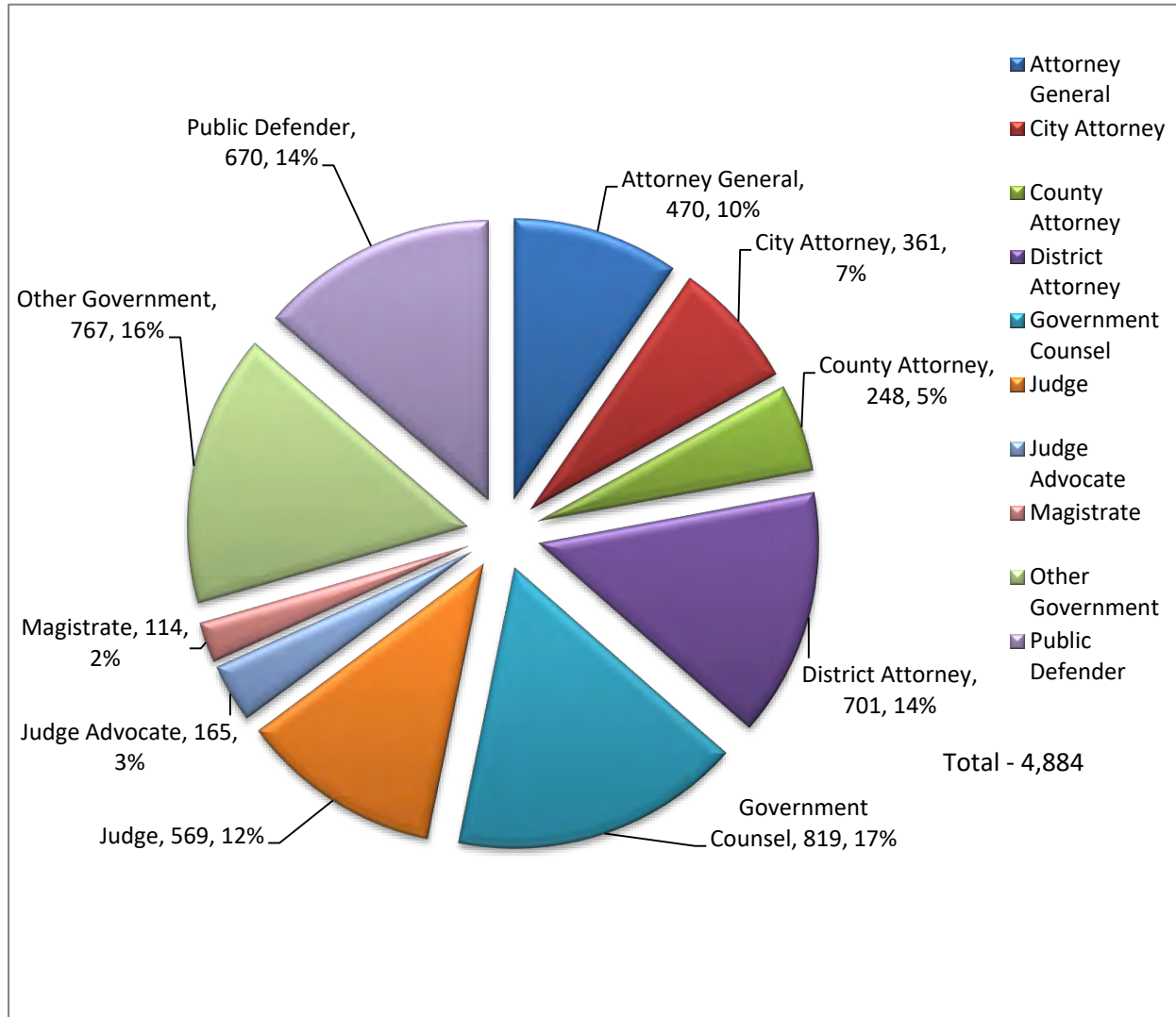


## CHART C-5: ACTIVE ATTORNEYS AGES 70-79, BY TYPE OF PRACTICE

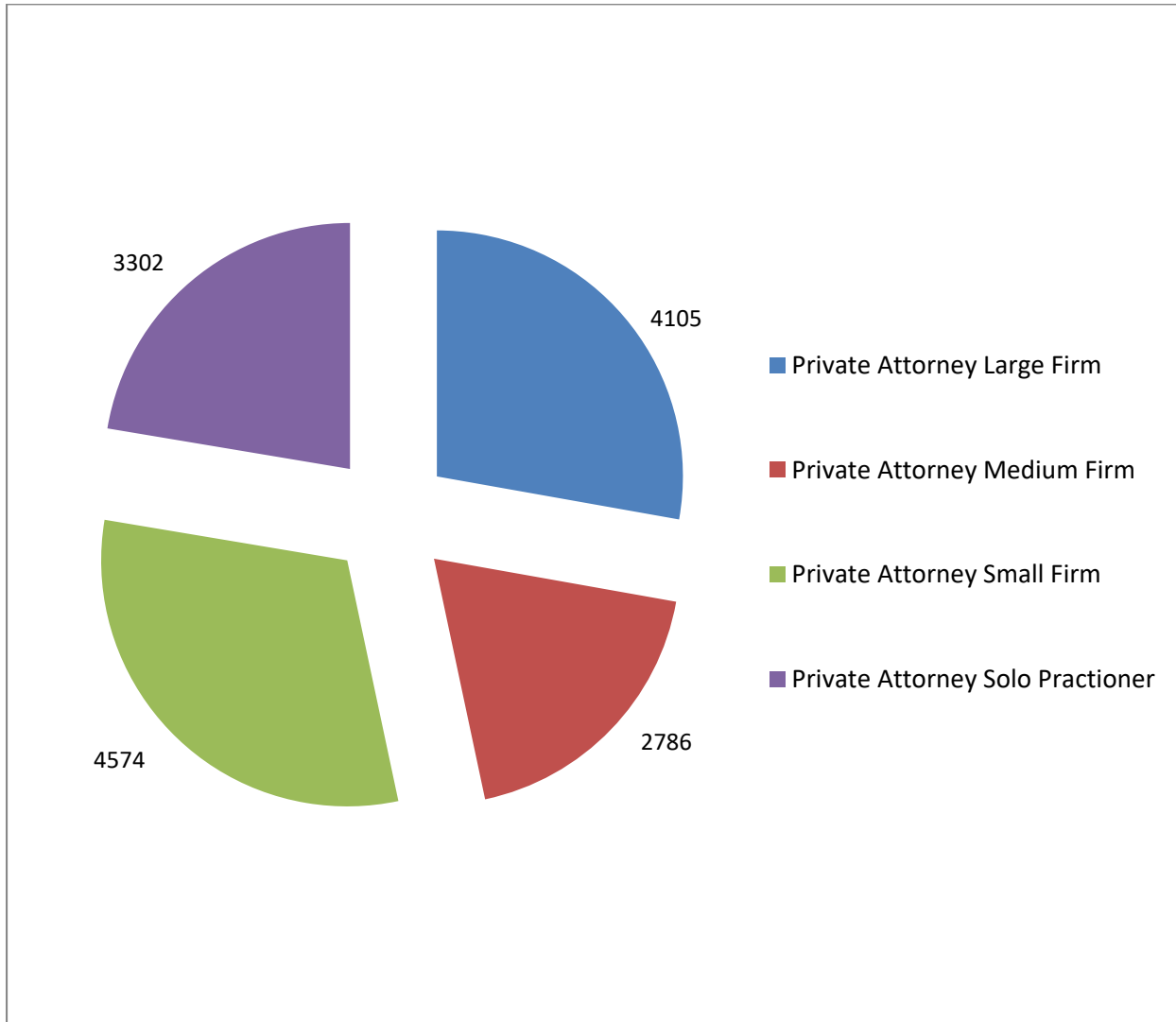


\*The remaining 222 active attorneys not listed in the chart below are comprised of individuals holding a limited license or those that classified their type of practice as one of the following categories *other*, *retired*, or *teaching*.

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

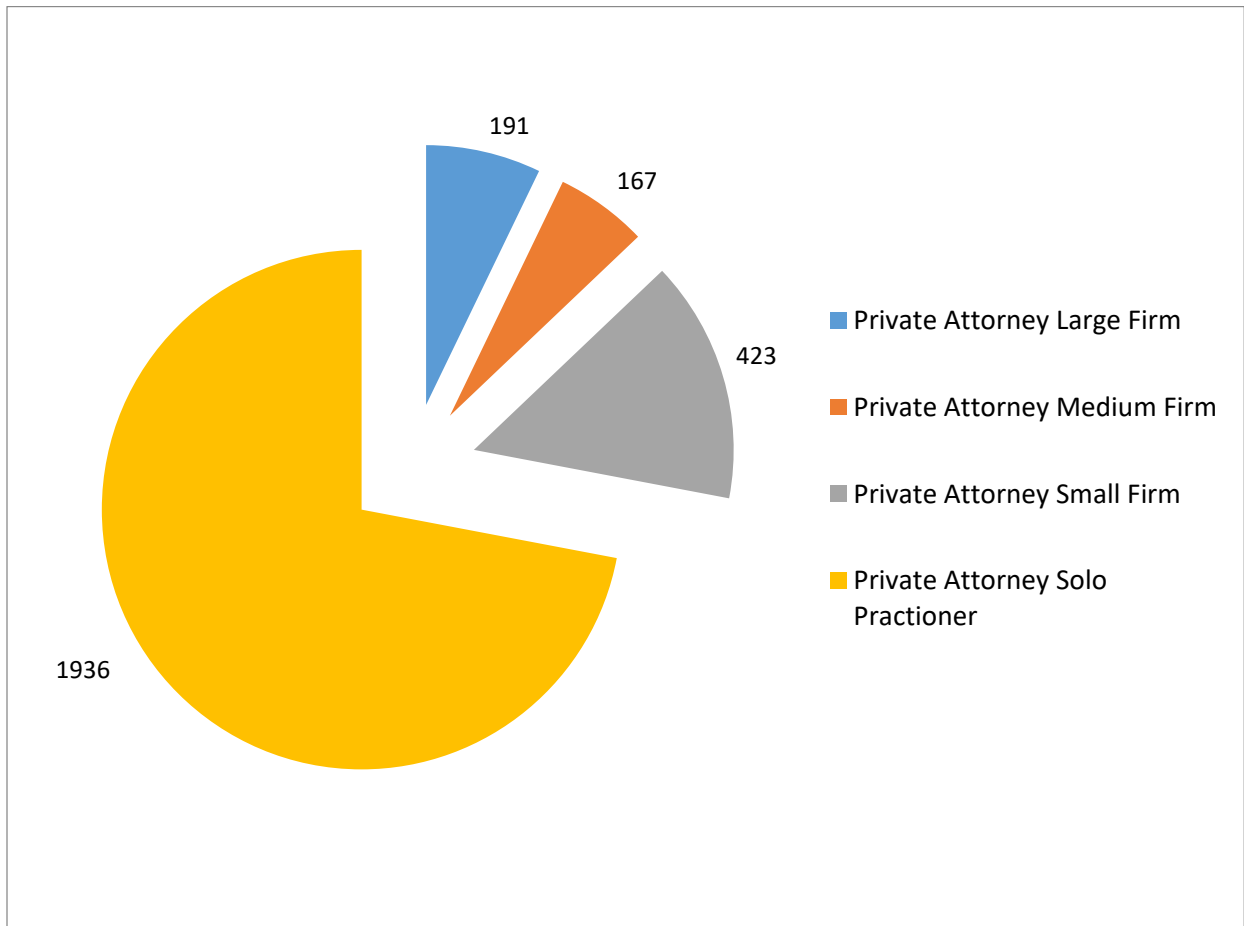


## CHART C-7: ACTIVE PRIVATE ATTORNEYS WITH MALPRACTICE INSURANCE <sup>24</sup>

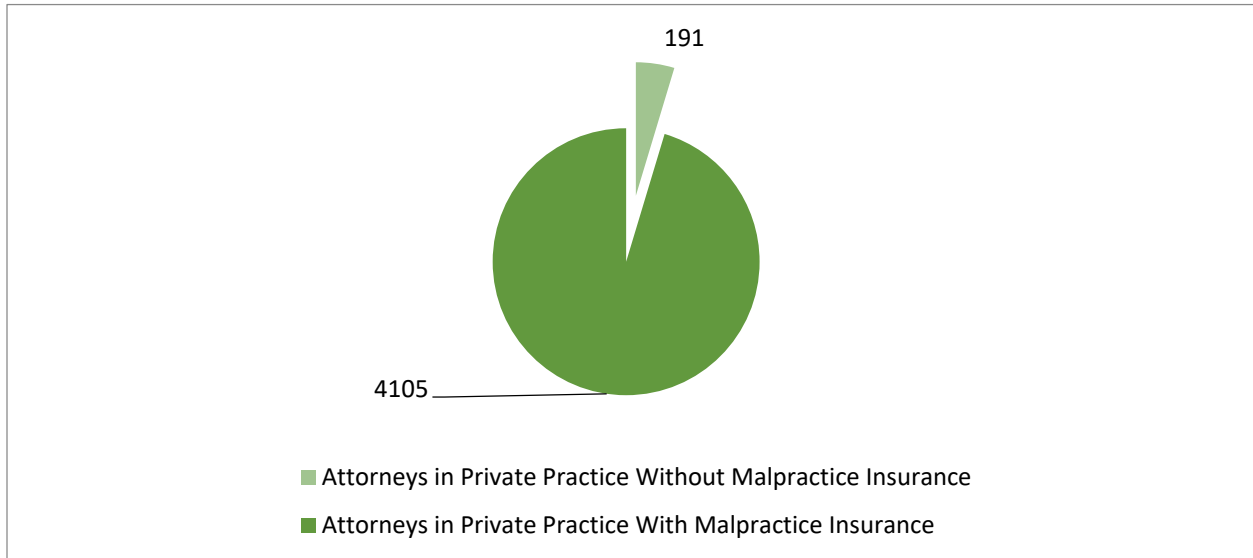


<sup>24</sup> Small firm, 2-10 attorneys; medium firm, 11-50 attorneys; and large firm, 51-plus attorneys.

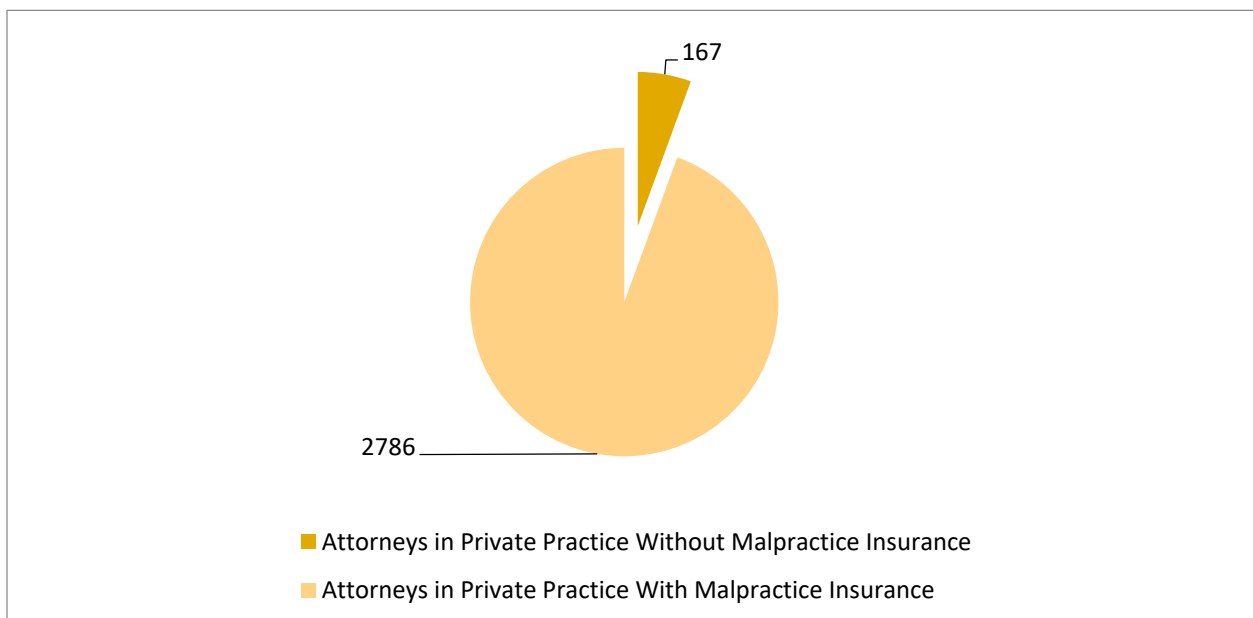
### CHART C-8: ACTIVE PRIVATE ATTORNEYS WITHOUT MALPRACTICE INSURANCE



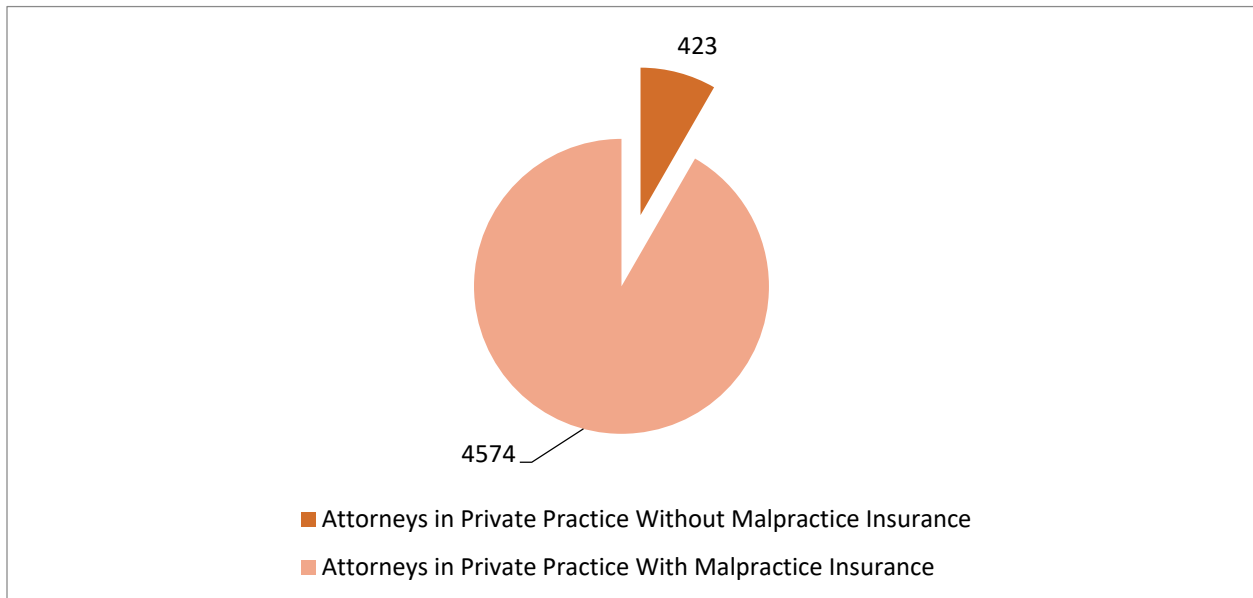
### CHART C-9: ACTIVE PRIVATE ATTORNEYS LARGE FIRM WITH/WITHOUT MALPRACTICE INSURANCE



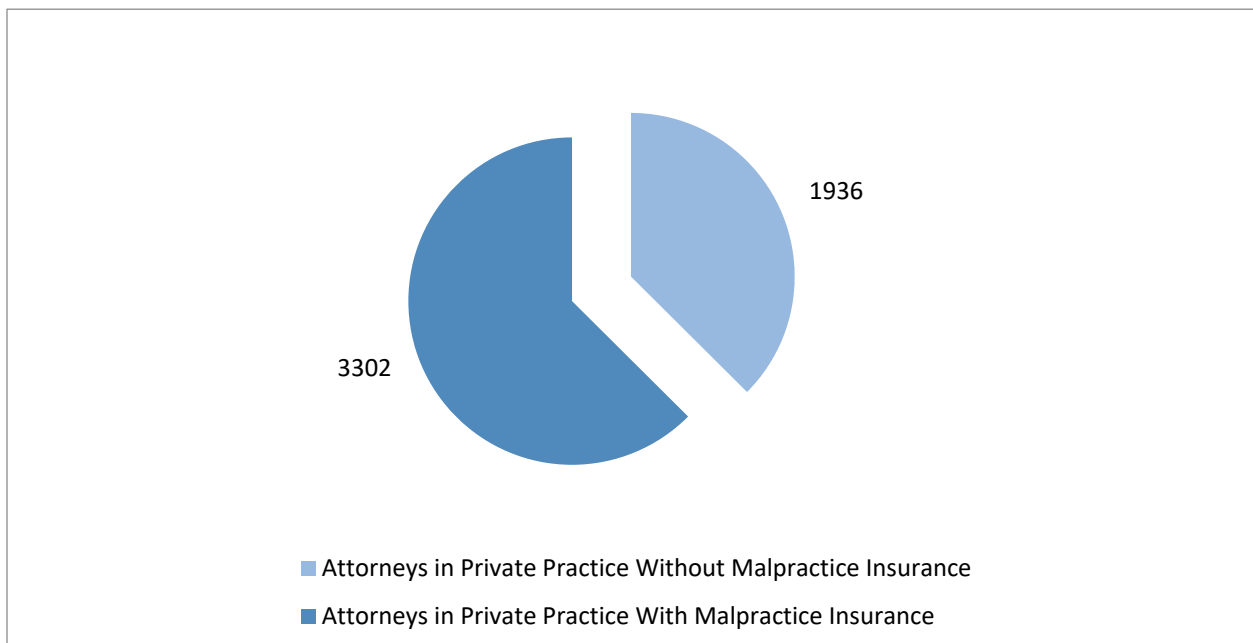
### CHART C-10: ACTIVE PRIVATE ATTORNEYS MEDIUM FIRM WITH/WITHOUT MALPRACTICE INSURANCE



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



### CHART C-12: ACTIVE PRIVATE ATTORNEYS 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
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%)
2016	3,549	1.25%

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

Year	Intake Complaint Calls	Additional Intake Calls
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
2016	3,549	5,746

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 2023, the average time that matters spent at the intake stage was 4.78 weeks.

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

Average Time (weeks)	
2023	4.78
2022	4.73
2021	4.96
2020	5.73
2019	6.33
2018	6.55
2017	7.43
2016	8.1

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 2023, central intake handled 4,469 complaints; 234 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
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%)
2016	331	(4.8%)



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 2023, at the central intake stage, 36 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
2023	36
2022	56
2021	29
2020	26
2019	31
2018	40
2017	42
2016	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 forty-one matters were dismissed with educational language either at the intake stage or the investigative stage in 2023. 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.

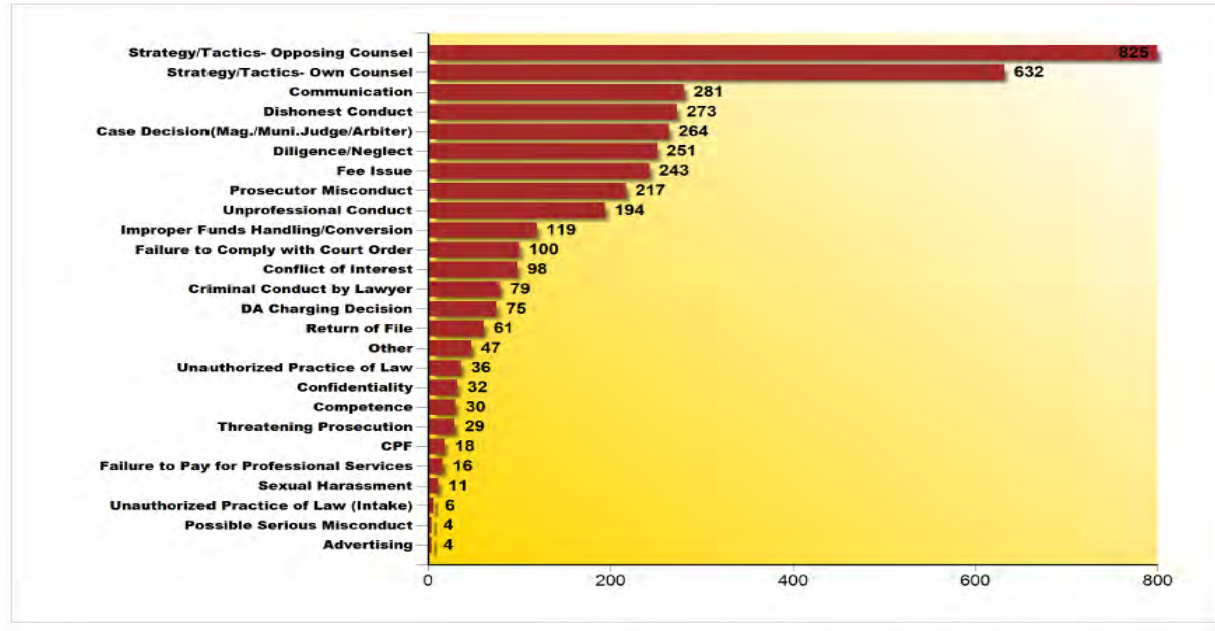
**TABLE D-6: Intake & Investigation Dismissals with Educational Language**

Year	Intake Stage	Investigative	Total
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
2016	133	15	148

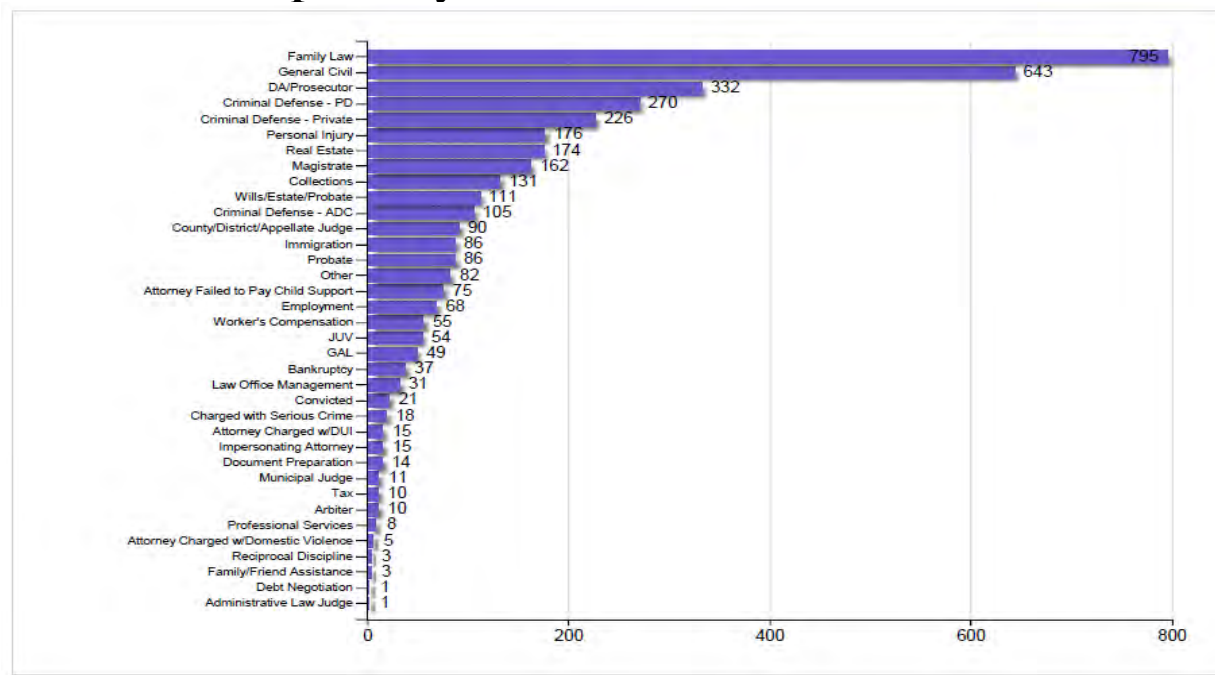
# APPENDIX E:

## 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
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
2016	331	109	28(41)*	170(180)*	11	27(65)*	0	187

(Some matters previously placed in abeyance reached a final disposition in 2022).

\*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	
2023	34.2
2022	24.4
2021	25.9
2020	24.8
2019	27.1
2018	25.9
2017	33.6
2016	34.2

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

Number of Weeks from Case Assigned to Completion of Report/Diversion/Stipulation	
2023	37.6
2022	30.4
2021	26.4
2020	26.7
2019	26.6
2018	29
2017	30
2016	30.4

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	
2023	23(31)*
2022	14(29)*
2021	24(34)*
2020	22(31)*
2019	12(16)*
2018	14(17)*
2017	20(23)*
2016	12(22)*

\*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 2023 with thirteen members, eleven attorneys and two 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 2023, the Legal Regulation Committee reviewed 118 matters, some of which were asserted against the same respondent-attorney.<sup>25</sup> The LRC approved 19 diversion

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<sup>25</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 35 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 17 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>26</sup>**

Year	Formal Proceedings	Diversion Matters	Private Admonition	Placed in Abeyance	Dismissals	Total Cases Acted Upon By LRC
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)*
2016	115	46(56)*	9	-	0	170(180)*

\*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>26</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
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
2016	0	0	0

## **Formal Complaints**

In 2023, in 67 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 2022, the number of formal complaints filed in 2023 was 26. Four 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
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)*
2016	43(96)*	10(15)*

\*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 2023, in the attorney discipline area resulted in five disciplinary trials, four sanctions hearings, and one reinstatement hearing. 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
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
2016	13	22(40)*	1	0

\*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	
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
2016	Presiding Disciplinary Judge	17.6 weeks

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

Year	Average Weeks From Filing of Formal Complaint to Trial	
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
2016	Presiding Disciplinary Judge	31.5 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.

**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
2023	23.2 weeks	62.9 weeks <sup>27</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
2016	22.9 weeks	44.8 weeks

<sup>27</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 2023, six 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
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
2016	Colorado Supreme Court	4

**TABLE G-2: Disposition of Appeals as of December 31, 2023**

Year	Appeals Filed	Appeals Dismissed	Appeals Affirmed	Appeals Reversed	Appeals Pending
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
2016	4	1	2	0	4

## 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>28</sup>	Diversions	Public Censures	Suspensions	Probations	Disbarments
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)*
2016	0	1	1(3)*	<b>11(13)</b> <sup>”</sup>	29(60)*	14(30)*	18(39)*

\*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>28</sup> This column includes dismissals on the Motion of the People.

# APPENDIX I:

## OTHER ACTIONS

### Interim Suspensions

In 2023, the Office of Attorney Regulation Counsel filed seven petitions for interim suspension.<sup>29</sup> These were based on four felony convictions, one for failure to cooperate in the disciplinary process, one was withdrawn, and one was dismissed.

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
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
2016	12	5	0	5	2	0	0	0	2

\*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>29</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 three petitions/stipulations to transfer attorneys to disability inactive status in 2023. When an attorney is unable to fulfill the **attorney's** professional responsibilities because of physical, mental, or emotional illness, disability proceedings are initiated. 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
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
2016	10	9	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 2023. Contempt proceedings are filed when an attorney practices 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
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
2016	2	2	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 2023, the Office of Attorney Regulation Counsel received 157 complaints against magistrates. Of the 158 dismissed complaints, one included a 2022 matter. *See* Table I-4.

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

Year	Complaints	Dismissed	Diversion
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
2016	54	50	0

## **Reinstatement and Readmission Matters**

In 2023, five reinstatement or readmission matters were filed with the Office of Presiding Disciplinary Judge. The attorney seeking reinstatement or readmission is to 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 Bar.<sup>30</sup>

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

Year	Filed	Readmitted	Reinstated	Dismissed	Withdrawn	Denied	Pending
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
2016	9	0	3	1	2	6	3

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

## **Trust Account Notification Matters**

All Colorado attorneys 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>30</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 may be engaging in conduct that might injure clients.

In 2023, the Office of Attorney Regulation Counsel received 103 notices of 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 finding 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>31</sup>	Pending
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
2016	163	5	49	29	8	1	52	19

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<sup>31</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 2023, the Office of Attorney Regulation Counsel received 85 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
2023	85
2022	76
2021	75
2020	63
2019	70
2018	61
2017	71
2016	64

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 seven unauthorized practice of law matters in 2023. 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 2023, the Legal Regulation Committee took action on seven unauthorized practice of law matters of which three 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)
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
2016	64	20	1	0	10	15

\*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.

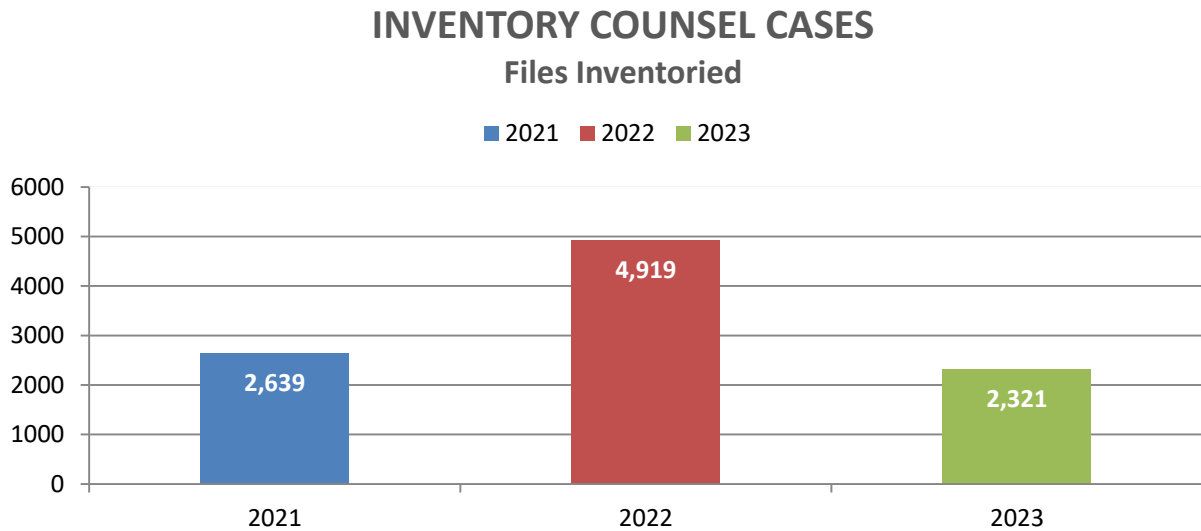
Regulation Counsel assigns trial counsel and non-attorney investigators to unauthorized practice of law matters.

# APPENDIX K:

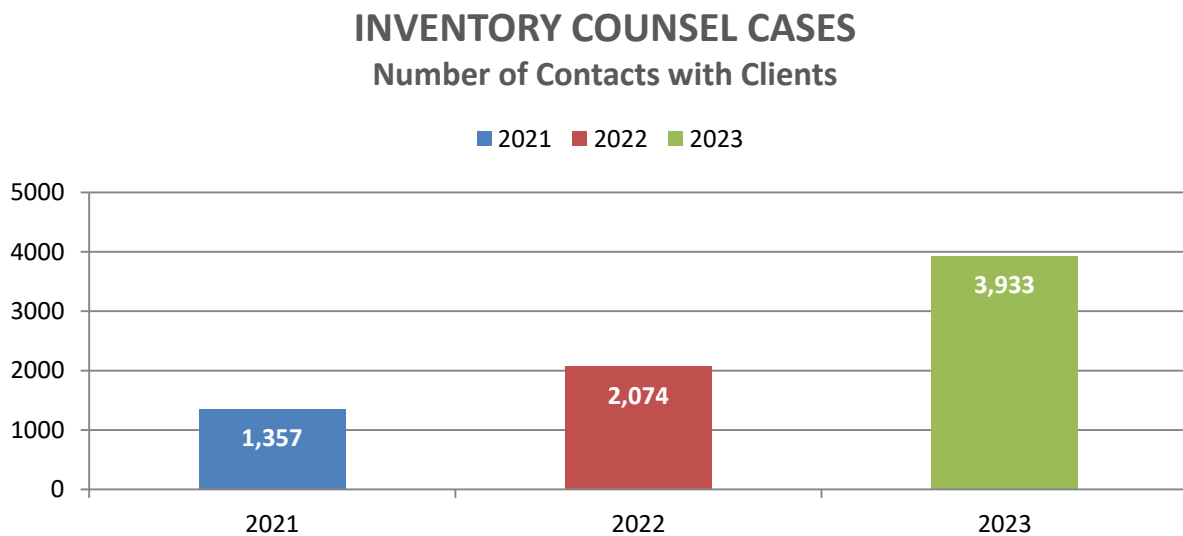
## INVENTORY COUNSEL

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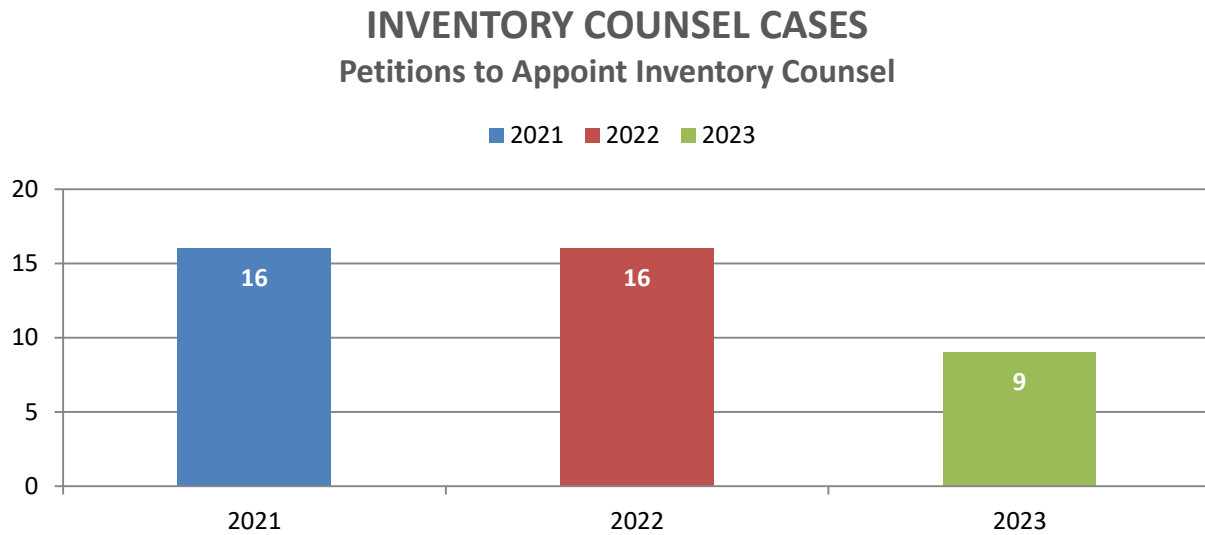
**Chart K-1: Inventory Counsel Files Inventoried**



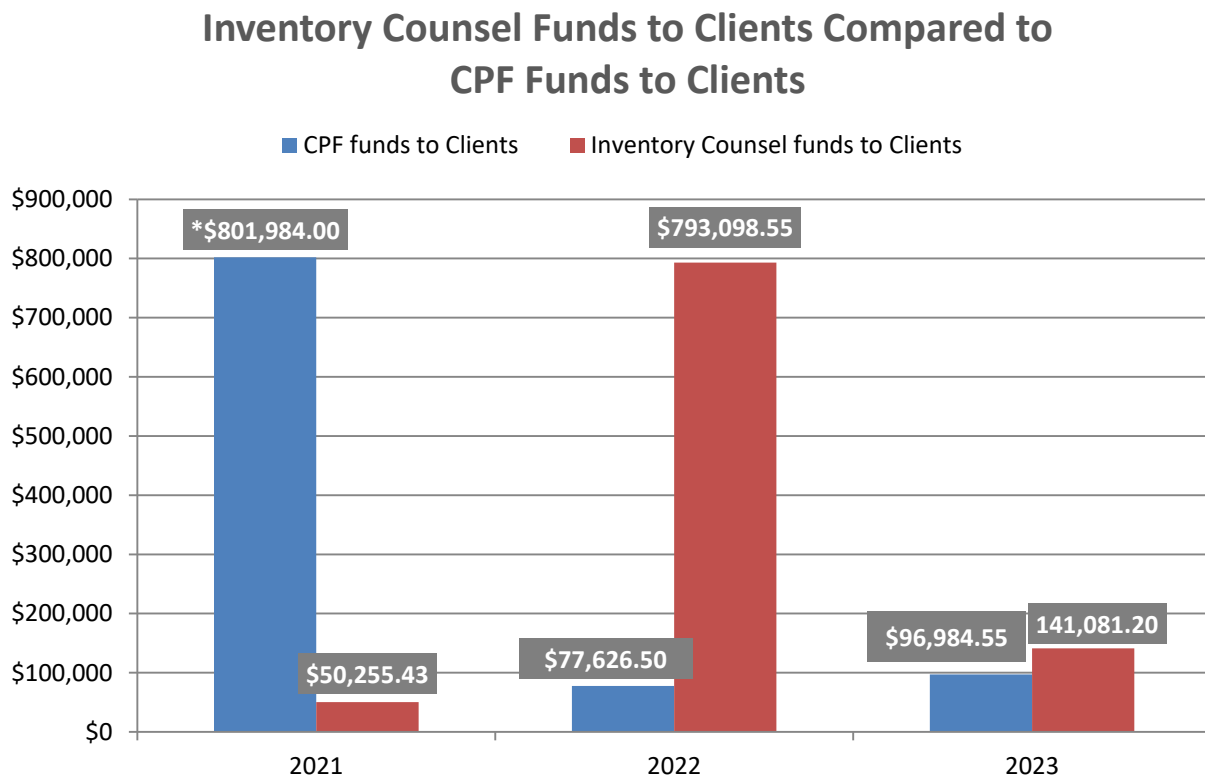
**Chart K-2: Inventory Counsel Number of Letters/Calls to Clients**



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



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



\*2021 payments by the Fund included a one-time payment into a court registry of \$801,984 related to a single claim approved in 2020. This payment caused total Fund payments to exceed \$300,000, as shown on this chart.





**Colorado Supreme Court  
Office of Attorney Regulation Counsel  
1300 Broadway, Suite 500  
Denver, Colorado 80203**

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**[www.coloradosupremecourt.com](http://www.coloradosupremecourt.com)**

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