

HOUSE BILL 24-1286

BY REPRESENTATIVE(S) Joseph and Lindsay, Bacon, Brown, Clifford, Garcia, Mabrey, Rutinel, Velasco, Bird, Boesenecker, Daugherty, Duran, Epps, Froelich, Herod, Jodeh, Kipp, Lieder, McCormick, Parenti, Ricks, Sirota, Story, Titone, Vigil, Weissman, Willford, Young, McCluskie, deGruy Kennedy, English, Hamrick, McLachlan, Ortiz, Snyder, Woodrow; also SENATOR(S) Roberts and Priola, Buckner, Cutter, Exum, Jaquez Lewis, Kolker, Michaelson Jenet, Winter F., Fenberg.

CONCERNING MEASURES TO INCREASE ACCESS TO THE COURTS FOR INDIGENT PERSONS.

Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. Legislative declaration. (1) The general assembly finds that:

- (a) Access to justice is a basic principle of the rule of law, and it ensures that all persons, institutions, and entities, public and private, including the state, are held accountable to laws that are publicly promulgated, equally enforced, and independently adjudicated;
 - (b) In the absence of access to justice, people are unable to have

Capital letters or bold & italic numbers indicate new material added to existing law; dashes through words or numbers indicate deletions from existing law and such material is not part of the act.

their voices heard, exercise their rights, challenge discrimination, or hold decision-makers accountable;

- (c) Providing civil legal aid to people in poverty is vital to Colorado in supporting justice for victims of intimate partner violence, ensuring veterans receive their well-earned benefits, protecting against elder abuse, fighting human trafficking, protecting access to necessities such as food and shelter, and other areas;
- (d) Without access to civil legal representation, many laws and protections remain unenforceable for low-income Coloradans;
- (e) State-funded legal aid in certain civil matters reinforces the importance of the right to counsel to ensure a fair trial;
- (f) Equal access to justice would have little effective meaning if an individual could not afford that right on the basis of income;
- (g) In order to meet the needs of our most vulnerable community members, it is necessary, appropriate, equitable, and in the best interest of all Coloradans to create a special purpose authority to allow low-income Coloradans access to the court system by imposing a fee on a party's first court filing;
- (h) The fee imposed is for the specific purpose of serving users of Colorado courts, who will pay the fee on all initial pleadings and answers because the fee:
- (I) Will serve all qualified court users by increasing the efficiency of courts for all court users by reducing slowdowns caused by self-represented parties because providing guidance and legal assistance to unrepresented litigants increases efficiency in courts;
- (II) Will increase the provision of justice in our courts for all court users, regardless of income, which is an interest shared among all court users;
- (III) Is collected at a rate reasonably calculated based on the overall costs of the services provided by the authority; and

(IV) Is not a tax;

- (i) Furthering access to Colorado's civil courts is a pillar of our democratic legal systems; and
- (j) The state of Colorado must endeavor to systematically support the delivery of equal access to legal aid services to all qualified Coloradans.
- (2) Therefore, the general assembly declares that the lack of access to civil legal justice is a problem that has serious social, legal, economic, and political consequences, and the general assembly enacts this legislation to fund equal access to justice and reaffirm the commitment to equitable access to the civil legal process.

SECTION 2. In Colorado Revised Statutes, **add** part 2 to article 5.7 of title 13 as follows:

PART 2 EQUAL JUSTICE AUTHORITY

- **13-5.7-201. Definitions.** AS USED IN THIS PART 2, UNLESS THE CONTEXT OTHERWISE REQUIRES:
- (1) "AUTHORITY" MEANS THE EQUAL JUSTICE AUTHORITY CREATED IN SECTION 13-5.7-202.
- (2) "BOARD" MEANS THE EQUAL JUSTICE AUTHORITY BOARD CREATED IN SECTION 13-5.7-204.
- (3) "EQUAL JUSTICE FEE" MEANS THE FEE COLLECTED ON CIVIL ACTIONS AS SET FORTH IN SECTIONS 13-4-112 (3)(a), 13-32-101 (9)(a), AND 13-32-102 (7)(a) PURSUANT TO THIS PART 2.
- (4) "QUALIFIED CIVIL LEGAL AID PROVIDER" MEANS A 501 (c)(3) NONPROFIT ORGANIZATION OTHER THAN THE COLORADO RECIPIENT OF A FEDERAL LEGAL SERVICES CORPORATION FIELD GRANT THAT PROVIDES LEGAL REPRESENTATION AND ADVICE TO PEOPLE IN COLORADO WHO ARE AT OR BELOW TWO HUNDRED FIFTY PERCENT OF THE FEDERAL POVERTY GUIDELINE TO SUPPORT THEIR ACCESS TO BASIC NEEDS SUCH AS HOUSING, EMPLOYMENT, HEALTH SERVICES, EDUCATION, AND ASSISTANCE WITH

- 13-5.7-202. Creation and purpose. There is created as a special purpose authority, as defined in section 24-77-102, the equal justice authority, which is a body corporate and a political subdivision of the state, which shall not be an agency of state government and shall not be subject to administrative direction by any department, commission, board, bureau, or agency of the state. The authority is responsible for distributing the equal justice fee pursuant to section 13-5.7-206 for the purpose of providing equal access to legal aid services and to increase efficiency of the court system for all court users.
- **13-5.7-203. General powers.** (1) In addition to any other powers granted to the authority in this part 2, the authority has the following powers:
- (a) TO HAVE THE DUTIES, PRIVILEGES, IMMUNITIES, RIGHTS, LIABILITIES, AND DISABILITIES OF A BODY CORPORATE AND POLITICAL SUBDIVISION OF THE STATE;
 - (b) TO HAVE PERPETUAL EXISTENCE AND SUCCESSION;
- (c) TO ADOPT, HAVE, AND USE A SEAL AND TO ALTER THE SAME AT ITS PLEASURE;
 - (d) TO SUE AND BE SUED;
- (e) To enter into any contract or agreement not inconsistent with this part 2 or the laws of the state;
- (f) TO PURCHASE, LEASE, LEASE WITH AN OPTION TO PURCHASE, TRADE, EXCHANGE, OR OTHERWISE ACQUIRE, MAINTAIN, HOLD, IMPROVE, MORTGAGE, ENCUMBER, AND DISPOSE OF REAL PROPERTY AND PERSONAL PROPERTY, WHETHER TANGIBLE OR INTANGIBLE, AND ANY INTEREST, INCLUDING EASEMENTS AND RIGHTS-OF-WAY, WITHOUT RESTRICTION OR LIMITATION;
- (g) TO ACQUIRE OFFICE SPACE, EQUIPMENT, SERVICES, SUPPLIES, AND INSURANCE NECESSARY TO CARRY OUT THE PURPOSES OF THIS PART 2;

- (h) To deposit any money of the authority in any banking institution or in any depository authorized pursuant to section 24-75-603, and to appoint, for the purpose of making such deposits, one or more persons to act as custodians of the money of the authority, who shall give surety bonds in such amounts and form and for such purposes as the board requires;
- (i) TO CONTRACT FOR AND TO ACCEPT ANY GIFTS, GRANTS, AND LOANS OF FUNDS, PROPERTY, OR ANY OTHER AID IN ANY FORM FROM THE FEDERAL GOVERNMENT, THE STATE, ANY STATE AGENCY, OR ANY OTHER SOURCE, OR ANY COMBINATION THEREOF, AND TO COMPLY, SUBJECT TO THE PROVISIONS OF THIS PART 2, WITH THE TERMS AND CONDITIONS OF SUCH CONTRACTS OR THE ACCEPTANCE OF SUCH ITEMS;
- (j) TO HAVE AND EXERCISE ALL RIGHTS AND POWERS NECESSARY OR INCIDENTAL TO OR IMPLIED FROM THE SPECIFIC POWERS GRANTED IN THIS PART 2, WHICH SPECIFIC POWERS SHALL NOT BE CONSIDERED AS A LIMITATION UPON ANY POWER NECESSARY OR APPROPRIATE TO CARRY OUT THE PURPOSES AND INTENT OF THIS PART 2;
- (k) TO FIX THE TIME AND PLACE OR PLACES AT WHICH ITS REGULAR AND SPECIAL MEETINGS ARE TO BE HELD;
- (1) TO ELECT ONE MEMBER AS CHAIRPERSON OF THE BOARD AND ANOTHER MEMBER AS VICE-CHAIRPERSON OF THE BOARD AND TO ELECT ONE OR MORE MEMBERS AS SECRETARY AND TREASURER OF THE BOARD AND ELECT OR APPOINT SUCH OTHER OFFICERS AS THE BOARD MAY DETERMINE AND PROVIDE FOR THEIR DUTIES AND TERMS OF OFFICE;
- (m) To appoint agents, employees, and professional and business advisers, including real estate professionals, construction companies, property managers, attorneys, accountants, and financial advisers as may from time to time be necessary in the authority's judgment to accomplish the purposes of this part 2, and to fix the compensation of such agents, employees, and advisers, and to establish the powers and duties of all agents, employees, and advisers, as well as any other person contracting with the authority to provide services, including termination of employment or the contract for services;

- (n) To make and execute agreements, contracts, and other instruments necessary or convenient in the exercise of the powers and functions of the authority pursuant to this part 2, including, but not limited to, contracts with any person, firm, corporation, municipality, state agency, county, or other entity. All municipalities, counties, and state agencies may enter into and do all things necessary to perform any such arrangement or contract with the authority.
- (o) Other powers necessary to accomplish the authority's specific goals as required pursuant to this part 2.
- 13-5.7-204. Equal justice authority board membership and meetings rules. (1) The authority is governed by the equal justice authority board, which is made up of seven members who are residents of this state and have a demonstrated commitment to providing civil legal aid through current or prior employment with a qualified civil legal aid provider, or through substantial volunteer service with a similar organization.
 - (2) MEMBERS OF THE BOARD MUST BE APPOINTED AS FOLLOWS:
- (a) ONE MEMBER APPOINTED BY THE CHIEF JUSTICE OF THE COLORADO SUPREME COURT;
 - (b) ONE MEMBER APPOINTED BY THE ATTORNEY GENERAL;
 - (c) ONE MEMBER APPOINTED BY THE COLORADO BAR ASSOCIATION;
- (d) One member appointed by the Colorado Lawyer trust account foundation; and
- (e) THREE MEMBERS APPOINTED BY THE COLORADO ACCESS TO JUSTICE COMMISSION, AT LEAST TWO OF WHOM ARE EMPLOYED BY A QUALIFIED CIVIL LEGAL AID PROVIDER, AND AT LEAST ONE OF WHOM IS EMPLOYED BY A QUALIFIED CIVIL LEGAL AID PROVIDER THAT EMPLOYS TEN OR FEWER FULL-TIME ATTORNEYS.
- (3) THE APPOINTING AUTHORITIES SHALL MAKE REASONABLE EFFORTS TO APPOINT BOARD MEMBERS THAT REFLECT THE GEOGRAPHIC AND

DEMOGRAPHIC DIVERSITY OF THE STATE, INCLUDING MEMBERS FROM BOTH RURAL AND URBAN PARTS OF THE STATE, AND MEMBERS OF DIVERSE POLITICAL, RACIAL, ABILITY, CULTURAL GROUP, AND SOCIOECONOMIC STATUS.

- (4) Members serve terms of three years; except that initial terms of the members appointed by the Colorado access to justice commission are two-year terms in order to stagger the terms so that no more than four members' terms expire in the same year. The appointing authorities shall designate the initial terms and fill any vacancies on the board.
- (5) Terms expire on December 31 of the final year of the term.
- (6) MEMBERS MAY BE REAPPOINTED TO SERVE TWO ADDITIONAL TERMS.
- (7) A MEMBER MAY BE REMOVED FROM THE BOARD BY MAJORITY VOTE OF THE BOARD FOR MISFEASANCE, MALFEASANCE, WILLFUL NEGLECT OF DUTY, OR OTHER CAUSE AFTER NOTICE AND A PUBLIC HEARING, UNLESS NOTICE AND A PUBLIC HEARING ARE EXPRESSLY WAIVED IN WRITING BY THE MEMBER BEING REMOVED.
 - (8) THE BOARD SHALL MEET AT LEAST FOUR TIMES PER YEAR.
- (9) THE BOARD SHALL ELECT A CHAIR AND A VICE-CHAIR AT ITS FIRST MEETING OF EACH CALENDAR YEAR.
- (10) Members serve without compensation but must be reimbursed for actual and reasonable expenses incurred in the performance of their duties.
- (11) THE BOARD SHALL ADOPT ITS OWN RULES OF PROCEDURE AND KEEP A RECORD OF ALL PROCEEDINGS.
- (12) THE BOARD, BY RESOLUTION, SHALL ESTABLISH RULES TO ENSURE MONEY RECEIVED FROM A GRANT IS USED FOR PURPOSES SPECIFIED IN SECTION 13-5.7-206 AND TO ESTABLISH A FUNDING FORMULA TO USE TO DETERMINE THE GRANT DISTRIBUTION AMOUNT FOR EACH QUALIFIED CIVIL

- (13) (a) THE AUTHORITY MAY COOPERATE AND ENTER INTO CONTRACTS WITH THE COMMISSION OR ANOTHER AGENCY OR ENTITY, FOR ADMINISTRATIVE OR OPERATIONAL ASSISTANCE, INCLUDING FOR STAFFING.
- (b) THE AUTHORITY SHALL PAY THE CONTRACTED ENTITY IN ADVANCE FOR ALL AGREED UPON COSTS INCURRED BY THE CONTRACTED ENTITY IN PROVIDING STAFFING FOR THE AUTHORITY TO CARRY OUT ITS MISSION, INCLUDING COMPENSATION FOR EMPLOYEES STAFFING THE AUTHORITY AND ANY ADMINISTRATION AND INDIRECT COSTS ASSOCIATED WITH STAFFING THE AUTHORITY.
- (14) IF THE CONTRACTED ENTITY EXPECTS TO INCUR ACTUAL COSTS AS A RESULT OF STAFFING THE AUTHORITY THAT EXCEEDS THE AMOUNT PROVIDED BY THE AUTHORITY PURSUANT TO SECTION 13-5.7-206, THE AUTHORITY SHALL PAY THE CONTRACTED ENTITY FOR ALL COSTS INCURRED BY THE CONTRACTED ENTITY IN PROVIDING STAFFING TO THE AUTHORITY, INCLUDING, BUT LIMITED TO, COMPENSATION FOR EMPLOYEES STAFFING THE AUTHORITY AND ADMINISTRATIVE COSTS IN AN AMOUNT AGREED UPON BY THE AUTHORITY AND CONTRACTED ENTITY.
- (15) THE ATTORNEY GENERAL SHALL REPRESENT THE AUTHORITY IN A CAUSE OF ACTION.
- 13-5.7-205. Imposition and collection of the equal justice fee. (1) Beginning January 1, 2025, the authority shall impose, and the court shall collect on Behalf of the authority, an equal justice fee in the amount specified in sections 13-4-112 (3), 13-32-101 (9), and 13-32-102 (7) on the court filings specified in sections 13-4-112 (1)(a) and (1)(b); 13-32-101 (1), except filings in small claims court; and 13-32-102 (1)(a), (1)(b), and (1)(f). For the purpose of minimizing compliance costs for court users and administrative costs for the authority, the court shall collect the equal justice fee on behalf of the authority in the same manner in which it collects court filing fees imposed by sections 13-4-112, 13-32-101, and 13-32-102; except that the court shall not transmit the collected equal justice fees to the state treasurer for deposit to any state fund but shall instead remit the fees collected to the authority in accordance with the process developed pursuant to subsection (2)

- (2) THE AUTHORITY SHALL MAINTAIN AN ACCOUNT IN A FINANCIAL INSTITUTION TO WHICH ALL MONEY COLLECTED FOR THE EQUAL JUSTICE FEE IS DEPOSITED. THE AUTHORITY SHALL WORK WITH THE JUDICIAL DEPARTMENT TO DEVELOP A PROCESS THAT ENSURES THAT EACH COURT IS ABLE TO PROMPTLY AND EFFICIENTLY DEPOSIT ALL EQUAL JUSTICE FEES COLLECTED DIRECTLY TO THE ACCOUNT OR OTHERWISE PROMPTLY AND EFFICIENTLY REMIT SUCH FEES TO THE AUTHORITY.
- (3) EQUAL JUSTICE FEES COLLECTED AND REMITTED TO THE AUTHORITY PURSUANT TO THIS SECTION ARE NOT STATE REVENUE.
- 13-5.7-206. Distribution of equal justice fees purpose. (1) ON JULY 1, 2025, AND EACH JULY 1 THEREAFTER, THE AUTHORITY SHALL ANNUALLY DISTRIBUTE ALL MONEY DEPOSITED INTO THE AUTHORITY'S ACCOUNT AS REQUIRED BY SECTION 13-5.7-205 (2), LESS THE AUTHORITY'S DIRECT AND INDIRECT EXPENSES IN ADMINISTERING THE REQUIREMENTS OF THIS PART 2 AND ANY OTHER RELATED WORK COMPLETED TO ADVANCE THE MISSION OF THE AUTHORITY. THE AUTHORITY SHALL DISTRIBUTE SIXTY-SEVEN PERCENT OF THE REMAINING REVENUE TO THE COLORADO RECIPIENT OF A FEDERAL LEGAL SERVICES CORPORATION FIELD GRANT AND THIRTY-THREE PERCENT TO QUALIFIED CIVIL LEGAL AID PROVIDERS.
- (2) THE BOARD, BY RESOLUTION, SHALL ESTABLISH A FUNDING FORMULA TO USE TO DETERMINE THE DISTRIBUTION AMOUNT FOR EACH QUALIFIED CIVIL LEGAL AID PROVIDER. IN DEVELOPING THE FORMULA, THE BOARD SHALL CONSIDER THE FOLLOWING FACTORS:
- (a) THE NUMBER OF ATTORNEY HOURS SPENT SERVING PEOPLE IN COLORADO IN POVERTY IN THE PREVIOUS YEAR;
- (b) THE NUMBER OF FULL-TIME ATTORNEYS EMPLOYED BY THE QUALIFIED CIVIL LEGAL AID PROVIDER;
- (c) THE NUMBER OF INDIVIDUALS LIVING IN POVERTY WHO RECEIVE LEGAL REPRESENTATION OR LEGAL ADVICE FROM THE QUALIFIED CIVIL LEGAL AID PROVIDER;
 - (d) GEOGRAPHIC REACH OF SERVICES; AND

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- (e) ABILITY AND EXPERIENCE SERVING POPULATIONS WITH BARRIERS TO LEGAL ASSISTANCE, INCLUDING PEOPLE WITH DISABILITIES AND PEOPLE WITH LIMITED ENGLISH PROFICIENCY.
- (3) IN ESTABLISHING THE FUNDING FORMULA PURSUANT TO SUBSECTION (2) OF THIS SECTION, THE BOARD SHALL CONSIDER THE VITAL IMPORTANCE OF THE WORK OF QUALIFIED CIVIL LEGAL AID PROVIDERS THAT EMPLOY TEN OR FEWER FULL-TIME ATTORNEYS TO LOW-INCOME COLORADO COMMUNITIES.
- (4) MONEY RECEIVED FROM A GRANT MUST BE USED FOR THE FOLLOWING PURPOSES:
- (a) TO PROVIDE ACCESS TO LEGAL REPRESENTATION TO INDIGENT PERSONS BY PROVIDING ANNUAL GRANTS TO THE COLORADO RECIPIENT OF A FEDERAL LEGAL SERVICES CORPORATION FIELD GRANT AND OTHER QUALIFIED CIVIL LEGAL AID PROVIDERS PURSUANT TO THIS SECTION;
- (b) TO INCREASE THE EFFICIENCY OF COLORADO COURTS FOR ALL COURT USERS BY REDUCING SLOWDOWNS CAUSED BY SELF-REPRESENTATION; AND
- (c) To pay the direct and indirect costs of administering the requirements of this part 2, including payment for costs associated with staffing the authority and reimbursement of the actual and necessary expenses of board members as required by section 13-5.7-204.
- 13-5.7-207. Report. (1) On or before January 1, 2026, and each January 1 thereafter, the authority shall prepare and submit a report to the house of representatives judiciary committee and the senate judiciary committee, or their successor committees, that details the use of the equal justice fees. At a minimum, the report must include:
- (a) HOW MUCH MONEY WAS COLLECTED IN EQUAL JUSTICE FEES AND DEPOSITED IN THE AUTHORITY'S ACCOUNT AS REQUIRED BY SECTION 13-5.7-205 (2) IN THE PRECEDING YEAR;
 - (b) How much money the Colorado recipient of a federal

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LEGAL SERVICES CORPORATION FIELD GRANT AND OTHER QUALIFIED CIVIL LEGAL AID PROVIDERS RECEIVED FROM THE COLLECTED EQUAL JUSTICE FEES IN THE PRECEDING YEAR;

- (c) The amount of money received from the collected equal justice fees that remained unused by the Colorado recipient of a federal legal services corporation field grant and the qualified civil legal aid providers at the conclusion of the preceding year; and
- (d) The types of legal services provided to individuals who received legal services from the Colorado recipient of a federal legal services corporation field grant and other qualified civil legal aid providers that received money from the collected equal justice fees.

SECTION 3. In Colorado Revised Statutes, 13-4-112, add (3) as follows:

13-4-112. Fees of the clerk of court of appeals - equal justice fee collection. (3) Beginning January 1, 2025, the clerk of the court of APPEALS SHALL COLLECT THE EQUAL JUSTICE FEE ON FILINGS SPECIFIED IN SUBSECTIONS (1)(a) AND (1)(b) OF THIS SECTION ON BEHALF OF THE EQUAL JUSTICE AUTHORITY AND TRANSMIT THE EQUAL JUSTICE FEE IN THE AMOUNT OF THIRTY DOLLARS IN THE MANNER SPECIFIED IN SECTION 13-5.7-205 (2).

SECTION 4. In Colorado Revised Statutes, 13-32-101, **add** (9) as follows:

13-32-101. Docket fees in civil actions - judicial stabilization cash fund - justice center cash fund - justice center maintenance fund - equal justice fee collection - created - report - legislative declaration. (9) Beginning January 1, 2025, the court shall collect the equal justice fee on filings specified in subsection (1) of this section in the amount of thirty dollars on civil actions filed in district court and ten dollars on civil actions filed in county court, except for filings in small claims court, on behalf of the equal justice authority and transmit the equal justice fee in the manner specified in section 13-5.7-205 (2).

- **SECTION 5.** In Colorado Revised Statutes, 13-32-102, **add** (7) as follows:
- 13-32-102. Fees in probate proceedings equal justice fee collection. (7) Beginning January 1, 2025, the court shall collect the equal justice fee in the amount of thirty dollars on filings specified in subsections (1)(a), (1)(b), and (1)(f) of this section on behalf of the equal justice authority and transmit the equal justice fee in the manner specified in section 13-5.7-205 (2).
- **SECTION 6.** In Colorado Revised Statutes, 24-77-102, amend (15)(b)(XIX) and (15)(b)(XX); and add (15)(b)(XXI) as follows:
- **24-77-102. Definitions.** As used in this article 77, unless the context otherwise requires:
 - (15) (b) "Special purpose authority" includes, but is not limited to:
- (XIX) The Colorado electric transmission authority created in section 40-42-103 (1); and
- (XX) The middle-income housing authority created in section 29-4-1104 (1); AND
- (XXI) THE EQUAL JUSTICE AUTHORITY CREATED IN SECTION 13-5.7-202.
- **SECTION 7.** Safety clause. The general assembly finds, determines, and declares that this act is necessary for the immediate preservation of the public peace, health, or safety or for appropriations for

the support and maintenance of the departments of the state and state institutions.

Julie McCłuskie

SPEAKER OF THE HOUSE

OF REPRESENTATIVES

Steve Fenberg PRESIDENT OF THE SENATE

Robin Jones

CHIEF CLERK OF THE HOUSE

OF REPRESENTATIVES

Since d. Markwell

Cindi L. Markwell SECRETARY OF

THE SENATE

APPROVED Mandy June 3" 2024 at (200 Pm)
(Date and Time)

Jared S. Polis

GOVERNOR OF THE STATE OF COLORADO