

COLORADO SUPREME COURT  
ATTORNEYS' FUND FOR  
CLIENT PROTECTION

2019  
ANNUAL REPORT

1300 Broadway, Suite 500

Denver, CO 80203

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



*“ ... to promote public  
confidence in the administration  
of justice and the integrity  
of the legal profession ... ”*

— Colorado Rule of Procedure Regarding  
Attorneys' Fund for Client Protection

**COLORADO SUPREME COURT**  
2019 ANNUAL REPORT  
Attorneys' Fund for Client Protection



**JUSTICES OF THE SUPREME COURT**

Chief Justice Nathan B. Coats  
Justice Monica M. Márquez  
Justice Brian D. Boatright  
Justice William W. Hood, III  
Justice Richard L. Gabriel  
Justice Melissa Hart  
Justice Carlos A. Samour, Jr.

**BOARD OF TRUSTEES<sup>1</sup>**

Charles Goldberg, Esq., Chair  
Charles Turner, Esq., Vice Chair  
John S. Bunting, CPA  
Susan J. Coykendall, Ph.D.  
Lisa M. Dailey, Esq.  
Katayoun A. Donnelly, Esq.  
Allison L. Gambill, Esq.  
Melinda M. Harper, CPA

**OFFICE OF ATTORNEY REGULATION COUNSEL**

Jessica E. Yates, Attorney Regulation Counsel  
Margaret B. Funk, Chief Deputy Regulation Counsel  
April M. McMurrey, Deputy Regulation Counsel  
Gregory G. Sapakoff, Deputy Regulation Counsel  
Dawn M. McKnight, Deputy Regulation Counsel

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<sup>1</sup>Melinda M. Harper's term expired 12/31/2019; John S. Bunting's term began 01/01/2020.



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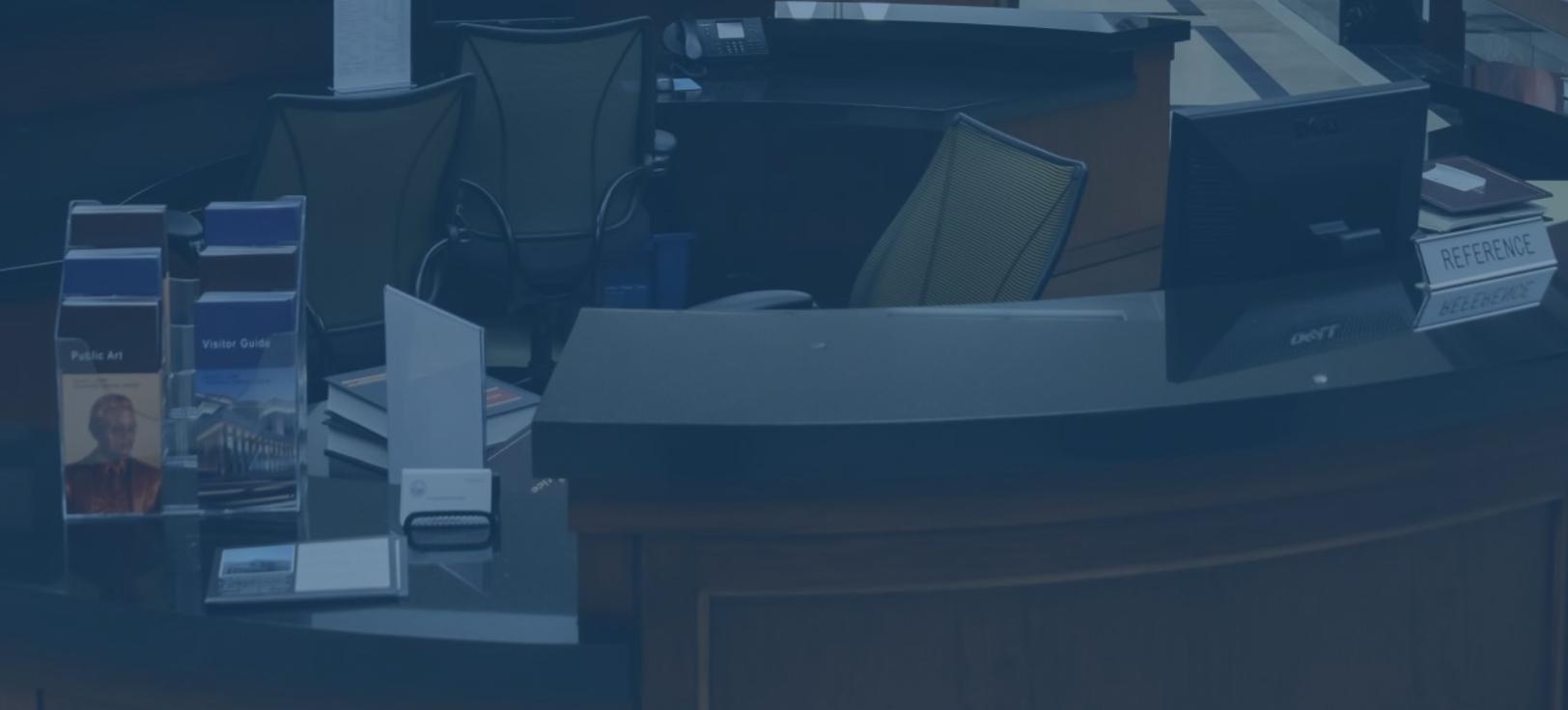
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## I. BOARD OF TRUSTEES

The Board of Trustees, appointed by the Supreme Court, consists of five attorneys and two public members. Current Board members are:

**Charles Goldberg, Esq.**, Chair of the Board, is Of Counsel with Nussbaum Speir Gleason in Colorado Springs. He is a former Denver District Court Judge and a former member of the Board of Directors of the National Client Protection Organization. Mr. Goldberg is involved in several professional and community organizations.

**Charles Turner, Esq.**, Vice-Chair of the Board, is a former Executive Director of the Colorado Bar Association. Mr. Turner is involved locally and nationally in various professional organizations.

**John Bunting<sup>2</sup>, JD, CPA, CFE**, is a Certified Public Accountant and Certified Forensic Accountant. He assists the Jefferson County District Attorney's Office with financial analysis and investigations of elder abuse.

**Susan J. Coykendall, Ph.D.**, is a Professor of Psychology at Western State Colorado University. Dr. Coykendall is also responsible for performing outpatient competency evaluations on the Western Slope of Colorado.

**Lisa M. Dailey, Esq.**, practices family law in El Paso County through Dailey Law P.C. Ms. Dailey is active in various bar associations, and is a current board member with Urban Peak, chairperson of the El Paso County Bar Foundation, and editor of the Pikes Peak Lawyer.

**Katayoun A. Donnelly, Esq.**, practices law in civil and criminal appeals and litigation, handling matters in the area of constitutional rights, commercial and anti-discrimination. She is a member of Azizpour Donnelly, LLC.

**Allison L. Gambill, Esq.**, is Of Counsel to Brownstein, Hyatt, Farber & Schreck, LLP. She practices in the litigation group, handling matters in the area of labor and employment and consumer protection.

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<sup>2</sup> Appointed 1/1/2020.

## II. INTRODUCTION

This Annual Report of the Colorado Supreme Court Attorneys' Fund for Client Protection (the Fund) covers the period beginning January 1, 2019 and ending December 31, 2019.

The purpose of the Fund is to promote public confidence in the administration of justice and the integrity of the legal profession. The Fund does this by mitigating losses caused by the dishonest conduct of attorneys admitted and licensed to practice law in the courts of this state during the course of attorney-client or court-appointed fiduciary relationships between the attorney and the claimant.

The Fund does not receive any governmental monies or tax dollars. From the inception of the Fund until January 1, 2007, each active Colorado attorney contributed annually the sum of \$18.15 per year to the Fund as a portion of their annual registration fee. On January 1, 2007, the Court increased the contribution from each active Colorado lawyer to \$19.15 per year. The contribution was subsequently increased by the Court the following year, on January 1, 2008, to \$40 per year as a part of the registration fee; once the Fund balance had increased to a reasonable level of safety, on January 16, 2014, the Colorado Supreme Court decreased the annual assessment of each active Colorado lawyer from \$40 per annum to \$25 dollars per annum per active lawyer.

### III. HISTORY AND STRUCTURE OF THE FUND

On June 25, 1998 (effective January 1, 1999), the Colorado Supreme Court established the Fund. Under the supervision of the Colorado Supreme Court, a Board of Trustees appointed by the Court receives, holds, manages and disburses the funds collected. *See C.R.C.P. 252.2.*

The Board of Trustees consists of five Colorado attorneys and two public members appointed by the Supreme Court. Diversity is a consideration in making the appointments. The Trustees serve without compensation and are appointed for one term of seven years. The Chair and Vice-Chair may be appointed to a second seven-year term. *See C.R.C.P. 252.5.*

The Trustees meet as frequently as necessary to process claims in a timely manner. The Trustees, in their sole discretion, evaluate and pay claims. The Trustees promulgate rules of procedure and fix a maximum amount of payment per claim payable on an aggregate amount, which may be paid because of the dishonest conduct of any one attorney. *See C.R.C.P. 252.7.*

The Colorado Supreme Court Office of Attorney Regulation Counsel serves as counsel to the Board of Trustees for purposes of receiving and investigating all claims filed with the Fund. *See C.R.C.P. 252.12.* Through CLEs, trust account school, and the online self-assessment tool, the Office also educates attorneys about proper law firm trust account practices that protect client funds.

## IV. ELIGIBLE CLAIMS

For a claim to be eligible for reimbursement, the loss must be caused by the dishonest conduct of an attorney. Additionally, the loss must arise out of and by reason of an attorney-client relationship or a court-appointed fiduciary relationship between the attorney and the claimant. *See* C.R.C.P. 252.10. In addition, the Board “may pay a claim when client funds are no longer in the attorney's trust account and, due to the attorney's death or court ordered transfer to disability inactive status, the Board is unable to determine whether the attorney earned the funds or engaged in dishonesty.”

On June 16, 1999, the Trustees adopted guidelines to carry out the purposes of the Fund. The guidelines set forth eligibility requirements, filing instructions, processing details and payment of award details. The Trustees occasionally modify the guidelines to meet changing needs. (The guidelines are attached to this Annual Report in Part X.)

In cases of extreme hardship or special or unusual circumstances, the Trustees may, in their sole discretion, recognize a claim that would otherwise be excluded under the rules. *See* C.R.C.P. 252.10(e).

The Trustees require the Claimant to initiate a request for investigation with the Office of Attorney Regulation Counsel prior to consideration of any claim.

## V. CLAIM LIMITS

At the inception of the Fund, the Trustees adopted a limit of \$5,000 as the maximum amount any claimant could receive from the fund regardless of the magnitude of the loss. Additionally, the Trustees initially adopted a maximum of \$20,000 in aggregate payments per attorney regardless of the magnitude of losses any particular lawyer may have caused.

The Trustees subsequently set a \$50,000 per claim limit and a \$100,000 limit for losses caused by any one attorney. The amount of any award made is within the sole discretion of the Trustees.

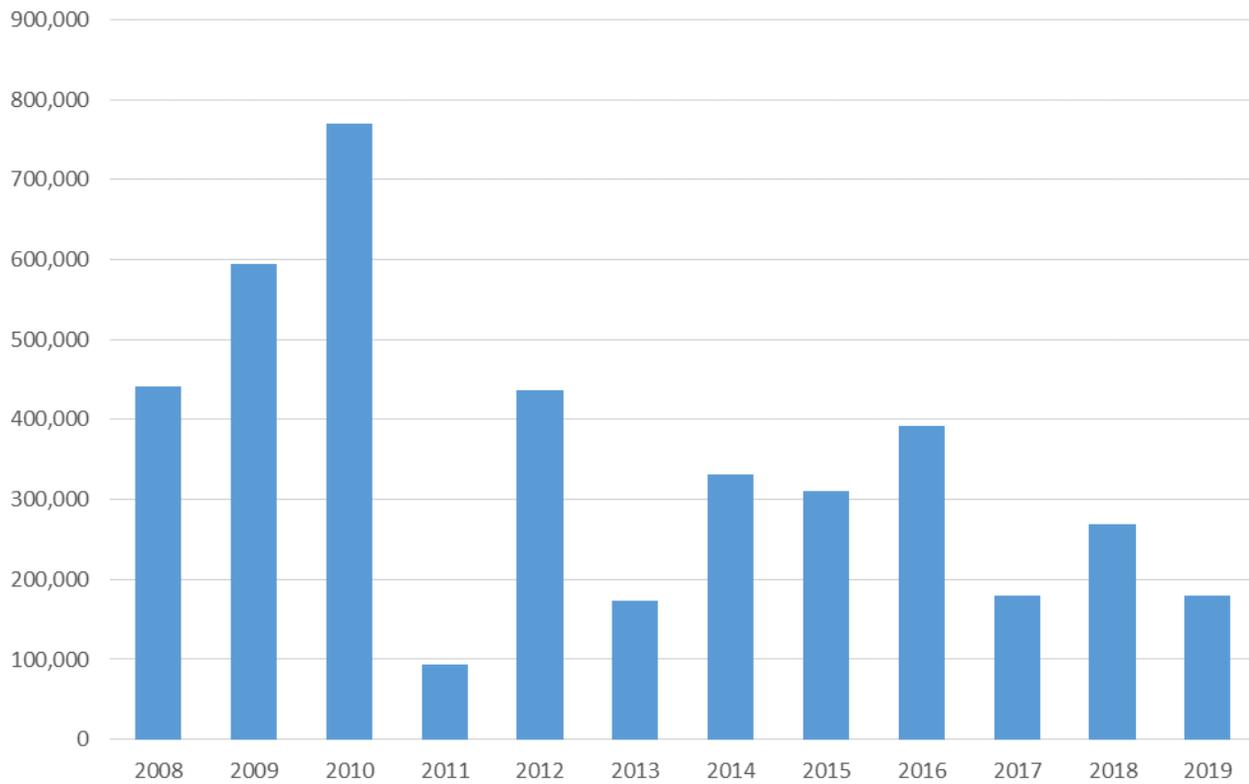
In 2009, the Trustees adopted a policy regarding claims previously approved but not wholly paid. Under that policy, the Trustees reconsider all claims previously approved, but not wholly paid, at the final meeting of each calendar year, including the year the claim was initially approved and two subsequent years thereafter. (For example, assuming the claim was partially paid at the December 2019 meeting, then the committee would reconsider the claim at the final meeting in 2020 and in 2021. As another example, if the claim was partially paid at the April 2019 meeting, then the Committee would reconsider the claim at the final meetings in 2019, 2020 and 2021.)



## VI. CLAIMS PAID

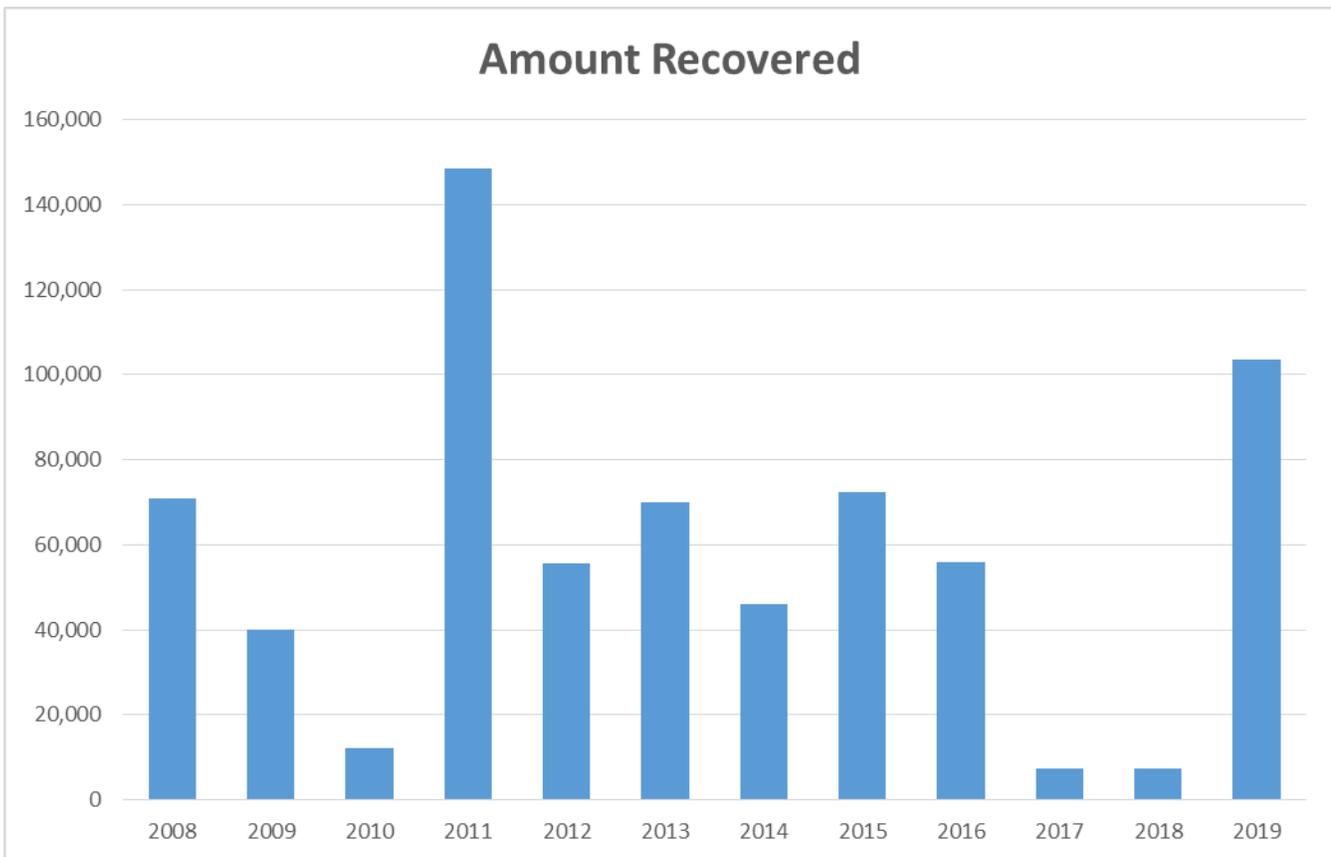
In 2019, the Board approved **\$177,719** in payments to claimants.

### Amount Reimbursed



## VII. RESTITUTION TO THE FUND

An attorney whose dishonest conduct results in payment to a claimant shall be liable to the Fund for restitution. In 2019, the Board recovered **\$103,556** from attorneys deemed responsible for claims paid by the Fund.



## VIII. STATISTICS ON REVENUES/EXPENSES

	2018	2019
<b>Revenue:</b>		
Attorney Registration Fees	\$ 711,809.20	\$ 678,090.00
Collections from Respondents	7,381.84	103,582.98
Interest Income	70,970.48 <sup>3</sup>	138,071.89
Miscellaneous Income	0.00	0.00
	\$ 790,161.52	\$ 919,744.87
<b>Expenditures:</b>		
Claimant Payments	\$ 268,630.98	\$ 177,719.07
Payroll & Miscellaneous	308,037.15 <sup>4</sup>	332,475.22
	\$ 576,668.13	\$ 510,194.29
<b>Net Revenue (Expenditures)</b>	\$ 213,493.39	\$ <b>409,550.58</b>
Beginning Fund Balance	5,270,403.96	5,483,897.35
<b>Ending Fund Balance</b>	\$ 5,483,897.35	\$ <b>5,893,447.93</b>
<b>Cumulative</b>		
Collections from Respondents	<b>1999-2018</b> \$671,658	<b>1999-2019</b> \$775,241
<b>Cumulative</b>		
Claimant Payments	<b>1999-2018</b> \$6,754,614	<b>1999-2019</b> \$7,087,089

<sup>3</sup> The Fund started investing in treasury bills with majority of cash balances.

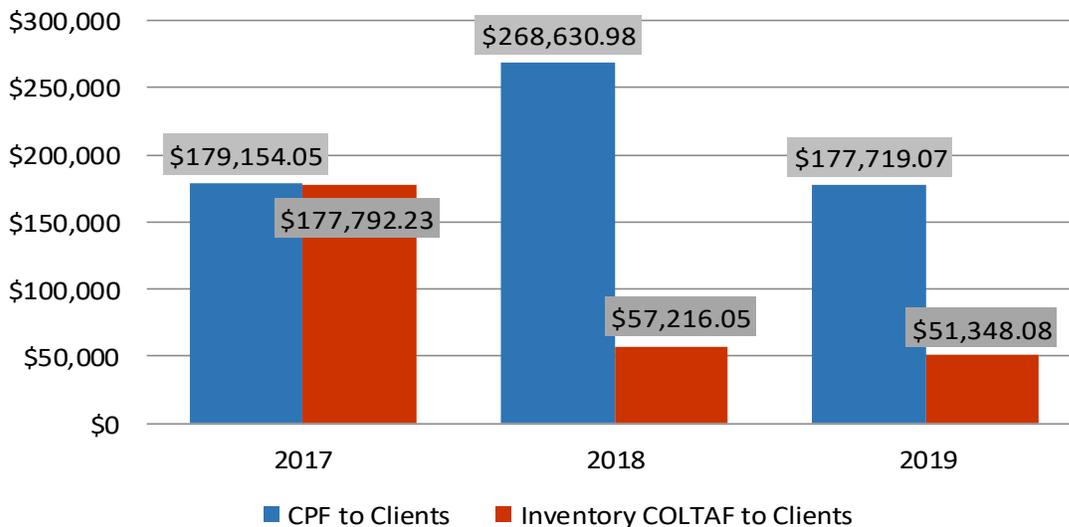
<sup>4</sup> Beginning in December 2017, the Board increased its coverage of Office of Attorney Regulation Counsel (OARC) payroll expenses from approximately \$101,841/year to \$294,571/year. This is a result of the Board's decision on September 5, 2017 to increase its funding of OARC staff from funding one full-time investigator to funding one full-time investigator, two inventory counsel staff members and one-half of the total compensation of one Assistant Regulation Counsel position. The OARC inventory team complements the work of the Fund by returning COLTAF funds to clients of deceased or disabled attorneys, reducing potential claims made on the Fund.

## IX. CLIENT FUNDS RECOVERED BY INVENTORY COUNSEL

Attorney Regulation Counsel's umbrella also covers the end of an attorney's career and sometimes the end of his or her life. When an attorney is no longer able to perform his or her duties to clients, either due to disability or death, and there is no other party responsible for the attorney's affairs, the Office of Attorney Regulation Counsel steps in to file a petition for appointment of inventory counsel.

With the assistance of volunteer Colorado attorneys, and investigators and attorneys from the Office of Attorney Regulation Counsel, the Inventory Counsel staff review all of the files and the trust account records and take steps to protect the interests of the attorney and the attorney's clients. The file inventory and file return process, and the related trust account record review and return of client funds process, may take months or years depending on the number of files, the area of practice, and the difficulty in locating the previous clients.

### Inventory Counsel Funds to Clients Compared to CPF Funds to Clients



## X. GUIDELINES

To carry out the purposes of Rule 252.7(a)(2) of the Colorado Rules of Civil Procedure establishing the Colorado Attorneys' Fund for Client Protection (the "Fund"), the Trustees promulgate the following guidelines that are intended to serve as a guide, but not to bind, the operations of the Fund.

1. **Construction of guidelines.** These guidelines shall be liberally construed to accomplish the objectives of the Fund and the policies of the Trustees.
2. **Eligible claims.**
  - a. The Trustees shall consider claims for reimbursement of losses caused by the dishonest conduct of the attorney authorized to practice in Colorado and as set forth in Rule 252, that have arisen out of and by reason of an attorney-client relationship or court-appointed fiduciary relationship between the attorney and the client;
  - b. "Dishonest conduct" embodies a wide range of wrongful acts committed by an attorney. Examples include:
    - (1) Theft;
    - (2) Embezzlement of money;
    - (3) The wrongful conversion of money, property, or other things of value;
    - (4) An attorney's refusal to refund unearned fees received in advance as required by Rule 1.16 of the Colorado Rules of Professional Conduct;
    - (5) Failure to properly hold or manage property belonging to clients or third parties as required by Rule 1.15(A)-1.15(D) of the Colorado Rules of Professional Conduct;
    - (6) Borrowing money from a client without intention to repay it, or with disregard of the attorney's inability or reasonably anticipated inability to repay it; and
    - (7) After an attorney has died and it is discovered that at or prior to the time of his demise, the deceased attorney has not complied with Rules 1.15(A)-1.15(D) of the Colorado Rules of Professional Conduct.

c. The loss occurred on or after July 1, 1999.

d. The following losses shall not be eligible:

(1) Losses incurred by spouses, children, parents, grandparents, siblings, partners, associates and employees of attorney(s) causing the losses;

(2) Losses covered by any bond, surety agreement, or insurance contract to the extent covered thereby, including any loss to which any bonding agent, surety or insurer is subrogated, to the extent of that subrogated interest;

(3) Losses incurred by any financial institution that are recoverable under a "banker's blanket bond" or similar commonly available insurance or surety contract;

(4) Losses incurred by any business entity controlled by the attorney;

(5) Losses incurred by any governmental entity or agency;

(6) Losses arising from the activities of an attorney not having an office or residence in Colorado where those activities do not have substantial contacts with Colorado; and

(7) Interest on the loss or any type of consequential damages or punitive damages or cost.

e. Ordinarily, claims against Colorado licensed or certified attorneys in good standing will be denied or payment delayed until discipline is ordered by the Colorado Supreme Court; if the attorney has been disciplined, is dead, the attorney's whereabouts cannot be determined, or other good cause exists, the Trustees shall proceed to process the claim.

f. In cases of extreme hardship or special and unusual circumstances, the Board may, in its discretion, recognize a claim that would otherwise be excluded under these rules.

g. In cases where it appears that there will be unjust enrichment or multiple recovery or the claimant unreasonably or knowingly contributed to the loss, the Trustees may, in their discretion, deny the claim.

h. The claimant shall have the responsibility to provide satisfactory evidence of an eligible loss.

### **3. Filing claims.**

a. Claims for reimbursement from the Fund shall be written and verified. The Fund shall provide an official claim form that shall require the following information: the name and address of the claimant; the name and last known address of the attorney who is alleged to have committed a dishonest act; the terms of the attorney's professional engagement for the claimant; the amount of the loss incurred; the date of the loss or the period of time when the loss occurred; the place and manner in which the loss occurred; the date and manner in which the claimant discovered the loss; a description of what steps the claimant has taken to recover the loss from the attorney or any other source; and whether there are other sources, such as insurance, fidelity bonds, or surety agreements, to reimburse the claimant's loss. The Trustees may require a claimant to submit additional information that may be necessary to determine a claim.

b. The Fund shall promptly acknowledge receipt of the claim, which shall be assigned a claim number.

c. A claim shall be filed no later than three years after the claimant knew or should have known of the dishonest conduct of the attorney.

### **4. Processing claims.**

a. Whenever it appears on the face of a claim that a claim is not eligible for reimbursement pursuant to these guidelines, the Office of the Attorney Regulation Counsel will advise the claimant of the reasons why the claim is not eligible for reimbursement, and that unless additional facts to support eligibility are submitted to the Fund within 50 days, the claim shall be dismissed by the Office of Attorney Regulation Counsel and not processed to the Board for consideration.

b. The Office of the Attorney Regulation Counsel of the Colorado Supreme Court shall serve as the staff agency for the Fund and shall assist the Trustees as follows:

(1) Investigating and reporting on all claims;

(2) Recommending payment, denial or partial payment and partial denial of those claims received based on the claim criteria outlined in C.R.C.P. 252 and these guidelines;

(3) Recommending denial of those claims when the underlying grievance matter has been closed by the Office of Attorney Regulation Counsel without discipline or the Claimant has withdrawn the claim;

(4) Preparing the committee agenda and recording the minutes of the committee meetings;

(5) Presenting of claims to the Trustees;

(6) Notifying claimants of ultimate disposition;

(7) Coordinating payouts;

(8) Monitoring subrogation rights on previously paid claims;

(9) Preparing of annual Fund reports;

(10) Acting as custodian of all Fund records including, but not limited to, minutes and all bank records; and

(11) Paying only those claims authorized or approved by a majority of the Trustees at a meeting duly called at which a quorum was present either in person or via teleconference.

c. A certified copy of an order disciplining an attorney for the same act of conduct alleged in a claim, or a final judgment imposing civil or criminal liability therefor, shall, for the purpose of these guidelines, be evidence that the attorney committed such act.

d. All claims that are eligible for reimbursement from the Fund shall be investigated by the Office of the Attorney Regulation Counsel, which shall furnish to the Trustees a written report of each investigation.

e. Upon receipt of the investigation report, the Trustees shall determine whether to conduct additional investigation. If the attorney whose alleged conduct gave rise to the claim has not been previously notified of the claim, a copy of the claim shall be provided to the attorney. The attorney shall be invited to respond to the claim within 21 days.

f. The Trustees may request that testimony be presented to complete the record. Upon request, the claimant and the attorney, or their respective representatives, shall be given an opportunity to be heard.

g. The Trustees shall determine, in their sole discretion, whether a claim merits reimbursement from the Fund, and the amount, time, manner of its payment and the conditions upon which payment shall be made. The award of a claim shall require the affirmative vote of at least four Trustees.

h. If services were performed that were ultimately useful to the claimant, the amount of the claim for which useful services were performed will customarily be denied.

i. Unless the Trustees direct otherwise, no claim shall be awarded during the pendency of a disciplinary proceeding involving the same act of conduct that is alleged in the claim.

j. In the exercise of their discretion in determining claims, the Trustees shall consider, together with such other factors as they deem appropriate:

(1) The amount of money available and likely to become available to the Fund for the payment of claims, and the size and number of claims that have been or are likely to be presented;

(2) The amount of the claimant's loss as compared with the amount of losses sustained by other claimants who may merit reimbursement from the Fund;

(3) Any conduct of the claimant that contributed to the loss; and

(4) The existence of other sources to reimburse the claimant's loss, such as insurance, fidelity bonds or surety agreements.

k. Written notice of the Trustees' determination shall be provided to the claimant and the attorney whose alleged conduct gave rise to the claim, or the representatives.

**5. Reconsideration of claims.** After whole or partial denial of a claim by the Trustees, a claimant may request that the Trustees reconsider the claim by filing an application with the Fund no later than 35 days following receipt of the Trustees' determination. If a claimant fails to request reconsideration, or the original determination of the Trustees is confirmed, the Trustees' determination shall be final.

**6. Payment of awards.**

a. Claimants shall be reimbursed for losses in amounts to be determined by the Trustees. No award shall be in excess of \$50,000.00 per claim and the Fund shall not pay more than \$100,000.00 for losses caused by one attorney, unless otherwise determined by the Board of Trustees.

b. Awards shall not include interest. Attorneys' fees, consequential damages, and other incidental and out-of-pocket expenses shall not be reimbursed by the Fund. Additional taxes, interest, late charges and similar penalties finally incurred by a claimant as the direct result of an attorney's misappropriation may be eligible for reimbursement in the discretion of the Trustees. The investigation report in a claim which involves such an element of loss shall contain an estimate of the amount of such loss and a recommendation whether the loss merits reimbursement from the Fund. The Trustees will reconsider all claims previously approved, but not wholly paid, at the final meeting of each calendar year, including for the year the claim was initially approved and two successive years. (For example, assuming the claim was partially paid at the December 2020 meeting, then the committee shall reconsider the claim at the final meeting in 2021 and in 2022. As another example, if the claim was partially paid at the April 2021

meeting, then the Committee shall reconsider the claim at the final meetings in 2021, 2022, and 2023.)

c. No claim for reimbursement shall be paid until the claimant transfers to the Fund, in such form as the Trustees shall authorize, the claimant's rights against the attorney whose dishonest conduct caused the claimant's loss and any other person or entity who may be liable for the claimant's loss.

d. Payment of claims shall be made in such amounts and at such times as the Trustees deem appropriate and may be paid in lump-sum or installment amounts.

e. If a claimant is a minor or is incompetent, the award may be paid to a parent, guardian, committee or the attorney of the claimant, on behalf of and for the sole benefit of the claimant.

f. All payments of awards of reimbursement from the Fund shall be made from the Fund.

g. Payments to the Fund shall be dependent upon the allocations made to the Fund each year by the Colorado Supreme Court pursuant to C.R.C.P. 252.2(b).

**7. Fiscal year.** The Fund will operate on a fiscal year basis, concurrent with the fiscal year of the Office of Attorney Regulation Counsel.

**8. Meetings and Officers.** Meetings of the Trustees shall be subject to the call of the chairperson or the call of a majority of the Trustees. The Trustees shall meet at least annually for the consideration of claims. The Trustees shall keep accurate records of their action which shall be open to inspection at any and all times by any Trustee or by any member of the Colorado Supreme Court or by any person or persons authorized by the Colorado Supreme Court to inspect said records. Nothing set forth in this guideline shall preclude the inspection of the records by any person or persons designated as auditors of the Fund. The Trustees shall have the right to disclose information from their records to any person employed by the Trustees for the purpose of seeking restitution of any claim paid by the Fund and to disclose said information publicly in the prosecution of its subrogation rights.

**9. Duties of Officers.**

a. The chair shall preside at all meetings of the Trustees and generally coordinate and supervise the administration of the Fund.

b. If the chair is absent or otherwise unable to serve, the vice chair shall undertake the duties of the chair.

c. The chair shall utilize the services of the Office of Attorney

Regulation Counsel, which shall have (1) custody of the monies and other assets of the Fund; (2) receive all payments to the monies of the Fund in the manner authorized by the Trustees; (3) make disbursement from the Fund authorized by the Trustees; (4) invest the monies of the Fund in the manner authorized by the Trustees; (5) cause an annual accounting to be made of the Fund; (6) maintain appropriate records; and (7) file such tax or information returns as may be required of the Fund. Disbursements from the Fund shall be made upon direction of the Board of Trustees and by the signature of Attorney Regulation Counsel, or for those amounts \$5,000 or more, by the signature of Attorney Regulation Counsel and one of the liaison justices. The chair may authorize payment of administrative expenses from the Fund.

d. The Office of Attorney Regulation Counsel shall prepare minutes of each meeting of the Trustees and shall maintain the original records of the Trustees, including a separate file for each claim for all claims for reimbursement filed with the Fund.

**10. Fund of last resort.** Claimants should reasonably exhaust other remedies before seeking reimbursement from the Fund. Other remedies include bonds, professional liability policies, third party responsibility, the defalcating attorney's partners and deceased attorney's estate. Neither the Trustees nor the Fund nor its staff shall incur any liability for non-payment of claims or for erroneous payments.

**11. Investment.** All Fund assets may be invested, as authorized by C.R.C.P. 252.7(a)(5): (1) in bonds, notes or other securities of or guaranteed by the United States or a federal agency, and (2) in interest bearing accounts or certificates of any bank, trust company, or savings and loan association which are insured by the Federal Deposit Insurance Corporation of the United States or protected pursuant to the Public Deposit Protection Act (PDPA), C.R.S. § 11-105-101, et. seq.

**12. Amendment.** These Guidelines and Regulations may be amended by a vote of at least four of the Trustees.

Date of Adoption: These Guidelines have been adopted on June 16, 1999, which are effective, and amended March 23, 2005 and June 11, 2015.



Charles Goldberg, Esq., Chair  
Colorado Attorneys' Fund for Client Protection  
Colorado Supreme Court



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