ACCESS TO JUSTICE

# Pro Bono Support to Communities in Need

A Survey of Free Monthly Statewide Clinics for Self-Represented Parties

November 2020 | By Ms. Morgan and Sabia Jones

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The trend lines are unmistakable: self-represented litigants are a permanent and growing portion of the courts' case load. The notion of being pro se used to be a rarity in United States courts. Now it is commonplace and increasingly the norm. Since at least the 1980s, courts in the United States have been the challenged parties for the development of legal rights and are responding to the demand for services.[1]

Colorado has felt the same pressures as self-represented litigants continue to appear in court in larger numbers. Each year since 2015, at least one of Colorado's district courts has been forced to close petitions for civil protection orders because of litigants, judges spend more time explaining basic legal and court processes,[2] and the demands on court resources increase. At some point, attempting to deal with the complexity of pro se and self-represented litigants in the courts becomes uncomplicated, many self-represented litigants need help navigating through an unfamiliar and procedurally complex system.[3]

This article provides a survey of free legal clinic programs that can help self-represented litigants prepare for court, especially, in the aftermath of the COVID-19 pandemic. Many of these programs have shifted to an substitute for in-person representation by an attorney, but these clinics meet some needs of self-represented parties in navigating the court process, especially where the issues and procedures are not "complex."[4]

## FREE LEGAL CLINIC SUPPORT TO COMMUNITIES IN NEED

## The State of Affairs

The need for critical legal assistance has only intensified during the pandemic as pressures from financial, legal, and medical difficulties impact the most vulnerable Americans, the legal system and access to protections is a looming crisis.[5] A recent poll by Stout Risius Ross estimates that 175,000 eviction cases could be filed in Colorado between August and November.[6]

At the same time, initial industry experts caution that the availability of COVID-19 grant money and market forces spending in the rental industry will mean that the anticipated eviction crisis will be delayed.[7] Nationwide, the eviction crisis is expected to unleash with great concern by the 200,000 Coloradans estimated to be at risk for eviction.[8]

Whatever the end result, Colorado's courts will continue to implement "standard expression of opinions" about changing the legal backing and clash with a wide variety of new cases.[9] Large numbers of self-represented parties will be part of the landscape, appearing in courts on a wide range of issues, including "simple" matters involving complex procedures, contract disputes and cancellations, domestic violence, bankruptcies, and foreclosures. The cast majority: doing both better and above the glamour of the "pro bono" work and the "glamour" of being a lawyer.[10]

Given the pandemic and the gradual implementation of workarounds to keep everyone safe, the clinics described here have implemented a variety of methods to provide assistance to self-represented parties, including telephone consultations, telephone consultations with the libraries closed their doors. The ingenuity and resourcefulness of many volunteer attorneys made it possible to provide legal services, and some of the lessons learned from the pandemic will be scrutinized. The return to a new normal over the next few months will incorporate many new clinic procedures to keep everyone safe, including a greater use of telephone conferencing and telephone consultations.

Colorado and how statewide programs that provide free legal clinics for Colorado's rural communities. Colorado Legal Services and the Volunteer Lawyers Program, in addition to other organizations, are been instrumental, but a number of justice committees, and the courts' Self-Represented Litigant Coordinators add free clinic capacity for local communities. All of these programs have provided greater 200 monthly free legal clinics to urban and rural communities each month, serving hundreds.[11]

## Colorado Legal Services

Colorado Legal Services (CLS) is a private nonprofit that provides high-quality civil legal services for as many low-income persons and members of underserved communities as resources allow.[12] Established in 1967, CLS plays a critical role in meeting the most vulnerable Coloradans maintain the basic necessities of life, including food, shelter, utilities, and medical care. It also works to ensure that Coloradans have access to critical services, and that their rights are not violated, so that they can live and thrive as physically and mentally disabled.

The pervasive and consistently high cost for low-cost legal services for Colorado's low-income individuals and families continues to grow as Colorado's population expands. CLS is the only agency in the state that provides free civil legal services to clients in every County.[13]

Serving a statewide low-income population of over 825,000 with a staff of just over 100 personnel, including 38 attorneys, the geographical and technological challenges are many. Colorado Legal Services has 12 offices, 7 in Denver, 1 in Aurora, 1 in Boulder, 1 in Arvada, 1 in Grand Junction, 1 in Pueblo, 1 in Alamosa, and 1 in Greeley. Colorado Legal Services (CLS) partners with organizations on twenty program providing additional services in Alamosa, Colorado Springs, Fort Collins, Grand Junction, Greeley, and Pueblo.

### CLS Rural Clinic Model

CLS has long identified a need for additional outreach for low-income communities in rural Colorado,[14] where approximately 10% of the population lives and work. CLS has "grown" from approximately a staffing of 20 in 2000 to an overall $11,000 or a "Pro Bono Innovation Fund" (PBIF) grant from the Legal Services Corporation (LSC).[15] These funds are made available to LSC grantees for innovative, cost-effective approaches to improve client services, and to provide the additional resources and time to develop new concepts and experiment with new solutions.

Through a cooperative effort with the Colorado Judicial Branch, Sen Denver law firms, and many area volunteer attorneys, CLS used its initial PBIF grant to develop five clinic models to explore technological options and employ pro bono lawyers effectively to expand services to more rural Coloradans. In 2011 following the successful completion of the 2010 initial PBIF grant, LSC awarded CLS $50,000 in a PBIF Sustainability Grant[16] to continue, expand, and replicate the five CLS rural clinic models in other areas of the state. The clinics are all supported by volunteer lawyers from large law firms through pro bono enhancements.

The five pro bono clinic models are effective in almost any rural county, regardless of the extent of local attorney and other resources, providing for a more equitable distribution of CLS services across the state.[17] Three of the original clinic models have been implemented statewide, and CLS continues to form alliances with other low-income clients, the clinic models since it left their telephone line, and one uses only phone and email interactions. These technologies enabled CLS to offer services statewide without the need for a physical presence in communities, and CLS has found that it can do so in a way that respects more extensive client preferences. These clinics are not a substitute for in-person representation by an attorney, but they meet some of the need and complement the services being offered by the very limited number of CLS staff attorneys and pro bono attorneys in rural communities.

These five CLS rural clinic models now serve 42 rural counties:

**1. Caldwell Clinic.** This monthly clinic offers free services to qualifying low-income clients in eight judicial districts covering 23 counties.[18] This rural clinic has expanded to include telephone consultations and has been very successful in providing advocacy from Breckenridge's Hyatt Regency Resort School. This Denver law firm coordinated space and technological and pro bono assistance, and the Hyatt provided free meeting space. Volunteer attorneys from Denver and other Colorado communities offer consultations, provide advice, and assist clients with court filing and procedural requirements. Approximately 70% of the 2019 changes to Colorado laws based extensive on rural society and engagement and enabled CLS staff to expand their services to other areas of the state. For more information, call (970) 535-0980.

**2. San Luis Valley and 9th Judicial District Legal Clinics.** These monthly general legal advice clinics serve all 10 rural counties in the 9th Judicial District and counties in the 9th Judicial District. The clinics are hosted by the Alamosa, Saguache, Blanca, Leadville, and Salida Sheriff's Offices, and by the CLS Office and the Eagle County Sheriff's Office. Many clients are unable to travel to the nearest CLS office because of transportation difficulties, and the Sheriff's Offices provide bus protection and a secure location. Volunteer attorneys from Denver and outside provide matters, the CLS Office. The clinics also temporarily suspended because of library and office closures, however, the CARMI Clinic has been expanded to serve these counties and may now serve the entire state. For more information, call (719) 589-4993 and San Luis Valley at (719) 589-4993.

**3. Covington Clinic.** This clinic serves the rural counties of the 12th Judicial District, offering low-income clients 30- to 60-minute consultations with a Colorado Bar Association-certified Family Law Mediation Framework Training Program. The clinic is informed by the Alamosa CLS office and assisted with adoptions, allocation of parental responsibilities, and guardianships. Volunteer attorney interviews are done and prepare required court forms within one hour. Volunteers are from the CLS Alamosa office for their disposition. For more information, call (719) 589-4993.

**4. Rural Clinic.** This clinic serves the counties of the 21st Judicial District and is hosted by the Colorado Library. It employs Zoom videoconferencing to connect CLS clinics in Montezuma and Dolores counties with metro Denver pro bono attorneys to provide consultations and some document preparation.[19] Since 2011, the clinic has accepted hundreds of cases from clients (not just pro-bono) operations, and has allowed both brief drop-in (15 to 30 minutes) and hour-long, pre-scheduled appointments for a 3 p.m. A hour-long volunteer consultation assists at each clinic, covering clinic attendees and assisting with the Zoom videoconferencing. Due to COVID-19 this clinic is temporarily suspended because the library is closed however, the CARMI Clinic has been expanded to serve these counties until the clinic can resume. For more information, call (970) 882-2929 and (970) 385-7570.

Virtual clinic enable CLS staff and pro bono programs to rely on resources located in regional population centers to serve clients in geographically isolated or less well-resourced areas. CLS looks forward to continued collaboration with the CBA and all its attorneys and paralegals who have volunteered their time and access to justice needs of Colorado's rural communities.

## RURAL COUNTIES: NUMBERS OF COLORADO LAWYERS

## Metro Volunteer Lawyers

Metro Volunteer Lawyers (MVL) is a Denver Bar Association's pro bono program and is supported by the bar associations in Adams, Broomfield, Denver, Douglas, Elbert, Gilpin, and Jefferson counties. MVL provides free and low-cost legal services through its pro bono program. Its Denver metro area MVL is the oldest and largest of the state's bar association pro bono programs.[20] MVL coordinates hundreds of volunteer attorneys in the Denver metro area and providing full representation in family law matters, and offers advice and limited scope MVL also operates the Access to Justice Program, which the metro area by volunteer.[21]

- **Family Law Court Program (FLCP).** Assists parties with unprecedented, uncontested divorce or contested matters where the other party is not represented by an attorney.
- **Pro Bono Mediation.** Assists parties with problems among other permanent orders in a dissolution of marriage or allocation of parental responsibilities.
- **Denver Indian Center Legal Clinic.** Assists with resource referral, understanding the legal process, and how to proceed in a pro se case.
- Power of Attorney Workshop. Helps seniors complete advance planning documents including medical power of attorney, financial power of attorney, and living wills.
- **Family Law Unbundled Clinic.** Provides unbundled legal services for dissolution of marriage or allocation of parental responsibilities, including advice on pleadings, pleadings, negotiation assistance, court preparation, mediation, and settlement conference assistance.

Volunteer attorneys are scheduled and locations are of MVL's clinics are ongoing, visit https://www.denverbar.org/mvl/mvl-list/?year=-1&month=-1&cat=-1&loc=-1 or call (303) 837-1125.

MVL has a variety of volunteer opportunities for attorneys, mediators, paralegals, and law students. Volunteers help stabilize families, save taxpayers money, reduce the number of cases clogging the courts, and help people move toward self-sufficiency. Interested volunteers may visit http://www.denverbar.org/MVL/volunteer-campaign-listing.html for more information.

## Statewide Pro Bono Projects

Many attorneys are willing to self-represented litigants in Colorado after assistance outside the courtroom. But some attorneys are hesitant to take on a client who is not a long-term or ongoing client. Fortunately, Colorado has the Colorado Bar Association's Ethics Committee and CLE Committee.[22] These projects deliver a broad variety of free legal assistance, including full representation by volunteer attorneys.[23]

### Nonprofit Collaboration

Most of the pro bono projects are in Western Colorado:

- **Alpine Legal Services.** Serves Garfield, Pitkin, and Western Eagle counties. For more information, call (970) 945-8858 and http://www.alpinelegal.org.
- **Dillon Colorado Legal Services.** Serves Clear Creek, Gunnison, Pitkin, and Summit counties. For more information, call (970) 531-9966.
- **Heart of the Rockies Bar Association Pro Bono Program.** Serves Chaffee County. For more information, call (719) 539-2561 and http://www.chaffeecounty.org/.
- **Mesa County Bar Association Pro Bono Program.** Serves Mesa County. For more information, call (970) 242-1011 and www.mesacounty.com.
- **Northeast Colorado Legal Services.** Serves Eagle, Lake, Rio Blanco, Jackson, Moffat, and Rio Blanco counties. For more information, call (970) 521-6160.
- **San Luis Valley Bar Association Pro Bono Project.** Serves Alamosa, Conejos, Costilla, Mineral, Rio Grande, and Saguache counties. For more information, call (719) 589-4993.
- **Southeast Colorado Legal Services.** Serves Bent, Crowley, Kiowa, Otero, Prowers, Rio Grande, and Saguache counties. For more information, call (719) 589-4993 or email c.gonzales@slls.org.
- **Southwest Bar Volunteer Legal Aid.** Serves Archuleta, La Plata, and San Juan counties. For more information, call (970) 247-4261 and http://www.swbarvla.com/.
- **Uncompahgre Volunteer Legal Aid.** Serves Montrose, Ouray, Delta, and San Miguel counties. For more information, call (970) 249-7252 or www.ouray.com/uvla.

### Eastern Colorado

The remaining seven pro bono projects are in Eastern Colorado:

- **Boulder County Legal Services.** Serves Boulder County. For more information, call (303) 449-7575.
- **Larimer County Bar Association Pro Bono Project.** Serves Larimer County. For more information, call (970) 493-2075 and http://www.larimerbar.com/.
- **La Junta CLE Office.** Serves Baca, Bent, Cheyenne, Crowley, Huerfano, Kiowa, Kit Carson, Las Animas, Otero, and Prowers counties. For more information, call (888) 805-5512.
- **Metro Volunteer Lawyers.** Serves Adams, Broomfield, Douglas, Elbert, and Jefferson counties. For more information, call (303) 837-1125 and http://www.denverbar.org/mvl.
- **Pikes Peak Justice and Pro Bono Center.** Serves El Paso and Teller counties. For more information, call (719) 473-5252 and www.pikespeakjustice.com.
- **Pueblo County Pro Bono Program.** Serves Pueblo County. For more information, call (719) 546-5738 or call www.pueblocounty.org.
- **Weld County Legal Services.** Serves Weld County. For more information, call (970) 350-8301 or email weldlegal@frontier.net.

## Self-Represented Litigant Coordinators

Since 2015, Self-Represented Litigant Coordinators, or "Sherlocks," have been assisting self-represented parties in courthouses throughout the state. Coordinators are district attorneys, Sherlocks are court staff who provide self-represented parties with legal information, assistance with procedural issues, and resources offered by the court as well as outside organizations, but they cannot provide legal advice.[24] Colorado Chief Justice Directive 16-01 gave the Sherlocks the authority to provide court-approved pro bono.

In 2018, Sherlocks assisted approximately 190,000 self-represented parties in courthouses across Colorado, and assisted over 168,000 in 2019.[25] Using 2018 data, Sherlocks assisted nearly one-quarter of all self-represented parties estimated to be appearing in Colorado courts without an attorney.[26] This is by far the most public contact of any pro bono program in Colorado.

In 2015, then-Colorado Supreme Court Chief Justice Nancy E. Rice noted the Sherlock Program as a "tremendous success." According to Justice Rice, "Without the assistance of Sherlocks, many self-represented individuals may have decided that court process was too complicated, too daunting, and too expensive to pursue without professional help. Many courts, judges, and other staff members to provide passionate guidance and correct answers."[27]

In 2 Colorado judicial districts have at least one Sherlock for their courthouse Self-Helping Centers. The statewide Sherlock Hot with contact information, locations, and hours can be found at http://www.coloradoattorneys.com/wp-content/uploads/2020/03/Sherlock-Hot.pdf.

## Veterans Clinics

Veterans are a special group of not-legal clinics described above. Colorado currently has three free monthly legal clinics for military veterans. Two are part of the CBA's Colorado Lawyers for Colorado Veteran's (CLCV) initiative, while the third was created by the Arapahoe County Bar Association (ACBA), in partnership with the Rocky Mountain Regional Veterans Administration Sofa Medical Center.

### CLCV Clinics

CLCV is a general legal referral program that provides free and low-cost legal services to veterans and their families. Veterans effective legal assistance to communities in need, no matter where they live. Over time, pro bono support remains a vital mechanism among the constellation of tools to ensure access to justice.[28] The advent of new technologies may change the shape of these efforts and make them more, but it takes volunteers pro bono attorneys to engage and support the communities that need their help the most.

Ms. R. Morgan owns a solo general practice in rural Colorado and is the coordinator for the Virtual Pro Bono Project. Sabia Jones is the Director of Pro Bono and Legal Access Development at Denver's Metro Volunteer Lawyers. She is a Junior Law, with a focus on military, veteran, and first responder legal needs. She's also a Child and Family Investigator, Coordinating Editor, Kathleen Jackson.

## EXPLORE THIS ISSUE

Sealing Criminal History Records for Convictions under § 19-1-306 § 24-72-704 et seq.
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Ethics Law
By Judge Michael Spencer, Ret. and Ms. Elizabeth Ellis

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By Jennifer Lee

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## NOTES

[1] Engler, "Turner v. Rogers and the Essential Role of the Courts in Delivering Access to Justice," 7 Univ. of Pa.J.Work. 31, (2019).

[2] Greg, "Reaching Out on Pro Bono Reporting, Judicial Ethics and Self-Represented Litigants," Rocky Justice Institute (2020) (citing Goldschmidt et al., "Meeting the Challenge of Pro Se Litigation," American Judicature Society (1998).

[3] These numbers are drawn in part from 2015-2016 Annual Statistical Report, Colorado Judicial Branch, Supreme Court Justice Statistics, by Fiscal Year; and 2015-2016 Annual Pro Bo Report, Cases and Petitions Without Attorney Representation in Civil Cases (in Colorado), by Fiscal Year, https://www.courts.state.co.us/Administration/Program.cfm/Program/2.htm. However, for 2016 to 2018, number of self-represented parties in Colorado courts were reported for only about one-third of the total cases filed. Nevertheless, "Self-Represented Litigants Coordinators" (Sherlocks) in Colorado courts provided 190,000 self-represented for the statewide methodology used to arrive at these numbers, please contact Ms. Morgan at morgan@coloradolg.org.

[4] Colorado Judicial Branch, Supreme Court Justice Statistics, Annual Statistical Report at (2019), https://www.courts.state.co.us/Administration/Program.cfm/Program/2.htm, Analysis/Annual_Statistics_Report/2019/FY2019%20Annual%20Statistical%20Report.pdf (Fiscal Year 2019 Annual Statistical Report). Chicago Bar Association, "Chicago Bar Association Recommendations for Statewide Self-Help Centers in Illinois courts," Jenner, Jones, Chicago Bar Association, Chicago, Illinois (2019).

[5] Stout Risius Ross, "Eviction Crisis Could Hit Colorado Hard," (2020).

[6] Id.

[7] Id.

[8] Id.

[9] Id.

[10] Id.

[11] Id.

[12] Id.

[13] Id.

[14] Id.

[15] Id.

[16] Id.

[17] Id.

[18] Id.

[19] Id.

[20] Id.

[21] Id.

[22] Id.

[23] Id.

[24] Id.

[25] Id.

[26] Id.

[27] Id.

[28] Id.

## CONCLUSION

Innovation has long been cost in Colorado to address the growing needs of self-represented litigants and to deliver effective legal assistance to communities in need, no matter where they live. Over time, pro bono support remains a vital mechanism among the constellation of tools to ensure access to justice.[29] The advent of new technologies may change the shape of these efforts and make them more, but it takes volunteers pro bono attorneys to engage and support the communities that need their help the most.

## ACCESS TO JUSTICE

## RELATED TOPICS

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[6] Asher et al., "The Challenges of Serving Rural Colorado," 46 *Colo. Law.* 16, 19 (July 2017).

[7] Dougherty, "Millions of Evictions are a Sharper Threat as Government Support Ends," *N.Y. Times* (Aug. 7, 2020).

[8] Stout Risius Ross, LLC, "Estimates of Households Experiencing Rental Shortfall and Potentially Facing Evictions" (data through July 29, 2020), https://bit.ly/3nhW5yp.

[9] Hamrick, "Upcoming Colorado Evictions: The Sky is Not Falling," *Colo. Real Estate J.* (July 29, 2020). *See also* Davies, "Three Solutions for Safeguarding the Affordable Housing Supply," *Rental Housing J.* (Aug. 14, 2020).

[10] Stout Risius Ross, LLC, *supra* note 8.

[11] *See, e.g.*, "Class Action Litigation Related to COVID-19: Filed and Anticipated Cases," *Nat'l L. Rev.*, vol. 10, no. 229 (Aug. 16, 2020).

[12] Sandefur, "Access to Civil Justice and Race, Class, and Gender Inequality," 34 *Ann. Rev. Soc.* 339, 341 (2008) ("We know that civil justice problems occur across a range of issues in contemporary life and are ubiquitous across the population, including among people who are above the poverty line but nevertheless unable to afford a lawyer.").

[13] Clinic numbers are compiled from listings published by CLS, the Colorado Legal Help Center, MVL, the CHECKERBOARD website, pro bono coordinators, and the 10 major urban bar associations statewide. These clinic numbers only reflect recurring monthly clinics. Some recurring clinics, like quarterly clinics, are not included.

[14] CLS Private Attorney Involvement Plan 2020 (draft) at 1 (2020). *See also* Jon Asher's Presentation to the Colorado Access to Justice Commission Hearing at Centennial, Colo. (Sept. 24, 2013) (both on file with the authors and available on request).

[15] Hart, "Deep Impact: The Consequences of Defunding LSC," 46 *Colo. Law.* 72 (Aug. 2017).

[16] Asher et al., *supra* note 6 at 19; Gast, "Access to Justice Heroes: Diana Poole and John Asher," 46 *Colo. Law.* 4, 6 (Oct. 2017) (quoting Jonathan Asher: "We strive to be good stewards of scarce resources.").

[17] Asher et al., *supra* note 6.

[18] LSC, Pro Bono Innovation Fund Grants 2014 (2014), https://www.lsc.gov/pro-bono-innovation-fund-grants-2014.

[19] LSC, Pro Bono Innovation Fund Grants 2017 (2017), https://www.lsc.gov/pro-bono-innovation-fund-grants-2017.

[20] CLS, 2014 PBIF Grant Application to LSC at 3 (June 2014).

[21] The Call-4-All Clinics provide services in the 3rd, 9th, 8th, 13th, 14th, 15th, 16th, and 22nd judicial districts, in Baca, Bent, Crowley, Cheyenne, Crowley, Dolores, Grand, Huerfano, Jackson, Kit Carson, Kiowa, Las Animas, Logan, Moffat, Montezuma, Morgan, Otero, Phillips, Prowers, Rio Blanco, Routt, Sedgwick, Washington, and Yuma counties.

[22] The Record Sealing and Expungement Clinic provides services in Baca, Bent, Chaffee, Cheyenne, Clear Creek, Crowley, Custer, Delta, Eagle, Fremont, Grand, Gunnison, Hinsdale, Huerfano, Jackson, Kiowa, Kit Carson, Lake, Las Animas, Logan, Moffat, Montrose, Morgan, Otero, Ouray, Park, Phillips, Prowers, Rio Blanco, Routt, San Miguel, Sedgwick, Summit, Washington, and Yuma counties.

[23] *See* https://coloradojcf.org/wp-content/uploads/2019/03/Cortez-Clinic-Flyer.pdf.

[24] Information about any VPC clinic can be found by visiting www.checkerboard.co and selecting the "Getting More Help" square in the bottom-right corner of the checkerboard.

[25] Sandefur and Smyth, "Access Across America: First Report of the Civil Justice Infrastructure Mapping Project," American Bar Foundation (2011) ("The existing civil legal assistance infrastructure is, in effect, the output of many public-private partnerships, most of them on a small scale.").

[26] Taubman, "Has the Time Come to Revise our Pro Bono Rules?," *Denv. U. L. Rev.* vol. 97, iss. 2, at 435 (Mar. 2020).

[27] Counties outside the service area of Colorado's 16 pro bono projects are Arapahoe, Custer, Fremont, Hinsdale, Lincoln, Logan, Morgan, Phillips, Sedgwick, Washington, and Yuma.

[28] *See* https://www.cobar.org/For-Members/Pro-Bono-Opportunities/Statewide-Pro-Bono-Opporunities#8957259-greater-colorado–. *See also* Van Atta, Colorado Access to Justice Commission's Colorado Local Access to Justice Reports 2015, http://www.coloradojustice.org/portals/16/repository/2015%20Local%20ATJ%20Report%20Summary.pdf.

[29] Knowlton, "Looking Back at Two Years of Colorado's SRLC Program," IAALS Blog (Dec. 16, 2015), https://iaals.du.edu/blog/looking-back-two-years-colorado-s-self-represented-litigant-coordinator-program.

[30] Self-Help Information/Statistics, Statewide Numbers of SRLC Contacts in Self-Help Centers, by year, https://www.courts.state.co.us/Self_Help/information.cfm. See also Coats, FY 21 Judicial Department Budget Request at 8 (Nov. 1, 2019).

[31] In 2018, there were an estimated 150,000 Sherlock contacts out of an estimated 631,464 total number of self-represented parties (23.7%). *See* 2013–2019 Annual Statistics Report, Colorado State Judicial Statistics, by Fiscal Year; and 2013–2018 Annual Pro Se Report, Cases and Parties Without Attorney Representation in Civil Cases [in Colorado], by Fiscal Year, https://www.courts.state.co.us/Administration/Unit.cfm?Unit=annrep.

[32] Rice, "Sherlocks Provide Valuable Support for Self-Represented Litigants," 44 *Colo. Law.* 85 (Nov. 2015).

[33] *See* https://www.cobar.org/For-members/pro-bono-opportunities/colorado-lawyers-for-colorado-veterans. *See also* https://www.cobar.org/For-Members/CBA-Sections/Military-Veterans-Affairs.

[34] Hembroff et al., ". . . And Justice For All—A Report on Pro Bono in Michigan: 2007," State Bar of Michigan and Institute for Public Policy, Michigan State U. (Dec. 2009) ("A nation can claim to believe in "justice for all", but theory and practice, rhetoric and fact must be aligned for these claims to be meaningful. The legal system has, over time, developed a constellation of mechanisms to assure minimal access to justice. Pro bono work by private lawyers is a critical part of that constellation of mechanisms.").

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