

FINAL REPORT AND RECOMMENDATIONS TO
THE MINNESOTA SUPREME COURT



STANDING COMMITTEE FOR LEGAL
PARAPROFESSIONAL PILOT PROJECT

ADM19-8002

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I. INTRODUCTION

Minnesota's Legal Paraprofessional Pilot Project (Pilot Project) aims to increase access to civil legal representation in case types where one or both parties typically appear without legal representation. The Minnesota Supreme Court (Supreme Court) adopted court rule amendments on September 29, 2020, which authorized the Pilot Project, effective March 2021 through March 2023.

When the Pilot Project launched in 2021, legal paraprofessionals, under the supervision of a Minnesota licensed attorney, were authorized through Supervised Practice Rule 12¹ to provide legal advice and, in some cases, represent a client in court and mediation in two legal areas: landlord-tenant disputes and family law disputes.

The work to determine the structure and processes for the Pilot Project began in March 2019 when the Supreme Court issued an order (Order ADM19-8002) that established the Implementation Committee for the Proposed Legal Paraprofessional Pilot Project (Implementation Committee). The Implementation Committee spent a year assessing the needs of Minnesota courts and available options. Their final report, filed in March 2020, provided recommendations for implementing and evaluating the Pilot Project.

The Supreme Court ordered a public comment period on the proposed Pilot Project and issued the Order Regarding Public Hearing on the Proposed Legal Paraprofessional Pilot Project. The public hearing was held on August 11, 2020. The Court's Order Implementing Legal Paraprofessional Pilot Project was filed in September 2020. The Legal Paraprofessional Pilot Project Standing Committee (Standing Committee) was established in November to administer the Pilot Project and evaluate its success.²

During the first few months of the Pilot Project, the Standing Committee established application, complaint, communication, and evaluation processes. The Standing Committee met regularly throughout the Pilot Project, conducted outreach efforts to expand awareness and support for the Pilot Project, and continued to assess and adjust as needed, the effectiveness of established processes.

II. PILOT PROJECT SUMMARY SINCE DECEMBER 2021

The Standing Committee filed its Interim Report and Recommendations to the Supreme Court in December 2021. The recommendations included extending the Pilot Project for another year, through March 2024 and expanding the scope of the Pilot Project. The recommended expansion included removing the restriction on providing advice and representation to clients in family law matters when allegations of domestic abuse were made in the case. It also expanded the scope to include the ability for legal paraprofessionals to provide advice and representation in Order for Protection (OFP) and Harassment Restraining Order (HRO) cases.³

The Supreme Court accepted comments and held a public hearing on the recommendations. In response to concerns raised during the public comment period, the Supreme Court ordered the Standing Committee to develop and submit proposed training and/or experience requirements that would be applicable to legal paraprofessionals wishing to provide advice and representation in cases with domestic violence allegations. The Order Amending Rules Governing Legal Paraprofessional Pilot Project was filed in October 2022, authorizing the amended scope.⁴

¹ Supervised Practice Rule 12, <https://www.ble.mn.gov/supervised-practice/supervised-practice-rules/#12>

² See the Implementation Committee for Proposed Legal Paraprofessional Pilot Project website, www.mncourts.gov/Implementation-Committee, for court orders and information about their work.

³ [Interim Report and Recommendations from the Standing Committee for Legal Paraprofessional Pilot Project](#) (PDF)

⁴ [Order Amending Rules Governing Legal Paraprofessional Pilot Project](#) (PDF)

Final Report and Recommendations to the Minnesota Supreme Court

The Standing Committee started reviewing and approving requests to authorize legal paraprofessionals to provide services under these new areas in October 2022. Since that time, five legal paraprofessionals have been approved to provide advice and representation in family law cases with allegations of domestic violence, OFP, and HRO cases.

The Standing Committee's subcommittees continued to work on their assigned areas, and individual members also engaged in various activities to support the Pilot Project. The work of each subcommittee that is summarized in this report reflects their efforts since the Standing Committee's Interim Report was filed in December 2021.

A. Application Subcommittee

The Application Subcommittee developed the application criteria, participation form, and process prior to the launch of the Pilot Project in March 2021. The subcommittee reviewed applications via email for completion, accuracy, and sufficient information for approval throughout the Pilot Project.

In March 2021, the subcommittee finalized an Application Form and Instructions, an Attorney Attestation form, a sample Written Agreement with Supervising Attorney, and a Certificate of Representation and Parties and Authorization to Appear in Court form, which were all adopted by the Standing Committee. The forms and additional instructions were added to the Pilot Project website under the heading "Apply to Participate."

The application form was revised in 2022 following the Rule 12 amendments authorizing paraprofessionals to provide advice and representation in OFP and HRO cases. At that time the subcommittee also developed, and the Standing Committee approved, a new Training Requirements and Waiver form.

When the scope of the Pilot Project was expanded to include family law cases alleging domestic violence and/or child abuse, OFPs, and HROs, the subcommittee members were responsible for reviewing and assessing the additional training requirements, specific to this practice area. This also included reviewing and determining if the waiver option, as outlined in the rule, was applicable for paraprofessionals who were already participating in the Pilot Project, as well as with new applicants. The waiver permitted approval to practice in these areas based on extensive experience or specialization in the areas of domestic violence and child abuse.

The subcommittee approved four waiver requests for participants who showed extensive experience in these cases. For example, one applicant had over 10 years of experience in family law and has served as a Guardian Ad Litem for eight years, in addition to taking training through Standpoint and several relevant continuing legal education courses (CLEs). The subcommittee discussed setting some criteria for these waivers, but determined that when looking for uniquely qualified candidates, set criteria would defeat that purpose.

To date, the application subcommittee has approved 33 applicants, with five authorized to practice in family law cases involving child abuse or domestic violence, excluding sexual assault, four of which are also authorized to practice in OFP and HRO cases.

B. Complaint Process Subcommittee

The Complaint Process Subcommittee developed a method for the submission and review of complaints about the actions of a legal paraprofessional participant in the Pilot Project. The

Final Report and Recommendations to the Minnesota Supreme Court

subcommittee met several times, reviewed similar complaint processes used by other programs, such as the ADR rule Code of Ethics Procedures. They also met with and sought input and review from the director of the Office of Lawyers Professional Responsibility Board.

In March 2021, the subcommittee finalized a detailed set of Complaint Procedures, as well as a fillable form, which were adopted by the Standing Committee. The information was added to the Pilot Project website under the heading “Make a Complaint.” There has been no need to amend or revise these Complaint Procedures during the Pilot Project.

No complaints were filed through the complaint process during the Legal Paraprofessional Pilot Project.

C. Communication and Outreach Subcommittee

The Communication and Outreach Subcommittee was established to support the Pilot Project launch, communicate program changes, and maintain communication with stakeholders and the public throughout the course of the Pilot Project. The subcommittee’s activities contributed both to informing Minnesotans about the project and to keeping the Standing Committee informed of questions and opportunities raised by stakeholders and the public.

Prior to launching the Pilot Project, the subcommittee developed communications materials to support the public, stakeholders, Standing Committee, and Judicial Branch staff. Throughout the Pilot Project, the subcommittee developed educational materials for the public, drafted communications to participants and stakeholders, and developed public and Judicial Branch FAQ materials based on common questions received from various sources. The subcommittee also developed materials to distribute to stakeholders and the public at events and presentations.

To support the Pilot Project’s execution, members of the Standing Committee provided training for judicial officers, court administration staff, and paralegals interested in program participation. The Standing Committee also conducted extensive outreach to share information and seek feedback about the Pilot Project. These activities have included numerous stakeholder meetings, presentations throughout the state and at regional and national conferences, and involvement in the national conversation among states developing similar limited legal license programs.

The subcommittee identified key stakeholders and opportunities for outreach among housing and family law attorneys, legal paraprofessionals, bar associations, the Judicial Branch, and the public. Targeted outreach within these groups included legal aid organizations, large and small law firms, freelance paraprofessionals, the Minnesota Paralegal Association (MPA), and Minnesota State Bar Association (MSBA) sections. The subcommittee facilitated and tracked outreach activities, including presentations, meetings, articles, and other outreach activities. *See*.

Ongoing outreach and involvement in stakeholder groups at local, state, and national levels have been instrumental to the Standing Committee’s recommendations both throughout the Pilot Project and those presented in this final report. *See Appendix A, Communication and Outreach Summary.*

D. Evaluation Subcommittee

The Evaluation Subcommittee, in consultation with the Standing Committee, established methods to measure the Pilot Project’s effectiveness and success. The subcommittee recommended three goals: increase litigant representation, improve court efficiency, and promote sustainability. The

Final Report and Recommendations to the Minnesota Supreme Court

subcommittee identified outcome measures and potential data sources for each goal and established an evaluation timeline.

The data sources include surveys of participants and others who interact with the legal paraprofessionals, the district court case management system, completed case reporting by the legal paraprofessionals, and the Pilot Project's artifacts (e.g., numbers of applicants and complaints). *See Appendix B, Evaluation Plan.*

1. MNCIS Case Data

Minnesota's statewide case management system (MNCIS) tracks cases with representation by legal paraprofessionals. Throughout the Pilot Project, the Standing Committee referenced MNCIS case counts to understand the impact and reach of the program.

Case count data from the beginning of the Pilot Project through September 30, 2023 shows that legal paraprofessionals were active in every judicial district and in 40 of 87 counties in Minnesota. Over the course of the Pilot Project, legal paraprofessional involvement was recorded in 259 cases in MNCIS. The Third Judicial District had the most cases (166 cases), and among the Minnesota counties, Olmsted County led in number of cases in both the Third Judicial District and statewide, with 95 cases reported. Of the 259 cases tracked in MNCIS⁵, 145 were family law matters, 112 were eviction cases, and two were harassment cases. *See Appendix C, MNCIS Filed Case Data.*

2. Survey Data

In both October 2021 and November 2022, evaluation surveys were distributed to judicial officers, legal paraprofessionals, and supervising attorneys and reported on in the Standing Committee's Interim Report. The results of these surveys were provided to the Supreme Court in the Standing Committee's December 2021 and March 2023 reports.⁶

In November 2023, a third set of evaluation surveys were distributed to the same groups with some survey questions added and modified to reflect changes to the Pilot Project's scope. A survey was also distributed to solicit feedback from clients represented by paraprofessional participants. *See Appendix D, Evaluation Survey Questions and Responses.*

The number of respondents were consistent with prior surveys,⁷ with responses received from:

- 34% of invited judicial officers (18 of 53)
- 48% of invited supervising attorneys (13 of 27)
- 41% of invited paraprofessionals (12 of 29)

⁵ Based on self-reported case involvement, this figure likely underrepresents the total cases legal paraprofessionals were involved in. *See Evaluation section 3. Closed Case Reporting.*

⁶ See the Legal Paraprofessional Pilot Project website (www.mncourts.gov/lppp), Resources & Rules tab for links to the reports

⁷ 2022 response rates: 29% of invited judicial officers (14 of 48), 52% of invited supervising attorneys (11 of 21), 62% of invited paraprofessionals (13 of 21). No clients were surveyed in 2022.

2021 response rates: 46% of invited judicial officers (6 of 13), 92% of invited supervising attorneys (12 of 13), 69% of invited paraprofessionals (9 of 13). No clients were surveyed in 2021.

Final Report and Recommendations to the Minnesota Supreme Court

- 17 clients responded to the client survey.

Summaries of the survey responses are provided below.

Legal Paraprofessional Response Summary

Legal paraprofessionals who responded to the survey were involved across all areas authorized by the Pilot Project, including eviction, eviction expungement, other housing matters, custody, dissolution, legal separation, paternity, child support, other family matters, OFPs, and HROs.

Responses by legal paraprofessionals provided the following insights into their experiences with the Pilot Project (respondent comments are in quotes):

- Demonstrated the effectiveness of the Pilot Project
 - All respondents reported satisfaction with the Pilot Project, with the majority being *Very satisfied*.
 - All respondents were in favor of making the Pilot Project permanent.
 - All respondents reported that they would continue to be involved in their role if the Pilot Project were made permanent.
 - All respondents reported being *Very satisfied* with the supervision provided by their supervising attorney.
- Provided access to justice
 - 8 of the 12 respondents reported that they were currently assisting 3 or more clients through the program.
 - 7 of 12 respondents reported representing clients that would otherwise have been self-represented.
 - 6 of 12 respondents reported offering their services for no charge (either legal aid organizations or paraprofessionals providing services pro bono), and 6 respondents reported charging by the hour.
 - “Legal Services was able to assist more clients at eviction hearings with my assistance. We are at an all time high in the Judicial District with eviction/housing cases.”
- Reflected a sustainable business model
 - All respondents either agreed or were neutral on the financial sustainability of their practice under the Pilot Project
 - Of those charging a fee for their services, two charged \$101-150/hour, two charged \$151-200/hour, and two charged \$201-250/hour.
 - One respondent noted that not being able to fee share was a barrier to financial stability, as well as the attorney supervision component.
- Highlighted areas of opportunity for further consideration
 - One respondent recommended offering a Court Procedure 101 CLE to support program participants,
 - “I would strongly support an initiative by the judiciary to alert pro se parties of the project.”

Final Report and Recommendations to the Minnesota Supreme Court

- “[Remove] the Hennepin county housing court restriction, expand to conciliation court and potential other areas of law”
- “Possibly recommend specific trainings to be qualified to work with victims of domestic violence.”
- “Have the court appoint them to low income people and give them quasi-judicial immunity much like a PC or PTE or GAL have.”
- “I think there should be a time period set on the supervising attorney. After having been involved with the program since it launched, I feel my experience has prepared me to go on my own.”
- One respondent requested clarification on fee sharing and its application to services provided under this program.

Supervising Attorney Response Summary

Supervising attorneys who responded to the survey were involved across all areas authorized by the Pilot Project, including eviction, eviction expungement, other housing matters, custody, dissolution, paternity, child support, orders for protection, and harassment restraining orders.

Responses by supervising attorneys provided the following insights into the Pilot Project (respondent comments are in quotes):

- Demonstrated the effectiveness of the Pilot Project
 - 11 of 13 respondents were *Very satisfied* with the Pilot Project, and no respondents reported being dissatisfied.
 - All respondents were in favor of making the Pilot Project permanent.
 - 12 of 13 respondents reported that they would continue to be involved in their role if the Pilot Project were made permanent.
- Provided quality representation under the Pilot Project
 - 12 of 13 respondents reported being *Very satisfied* with the quality of work provided by paraprofessionals under their supervision, and no respondents reported being dissatisfied.
 - No respondents reported anyone declining paraprofessional representation.
 - “Supervising paraprofessionals has not been stressful. They are very careful and very prepared and raise any questions or concerns promptly so we can discuss the best course of action.”
- Reflected a sustainable business model
 - 6 of 7 respondents in private practice agreed the Pilot Project contributed to the financial sustainability of their practice.
 - No respondents reported the cost of legal liability insurance impacting their participation in the Pilot Project.
- Highlighted areas of opportunity for further consideration
 - “I do think the scope needs to be analyzed and potentially broadened. A highly experienced paralegal can, frankly, do quite a lot of work in the family realm competently.”

Final Report and Recommendations to the Minnesota Supreme Court

- “I think there should be an actual skills based trial training for evidentiary and contested skills.”
- “I think the domestic violence portion is very supervising attorney dependent. It would be helpful to see more training requirements.”

Judicial Officer Response Summary

Fourteen judicial officers responding to the survey had paraprofessionals practice in their courtroom in the areas of eviction, eviction expungement, custody, dissolution, paternity, child support, and other family law matters.

Responses by judicial officers provided the following insights into the Pilot Project program (respondent comments are in quotes):

- Provided quality representation under the Pilot Project
 - 9 of 14 respondents agreed that paraprofessionals displayed appropriate decorum in the courtroom, and only 1 respondent disagreed.
 - 8 of 14 respondents reported paraprofessionals were aware of applicable court rules.
 - 11 of 14 respondents agreed paraprofessionals observed courtroom courtesies, and only 1 respondent disagreed.
- Highlighted areas of opportunity for further consideration
 - 36% of respondents suggested additional training or support for paraprofessionals. Specific recommendations included training on courtroom courtesies, court rules, procedural rules, drafting stipulations, and drafting proposed orders.
 - “Continued monitoring, testing and CLE requirements like lawyers”

Many judicial officer respondents noted that their evaluations were limited and based on only observing one paraprofessional in their courtroom.

Client Response Summary

Seventeen clients responded to invitations to complete a survey about their representation experience by a paraprofessional through the Pilot Project. A survey link was sent to participating paraprofessionals and supervising attorneys to distribute to their clients.

Responses from clients provided the following insights into the Pilot Project (respondent comments are in quotes):

- Provided quality representation under the Pilot Project
 - 15 of 17 respondents were satisfied or very satisfied with the services they received from the paraprofessional on their case.
 - 15 of 17 respondents were likely or very likely to recommend the services of a legal paraprofessional to their family or friend.
- Highlighted areas of opportunity for further consideration
 - “If possible, it would be great for Legal Paraprofessionals to assist in trials, with attorney present. Example: be allowed to assist in direct or cross examinations during family law trials.”

3. Closed Case Reporting

Throughout the Pilot Project, participating paraprofessionals were asked to self-report additional information on closed cases to support the Standing Committee's evaluation efforts. The purpose of collecting this data was to supplement case data collected through MNCIS. MNCIS data was limited if a paraprofessional was not listed on a case, and for matters not filed in court and resolved outside of court. Further, to address the burdens of self-reporting, legal aid organizations with participating paraprofessionals were also contacted directly and asked to provide reports about their Pilot Project activity.

These combined evaluation efforts provide a more complete picture of the Pilot Project's overall impact and reach. In total, the Evaluation Subcommittee received 2,312 closed case reports, substantially supplementing MNCIS data.⁸ A Judicial Branch research analyst provided support in summarizing the responses and data. *See Appendix E, Closed Cases Report.*

In preparing this final report, the subcommittee reviewed both the raw data and summaries and compared it with MNCIS data. Notable data from this supplemental reporting includes:

- Paraprofessionals handled 2,312 matters throughout the duration of the Pilot Project.⁹
- 58% of reported matters (1,331 of 2,312) were handled outside of court.
- Paraprofessionals practiced in 47 counties, covering over half of Minnesota's 87 counties.¹⁰
- Of the 2,312 reported matters, 1,870 were housing cases (81%) and 442 were family law cases (19%).
- Paraprofessionals reported providing a wide range of services through the Pilot Project, including representation in court, legal advice, document preparation, limited action, including advice or brief service, mediation, and negotiations/settlement.
- 8% of cases reported were transferred to an attorney due to either complexity, domestic abuse, child abuse, outside scope, or other reasons.¹¹

Closed case reports also demonstrated the value of the Pilot Project through paraprofessional's comments on the impact they had on individual client cases:

- *Increased capacity for legal aid service providers:* "Client was denied help from other legal aid service providers. Found the LPP program as a last resort"
- *Supported impactful work by participating paraprofessionals:* "This case is related to [case name removed for anonymity] litigation currently happening. Attorney General's office is investigating, and I am continually assisting in this project."

⁸ This includes 144 self-reported closed case reports, 1267 closed cases reported by Southern Minnesota Regional Legal Services (SMRLS), 781 closed cases reported by Justice North, and 120 closed cases reported by Legal Assistance of Olmsted County.

⁹ This total may not fully represent all closed cases due to the limitations of self-reporting and varying time periods and criteria used for report submissions. For example, closed case data from legal aid service providers only included cases closed prior to September 30, 2023, whereas self-reported closed cases were reported through December 15, 2023. Also, Legal Assistance of Olmsted County only reported cases where the paraprofessional was the primary counsel. Limited duplication of data within the 144 self-reported cases is also possible where paraprofessionals self-reported cases that were also submitted by their employer as a legal aid service provider.

¹⁰ Paraprofessionals self-reported work in 7 counties that were not reported in MNCIS data. These counties included Aitkin, Cottonwood, Kanabec, Kandiyohi, Koochiching, Lake, and Stevens.

¹¹ This figure represents 11 out of 144 closed case reports submitted. This case transfer question was not included in the data submitted by legal aid service providers.

Final Report and Recommendations to the Minnesota Supreme Court

- *Demonstrated economic effectiveness of the Pilot Project:* “This case was a perfect example of how the project works. I was able to save [the client] a significant amount of money, for a small fee.”

4. Efficiency Analysis

For the final report, the Evaluation subcommittee asked a research analyst with the Judicial Branch’s Court Research Office to review MNCIS case data to support an efficiency analysis comparing paraprofessional representation to pro se litigation. *See Appendix F, Average Hearing and Case Timing.*

MNCIS data was used to analyze the average number of hearings and average days to disposition for cases disposed with paraprofessional representation compared to similar cases without representation.

Data was reviewed for cases disposed during the Pilot Project that had representation by a legal paraprofessional and compared to similar cases without representation.¹² Case types analyzed included custody, dissolution with child, dissolution without child, and eviction cases.¹³

Notable findings from this efficiency analysis include:

- Shorter case lengths in custody matters
 - The average days from filing to disposition in custody matters were 50 days shorter in cases with representation by a paraprofessional.
- Similar case lengths and hearings in eviction matters¹⁴
 - The average days from filing to disposition in eviction cases reviewed was 1 day shorter in cases with representation by a paraprofessional.
 - Cases both averaged 1 hearing regardless of representation.
- Longer case lengths in dissolutions¹⁵
 - Dissolution with child cases: The average days from filing to disposition in dissolution with child cases was 36 days longer in cases with representation by a paraprofessional.
 - Dissolution without child cases: The average days from filing to disposition in dissolution without child cases was 103 days longer and averaged 2 more hearings with representation by a paraprofessional.

Measuring efficiency is useful when less time in court reduces unnecessary congestion and helps self-represented litigants achieve their desired outcomes sooner. However, an efficiency analysis only provides a partial window into the effectiveness of representation under the Pilot Project. The number of days a case is open doesn’t tell the story of the result representation achieved or whether the open case had a negative impact on court

¹² Cases analyzed were disposed from 3/1/2021 to 9/30/2023. To generate a comparable sample, cases without representation were selected based on cases heard in the same counties and case types as those with paraprofessional representation. Litigants (respondents/tenants) were considered unrepresented if there was no representation at any point over the duration of the case (less than 99% of the days had representation).

¹³ Other family case types with fewer than 20 cases were excluded from the analysis.

¹⁴ The case data reviewed for eviction cases with paraprofessional representation may underrepresent the full number of these cases based on data provided in closed case reports submitted by legal aid organizations.

¹⁵ Many dissolution without child cases involving litigants without representation are joint filings or have an agreement/stipulation, which results in quicker resolutions and fewer, if any, hearings. As a result, cases in which the parties seek representation may involve more time and hearings because they are unable to reach an agreement. Differences for family cases are based on a small number of cases with legal paraprofessional representation (less than 30 in each case type).

congestion. For these reasons, the Evaluation Subcommittee also investigated options for a case review analysis of eviction and family law cases, but ultimately decided not to pursue this analysis for multiple reasons.¹⁶

5. Participant Narrative Responses

For the final report, the Standing Committee also solicited additional narrative feedback directly from program participants about how the Pilot Project affected their business model. The Standing Committee sent two email requests to rostered paraprofessionals and supervising attorneys requesting detailed narrative responses to give the Committee more data on how the Pilot Project has benefited and/or impacted their practices.

This request received several responses from supervising attorneys. Excerpts are included below.

Solo/small firm (family law): “We are very happy with the pilot project in every way. We have been able to serve more clients and in a much more engaged way. The pilot project has made my business financials more stable because my paraprofessional can handle all reasonable activities that I otherwise would not have time for.”

Legal aid service provider (housing and family law): “My office utilized the legal paraprofessional program, and my understanding is that it allowed us to serve more people and operate more efficiently with regard to housing matters”

Legal aid service provider: “As it relates to our business model, we are a legal aid organization and it is helpful to have our LP, we are trying to figure out how to make it more sustainable, but it is working out quite well so far. We are not in a place to change anything substantial as we don’t have certainty around the program yet. There are also some questions around reporting on each case as it relates to victim survivors. Finally, the requirement that the Judge assent to the paralegal being at bar does not seem consistent, the paralegal is different than a student attorney and should be allowed to have a right to be at bar under the supervision of an attorney not a permitted appearance.”

Solo/small firm (family law): “The Legal Paraprofessional Pilot Project has been a success. I strongly recommend that the program continue on past the pilot status on a permanent basis. The program needs additional time to become more widely known and accepted, and the paralegals will continue to grow in this important role. Many individuals and households will be benefitted over the long reach of time. Other states’ programs have been discontinued or restricted, and I strongly recommend that Minnesota be a forefront leader in boldly continuing the program. I do think that bankruptcy can easily be added to the repertoire of legal services which paralegals

¹⁶ A case review analysis of eviction cases risked omitting cases that had been expunged, as well as a substantial number of cases where a paraprofessional worked on the case, but representation was not noted in MNCIS. A case review analysis of family cases was determined too time intensive for the subcommittee.

Final Report and Recommendations to the Minnesota Supreme Court

can offer to clients under the program. As more time goes on, I am confident that this program will be hailed as innovative and visionary.

Suggestions include: (1) creation of a medium (support group, email group or other communication device) which connects the approved paralegals in the program so they can communicate with each other and share ideas and strategies. (2) Enhanced communication from a leadership status which focuses and unites the certified paralegal group. (3) Possible advertising.

I have found that other attorneys work well with the paralegals. Please continue the program and give it more time to mature. If for any reason the program were to be discontinued, I strongly recommend that Minnesota grandfather in the currently approved paralegals to continue their status (much as Washington State). I continue to hope that the news will be that Minnesota will continue to be a thought leader and that the legal paraprofessional program will be granted permanent status.”

IV. RECOMMENDATIONS

The Order Implementing Legal Paraprofessional Pilot Project directs the Standing Committee to provide in its final report “recommendations for any further rule amendments or other refinements to the pilot project.” Since the Pilot Project launched in March 2021, the Standing Committee has received formal and informal questions and feedback on the scope, effectiveness, and value of the Pilot Project from legal paraprofessional and attorney participants and non-participants. Based on this input and the evaluation results outlined herein, the Standing Committee respectfully submits the following recommendations.

A. Program Sustainability

Recommendation A.1.: Make the Pilot Project a permanent Judicial Branch program.

The Standing Committee unanimously recommends that the Supreme Court permanently adopt Rule 12, Authorized Practice by Legal Paraprofessionals Pilot Project with the recommended amendments provided in this final Pilot Project report.

The overall goal of the Pilot Project was to increase access to civil legal representation in cases where parties are typically unrepresented. The Standing Committee also set three goals to measure success through the established evaluation processes: increase litigant representation, improve court efficiency, and promote sustainability.

As the evaluation results show, the Pilot Project was successful across all three goals. Over the course of the Pilot Project, 33 paraprofessionals provided services to clients. They handled 2,312 matters and 58% of those cases (1,331 of 2,312) were handled outside of court. 1,870 cases were housing related and 442 were family law cases. Paraprofessionals provided a variety of legal services, from document preparation to representation in district court and mediations.

Paraprofessionals practiced in 47 counties, covering over half of Minnesota’s 87 counties, and only 8% of cases reported were transferred to an attorney due to complexity, domestic abuse, child abuse, outside scope of the Pilot Project, or other reasons.

Final Report and Recommendations to the Minnesota Supreme Court

The majority of respondents to the Standing Committee's evaluation surveys have consistently reported high levels of satisfaction with the Pilot Project. For the final evaluation the Standing Committee requested impact statements from participants, asking them to describe the value of the Pilot Project for their business and their clients. The statements received were not only positive and supportive of continuing the program permanently, they also acknowledged the opportunities for continued growth and for Minnesota to be seen as a national innovative leader in providing free and affordable access to civil legal services.

The Standing Committee values the experiences and perspectives of those who participated in the Pilot Project and is pleased to stand with the participants in recommending that the Pilot Project become a permanent program in Minnesota.

Recommendation A.2.: Establish a new committee to administer the permanent program.

In addition to making the Pilot Project permanent, the Standing Committee recommends that the Supreme Court authorize and appoint members to a new committee that will be responsible for administering the Pilot Project on a permanent basis.

The Standing Committee strongly encourages the Supreme Court to place high value on establishing a diverse and inclusive permanent committee that includes, but is not be limited to representation from the following affiliations:

- Judicial Officer and/or Referee
- Minnesota State Bar Association
- Minnesota Paralegal Association
- A representative from the DV/SV community
- A representative from civil legal services
- A paralegal educator

Additionally, the Standing Committee recommends at least one member represent greater Minnesota, which may be accomplished through the other member affiliations. The Standing Committee further recommends that the Supreme Court consider additional factors in membership, such as a representative from each judicial district, public members who were or may be consumers of legal services, and diversity of identity, background, and experience.

Recommendation A.3.: Establish ongoing data collection and measures to evaluate program effectiveness and success, and to assess areas for improvement or expansion.

In recognition of the small number of Pilot Project participants and the limited scope of the approved expanded services, the Evaluation Subcommittee proposed this recommendation to the Standing Committee. Ongoing data collection and evaluation of the new, permanent program would allow for monitoring of the new program, evaluating the amended scope and practice areas, and informing the new committee about areas for development.

The Standing Committee expects that participation will increase in a permanent program as compared to the participation levels under the Pilot Project. Data collection would help ensure the program is performing well across all districts and areas of practice. Further, as recommendations have been made to expand areas of practice in a new, permanent program, data collection and evaluation would be essential to analyze the effectiveness of these changes and ensure protection of the public.

Final Report and Recommendations to the Minnesota Supreme Court

The Standing Committee also recommends that the new committee use the data collected to recommend changes in the scope of the work permitted under Rule 12 or any other program areas as needed to meet the original goal of the Pilot Project; increasing access to civil legal representation in case types where one or both parties typically appear without legal representation.

Recommendation A.4.: Increase program awareness for the public and potential clients.

The Standing Committee's efforts to bring awareness to the Pilot Project included creating a robust collection of information on the Judicial Branch website, as well as various forms and methods of outreach and education throughout the Pilot Project. *See section II. C. Communication and Outreach Subcommittee Overview*

If the program is made permanent, the Standing Committee recommends a new and expanded communication plan to expand knowledge of the program, specifically to ensure broad awareness of the legal paraprofessional services as a resource.

The Standing Committee also believes that it may be beneficial to create an ongoing communication plan or strategy, particularly during the first few years. Members noted that there are more opportunities for op-eds and news articles about the program, as well as stronger connections with the statewide self-help center and district self-help centers.

Recommendation A.5.: Change the program name to the Legal Practitioner Program.

The Committee recommends that the name of Minnesota's program be changed to the Legal Practitioner Program to be more consistent with national efforts to standardize this title.

Changing the title to "legal practitioner" for a permanent program moves the program into alignment with the nationwide movement to standardize this title. The title "legal practitioner" will also enhance consumer protection as a helpful comparison to nurse practitioner, conveying professionalism and improving role clarity.¹⁷

The Institute for the Advancement of the American Legal System is trying to improve nationwide awareness of programs like Minnesota's LPP program by creating a consistent professional title. The title "legal practitioner" was adopted because it translates well into Spanish and reduces confusion with other professional status terminology for non-English speakers.¹⁸ The current title "legal paraprofessional" does not translate well into Spanish, which is the second most spoken language in Minnesota, and the title is only used in Minnesota and Arizona.

A term that doesn't translate well creates issues in finding a qualified provider, and lack of a unique term can create public confusion and raise consumer protection issues. Therefore, the

¹⁷ According to the Institute for the Advancement of the American Legal System, "Thoughtful decisions on titles can help ALPs gain recognition as legitimate legal service providers. Considerations should include whether the title conveys professionalism instead of limitations, creates clarity instead of confusion, and translates well into other languages." Institute for the Advancement of the American Legal System, "Allied Legal Professionals: A National Framework for Program Growth" (2023), page 3, https://iaals.du.edu/sites/default/files/documents/publications/alp_national_framework.pdf

¹⁸ "There was an informal consensus at the convening around the title "Legal Practitioner" for ALPs because it translates well . . . it conveys professionalism instead of including restricting descriptors such as limited and paraprofessional, and it is clear. "Legal Practitioner" may also be identifiable in comparison to nurse practitioners." Institute for the Advancement of the American Legal System, "Allied Legal Professionals: A National Framework for Program Growth" (2023), Page 10, https://iaals.du.edu/sites/default/files/documents/publications/alp_national_framework.pdf

Final Report and Recommendations to the Minnesota Supreme Court

Committee requested translations from Minnesota court interpreters based on possible titles used around the country. *See Appendix G, Translated Terminology.* The title “legal practitioner” translated well into both Spanish and Somali, which the Committee considered important due to the populations’ size and distribution across the state.¹⁹

In addition to changing the name of the program to increase clarity, the Committee also recommends that clients should be asked to sign an acknowledgement about what services the legal paraprofessional can and cannot provide.

Recommendation A.6.: Continue to seek innovative and creative ways to expand access to justice.

The Committee supports and encourages the Supreme Court to continue to be open to exploring innovative legal practices or providing opportunities for unique structures for providing affordable and/or free legal services based on community resources and needs.

An example the Supreme Court can look to for ideas is the “sandbox” program in Utah. The Utah program is broader than the scope of this Pilot Project and would require support separate from Minnesota’s program so the Standing Committee determined it was an appropriate recommendation for an expanded scope of work.

The Committee, however, finds Utah’s program interesting and possibly instructive for future innovations because it provides exceptions to the rules of legal professional responsibility to non-legal organizations such as nonprofits, technology companies, and other organizations with novel ways to provide legal services. For instance, a Catholic church in Utah provides legal advice to help people who are houseless receive services. Venture capital has expressed interest in providing technology solutions, like AI, to provide basic legal advice and services. A list of authorized entities under [Utah’s Office of Legal Services Innovation](#) are available on their website.

B. Practice Areas

Recommendation B.1.: Continue existing Pilot Project practice areas.

The Standing Committee is pleased to report to the Supreme Court that the Pilot Project experience in the current areas of practice authorized in Rule 12 has been positive and successful. The Committee found it difficult, however, to assess the success of the 2022 rule amendments that removed the restriction on providing services when domestic or sexual violence allegations were included in a family law matter. And additionally, the success or benefits of expanding the scope to include advice and representation in Order for Protection (OFP) and Harassment Restraining Order (HRO) cases.

The number of legal paraprofessionals conducting this work has been minimal and therefore there is little data and feedback to make a confident recommendation about these practice areas. The Standing Committee does recommend that HRO cases that do not involve domestic or sexual violence allegations should remain an area of practice permitted under Rule 12. However, the Committee recommends continued evaluation for cases that involve domestic and sexual violence

¹⁹ The Hmong translation provided for “legal practitioner” was the same as attorney. Unfortunately, none of the preferred titles were without issue in translation, including the current program name. This is another reason the Committee recommends clients sign an acknowledgement when obtaining these services to ensure clarity and consumer protection.

Final Report and Recommendations to the Minnesota Supreme Court

allegations, including family law cases, OFPs, and HROs until there is enough data and feedback to confidently make a final recommendation about continuing to authorize this practice area.

Recommendation B.2.: Amend Rule 12.01(a) to remove the exception to providing services in the Fourth Judicial District's Housing Court.

The Standing Committee noted this as a question for future consideration in its Interim Report and Recommendations to the Minnesota Supreme Court. At that time the Standing Committee acknowledged that the Pilot Project had received some feedback that the exception in the rule caused barriers to full participation in the Pilot Project. Since that report was filed, Standing Committee members have met with representatives from Mid-Minnesota Legal Assistance and received assurances from the representatives that the original concerns being the exclusion were no longer relevant.

The Standing Committee proposes amending Rule 12.01(a) as follows:

(a) Provide advice to and appear in court on behalf of tenants in housing disputes as defined in Minnesota Statutes Chapter 504B and Minnesota Statutes § 484.014, ~~except that eligible legal paraprofessionals shall not appear in Housing Court in the Fourth Judicial District.~~

Recommendation B.3.: Add eligibility to provide advice and representation in criminal expungement cases.

The Standing Committee understands that successfully expunging records is multi-layered and the steps and processes are not always clear for self-represented parties. The potential collateral consequences for not following all the steps to fully expunge a record can be significant. For example, even if the court orders a record to be expunged, related information about that record may still be available in databases for other state organizations like the Bureau for Criminal Apprehension. A paraprofessional can ensure clients are fully advised and represented in these cases, reducing the potential for other harmful impacts.

For this reason, the Standing Committee proposes amending Rule 12.01 as follows:

(h) Provide advice to and appear in court on behalf of clients seeking expungement of their criminal record under Minn. Stat. Ch. 609A.

Recommendation B.4.: Add eligibility to provide advice to and represent clients in conciliation court cases as governed by Minnesota General Rules of Practice, Conciliation Court Rules.

Creditor/debtor cases were one of the three areas of civil legal services that the Implementation Committee was asked to consider when determining the structure and focus of the Pilot Project. The Implementation Committee excluded this practice area because they could not determine at that time how legal paraprofessionals could meaningfully engage in or help clients in these cases.

The Standing Committee believes that adding the ability to provide advice and representation in conciliation court cases is a reasonable expansion of services. The Committee additionally recommends that representation in conciliation court cases be limited to debtors or others in a defense capacity. The members believe that adding this area of law to the scope of the work can improve court efficiency and may even help parties avoid filing conciliation court cases.

Final Report and Recommendations to the Minnesota Supreme Court

The Standing Committee recognizes that there may be complex financial aspects to some conciliation court cases and therefore also encourages supervising attorneys to assess these aspects of the case before assigning a legal paraprofessional.

The Standing Committee proposes amending Rule 12.01 as follows:

(i) Provide advice to and appear in conciliation court on behalf of debtors, where in the judgment of the supervising lawyer, the issues are limited to less complex financial matters.

Recommendation B.5.: Add eligibility to provide advice and representation to debtors in consumer debt and student loan debt cases, up to \$15,000.

Contemporaneous to the Pilot Project, the Minnesota State Bar Association (MSBA) Access to Justice Committee published a new report, Minnesota Consumer Debt Litigation: A Statewide Access to Justice Report.²⁰ A representative from the MSBA Committee presented the findings and recommendations of the report to the Standing Committee in October 2023. As a result of that presentation and the information offered in the report, the Standing Committee recommends expanding the scope of authorized work to include some representation of debtors in limited consumer debt cases.

In the experience of some of Minnesota's legal services programs, most debtor issues involve clients who have already had their bank account levied or paycheck garnished. Committee members believe there may still be instances where a legal paraprofessional could provide legal services to clients in these situations by responding to the creditor and helping the client get some or all their money back.

The Committee debated whether a dollar limit should be set for these services. Since the limit for conciliation court is \$15,000, and the Committee is recommending expansion to include advice and representation in conciliation court cases, they determined that a \$15,000 limit would also make sense for non-conciliation court consumer debt cases.

The Standing Committee proposes amending Rule 12.01 as follows:

(j) Provide advice to and appear in court on behalf of debtors in consumer debt cases and/or student loan debt cases up to \$15,000.

Recommendation B.6.: Add eligibility to provide advice and representation to clients in petty misdemeanor cases.

The Standing Committee recommends the Supreme Court allow legal paraprofessionals to represent clients in petty misdemeanor proceedings. Under Minnesota law, petty misdemeanors are not criminal offenses, and there is no right to counsel. MNCIS case data indicates that about 92% of petty misdemeanor cases are disposed without a hearing on the record. These types of civil infractions may carry collateral consequences, especially in the context of Minnesota's new cannabis laws, which created several petty misdemeanor offenses. Most Minnesotans who receive one of these violations pay their fine and accept the consequences of breaking the law. However, these routine infractions provide an opportunity for legal paraprofessionals to offer advice and representation to individuals who may not otherwise afford private counsel, which provides the opportunity for defendants to receive critical information about collateral consequences that may

²⁰ [Debt Litigation Report \(mnbar.org\)](https://mnbar.org/debt-litigation-report)

Final Report and Recommendations to the Minnesota Supreme Court

exist for the infractions, specifically in the areas of immigration, housing, health care, and federal benefits.

Cases where the defendant has multiple charges and any of the charges are not petty misdemeanors should be excluded from this section. Additionally, action taken regarding potential collateral consequences related cases should also be excluded under this section unless otherwise authorized by state or federal law.

The Standing Committee recommends that, for this area of expansion, legal paraprofessionals be required to have a minimum of two years of relevant experience, and supervision from an attorney that substantially practices in criminal defense law.

The Standing Committee proposes amending Rule 12.01 as follows:

(k) Provide advice to and appear in court on behalf of defendants in petty misdemeanor cases, except if there are other charges on the case that are not petty misdemeanor offenses.

Recommendation B.7.: Add eligibility to provide advice and representation to clients in certain estate administration and probate cases.

Probate and estate administration was identified as a possible area of expansion because it is largely form-driven, clients sign documents rather than attorneys, and legal paraprofessionals are already heavily involved in the management of those cases in many firms. It is often cost-prohibitive for clients to hire an attorney in small estate administration matters, especially those with minimal assets, that are uncontested, do not involve real estate, or do not require formal probate proceedings. Many district courts are moving away from having hearings in estate administration cases, and some are already allowing non-attorneys to appear for certain types of hearings. Expanding the legal paraprofessional program to these types of cases is not a significant change to what is already occurring in courtrooms across the state.

The Standing Committee also sought input from the MSBA's probate and trust section on this recommendation. The feedback received indicated that they would share more information with the Standing Committee in 2024 about opportunities they see for paraprofessional assistance. One individual from greater Minnesota responded with enthusiasm for expansion into this area. They shared that many trust and estate matters they handle do not have economic value for their business but because they are the only lawyer in the area, they provide the service for the community's benefit. The ability to have a paraprofessional provide the services would effectively fill this gap.

The Standing Committee recommends that the Supreme Court allow legal paraprofessionals to represent clients in basic probate and small estate administration proceedings. Practice in this area should be limited to less complex services, including:

- Probate without real estate
- Informal probate
- Uncontested probate
- Estates less than \$75,000

Matters that involve contested proceedings, real estate, or estates with more than \$75,000 in assets should be excluded from the program.

Final Report and Recommendations to the Minnesota Supreme Court

The Standing Committee recommends that, for this area of expansion, legal paraprofessionals be required to have a minimum of two years of relevant experience. This recommendation is consistent with stakeholder comments as identification of potential issues in this area of law is based more on experience, rather than education.

The Standing Committee recommends consideration in the future for expansion into proceedings involving real estate that will be transferred through arms-length transactions and insolvent estates, provided there is a well-defined level of expertise for the paraprofessional, a higher level of attorney supervision in these matters, and continuing CLE requirements for participants.

The Standing Committee proposes amending Rule 12.01 as follows:

(l) Provide advice to and appear in court or judicial or administrative proceedings on behalf of clients in probate and estate administration cases, where the case:

(i) does not involve real estate,

(ii) is administered in an informal estate administration process,

(iii) is an uncontested probate matter, or

(iv) is an estate with less than \$75,000 in assets.

Recommendation B.8.: Add eligibility to provide advice and representation to clients in Office of Administrative Hearings proceedings.

The Standing Committee recommends that the Supreme Court allow legal paraprofessionals to provide advice to and appear in proceedings before the Office of Administrative Hearings (OAH) on behalf of persons who under state statute must obtain a professional license or certification from a board or agency as a condition of practicing their job or profession and who have been denied a license or certification or had a license or certification revoked by the board or agency.

There are numerous jobs and professions that require under state statute a license or certification from a state board or agency. See list of State Boards and Agencies which administer professional licenses and certifications.²¹

The Standing Committee understands from discussions with the OAH that persons who have had professional licenses and certifications denied or revoked and who seek review of the denial or revocation are unrepresented. The OAH indicated that it is interested in an expansion of the legal paraprofessional program to allow paraprofessionals to provide legal advice and appear in proceedings on behalf of persons who have had a license denied or revoked in proceedings before the OAH.

The Standing Committee proposes amending Rule 12.01 as follows:

(m) Provide advice to and appear in proceedings before the Office of Administrative hearings on behalf of persons who, under state statute must obtain a professional license or certification from a board or agency as a condition of practicing their job or profession and who have been denied a license or certification or had a license or certification revoked by the board or agency.

Recommendation B.9.: Add eligibility to provide advice and representation to clients in proceedings before the Department of Employment and Economic Development.

²¹ <https://mn.gov/elicense/agencies/#/list/appId/0/filterType/Agency/filterValue/230668/page/1/sort/order/>.

Final Report and Recommendations to the Minnesota Supreme Court

The Standing Committee recommends that the Supreme Court allow legal paraprofessionals to provide advice to and appear in proceedings before the Department of Employment and Economic Development (DEED) on behalf of persons who are challenging denial of unemployment benefits.

Unemployment benefits are, of course, important for individuals who have been separated from employment. The Standing Committee understands from discussions with the DEED that persons who are appealing from the denial of unemployment benefits are often unrepresented and could benefit from representation. The DEED indicated that it is interested in the expansion of the legal paraprofessional program to allow paraprofessionals to provide legal advice and appear in proceedings in these matters.

The Standing Committee proposes amending Rule 12.01 as follows:

(n) Provide advice to and appear in proceedings before the Department of Employment and Economic Development on behalf of persons who are challenging denial of unemployment benefits.

Recommendation B.10.: Add eligibility to provide advice and representation to clients in denial of benefits cases.

The Standing Committee recommends that the Supreme Court allow legal paraprofessionals to provide advice to and appear in proceedings before the Department of Human Services (DHS) on behalf of persons who have been denied benefits administered by the DHS.

According to DHS, it handles around 11,000 denial of benefits claims each year. In many cases, substantially more than 95%, persons who are appealing from the denial of benefits are unrepresented. DHS notes that the hearings have short statutory timelines for resolution (60 to 90 days).

The Standing Committee proposes amending Rule 12.01 as follows:

(o) Provide advice to and appear in proceedings before the Department of Human Services on behalf of persons who have been denied benefits administered by the Department of Human Services.

C. Eligibility Requirements, Existing Pilot Project Structures, and Administrative Procedures

Recommendation C.1.: Continue the requirement for attorney supervision for legal paraprofessionals.

Attorney supervision provides a layer of security to the quality of services legal paraprofessionals provide. States without attorney supervision requirements have more complicated and stringent eligibility requirements, such as mini bar exams. Some states collect bar fees to help pay for the increased vetting.

Nationally, concern has been expressed that attorney supervision requirements limit legal paraprofessional participation in the program. However, Minnesota has similar participation rates to states without the attorney supervision requirements. The Standing Committee discussed the various models that other states have establishing and assessed pros and cons of recommending a

different structure than what was tested throughout the Pilot Project. The Committee determined that it would be difficult to recommend a process and/or structures that were not tested and evaluated. Therefore, it recommends that Minnesota's program continue to utilize the current attorney supervision model.

Question for Future Consideration: Should an opportunity for fee sharing agreements between paraprofessionals and supervising attorneys be available?

Related to the attorney supervision component of the program, the Committee wants to acknowledge that this requirement can make it difficult for independent legal paraprofessionals to participate in the program. Attorneys who agree to supervise may create a conflict with no real financial benefit to anyone involved. The Committee respectfully suggests that the Supreme Court consider permitting fee sharing between paraprofessionals and supervising attorneys. This could address the challenge for independent legal paraprofessionals and provide a quality-of-life improvement for paraprofessionals more broadly.

The Committee does not feel it has enough information or data to make a formal recommendation on a fee sharing change or option. Therefore, it suggests that the new, permanent committee evaluate the concept and make a recommendation to the Supreme Court at a future date.

Recommendation C.2.: Continue the Pilot Project's current education and work experience requirements.

Like the discussion for Recommendation C.1., the Standing Committee explored a variety of ideas and discussed the pros and cons of retaining the current requirements versus recommending changes. Ultimately, the Committee determined that the education and work experience requirements, as provided in Rule 12.02 Eligible Legal Paraprofessionals, should continue without change.

The Committee recognized that there were no significant issues or concerns raised during the Pilot Project that brought into question the education and work experience requirements. They note that the participant survey feedback throughout the Pilot Project has also consistently shown high levels of satisfaction and agreement that high quality services were provided by the legal paraprofessionals. The fact that there were no complaints submitted during the Pilot Project was also influential in the Committee's decision. Finally, the members agreed that the philosophy behind the original requirements, to not create undue barriers to participation, remains critical to the ongoing program work.

Recommendation C.3.: Add a minimum experience requirement for legal paraprofessionals and specific supervising attorney experience in support of Recommendation B.6.: Add eligibility to provide advice and representation to clients in petty misdemeanor cases.

If the Supreme Court adopts Recommendation B.6. and permits legal paraprofessionals to provide advice and representation in petty misdemeanor cases, the Standing Committee recommends that the experience requirements in Rule 12.02(e) be amended as follows:

(4) To provide advice and representation to clients in petty misdemeanor cases, as provided in Rule 12.01(k), the legal practitioner must have two years of demonstrated relevant experience.

Final Report and Recommendations to the Minnesota Supreme Court

Additionally, the Standing Committee recommends that the supervising attorney for a paraprofessional providing services in this area must be an attorney who substantially practices criminal defense law. It is recommended that Rule 12.03(c) be amended as follows:

(c) assist the legal paraprofessional to the extent necessary and sign all pleadings.

(1) if the legal paraprofessional is providing services in petty misdemeanor cases, the supervising attorney must substantially practice in criminal defense law.

Recommendation C.4.: Add a minimum experience requirement for legal paraprofessionals in support of Recommendation B.7.: Add eligibility to provide advice and representation to clients in certain estate administration and probate cases.

If the Supreme Court adopts Recommendation B.7. and permits legal paraprofessionals to provide advice and representation in certain estate administration and probate cases, the Standing Committee recommends that the experience requirements in Rule 12.02(e) be amended as follows:

(5) To provide advice and representation to clients in estate administration and probate cases, as provided in Rule 12.01(l), the legal practitioner must have two years of demonstrated relevant experience.

Recommendation C.5.: Add a requirement that legal paraprofessionals attain and report continuing education credits to maintain their approval to participate in the program.

If the Pilot Project becomes a permanent program, the Standing Committee recommends that approved paraprofessionals must attend continuing legal education (CLE) programs and report a specified number of hours and credit types every two years to remain a program participant. For purposes of the Pilot Project, Rule 12.02(b) states,

(b) Ethics and Continuing Legal Education Requirements. To participate in the pilot project, a legal paraprofessional must satisfy the following ethics and continuing education requirements:

- (1) hold Minnesota Certified Paralegal credentials from the Minnesota Paralegal Association; or
- (2) provide proof that the legal paraprofessional has earned ten continuing legal education credits, including two credit hours in ethics, within the two years prior to seeking certification under Rule 12.04(a); or
- (3) provide proof that the legal paraprofessional has obtained a paralegal studies degree or certificate, or a juris doctorate within the two years prior to seeking certification under Rule 12.04(a). Such a program must include an ethics component.

An ongoing CLE requirement is consistent with other national programs, recommendations from national organizations, and with the requirements for professional paralegal and attorney organizations.

The Standing Committee proposes amending Rule 12.02(b) as follows:

(b) Ethics and Continuing Legal Education Requirements. To participate in the program, a legal paraprofessional must satisfy the following ethics and continuing education requirements:

- (1) ~~hold Minnesota Certified Paralegal credentials from the Minnesota Paralegal Association;~~
or

Final Report and Recommendations to the Minnesota Supreme Court

provide proof that the legal paraprofessional has earned ten continuing legal education credits, including two credit hours in ethics, within the two years prior to seeking certification under Rule 12.04(a); ~~or and~~

~~(3) provide proof that the legal paraprofessional has obtained a paralegal studies degree or certificate, or a juris doctorate within the two years prior to seeking certification under Rule 12.04(a). Such a program must include an ethics component.~~

(2) provide proof every two years that they have earned ten continuing legal education credits, two of which must be in ethics. One diversity, equity, and inclusion credit may be approved in lieu of one ethics credit.

Recommendation C.6.: The future program should continue existing Pilot Project committee structures and administrative procedures where appropriate.

The standards and processes that the Standing Committee implemented to support the Pilot Project have been effective and contributed to the administrative ease of the program. The Standing Committee recommends that the permanent program continue using the Pilot Project's forms, processes, and committee structures, at least initially to make the transition from Pilot Project to permanent program smooth and well-defined for existing participants, new applicants, and new committee members.

V. CONCLUSION

The Standing Committee believes that the Pilot Project has had a positive, although modest impact and shows that legal paraprofessionals can successfully provide quality services to parties and the court. The Standing Committee encourages the Supreme Court to consider its recommendations and approve the effort as a permanent Judicial Branch program.

The Standing Committee appreciates the cooperation it received from district court judges, legal paraprofessionals, attorneys, the MPA, the MSBA and its sections, the State Court Administrator's Office, and others who helped the Standing Committee launch and evaluate the Pilot Project.

Respectfully Submitted,

STANDING COMMITTEE FOR
THE LEGAL PARAPROFESSIONAL PILOT PROJECT

Final Report and Recommendations to the Minnesota Supreme Court

INDEX OF APPENDICES

Appendix A – Communication and Outreach Summary

Appendix B – Evaluation Plan

Appendix C – MNCIS Filed Case Data

Appendix D – Evaluation Survey Questions and Responses

Appendix E – Closed Cases Report

Appendix F – Average Hearing and Case Timing

Appendix G – Translated Terminology

Appendix A - Communication and Outreach Summary

Trainings

- Judge Training: What You Need to Know about the LPPP (3/17/2021)
- Judge Training: What You Need to Know about the LPPP (3/23/2021)

*Trainings were attended by judges, judge team members, and district/court administrators

Presentations

- Presentation at Family Law Roundtable (March 2021)
- Presentation to LSAC/legal services (March 2021) (over 90 attendees)
- Presentation to the Rochester Chapter of the Minnesota Paralegal Association (4/9/2021) (35 attendees; generated many questions later used in public FAQ on program)
- Panel presentation at Minnesota Paralegal Association (5/1/2021)
- CLE presentation: “Legal Paraprofessional Pilot Project and What It Means For Solo and Small Firms” at MSBA Solo/Small Firm Summit (5/21/2021)
- Presentation: “Changing the Unauthorized Practice of Law Rules in More Ways and Places” at Equal Justice Conference (5/5/2021) (104 attendees)
- Panel presentation on state regulatory reform at 2021 Regulation Conference held by National Federation of Paralegal Associations (6/12/2021)
- CLE Presentation: “Expert Panel: Minnesota Legal Paraprofessional Pilot Project” in conjunction with Fredrikson & Byron for Minnesota Paralegal Association’s Litigation Sectional (8/11/2021)
- Presentation to a national workgroup on Limited Legal License Technicians (2/1/2022)
- Presentation at Winona State University to Legal Studies students (4/1/2022)
- Presentation to Rochester Chapter of the Minnesota Paralegal Association (4/1/2022)
- Presentation at National Federation of Paralegal Associations (NFPA) Conference (5/1/2022)
- Facilitated panel of legal paraprofessionals at the MN Civil Legal Services Conference (11/1/2022)
- Panel presentation at the National Organization of Bar Counsel (NOBC)
- Plenary presentation: “Paraprofessionals Limited Legal Practice” at Annual Meeting of the Association for Continuing Legal Education (ACLEA) (7/24/2023)
- Civil Caucus: Perspectives on Regulatory change and the Justice Gap” at NLADA Annual Conference, November 9, 2023, approximately 250 attendees

Articles & Announcements

- MSBA Legal News Digest Newsletter (3/3/2021)
- MSBA New Lawyers Section Newsletter (3/5/2021)
- Press Release: Minnesota Lawyers Mutual Extends Coverage to Supervised Legal Paraprofessionals (4/20/2021) (emailed and mailed to all MLM clients)

- Star Tribune, Problem Solvers: Pilot program allows approved Minnesota legal paraprofessionals to represent and advise clients (1/14/2022)
- Interview with Michael Waters on limited paralegal practice for [article published in The New Republic](#) (9/8/2022)
- Minnesota Reformer, We should guarantee legal representation for petty misdemeanors, December 8, 2023

Meetings & Outreach Activities

- Outreach to Self Help Center Staff (3/1/2021)
- Announcement shared with MSBA New Lawyers Section (3/2/2021)
- Meeting with Ashton Boon, Legal Counsel at Mayo Clinic (5/6/2021)
- Outreach to Volunteer Lawyers Network (ongoing 2021-2023)
- Legal Aid Partners Meeting (2022)
- Meeting with Volunteer Lawyers Network (2/3/2022)
- Outreach to Central Minnesota Legal Services (February 2022)
- Outreach to housing law attorneys at Mid-Minnesota Legal Aid (February 2022)
- Meeting with housing law attorney Larry McDonough (4/27/2022)
- Tabling at Minnesota Paralegal Association's Annual Convention (4/29/2022)
- Attended a convening on Allied Legal Professional Programs hosted by the Institute for the Advancement of the American Legal System (November 2022)
- Attended the Arizona Legal Paraprofessional Summit hosted by the University of Arizona (January 20-21, 2023)
- Meeting with the DC Bar (2023)
- Outreach to Minnesota Harm Reduction Collaborative (2023)
- Outreach to Office of Administrative Hearings (2023)
- Attended convening on Unlocking Legal Regulation: Lessons Learned and Recommendations for Building and Sustaining Regulatory Reform hosted by the Institute for the Advancement of the American Legal System (October 2023)
- Outreach to estate planning attorneys in southern Minnesota (Fall 2023)
- Meeting with MSBA Criminal Law Section (11/15/2023)
- Outreach to Department of Employment and Economic Development (Winter 2023)
- Monthly calls with the Limited License Multijurisdictional Roundtable led by Steve Crossland of Washington
- Meeting with Family Law Section of the 11th District Bar Association, Fall 2023
- Meeting with President of Legal Services Corporation, October 2023

Minnesota Judicial Branch News Releases

- News Release: [Legal Paraprofessional Pilot Project Launches](#) (3/1/2021)
- Article on LPPP launch included in "Branching Out" March Edition (3/1/2021)
- Press release to MSBA (March 2021)
- Press release to Bench & Bar (March 2021)

- Press release to MN Paralegal Association (March 2021)
- Press release to MN Lawyer (March 2021)
- News Release: Supreme Court clarifies the rules regarding the Legal Paraprofessional Pilot Project (12/22/2021)
- News Release: [Minnesota Supreme Court Committee Issues Interim Report on the Legal Paraprofessional Pilot Project](#) (1/24/2022)
- News Release: [Minnesota Supreme Court Orders Public Hearing on Proposed Amendments to the Rules Governing the Legal Paraprofessional Pilot Project](#) (4/15/2022)
- News Release: [Minnesota Supreme Court Issues Order Amending the Rules Governing the Legal Paraprofessional Pilot Project to Help Increase Legal Representation](#) (6/21/2022)
- News Release: [Minnesota Supreme Court Issues Order Amending the Rules Governing the Legal Paraprofessional Pilot Project to Include Additional Areas of Representation and Education and Training Requirements for Rostered Paraprofessionals](#) (10/17/2022)

Appendix B – Evaluation Plan

Data Source	Measure	Reporting Due	Survey Questions (if applicable)
Client survey	Overall satisfaction with services received from paraprofessional		<p>1) On a scale of 1 to 10, how likely are you to recommend this legal paraprofessional to a friend or family member?</p> <p>2) Please rate your satisfaction with the services you received from the legal paraprofessional in your case. [Very satisfied -> Very dissatisfied] Please explain your rating and what, if anything, could improve your satisfaction. [open response]</p>
Court administration survey	Feedback and suggestions to improve the pilot		Think of the pilot as a whole. Overall, what feedback or suggestions do you have to improve the pilot? (For example, practice areas, supervision, effectiveness) [open response]
Judicial officer survey	Threshold question: Have you worked with a paraprofessional in the pilot?	Oct 2021; Oct 2022; Oct 2023	Have you had a paraprofessional participating in the Legal Paraprofessional Pilot Project represent a client in your courtroom? [Yes; No; Don't know/don't remember]
Judicial officer survey	Types of cases with paraprofessional	Oct 2021; Oct 2022; Oct 2023	For what type of case have you had a paraprofessional represent a client in your courtroom? (Check all that apply.) [Eviction; Eviction Expungement; Other Housing (please specify); Custody; Dissolution; Legal Separation; Paternity; Child Support; Other Family (please specify)]
Judicial officer survey	Courtroom decorum by paraprofessionals	Oct 2021; Oct 2022; Oct 2023	<p>Thinking about all paraprofessionals who appeared in your courtroom during this pilot, please provide your level of agreement with the following statement [Strongly agree -> Strongly disagree]</p> <p>Paraprofessionals displayed the appropriate decorum in the courtroom.</p>

Appendix B – Evaluation Plan

Judicial officer survey	Court rules followed by paraprofessionals	Oct 2021; Oct 2022; Oct 2023	Thinking about all paraprofessionals who appeared in your courtroom during this pilot, please provide your level of agreement with the following statement [Strongly agree -> Strongly disagree] Paraprofessionals were aware of the applicable court rules.
Judicial officer survey	Courtroom courtesies by paraprofessionals	Oct 2021; Oct 2022; Oct 2023	Thinking about all paraprofessionals who appeared in your courtroom during this pilot, please provide your level of agreement with the following statement [Strongly agree -> Strongly disagree] Paraprofessionals observed courtroom courtesies.
Judicial officer survey	Training or support needed for paraprofessionals	Oct 2021; Oct 2022; Oct 2023	Based your experience in this pilot, do you think any additional training or support is needed for paraprofessionals? [Yes (please explain); No; Don't know]
Judicial officer survey	Quality of paraprofessional work	Oct 2021; Oct 2022; Oct 2023	Please provide any comments regarding the quality of the representation provided by paraprofessionals in your courtroom. [open response]
Judicial officer survey	Efficiency of hearings	Oct 2021; Oct 2022; Oct 2023	1) In your experience, do hearings where a party is represented by a paraprofessional take more or less time than hearings with self-represented litigants? 2) In your experience, do hearings where a party is represented by a paraprofessional take more or less time than hearings where a party is represented by an attorney?
Judicial officer survey	Overall satisfaction with pilot	Oct 2021; Oct 2022; Oct 2023	1) Please rate your overall satisfaction with the pilot. [Very satisfied -> Very dissatisfied] 2) Please explain your overall satisfaction rating. [open response]

Appendix B – Evaluation Plan

Judicial officer survey	Feedback and suggestions to improve the pilot	Oct 2021; Oct 2022; Oct 2023	Think of the pilot as a whole. Overall, what feedback or suggestions do you have to improve the pilot? (For example, feedback on practice areas, supervision, effectiveness, etc.)
MNCIS	Type of cases	Quarterly	
MNCIS	Number of participating clients in each judicial district and county (litigation only)	Quarterly	
MNCIS	Resolution prior to court hearing (dismissal prior to hearing, canceled appearance/hearing)	As needed	
MNCIS	Hearings or trials with a paraprofessional	Prior to July 10	
MNCIS	Time to disposition	As needed	
MNCIS	Number of hearings per case	As needed	
MNCIS	Representation rate (attorney, paraprofessional, self-represented)	As needed	
MNCIS	Default rate in family law cases	As needed	
MNCIS	Default rate (default judgment)	As needed	
MNCIS	Eviction rate (eviction judgment, affidavit of non-compliance, writ of recovery issued, writ of recovery returned)	As needed	

Appendix B – Evaluation Plan

Paraprofessional case reporting	How did clients find you?	Ongoing	How did clients find you?
Paraprofessional case reporting	Case number	Ongoing	Court case number, if any
Paraprofessional case reporting	Type of case	Ongoing	Type of case [Eviction; Eviction Expungement; Other Housing (please specify); Custody; Dissolution; Legal Separation; Paternity; Child Support; Other Family (please specify)]
Paraprofessional case reporting	County of case	Ongoing	County of the court case or, if no court case exists, the client's county of residence
Paraprofessional case reporting	Case referral date	Ongoing	Date this matter was referred to you
Paraprofessional case reporting	Client referral information	Ongoing	How did this client find you? Please select one. [MN Judicial Branch website; Referral from court staff or judicial officer; Referral from attorney; Web search; Other (please specify); Unknown]
Paraprofessional case reporting	Case resolution date	Ongoing	Date this matter was resolved
Paraprofessional case reporting	Type of work provided	Ongoing	Type(s) of work you provided. Please select all that apply. [Document preparation; Legal advice; Mediation; Representation in court; Other (please specify)]
Paraprofessional case reporting	Case transfer data	Ongoing	Was this case transferred to your supervising attorney for any of the following reasons? Please select all that apply. [Not transferred; Domestic abuse; Child abuse; Complexity; Removed from roster; Left employment; Outside of scope of agreement; Other (please specify)]
Paraprofessional case reporting	Ongoing comments on pilot	Ongoing	Please provide additional comments related to the pilot arising from this case, if any [open response]

Appendix B – Evaluation Plan

Paraprofessional survey	How did you find out about the LPPP?	Oct 2021	How did you learn about the Legal Paraprofessional Pilot Project? [Referral from a colleague; Referral from employer; Referral from school or certificate program; Referral from professional association; MN Judicial Branch website; Other (please specify)]
Paraprofessional survey	Case type	Oct 2021; Oct 2022; Oct 2023	For what type(s) of case have you participated in the Legal Paraprofessional Pilot Project? (Check all that apply.) [Eviction; Eviction Expungement; Other Housing (please specify); Custody; Dissolution; Legal Separation; Paternity; Child Support; Other Family (please specify)]
Paraprofessional survey	Length of participation	Oct 2021; Oct 2022; Oct 2023	How long have you participated in the Legal Paraprofessional Pilot Project? [Less than a month; 1 - 3 months; 4 months or more]
Paraprofessional survey	Pilot Retention Rate	Oct 2021; Oct 2022; Oct 2023	1) Are you actively participating in the Legal Paraprofessional Pilot Project? [Yes; No (please explain)] 2) Do you plan to resume active participation in the pilot at a later date? [Yes; No; Unsure]
Paraprofessional survey	Type of law firm	Oct 2021; Oct 2022; Oct 2023	How would you describe where you work as a paraprofessional? [Private: Solo; Private: 2 – 50 attorneys; Private: over 50 attorneys; Public Defender; City or County Attorney; Legal Aid or other non-profit agency; Other (please specify)]
Paraprofessional survey	Satisfaction with application process	Oct 2021; Oct 2022; Oct 2023	1) Please rate your satisfaction with the Legal Paraprofessional Pilot Project application process. [Very satisfied -> Very dissatisfied] 2) Please explain your satisfaction rating with the application process and what, if anything, could improve your satisfaction. [open response]

Appendix B – Evaluation Plan

Paraprofessional survey	Satisfaction with supervision	Oct 2021; Oct 2022; Oct 2023	<p>1) Please rate your satisfaction with the supervision provided by your Legal Paraprofessional Pilot Project supervising attorney. [Very satisfied -> Very dissatisfied]</p> <p>2) Please explain your satisfaction rating with the supervision provided by your supervising attorney and what, if anything, could improve your satisfaction. [open response]</p>
Paraprofessional survey	Improve access to legal representation	Oct 2021; Oct 2022; Oct 2023	Have you represented any clients in court who you believe would otherwise have been self-represented? [Yes; No; Unsure]
Paraprofessional survey	Sustainability of income (qualitative)	Oct 2021; Oct 2022; Oct 2023	<p>1) Please rate your level of agreement with the following statement: My expanded role through the Legal Paraprofessional Pilot Project allows me to have a financially sustainable practice. [Strongly agree -> Strongly disagree; N/A]</p> <p>2) Please comment on the sustainability of income from participating in this project. [open response]</p>
Paraprofessional survey	Fees charged	Oct 2021; Oct 2022; Oct 2023	How do you charge for services under the Legal Paraprofessional Pilot Project? [Pro bono; By the hour; Flat fee; Other (please explain); Unsure]
Paraprofessional survey	Overall satisfaction with pilot	Oct 2021; Oct 2022; Oct 2023	<p>1) Please rate your overall satisfaction with the Legal Paraprofessional Pilot Project. [Very satisfied -> Very dissatisfied]</p> <p>2) Please explain your satisfaction rating with the project. [open response]</p>
Paraprofessional survey	Feedback and suggestions to improve the pilot	Oct 2021; Oct 2022; Oct 2023	Think of the pilot as a whole. Overall, what feedback or suggestions do you have to improve the Legal Paraprofessional Pilot Project? (For example, feedback on practice areas, services allowed, supervision, effectiveness, etc.) [open response]

Appendix B – Evaluation Plan

Standing Committee	Number of applications received	Ongoing	
Standing Committee	Number of applications approved/rostered	Ongoing	
Standing Committee	Number of paraprofessionals in each judicial district and county	As needed	
Standing Committee	Number of participating clients in each judicial district and county (across litigation and out-of-court representation)	As needed	
Standing Committee	Number of complaints submitted	Ongoing	
Standing Committee	Types of complaints submitted	Ongoing	
Standing Committee	Complaint outcomes	Ongoing	
Supervising attorney survey	Number of paraprofessionals supervising	Oct 2021; Oct 2022; Oct 2023	How many paraprofessionals have you supervised through the Legal Paraprofessional Pilot Project? [1; 2 - 3; 4 - 5; 6 - 10; More than 10; None]
Supervising attorney survey	Case types	Oct 2021; Oct 2022; Oct 2023	For what type of case have you supervised paraprofessionals through the Legal Paraprofessional Pilot Project? (Check all that apply.) [Eviction; Eviction Expungement; Other Housing (please specify); Custody; Dissolution; Legal Separation; Paternity; Child Support; Other Family (please specify)]
Supervising attorney survey	Length of participation	Oct 2021; Oct 2022; Oct 2023	How long have you been participating in the Legal Paraprofessional Pilot Project? [Less than a month; 1 - 3 months; 4 months or more]
Supervising attorney survey	Pilot Retention Rate	Oct 2021; Oct 2022; Oct 2023	1) Are you actively participating in the Legal Paraprofessional Pilot Project? 2) If no, please explain. [fill in the blank] Do you plan to resume active participation in the pilot at a later date? [Yes; No; Unsure]

Appendix B – Evaluation Plan

Supervising attorney survey	Insurance policy changes	Oct 2021; Oct 2022; Oct 2023	<p>1) Were you required to modify your legal liability insurance policy to allow for supervising paraprofessionals through the Legal Paraprofessional Pilot Project? [Yes (please explain); No; Don't know]</p> <p>2) Did the cost of legal liability insurance impact your participation in this project? [Yes (please explain); No]</p>
Supervising attorney survey	Client declined representation?	Oct 2021; Oct 2022; Oct 2023	<p>1) Did anyone decline paraprofessional representation? [Yes; No; Don't remember]</p> <p>2) What was the outcome for the client? [Worked only with you; Worked only with other attorney at your firm; Declined to be represented by your firm; Other (please explain)]</p>
Supervising attorney survey	Financial stability of program	Oct 2021; Oct 2022; Oct 2023	Please rate your level of agreement with the following statement: the expanded paraprofessional role through the Legal Paraprofessional Pilot Project allows me to have a financially sustainable practice. [Strongly agree -> Strongly disagree; N/A]
Supervising attorney survey	Satisfaction with application process	Oct 2021; Oct 2022; Oct 2023	<p>1) Please rate your satisfaction with the Legal Paraprofessional Pilot Project application process. [Very satisfied -> Very dissatisfied]</p> <p>2) Please explain your satisfaction rating with the application process and what, if anything, could improve your satisfaction. [open response]</p>
Supervising attorney survey	Satisfaction with supervisory role	Oct 2021; Oct 2022; Oct 2023	<p>1) Please rate your satisfaction with supervising participating paraprofessionals. [Very satisfied -> Very dissatisfied]</p> <p>2) Please explain your satisfaction rating with supervising participating paraprofessionals and what, if anything, could improve your satisfaction. [open response]</p>

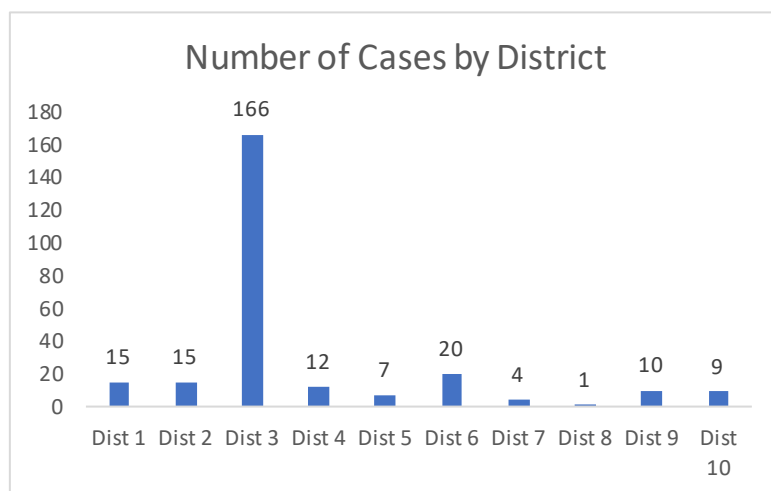
Appendix B – Evaluation Plan

Supervising attorney survey	Satisfaction with paraprofessional work	Oct 2021; Oct 2022; Oct 2023	<p>1) Please rate your satisfaction with the quality of paraprofessional work by participating paraprofessionals you have supervised. [Very satisfied -> Very dissatisfied]</p> <p>2) Please explain your satisfaction rating with the quality of paraprofessional work by participating paraprofessionals you have supervised. [open response]</p>
Supervising attorney survey	Overall satisfaction with the pilot	Oct 2021; Oct 2022; Oct 2023	<p>1) Please rate your overall satisfaction with the Legal Paraprofessional Pilot Project. [Very satisfied -> Very dissatisfied]</p> <p>2) Please explain your satisfaction rating with the project. [open response]</p>
Supervising attorney survey	Feedback and suggestions to improve the pilot	Oct 2021; Oct 2022; Oct 2023	Think of the Legal Paraprofessional Pilot Project as a whole. Overall, what feedback or suggestions do you have to improve the project? (For example, feedback on practice areas, services allowed, supervision, effectiveness, etc.)



Number of Cases by County and District

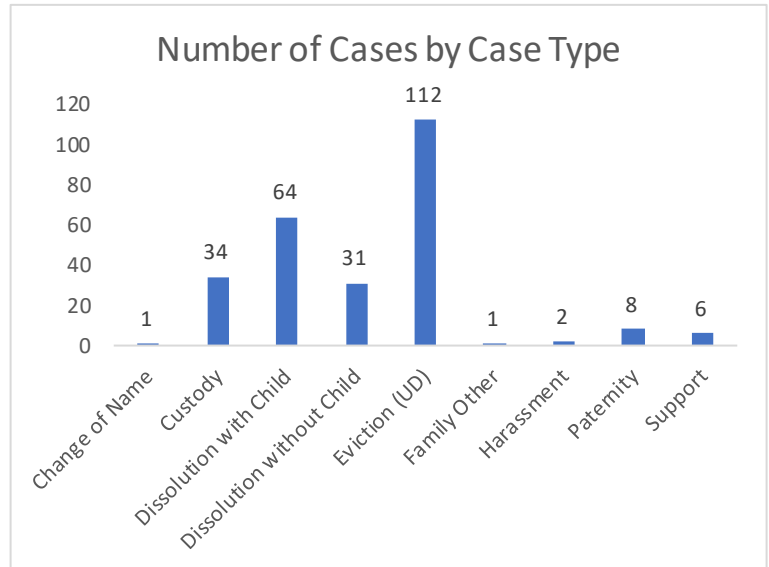
District/County	N of Cases
District 1	15
Carver County	3
Dakota County	7
Goodhue County	2
LeSueur County	1
McLeod County	1
Scott County	1
District 2	15
Ramsey County	15
District 3	166
Dodge County	4
Fillmore County	8
Freeborn County	8
Houston County	1
Mower County	5
Olmsted County	95
Rice County	5
Steele County	14
Wabasha County	3
Waseca County	9
Winona County	14
District 4	12
Hennepin County	12
District 5	7
Blue Earth County	3
Faribault County	2
Lyon County	1
Nicollet County	1
District 6	20
Carlton County	1
St. Louis County	19
District 7	4
Mille Lacs County	1
Otter Tail County	1
Stearns County	1
Todd County	1
District 8	1
Renville County	1
District 9	10
Beltrami County	1
Cass County	1
Crow Wing County	3
Itasca County	2
Marshall County	1
Polk County	2
District 10	9
Anoka County	3
Isanti County	1
Pine County	3
Sherburne County	2
Grand Total	259



Number of Cases by Case Type

Case Type	N of Cases
Change of Name	1
Custody	34
Dissolution with Child	64
Dissolution without Child	31
Eviction (UD)	112
Family Other	1
Harassment*	2
Paternity	8
Support	6
Grand Total	259

*Expanded practice area effective on October 14, 2022



Number of Cases by Case Status

Case Status	N of Cases
Closed	221
Open	28
Reopened	10
Grand Total	259

Number of Cases by Security Status

Security	N of Cases
Non-Public	89
Public	170
Total	259

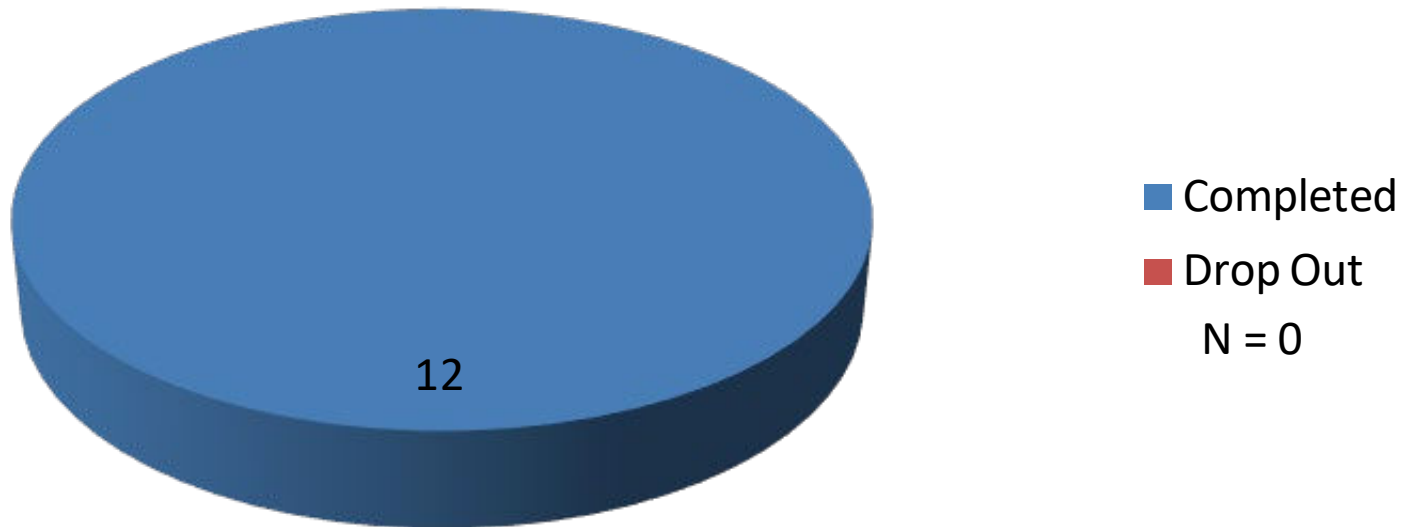


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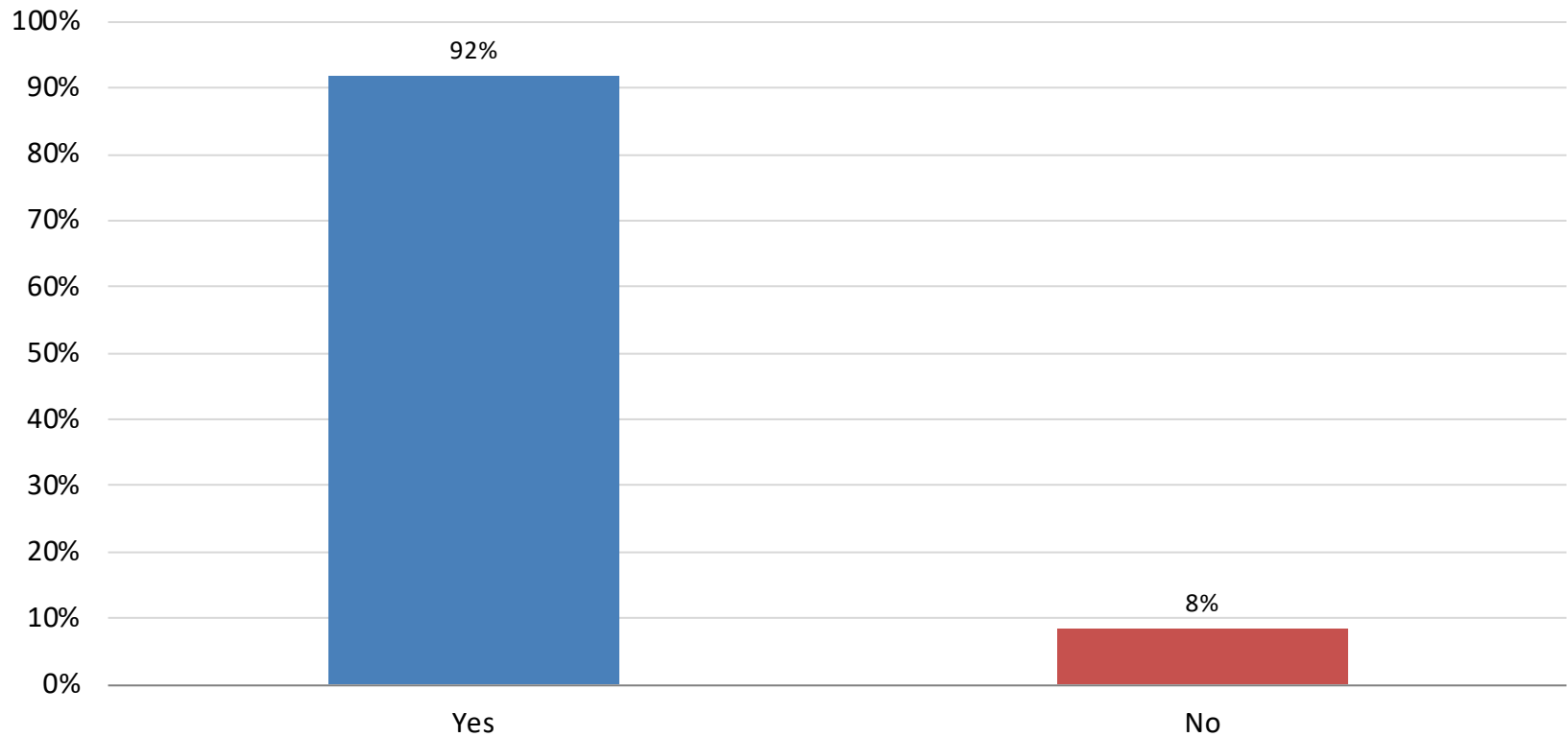
**Legal Paraprofessional Pilot Project:
Paraprofessional Survey
Fall 2023**

Survey Overview

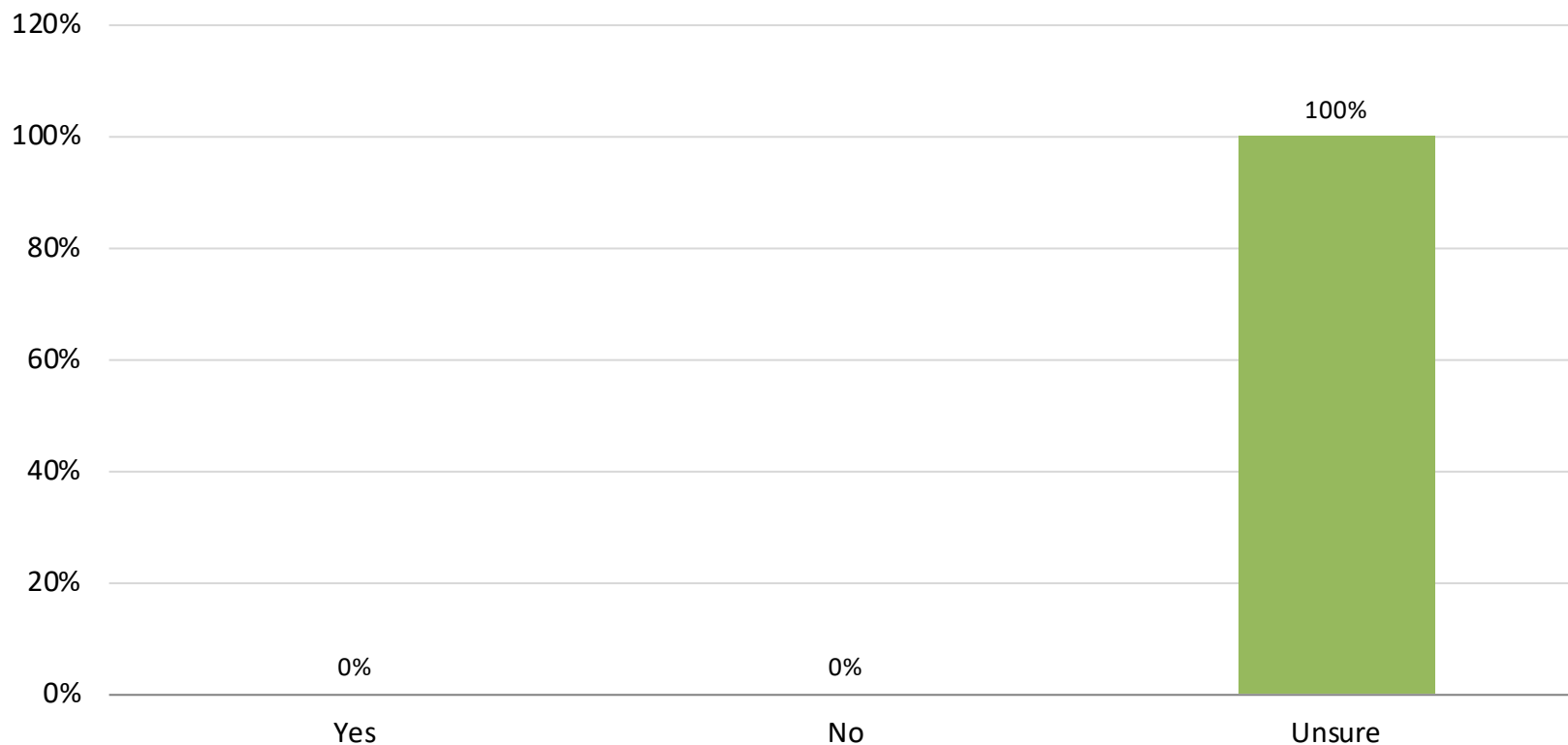
Completion / Dropout



Are you actively participating in the Legal Paraprofessional Pilot Project?



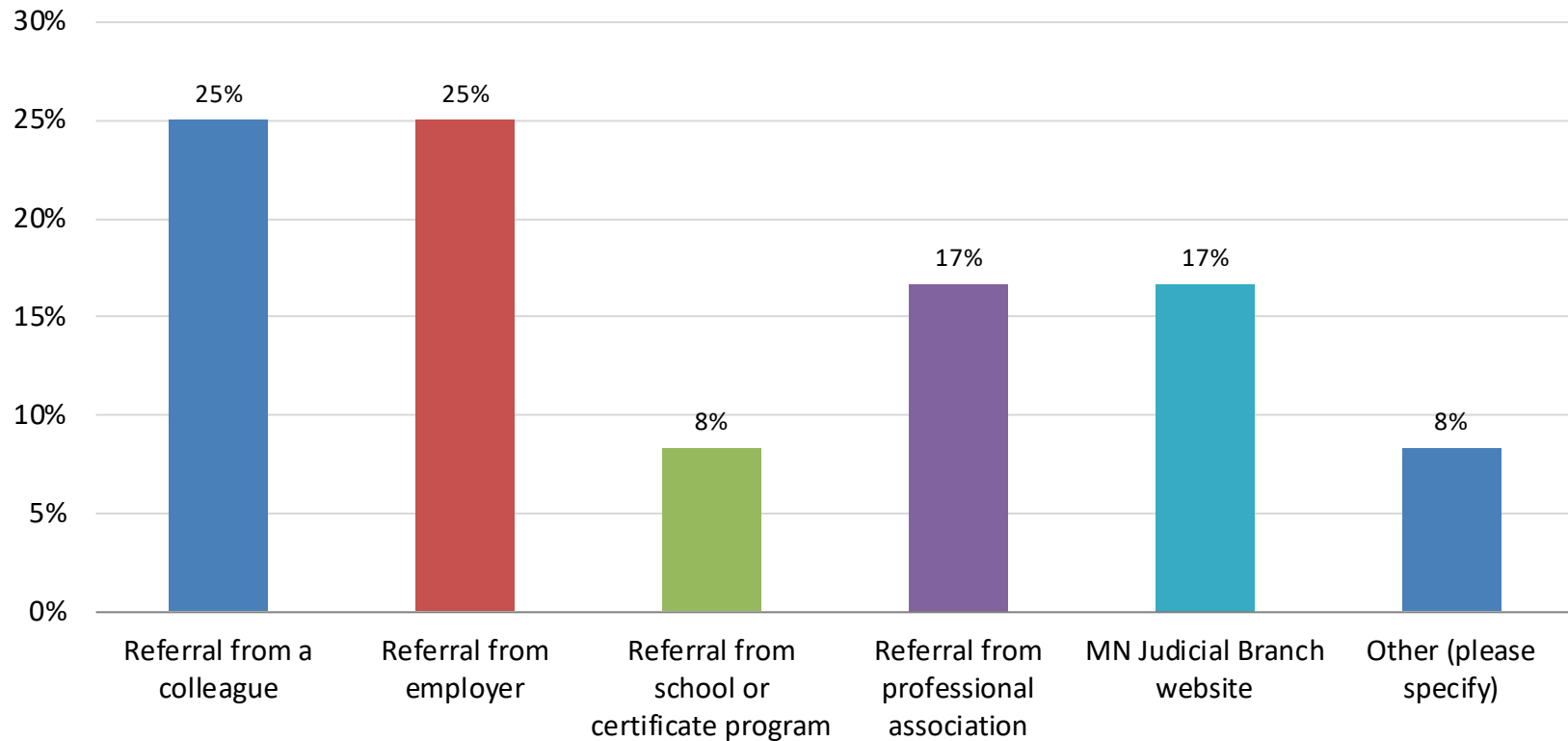
Do you plan to resume active participation in the pilot at a later date?



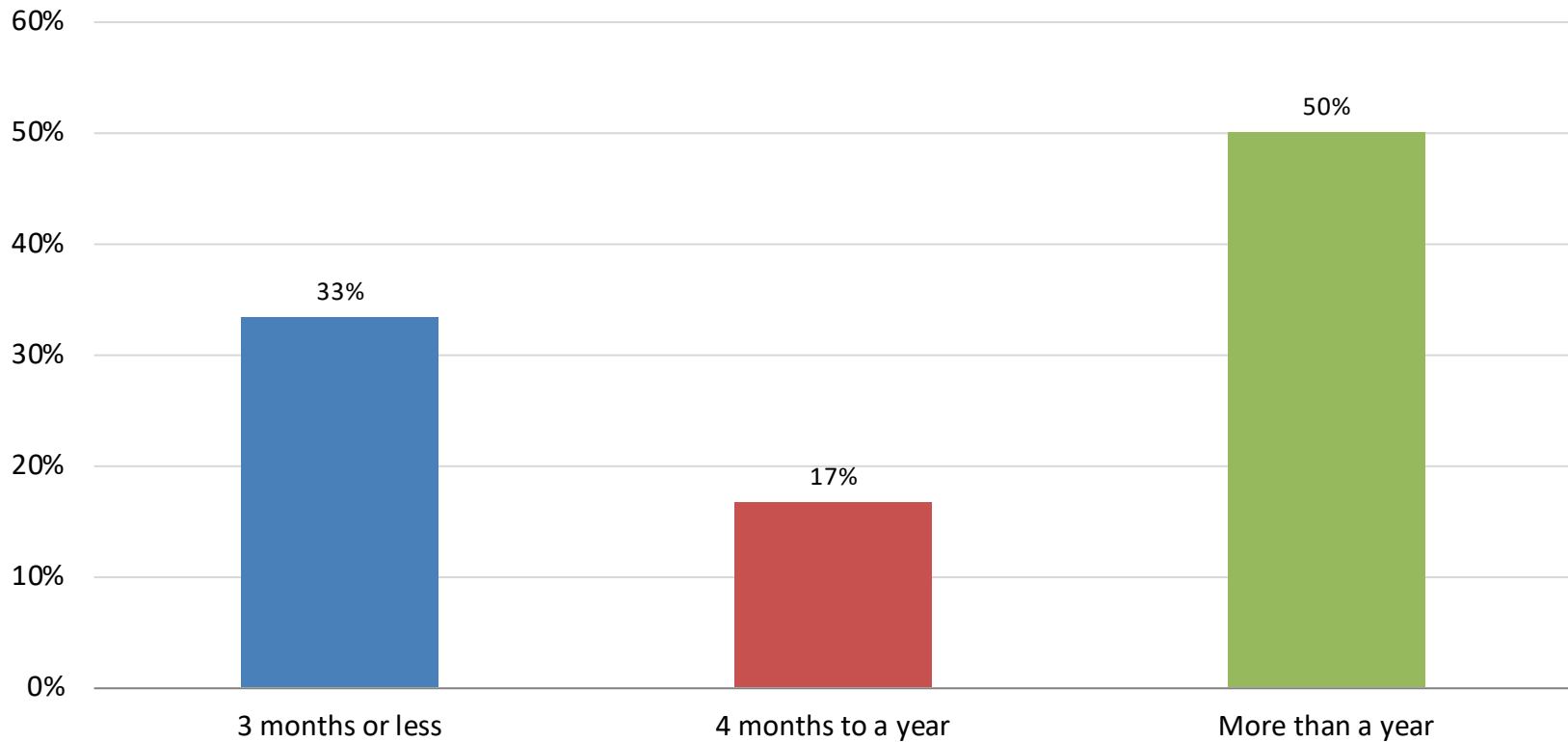
How many clients are you currently assisting through the Legal Paraprofessional Pilot Project?

# of clients	# of Responses
0	1
1-2	2
3-5	5
6-10	1
11-20	0
21+	2

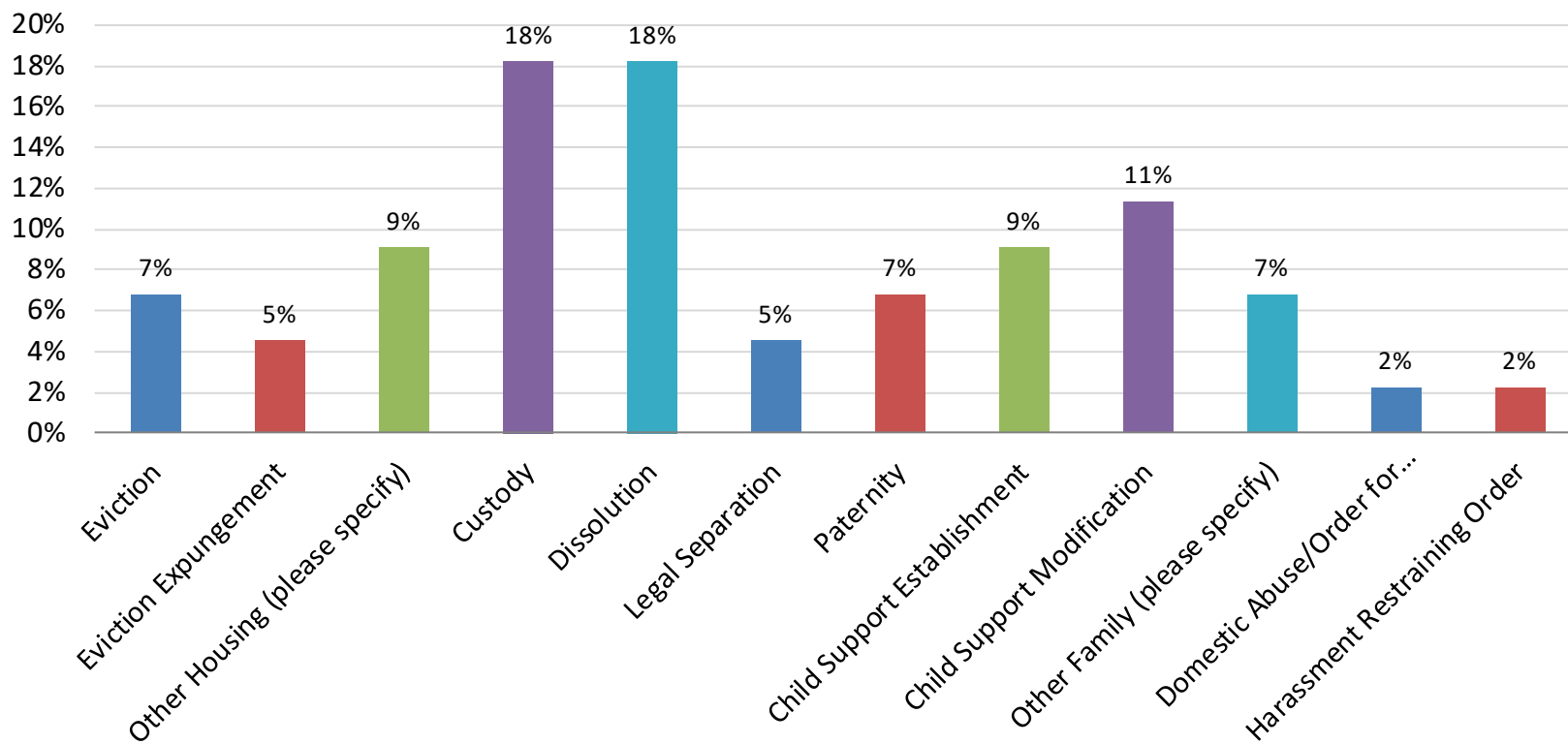
How did you learn about the Legal Paraprofessional Pilot Project?



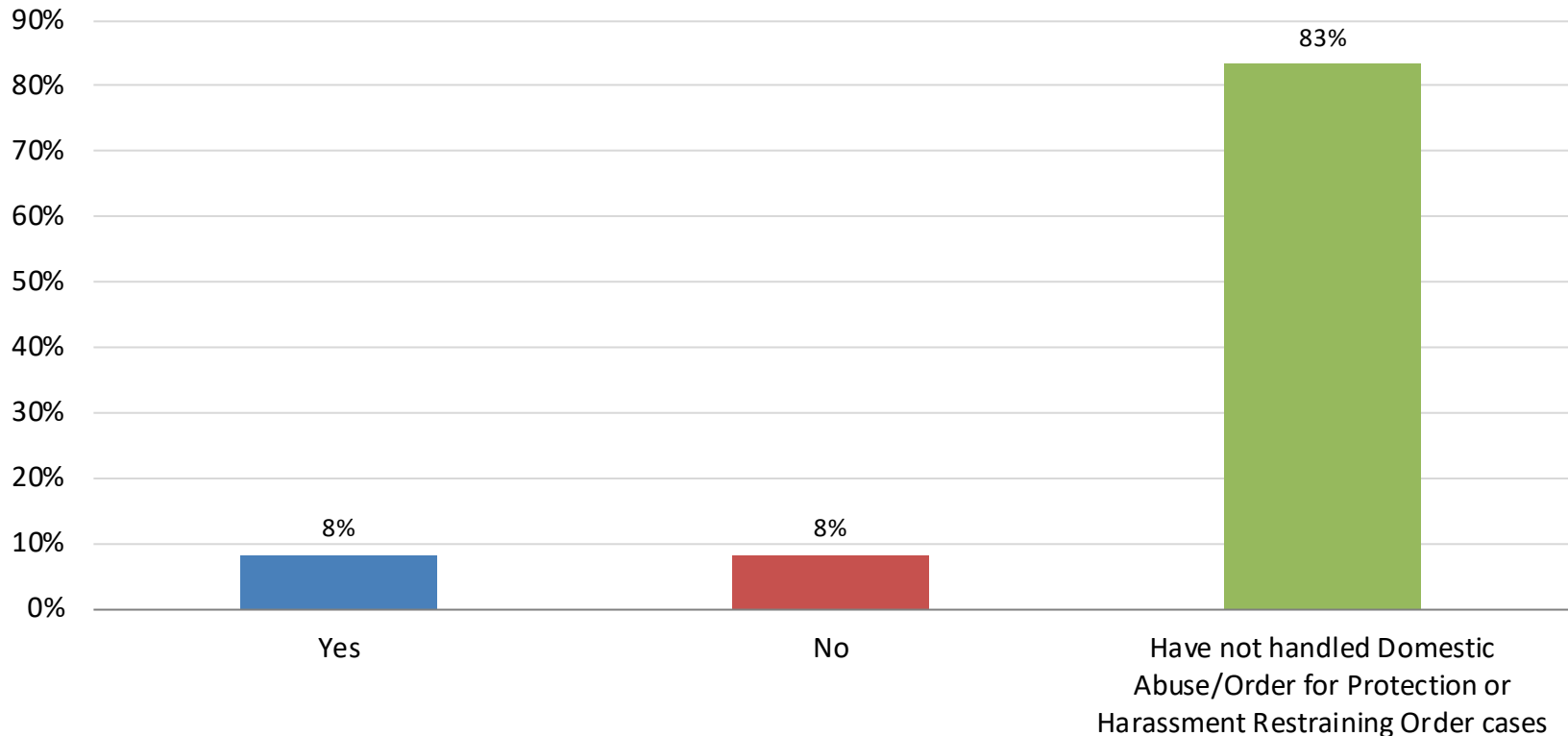
How long have you participated in the Legal Paraprofessional Pilot Project?



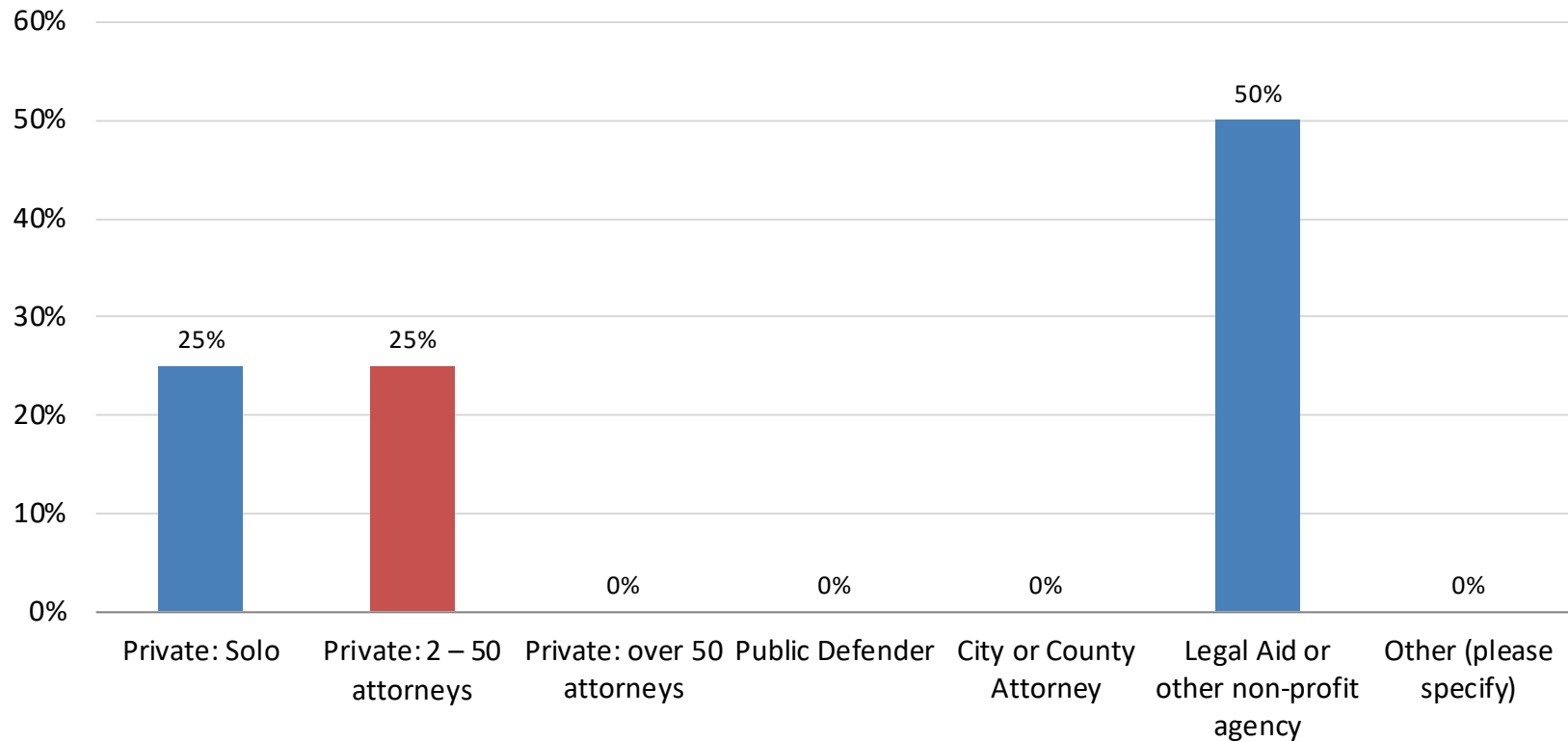
For what type(s) of case have you participated in the Legal Paraprofessional Pilot Project? (Check all that apply.)



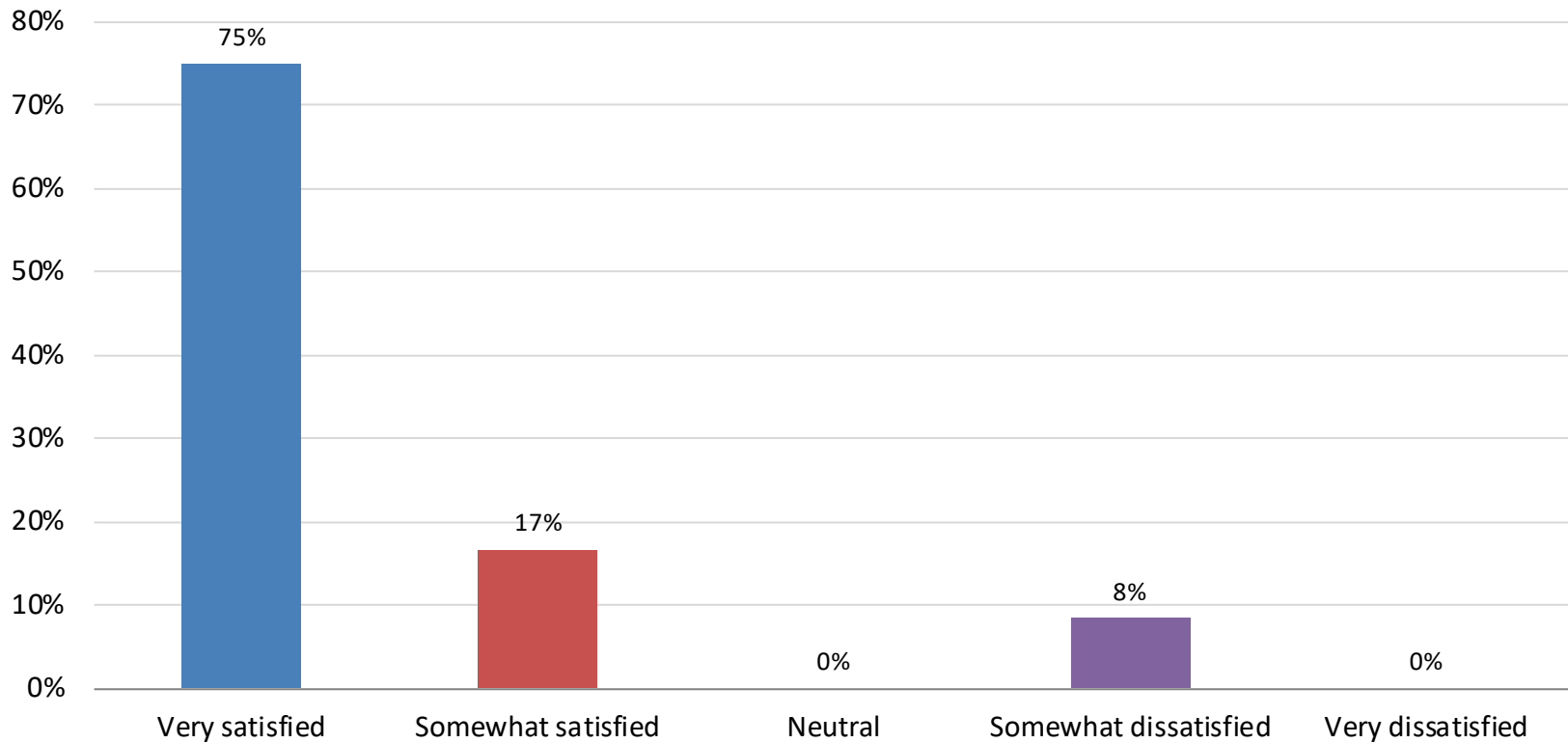
If you've handled Domestic Abuse/Order for Protection or Harassment Restraining Order cases, did the pilot's domestic violence training requirements adequately prepare you to handle these cases?



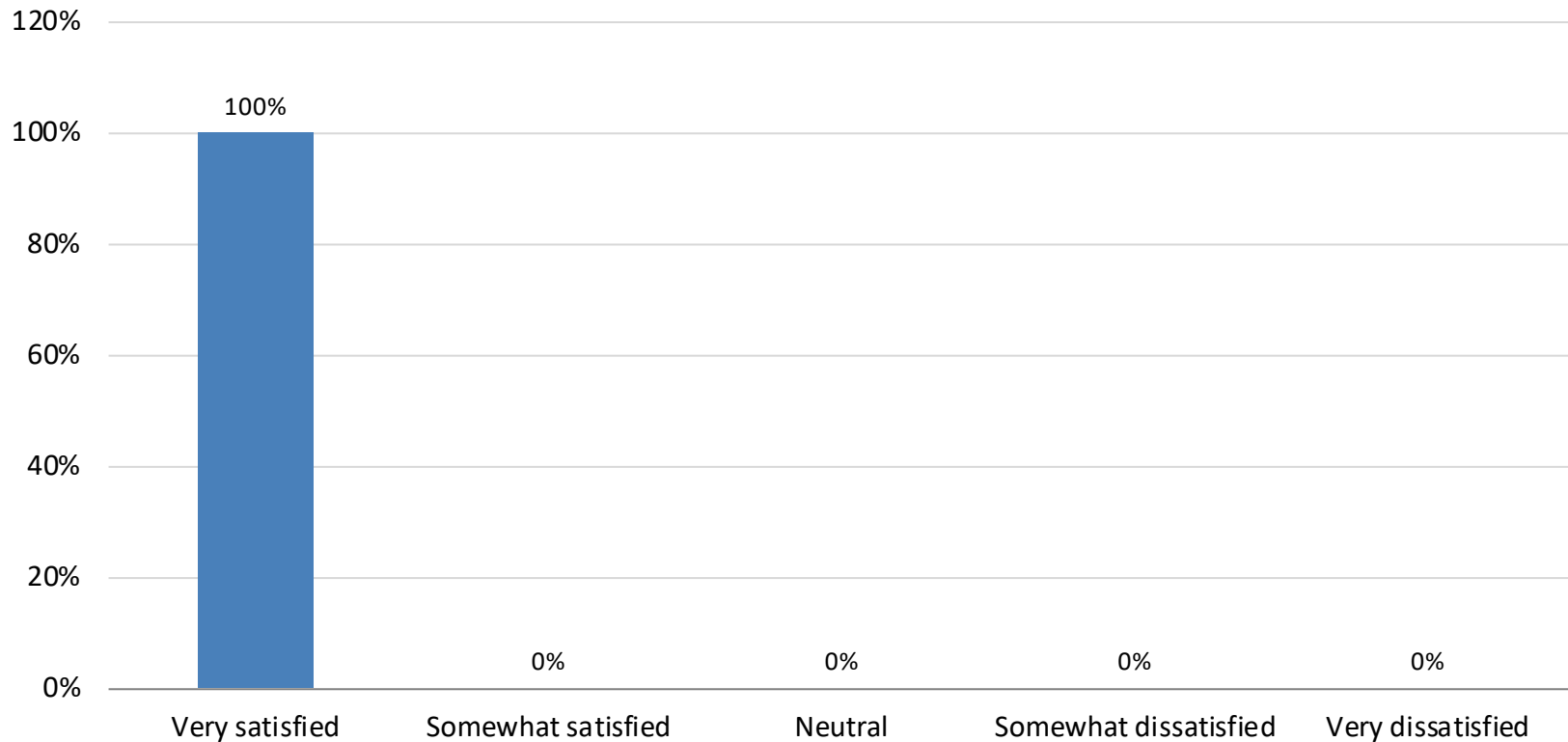
Where have you spent most of your time working as a paraprofessional?



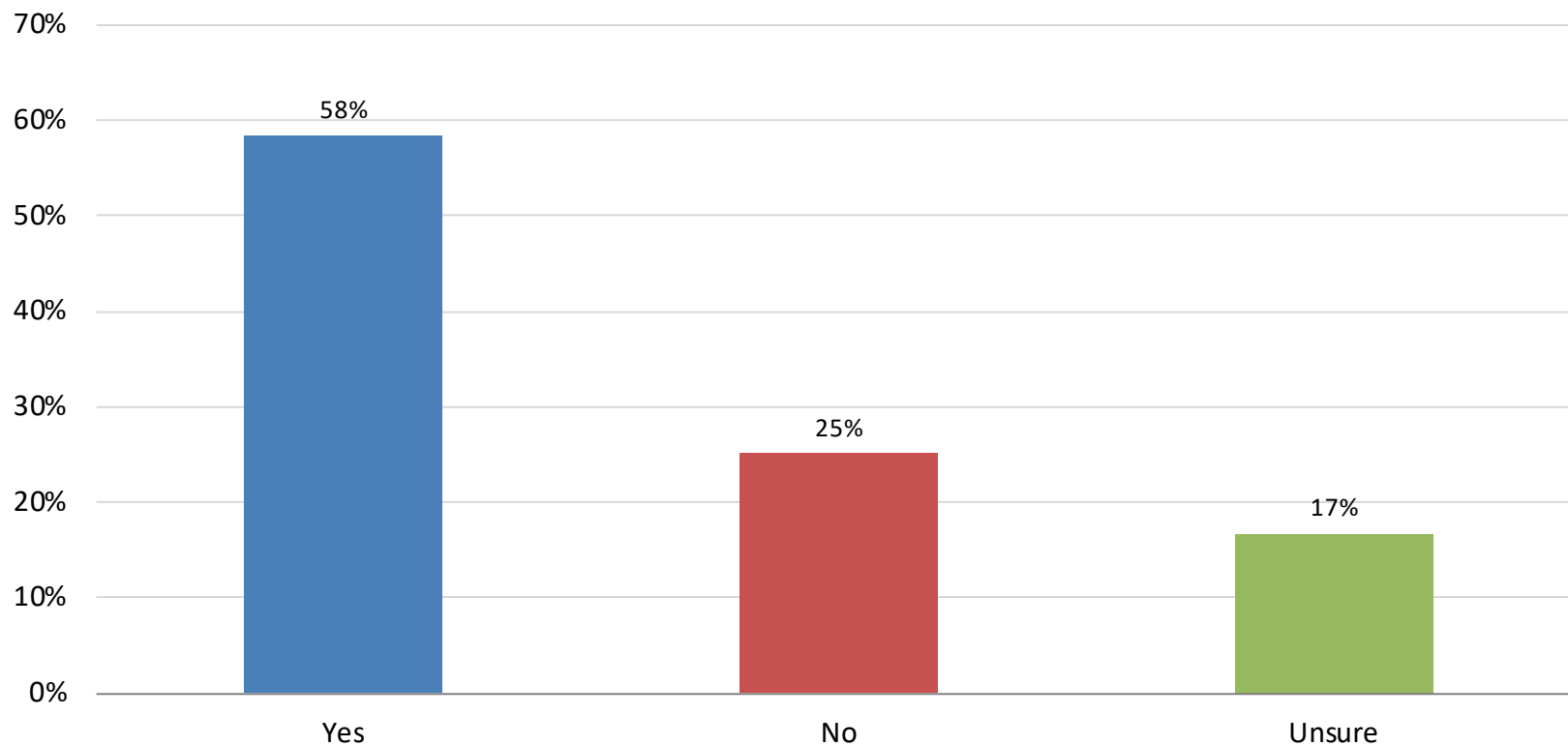
Please rate your satisfaction with the Legal Paraprofessional Pilot Project application process.



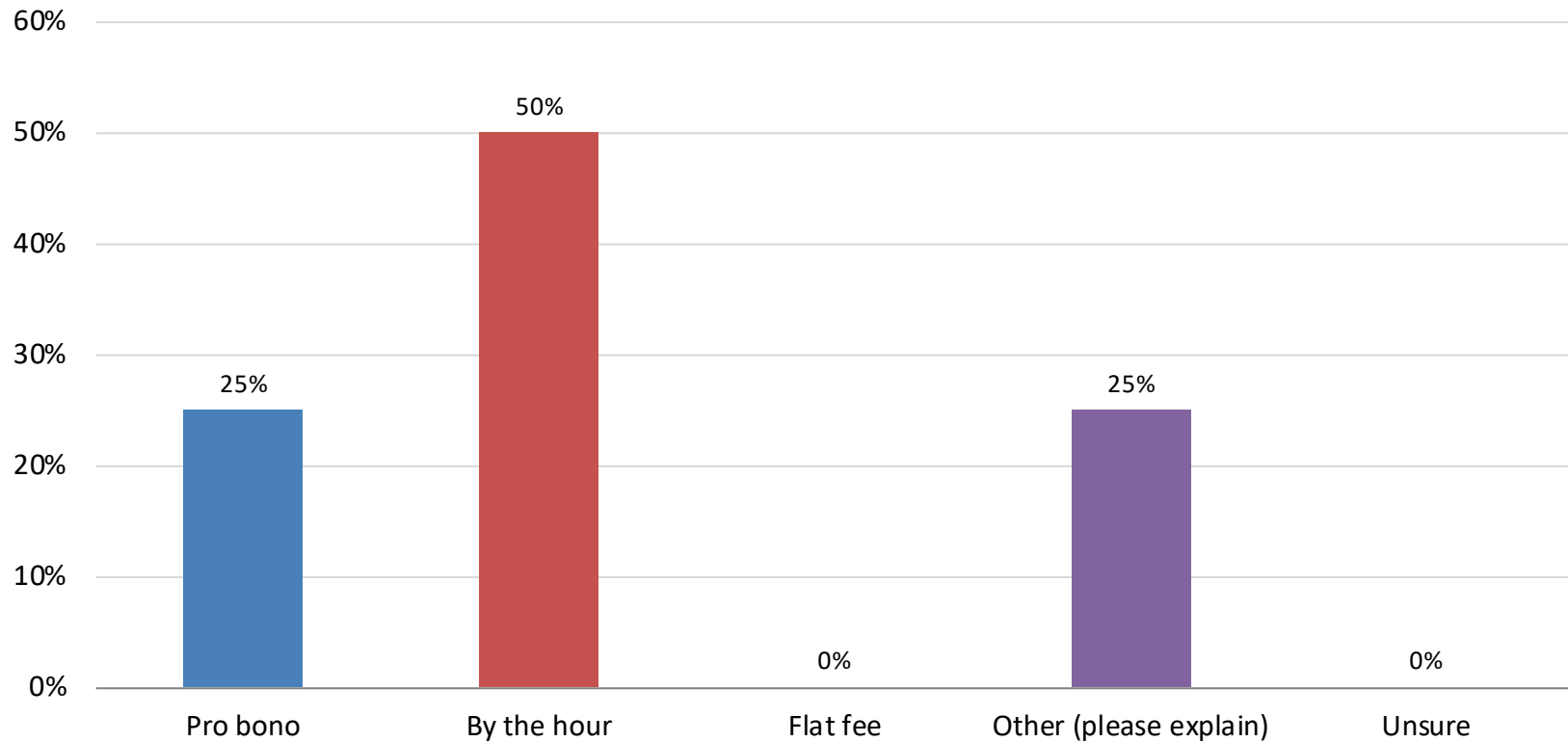
Please rate your satisfaction with the supervision provided by your Legal Paraprofessional Pilot Project supervising attorney.



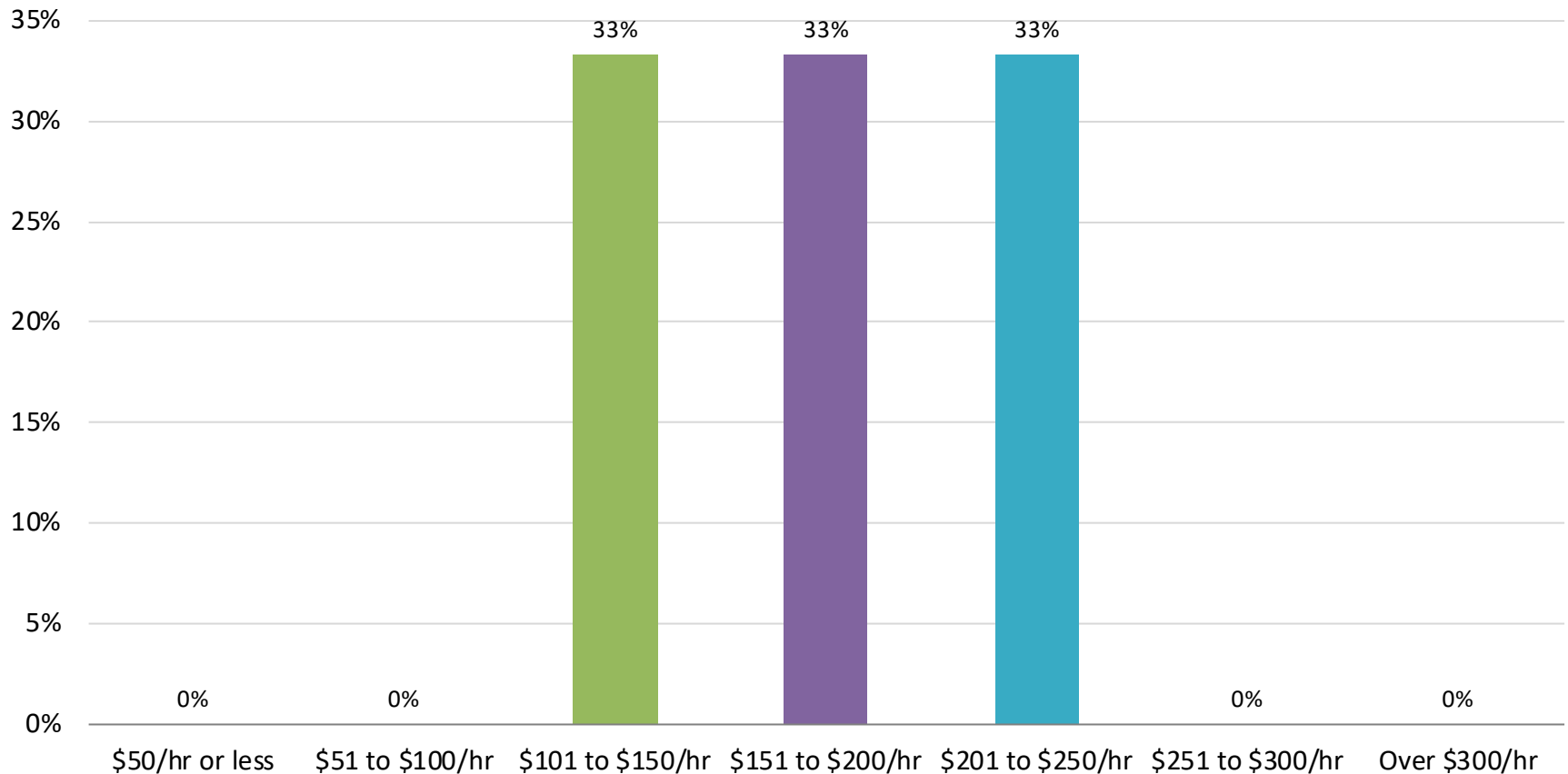
Have you represented any clients in court who you believe would otherwise have been self-represented?



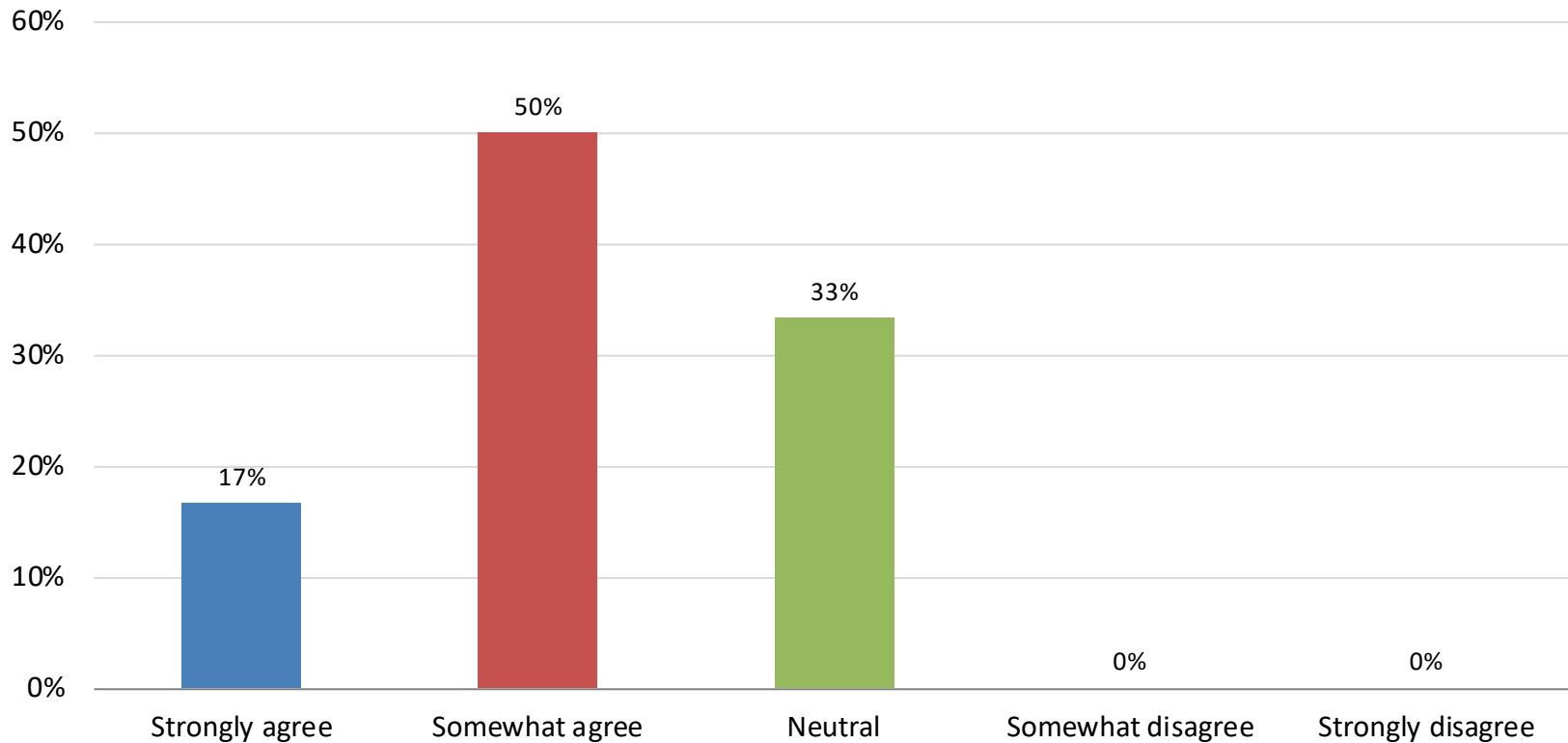
How do you charge for services under the Legal Paraprofessional Pilot Project?



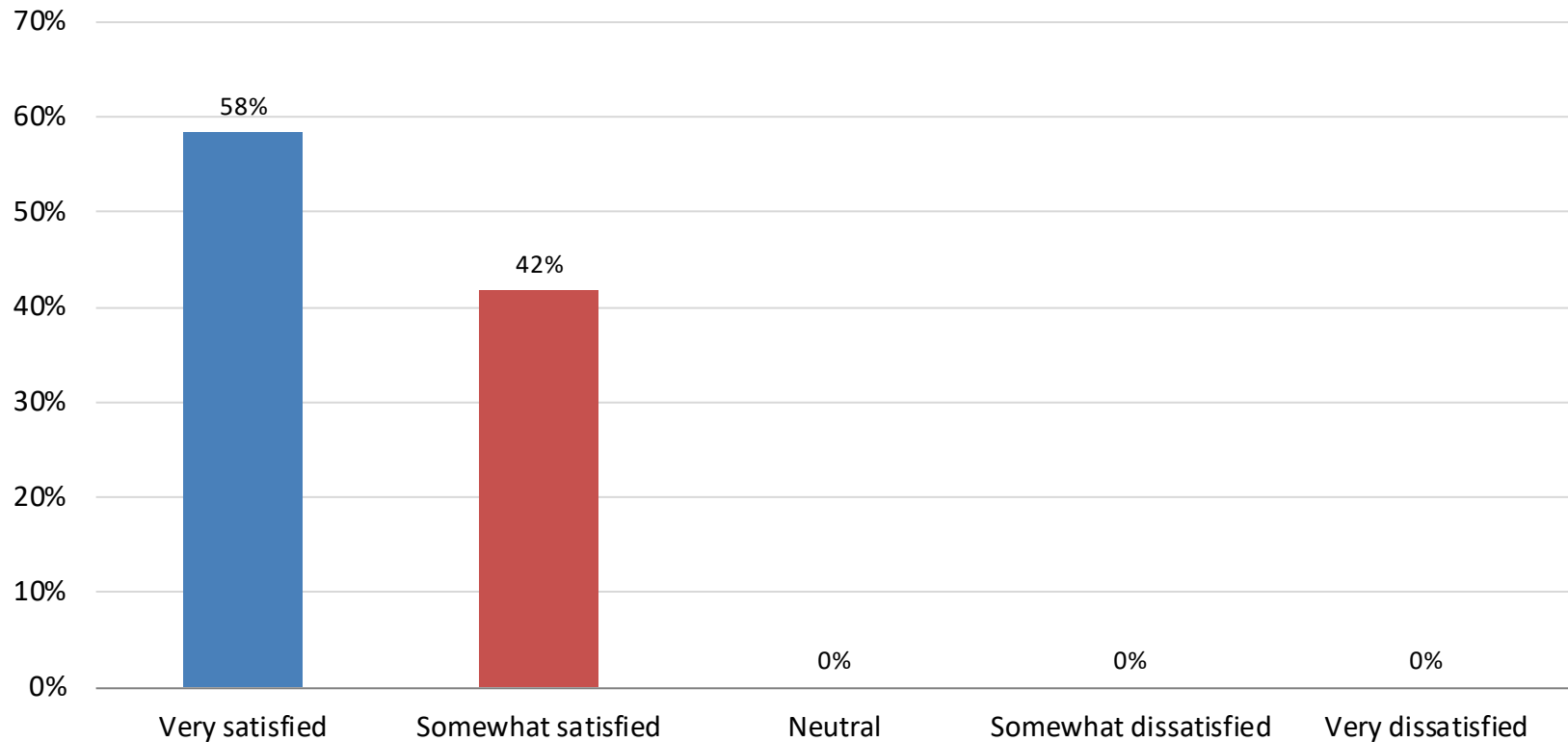
How much do you charge per hour, on average, for your services under the Legal Paraprofessional Pilot Project?



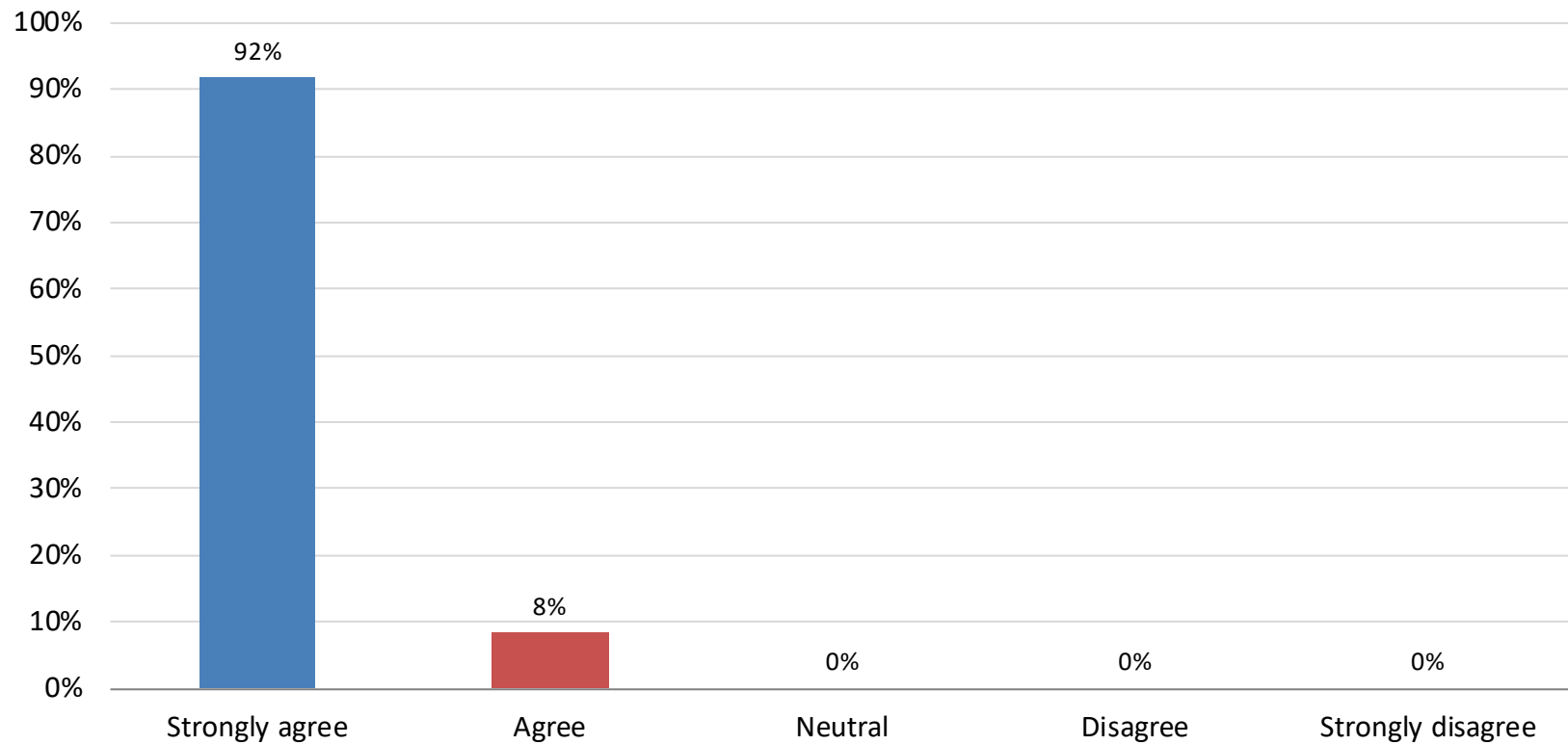
Please rate your level of agreement with the following statement: My expanded role through the Legal Paraprofessional Pilot Project allows me to have a financially sustainable practice.



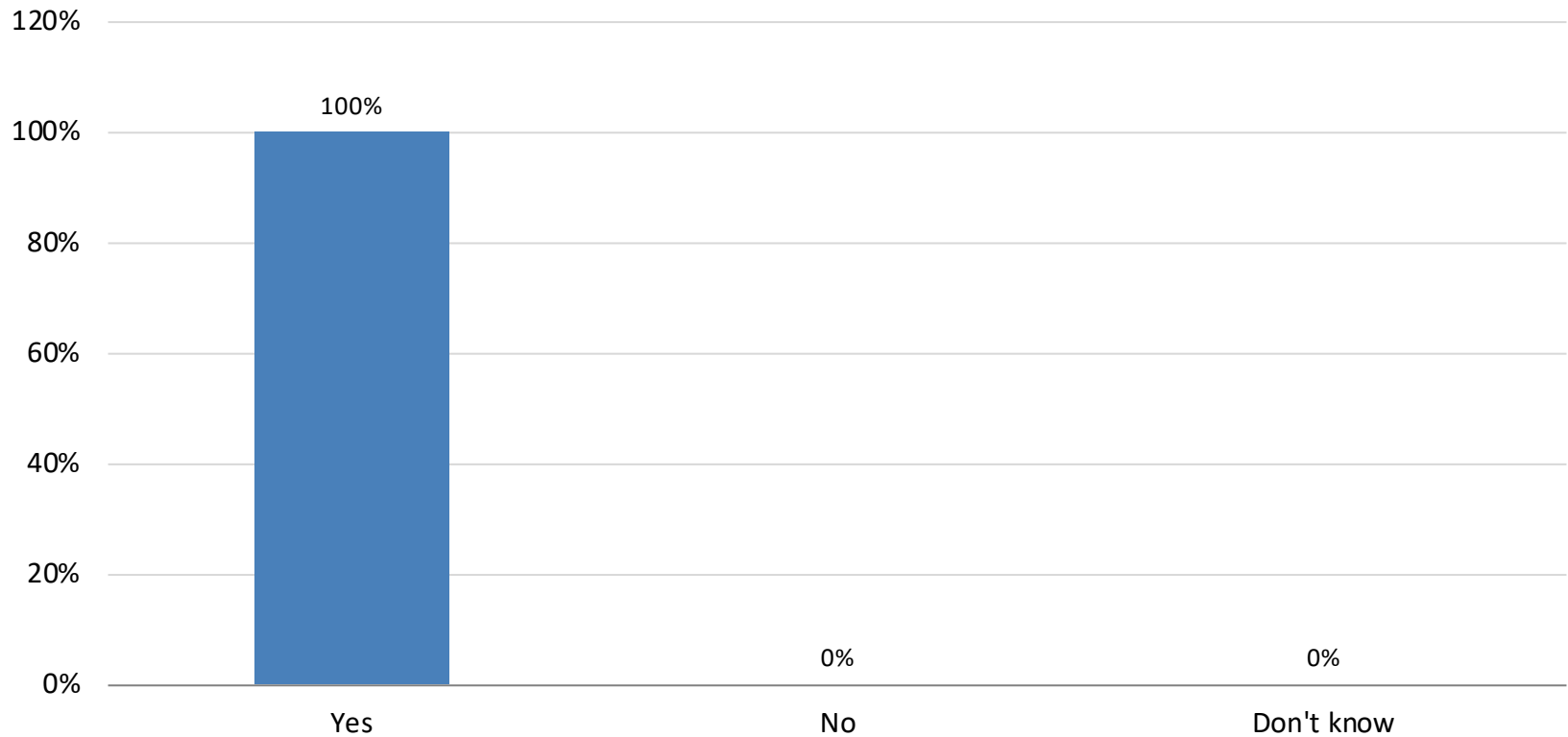
Please rate your overall satisfaction with the Legal Paraprofessional Pilot Project.



I support making the pilot permanent.



If the pilot becomes permanent, do you plan to continue to be involved in your role?



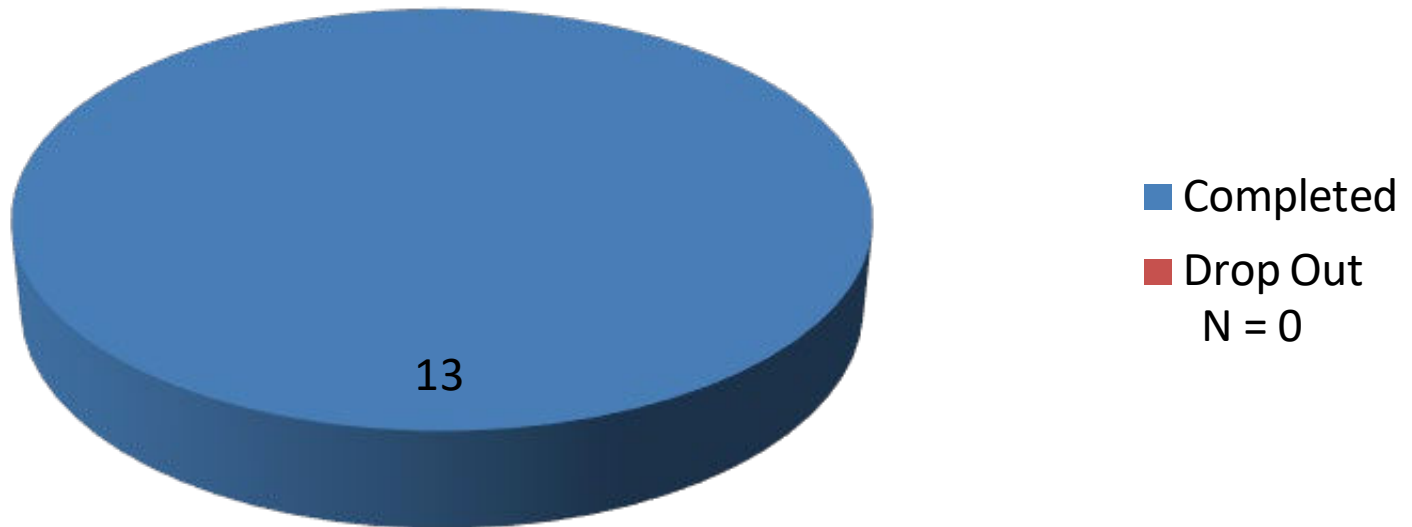


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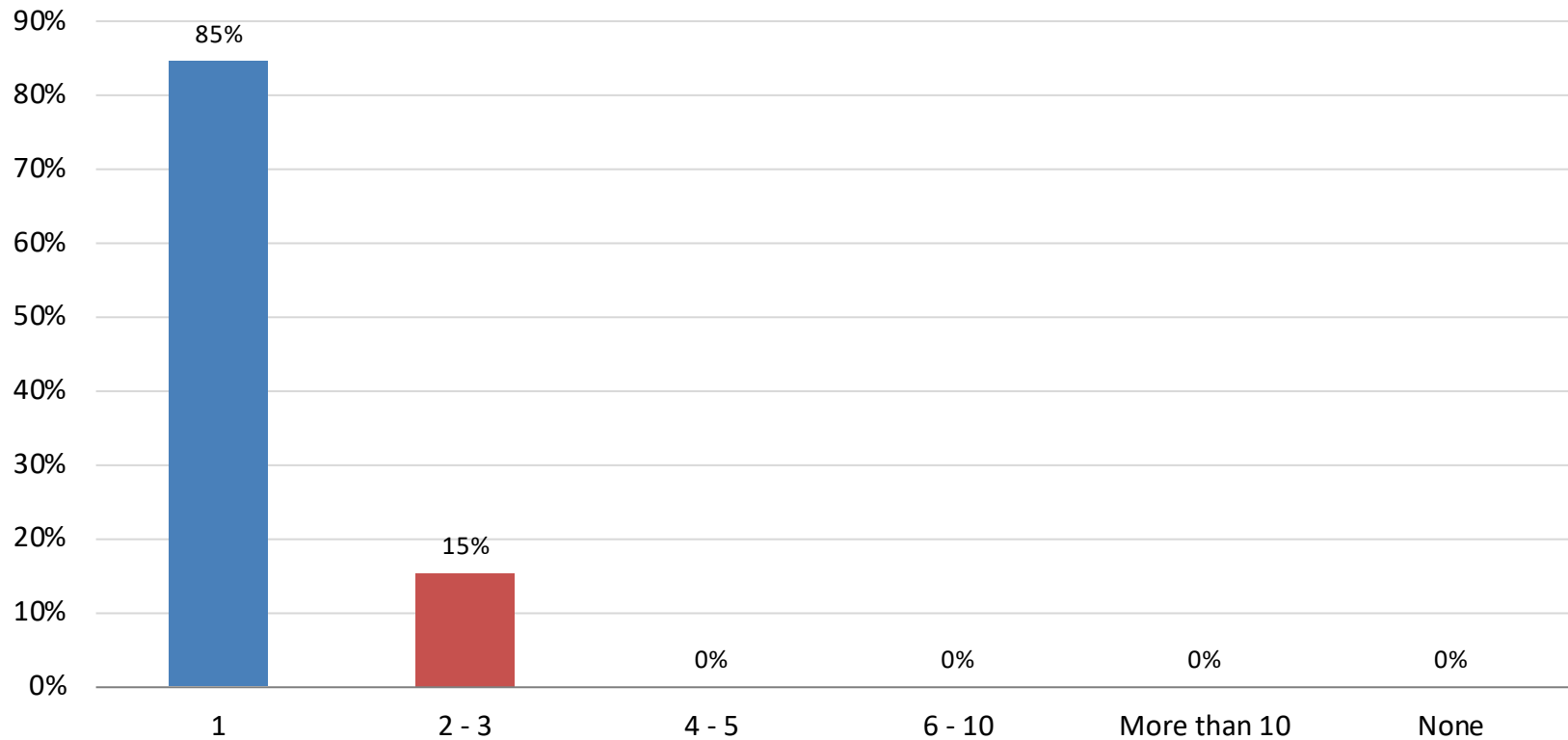
**Legal Paraprofessional Pilot Project:
Supervising Attorney Survey
Fall 2023**

Survey Overview

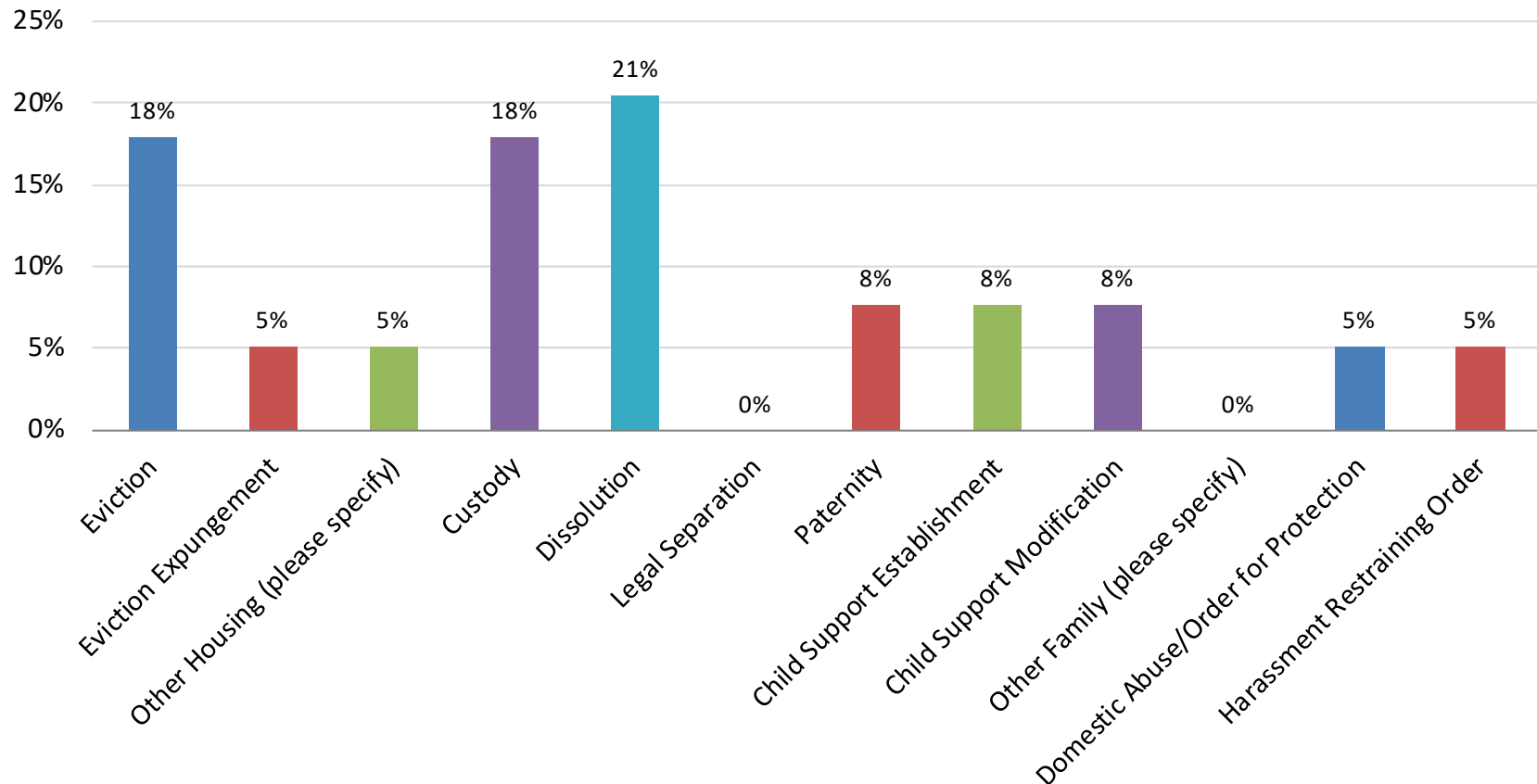
Completion / Dropout



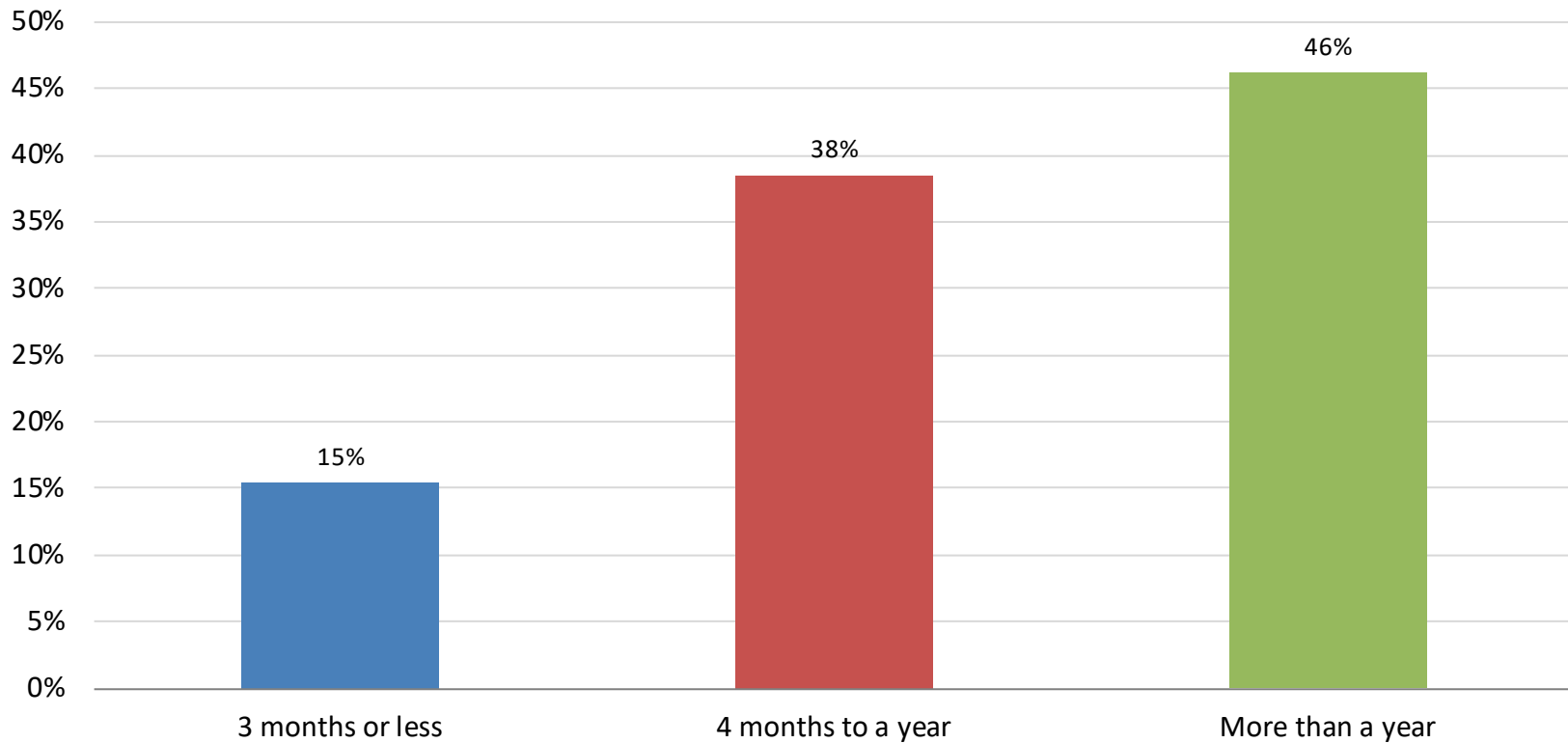
How many paraprofessionals have you supervised through the Legal Paraprofessional Pilot Project?



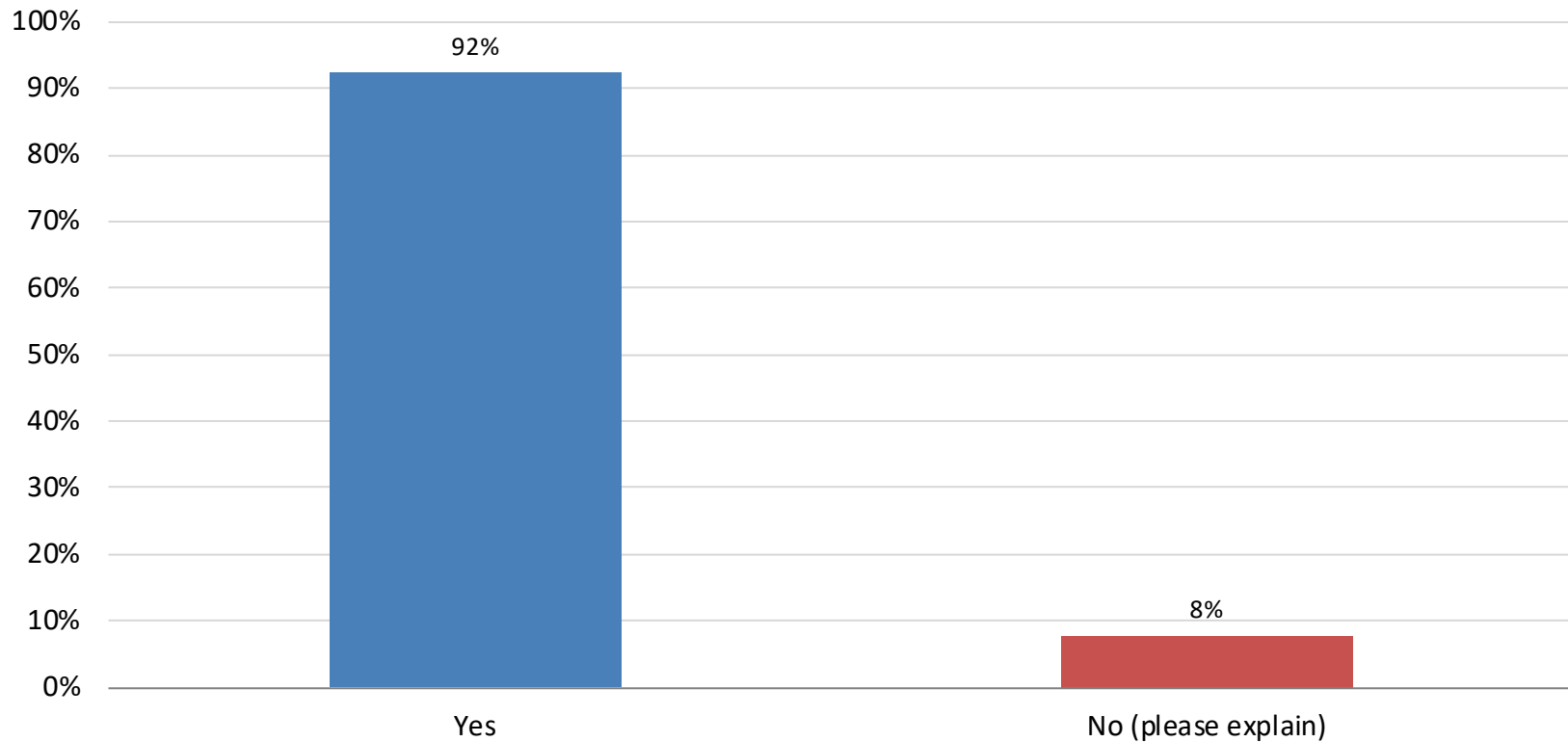
For what type of case have you supervised paraprofessionals through the Legal Paraprofessional Pilot Project? (Check all that apply.)



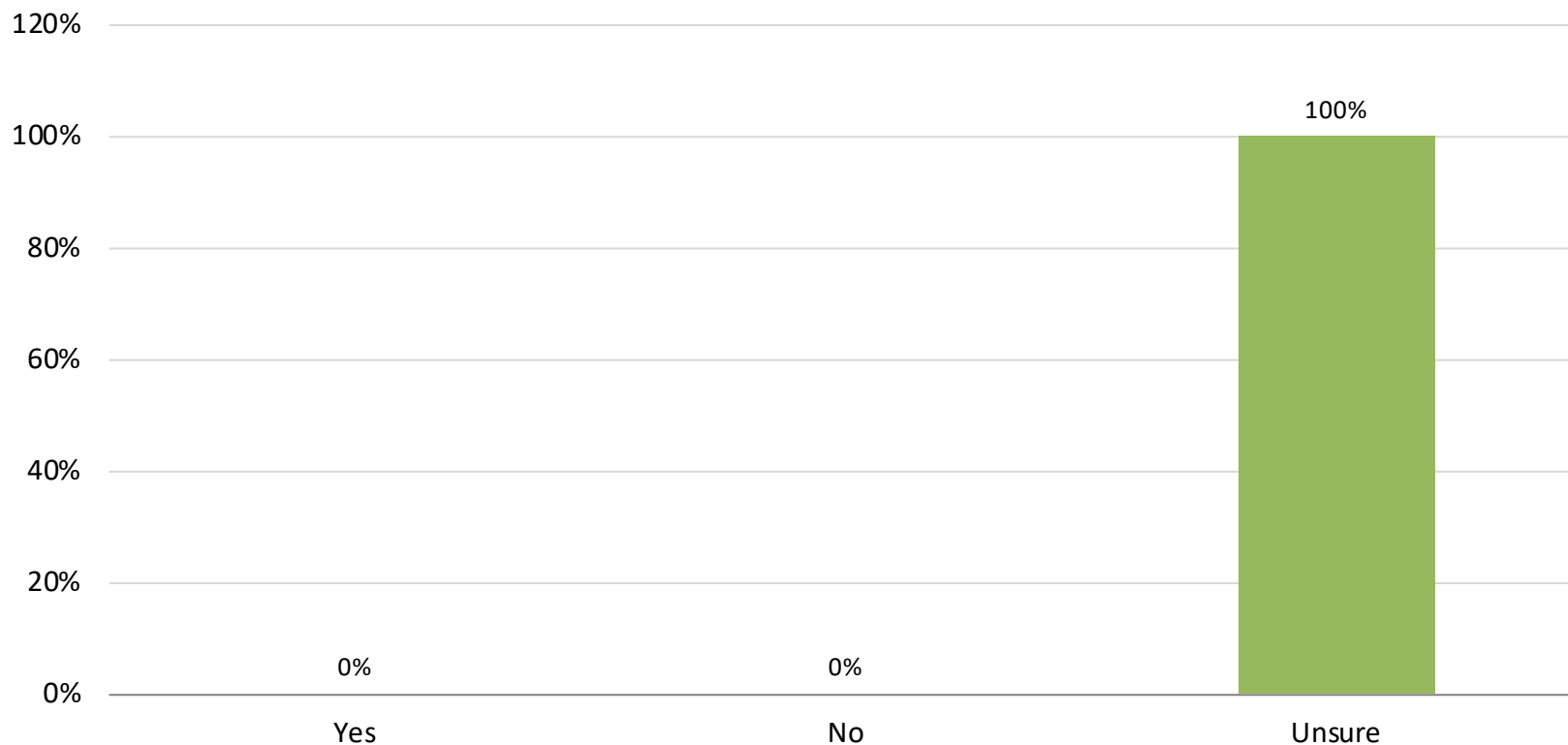
How long have you been participating in the Legal Paraprofessional Pilot Project?



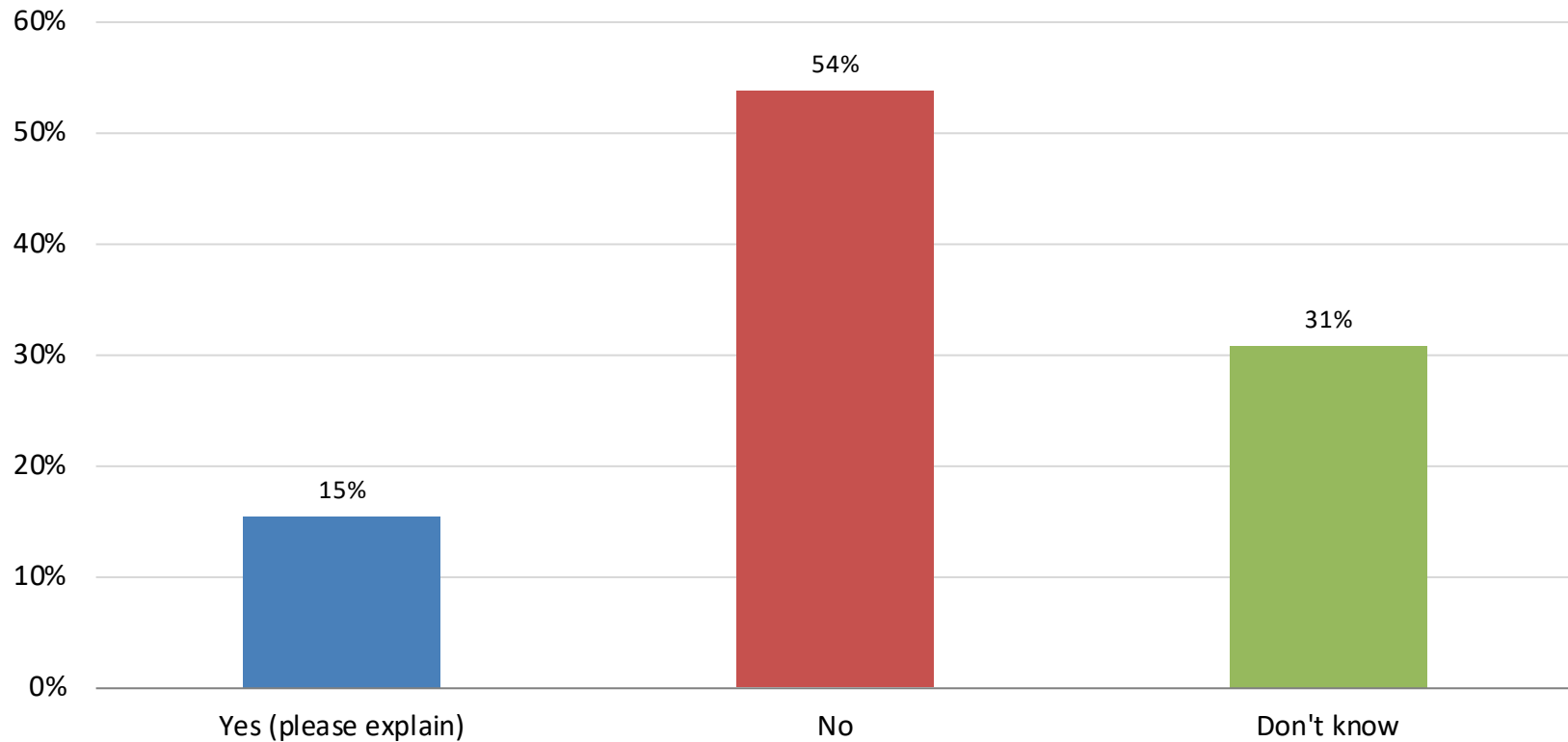
Are you actively participating in the Legal Paraprofessional Pilot Project?



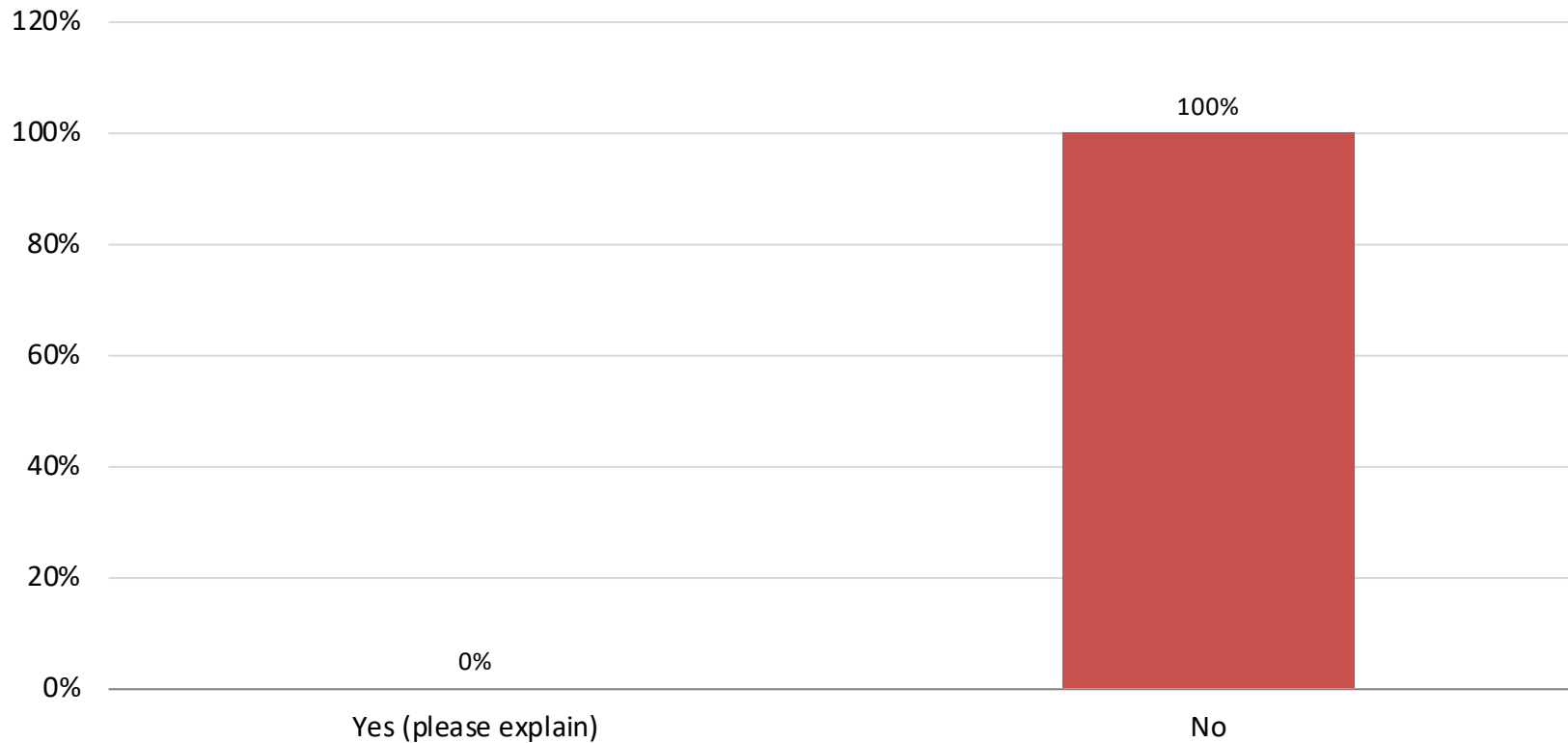
Do you plan to resume active participation in the Legal Paraprofessional Pilot Project at a later date?



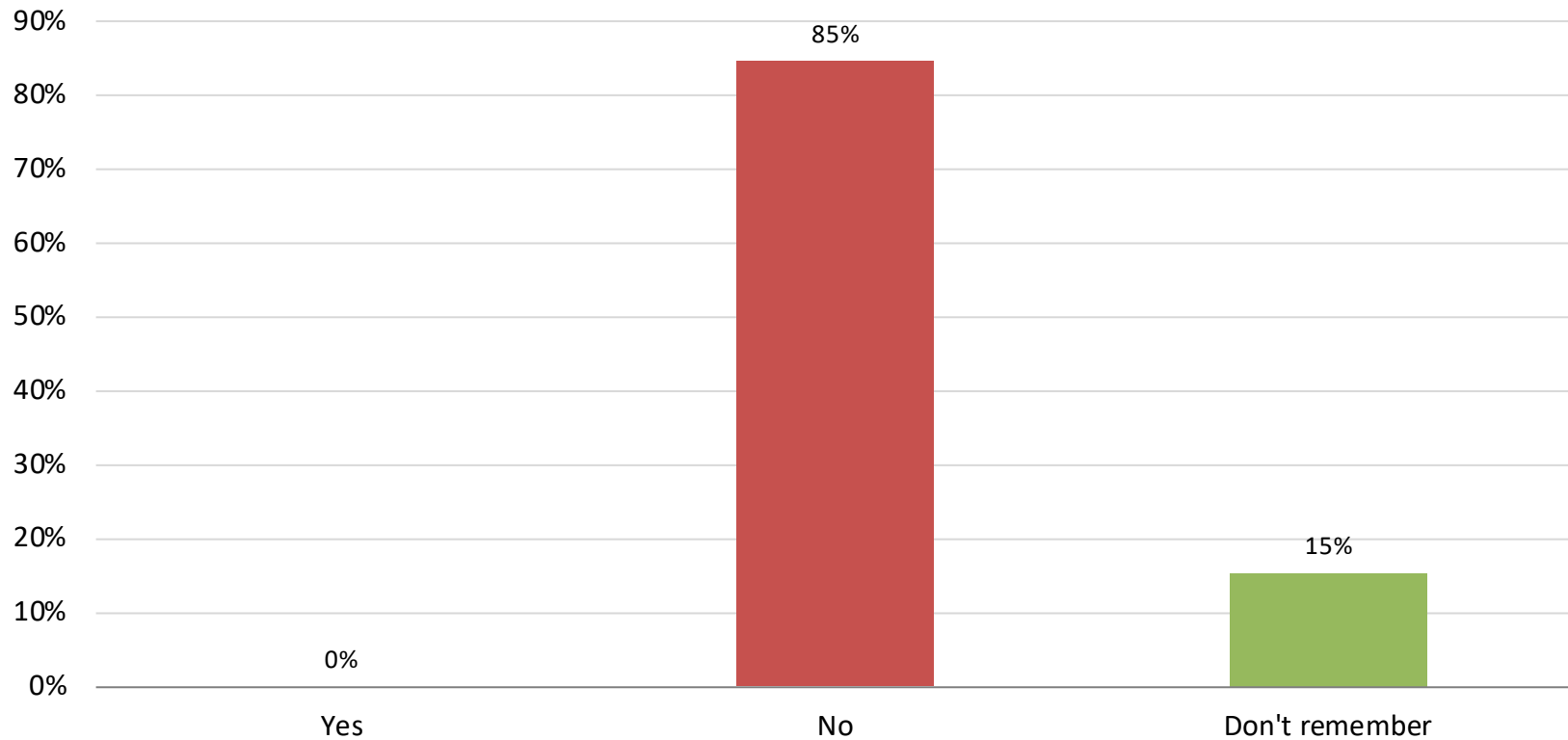
Were you required to modify your legal liability insurance policy to allow for supervising paraprofessionals through the Legal Paraprofessional Pilot Project?



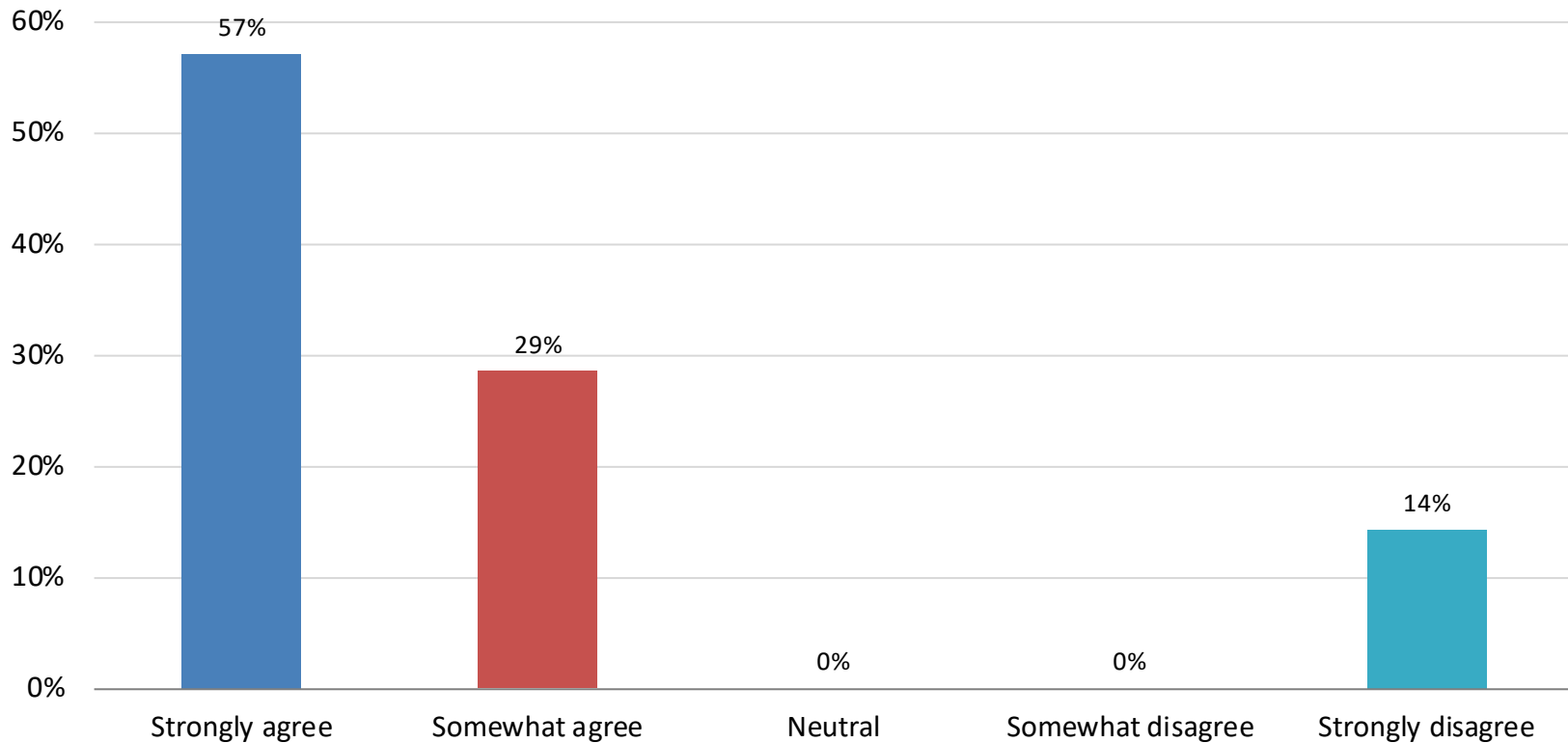
Did the cost of legal liability insurance impact your participation in this project?



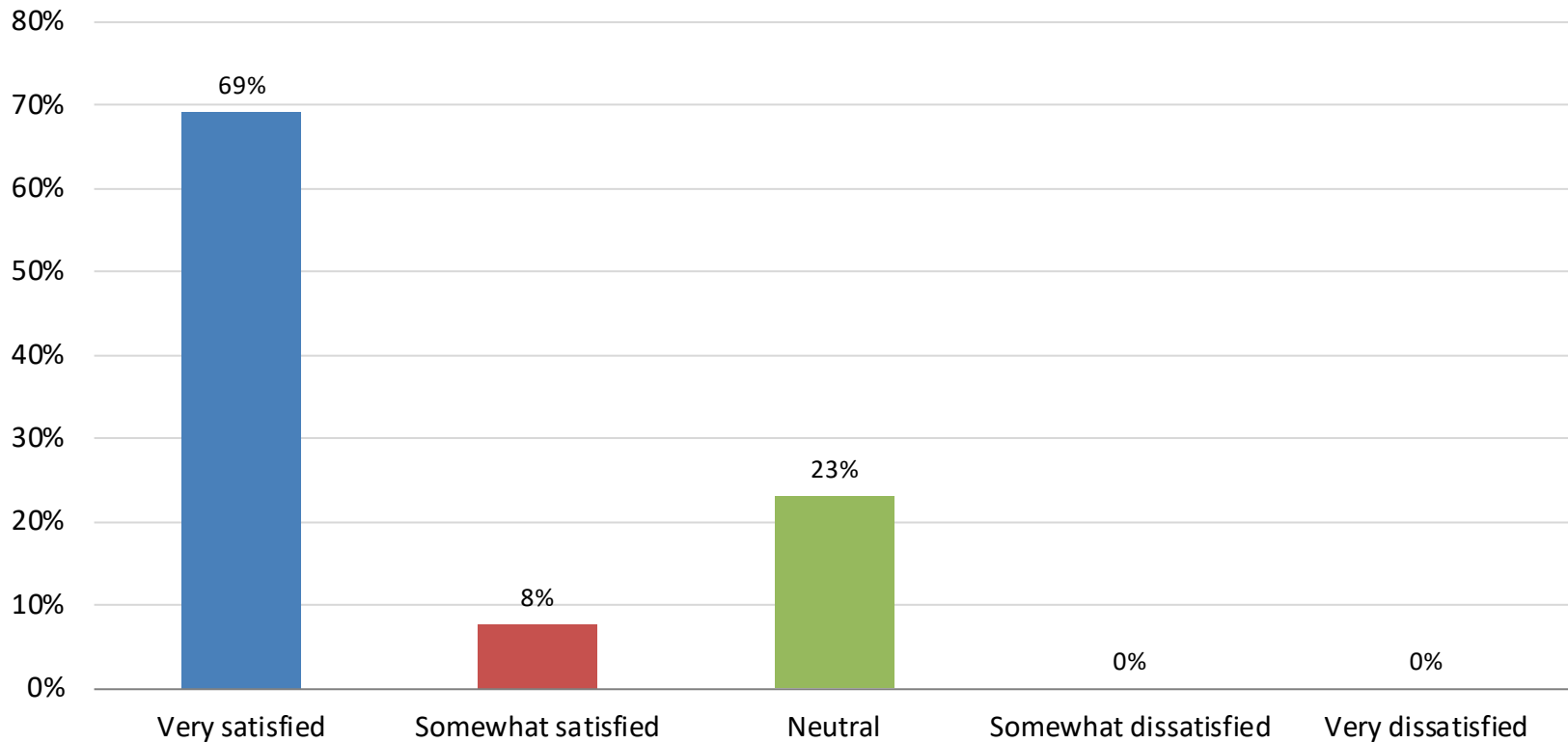
Did anyone decline paraprofessional representation?



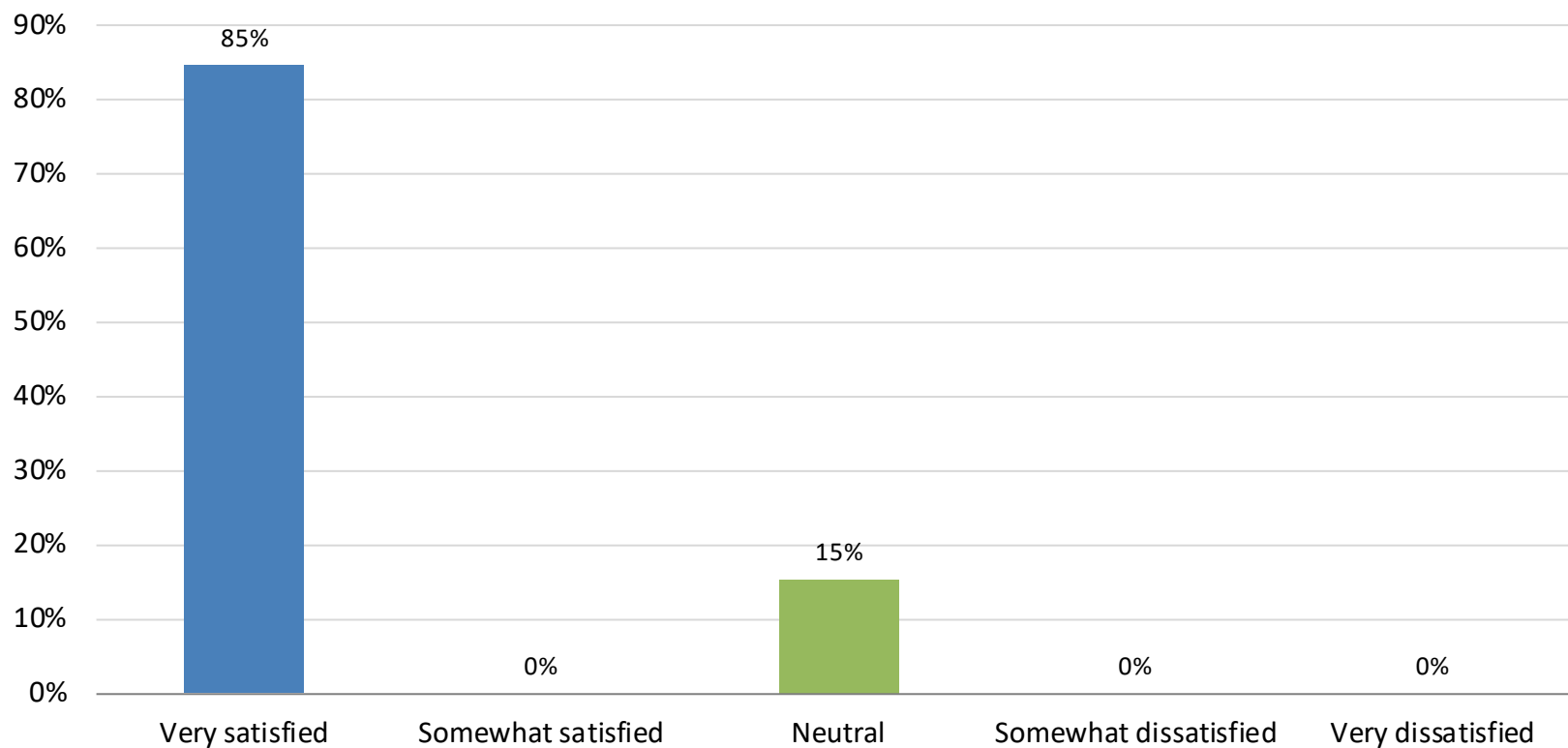
Please rate your level of agreement with the following statement: the expanded paraprofessional role through the Legal Paraprofessional Pilot Project allows me to have a financially sustainable practice.



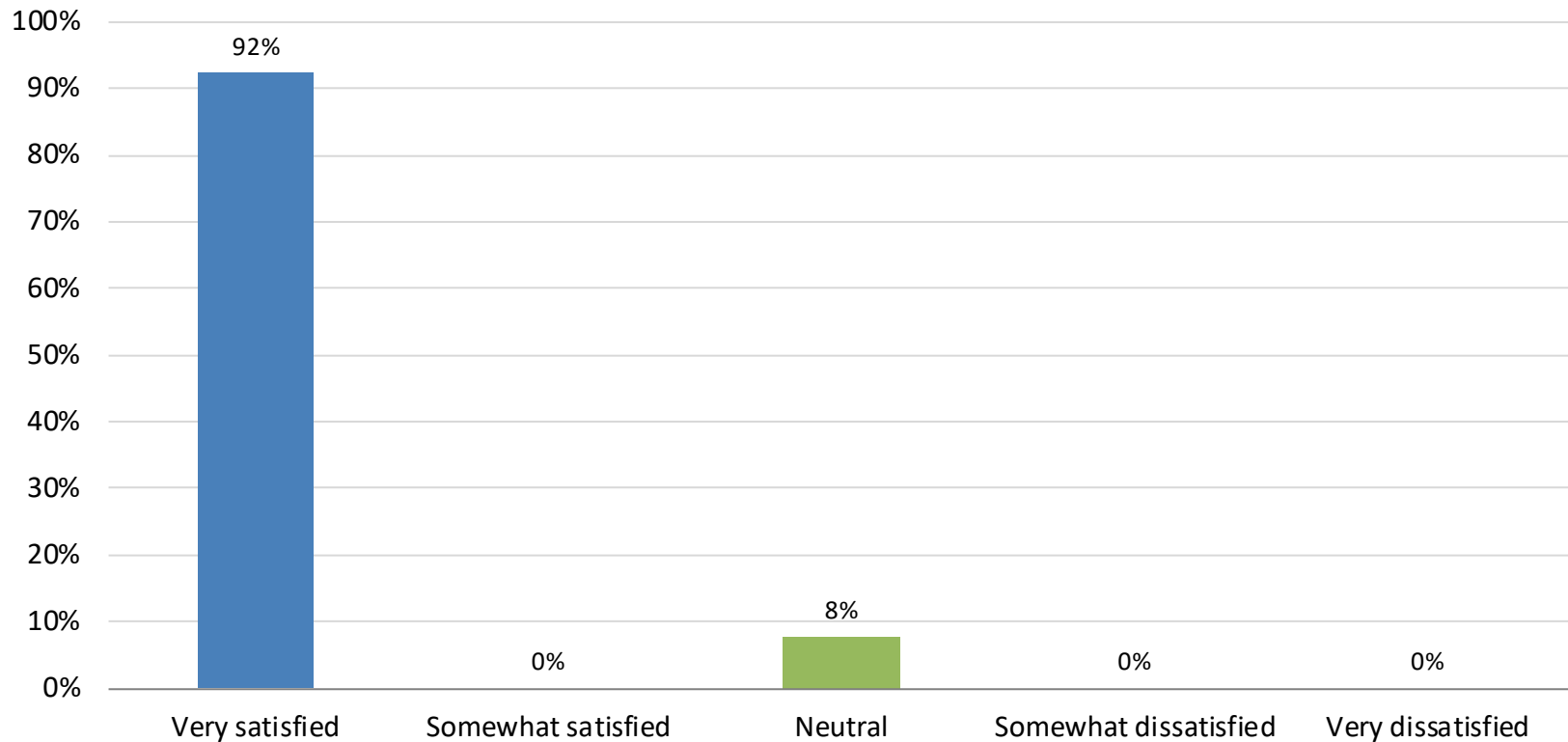
Please rate your satisfaction with the Legal Paraprofessional Pilot Project application process.



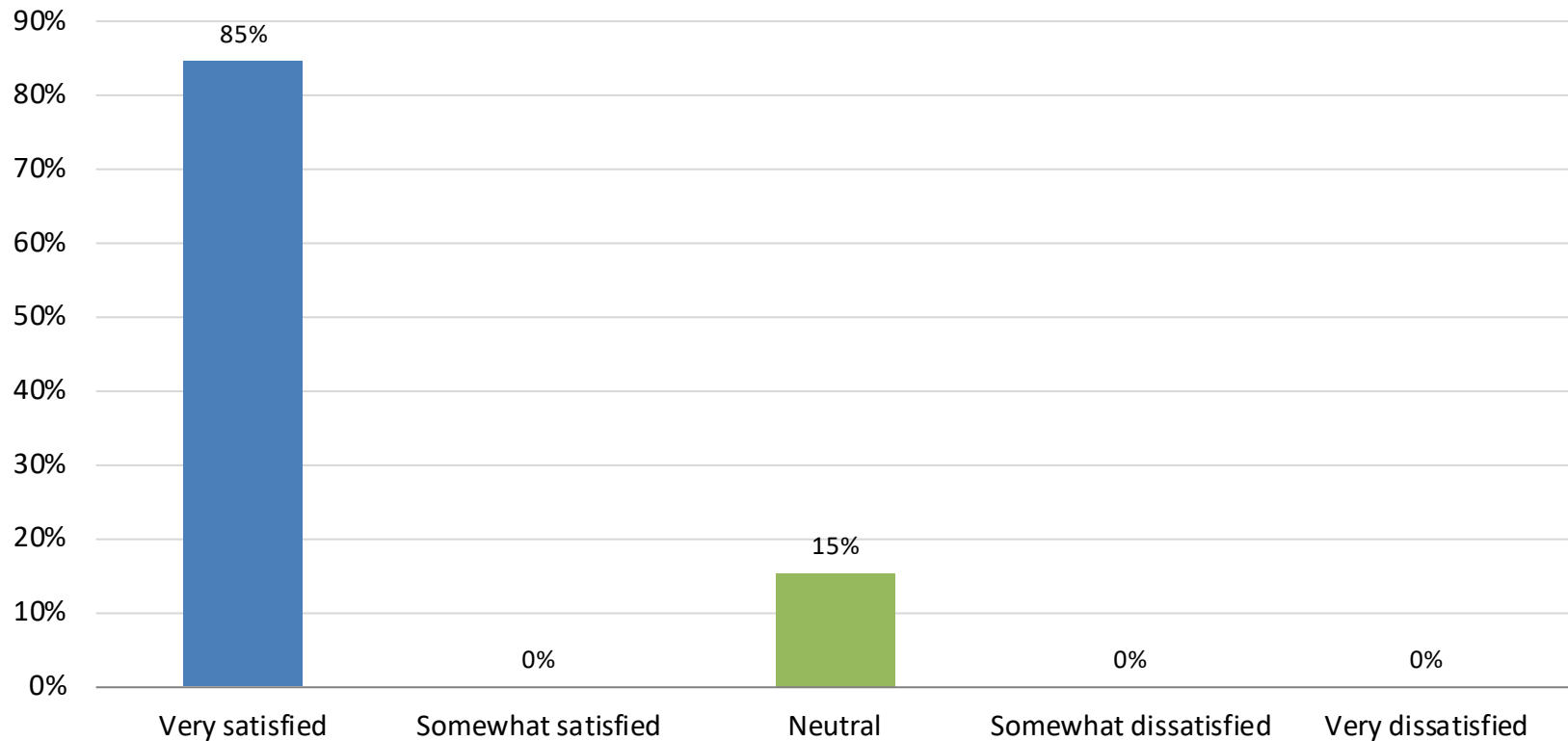
Please rate your satisfaction with supervising participating paraprofessionals.



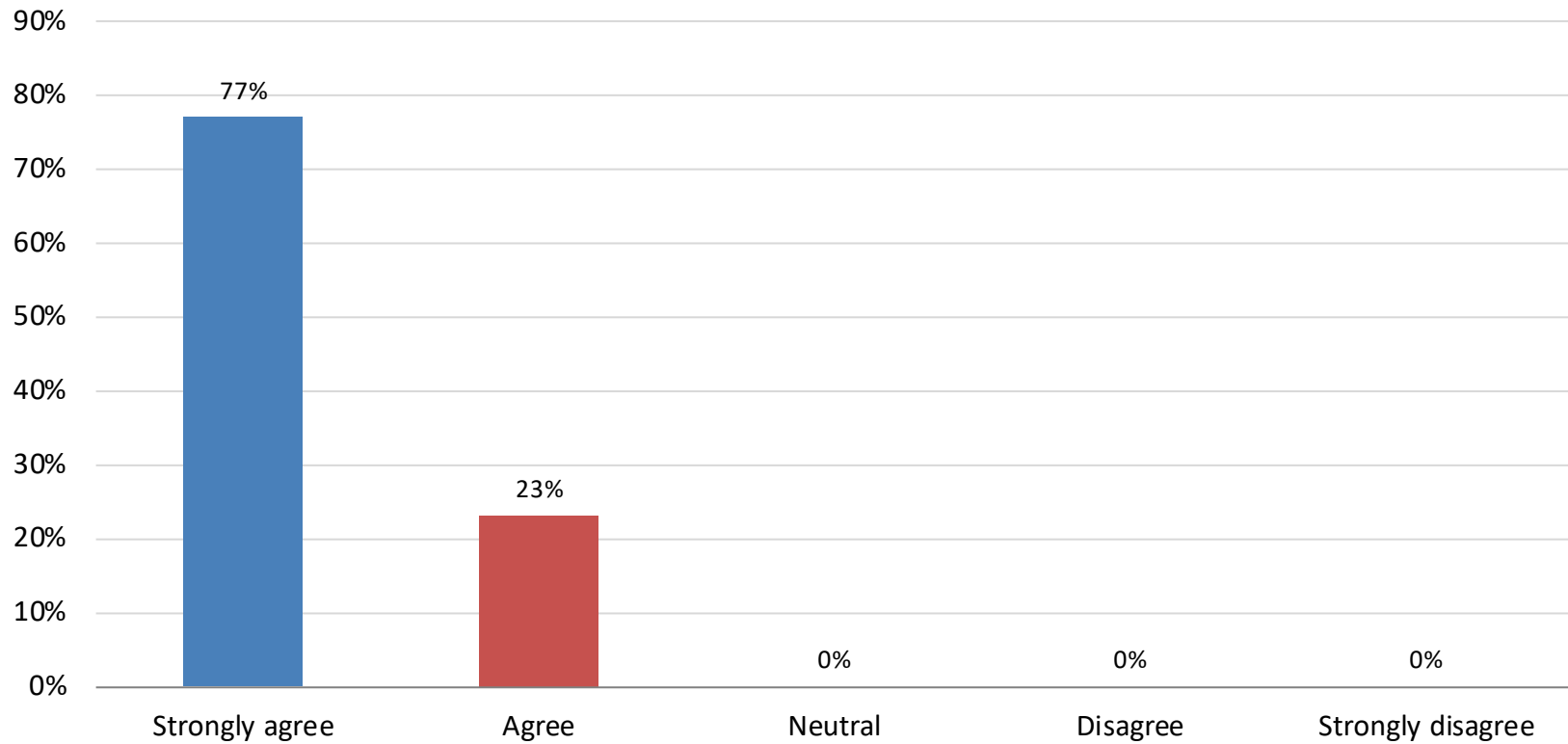
Please rate your satisfaction with the quality of paraprofessional work by participating paraprofessionals you have supervised.



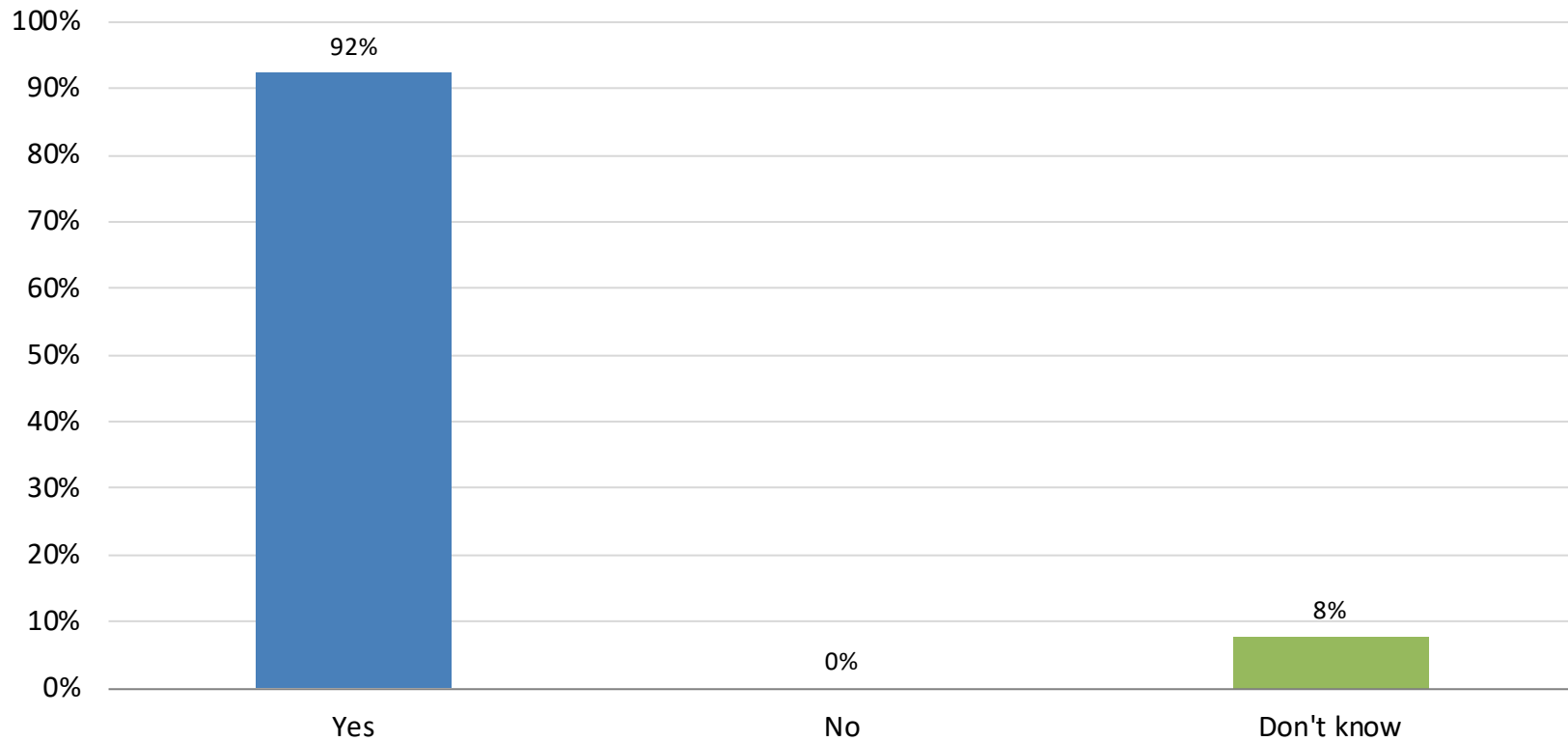
Please rate your overall satisfaction with the Legal Paraprofessional Pilot Project.



I support making the pilot permanent.



If the pilot becomes permanent do you plan to continue to be involved in your role?



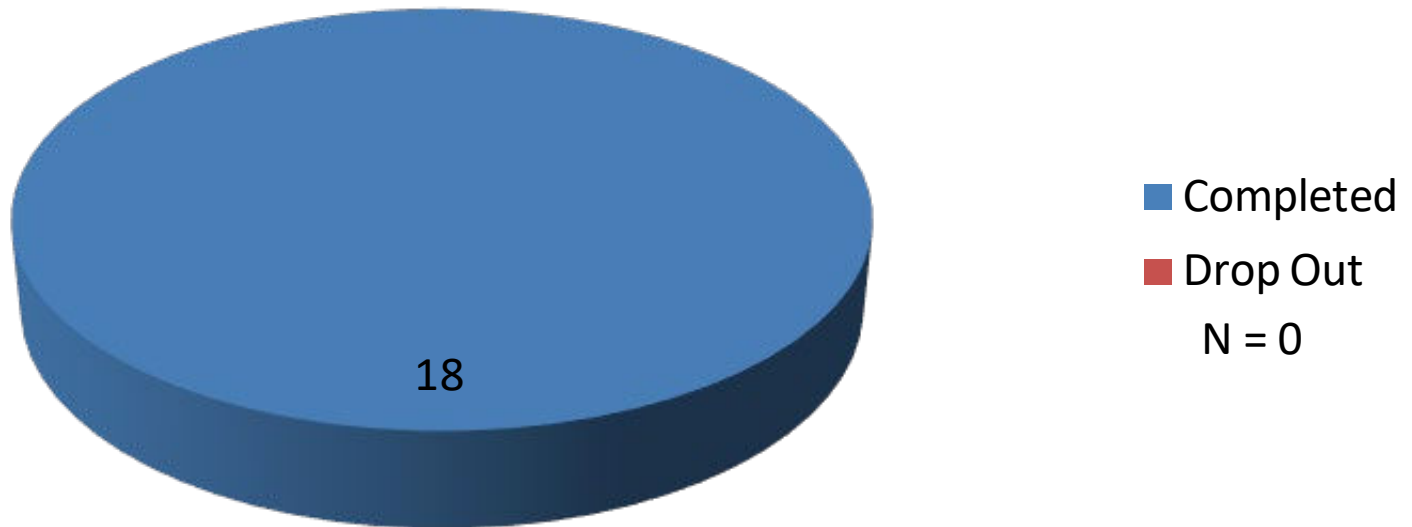


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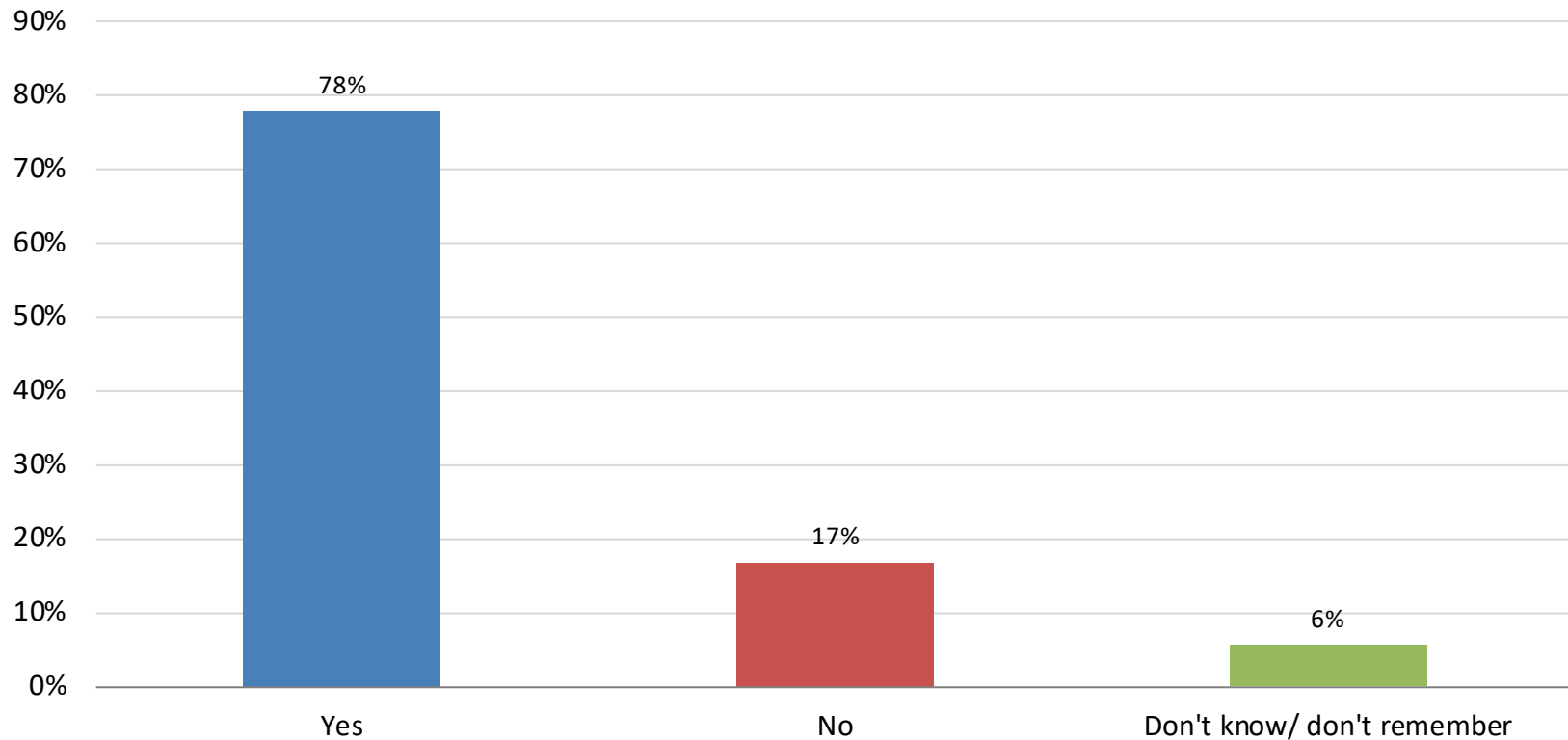
**Legal Paraprofessional Pilot Project:
Judicial Officer Survey
Fall 2023**

Survey Overview

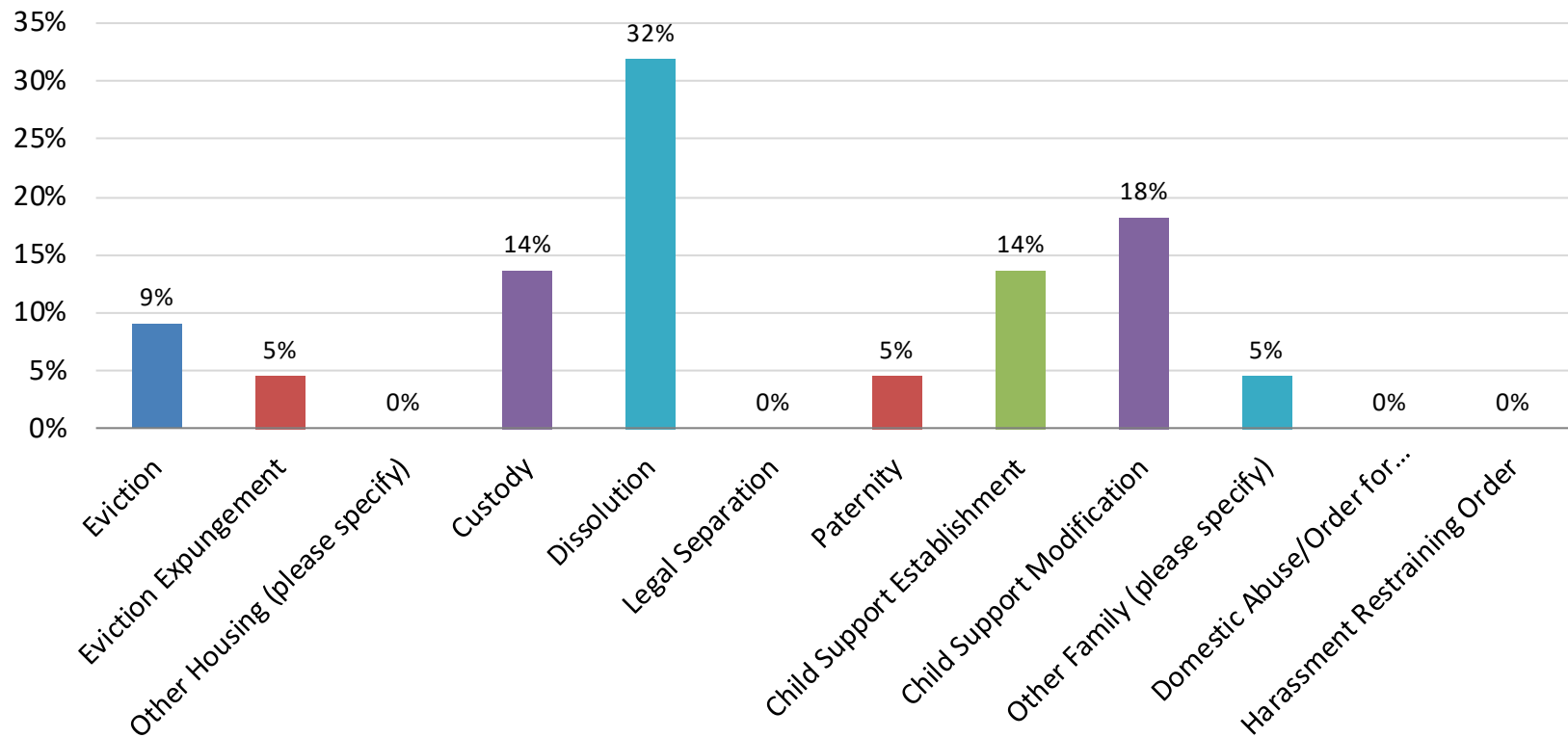
Completion / Dropout



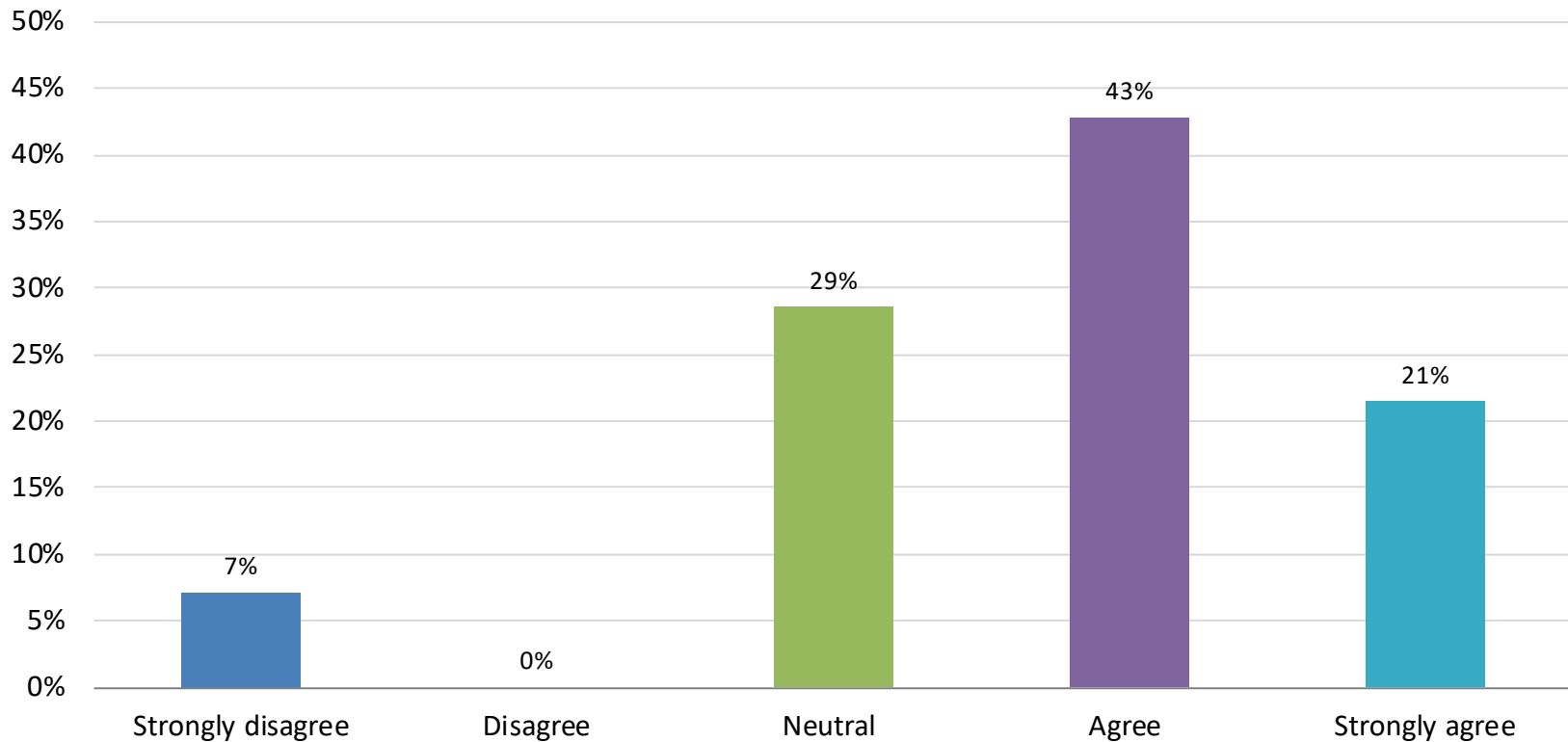
Have you had a paraprofessional participating in the Legal Paraprofessional Pilot Project represent a client in your courtroom?



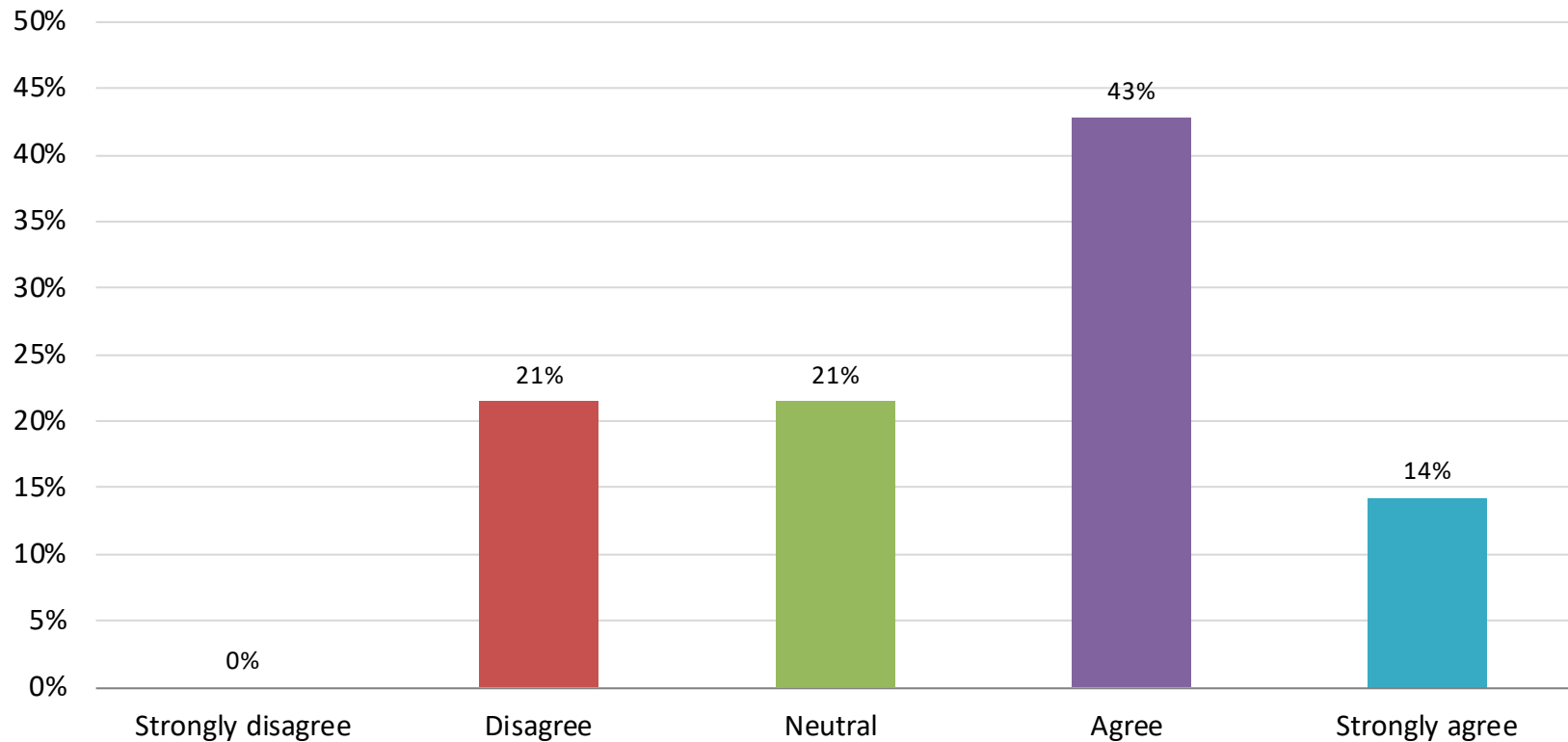
For what type of case have you had a paraprofessional represent a client in your courtroom? (Check all that apply.)



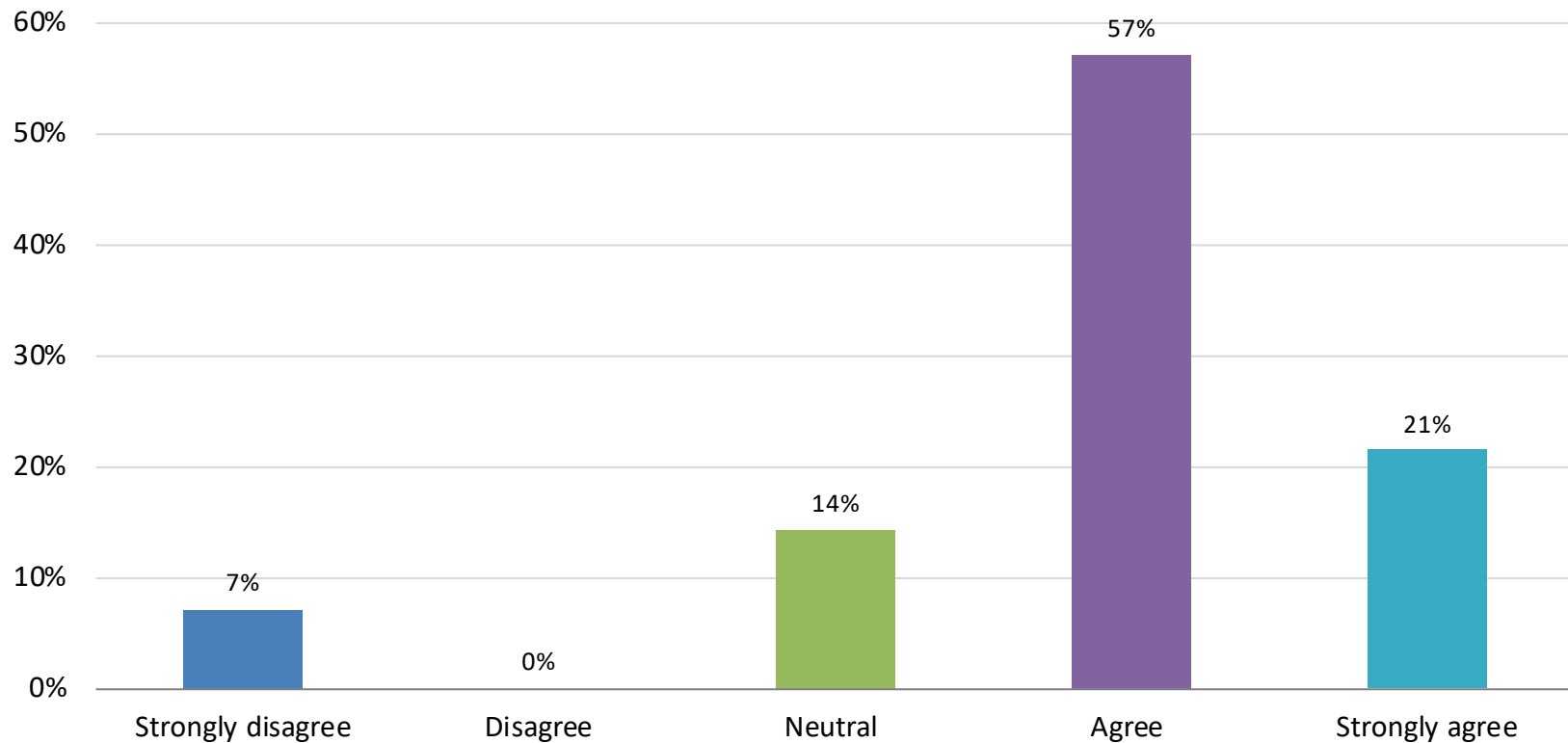
Paraprofessionals displayed the appropriate decorum in the courtroom.



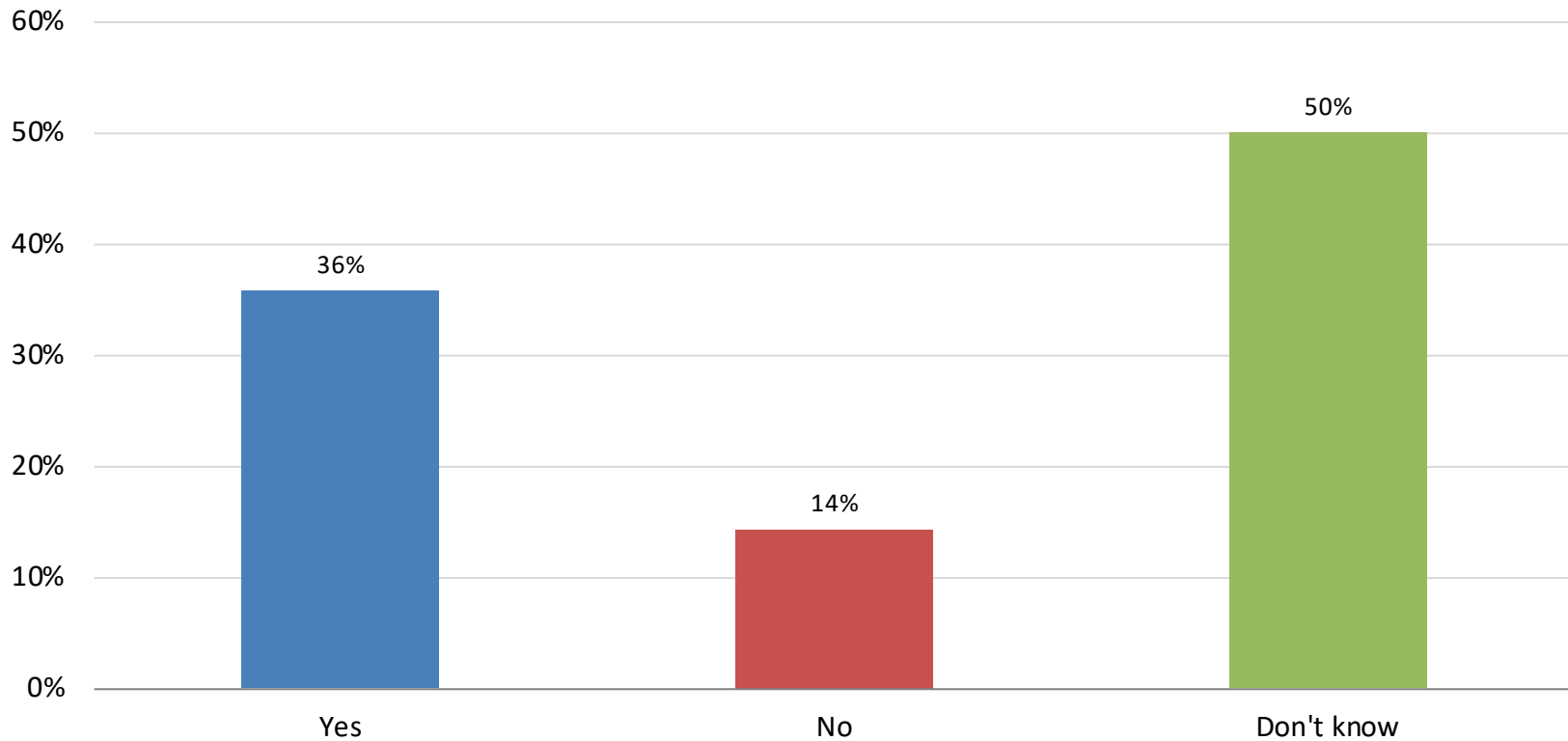
Paraprofessionals were aware of the applicable court rules.



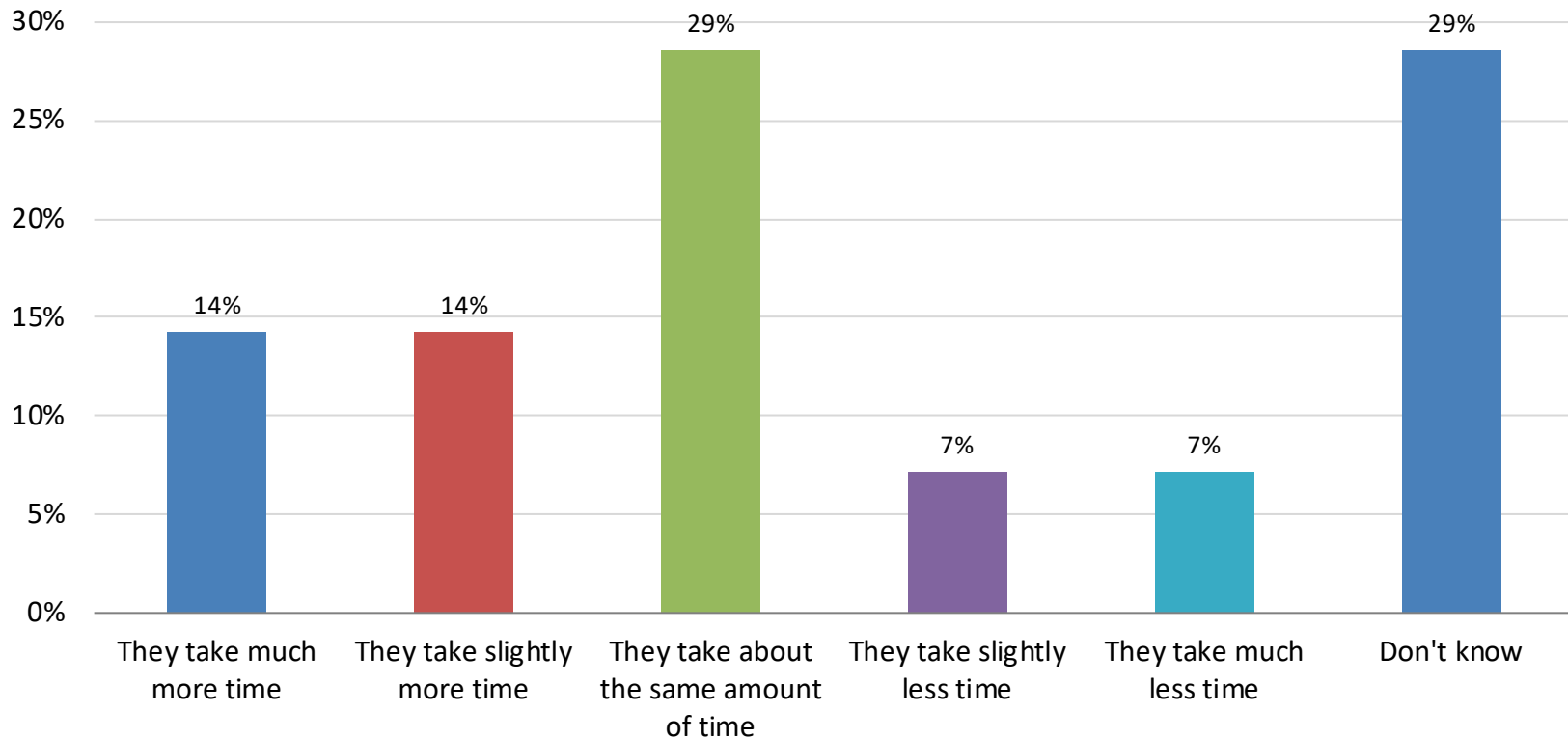
Paraprofessionals observed courtroom courtesies.



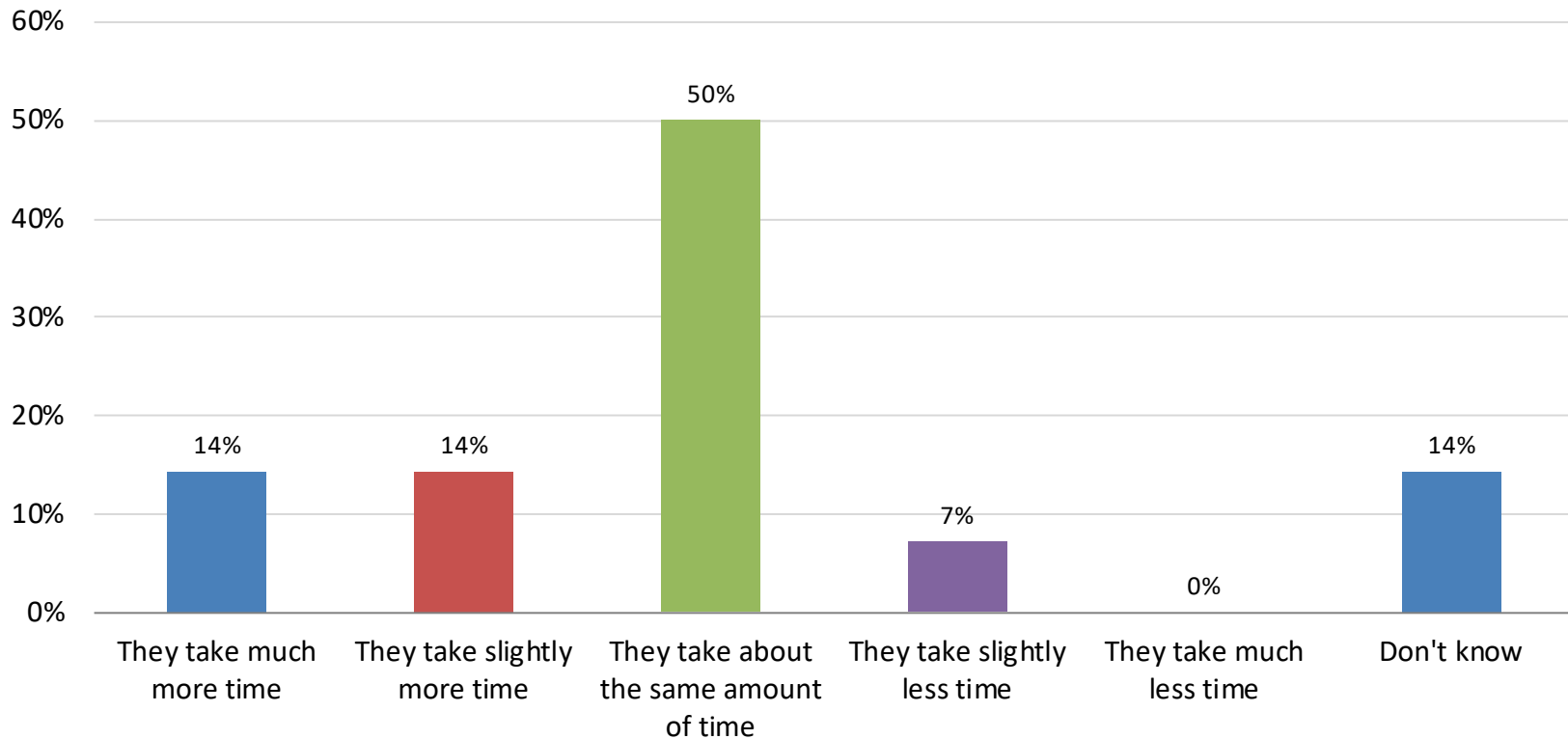
Based on your experience in this pilot, do you think any additional training or support is needed for paraprofessionals?



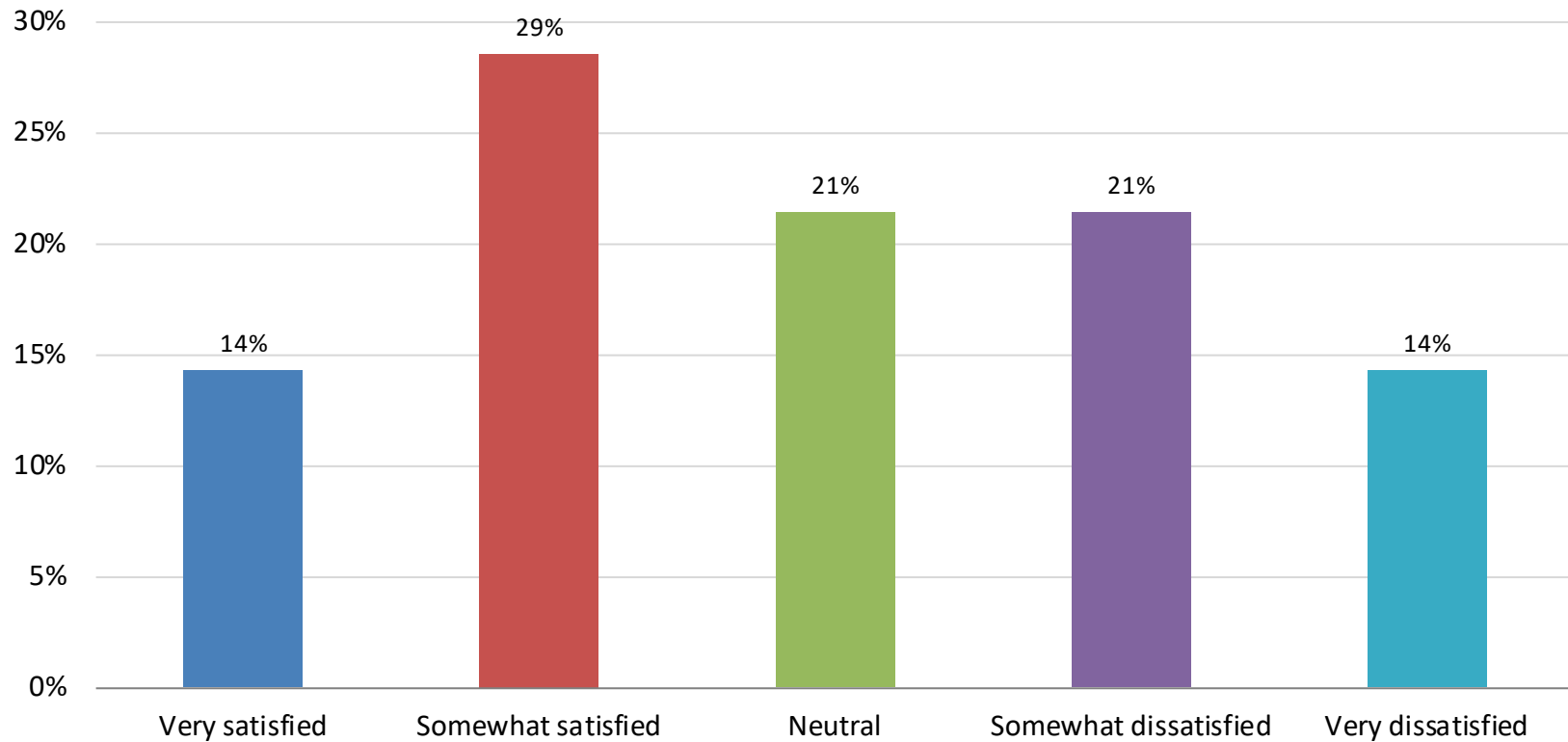
In your experience, do hearings where a party is represented by a paraprofessional take more or less time than hearings with self-represented litigants?



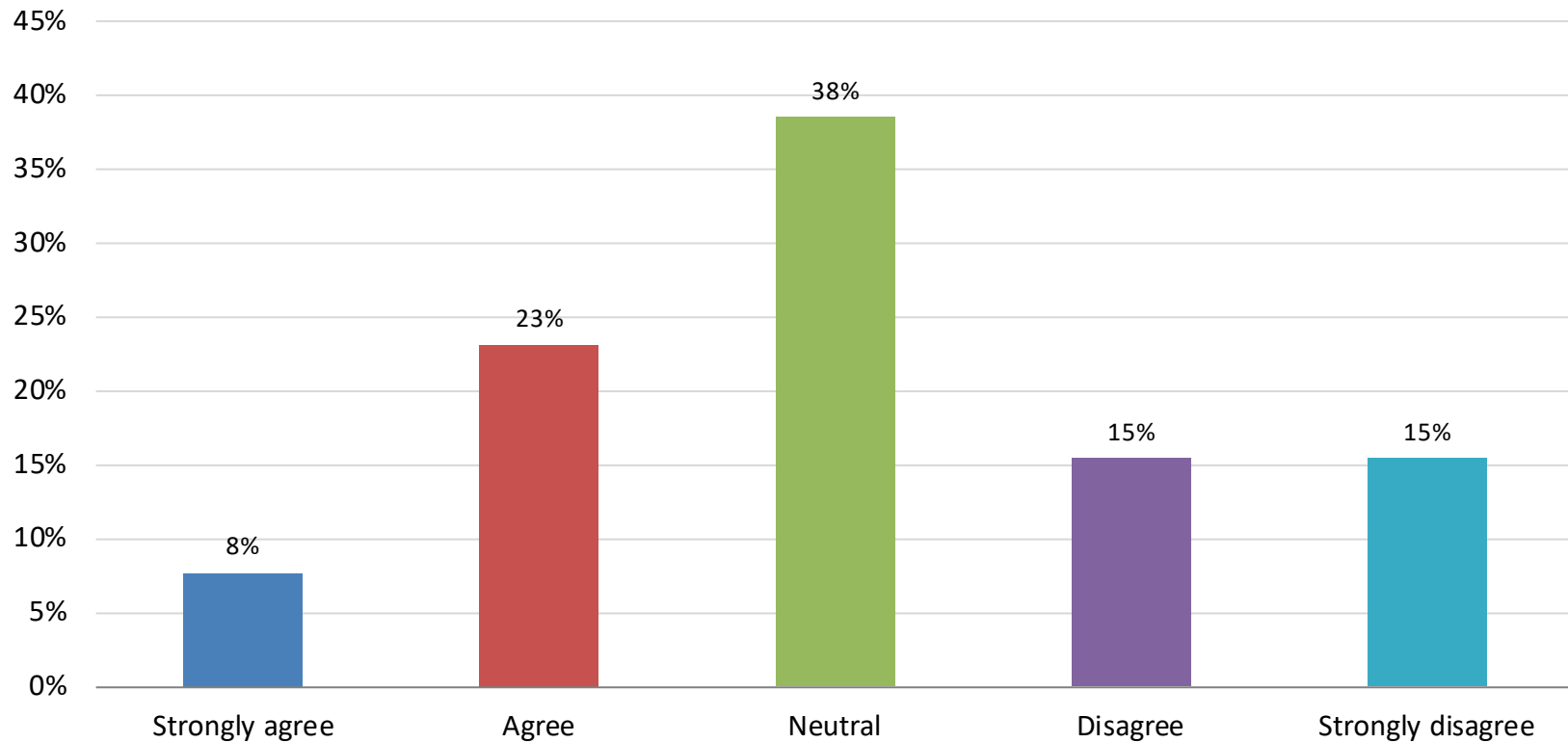
In your experience, do hearings where a party is represented by a paraprofessional take more or less time than hearings where a party is represented by an attorney?



Please rate your overall satisfaction with the pilot.



I support making the pilot permanent.





MINNESOTA JUDICIAL BRANCH

Legal Paraprofessional Pilot Project:
Client Survey
Fall 2023

How satisfied are you with the services you received from the legal paraprofessional on your case?

Answer	Count	Percent
Very dissatisfied	1	6%
Not satisfied	0	0%
Neutral	1	6%
Satisfied	7	41%
Very satisfied	8	47%
Total	17	100%

How likely are you to recommend the services of a legal paraprofessional to a friend or family member?

Answer	Count	Percent
Very unlikely	1	6%
Unlikely	0	0%
Neutral	1	6%
Likely	6	35%
Very likely	9	53%
Total	17	100%

When did you receive services from the legal paraprofessional on your case?

Answer	Count	Percent
Within the last 6 months	4	24%
6 months to 1 year ago	5	29%
Over 1 year ago	6	35%
Over 2 years ago	1	6%
Don't know/Unsure	1	6%
Total	17	100%

Appendix E – Closed Case Report

(skip to next page)

LPPP Closed Case Reporting Form - December 2023

523

Viewed

144

☐☐ Total Responses

144

Completed

100%

Completion Rate

0

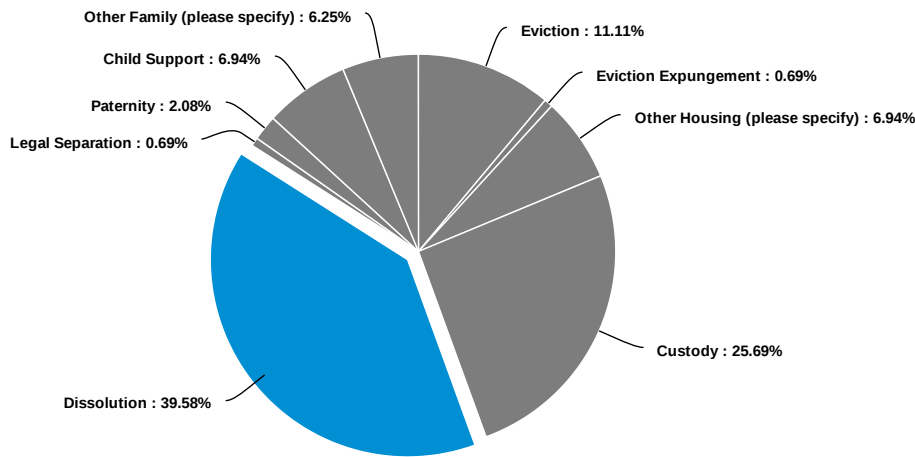
Dropouts

3 min

Average Time

Closed Cases	
March 2021 - December 15, 2023	
Not filed in court	57
Filed in Court	87
Grand Total	144

Type of case



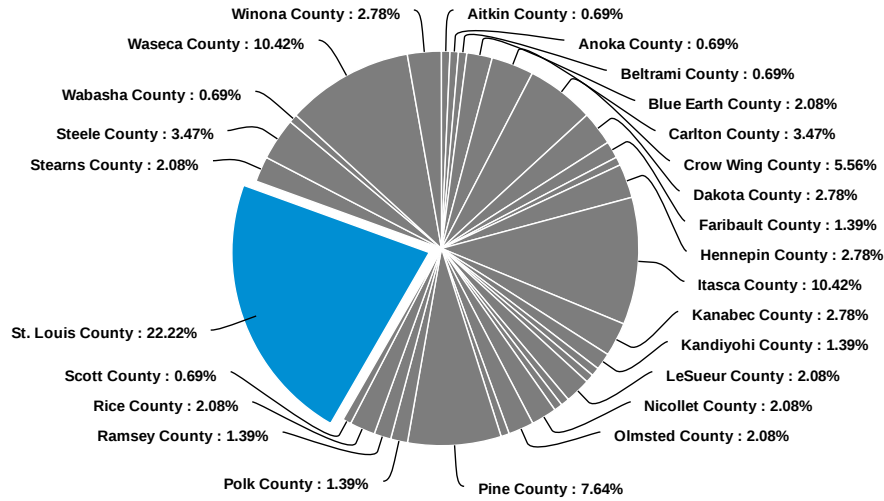
Answer	Count	Percent	20%	40%	60%	80%	100%
Eviction	16	11.11%	<div></div>				
Eviction Expungement	1	0.69%	<div></div>				
Other Housing (please specify)	10	6.94%	<div></div>				
Custody	37	25.69%	<div></div>				
Dissolution	57	39.58%	<div></div>				
Legal Separation	1	0.69%	<div></div>				
Paternity	3	2.08%	<div></div>				
Child Support	10	6.94%	<div></div>				
Other Family (please specify)	9	6.25%	<div></div>				
Total	144	100 %					

Type of case - Dynamic Text / Comments

11/28/2023	62724687	[Other Family (please specify)] Passport Application
11/16/2023	62598815	[Other Housing (please specify)] subsidized housing issue
11/09/2023	62504676	[Other Housing (please specify)] Unmarried couple with co-owned property, couple separating, use and possession and eventual division
08/15/2023	61591083	[Other Housing (please specify)] Section 8 subsidy issue
08/10/2023	61546317	[Other Housing (please specify)] Rent escrow
07/12/2023	61305367	[Other Family (please specify)] Parenting time
07/06/2023	61272897	[Other Family (please specify)] Post-decree
06/16/2023	61132048	[Other Family (please specify)] Post-decree

06/15/2023	61124353	[Other Family (please specify)] Post-decree issues
06/15/2023	61123537	[Other Family (please specify)] Parenting Time Modification
05/09/2023	60791517	[Other Housing (please specify)] Emergency Repairs
04/05/2023	60501933	[Other Housing (please specify)] Risk of eviction, terminating lease, utilities issues
03/16/2023	60316814	[Other Housing (please specify)] subsidized voucher issues
08/17/2022	58346778	[Other Housing (please specify)] Landlord Tenant Dispute
07/07/2022	57944863	[Other Family (please specify)] Name Change
03/30/2022	56756302	[Other Housing (please specify)] Lease Dispute
02/14/2022	56217060	[Other Housing (please specify)] Past due rent. No eviction filed yet.
02/03/2022	56065687	[Other Family (please specify)] Name Change
12/13/2021	55486917	[Other Family (please specify)] Parenting Time Modification

County of the court case or, if no court case exists, the client's county of residence

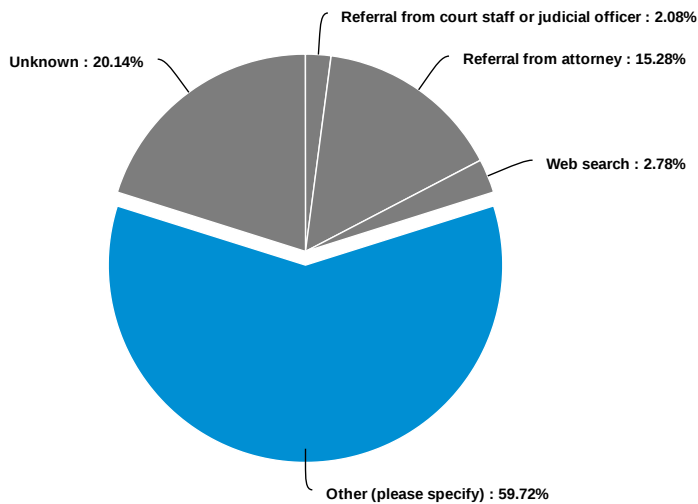


Answer	Count	Percent	20%	40%	60%	80%	100%
Aitkin County	1	0.69%					
Anoka County	1	0.69%					
Becker County	0	0%					
Beltrami County	1	0.69%					
Benton County	0	0%					
Big Stone County	0	0%					
Blue Earth County	3	2.08%					
Brown County	0	0%					
Carlton County	5	3.47%					
Carver County	0	0%					
Cass County	0	0%					
Chippewa County	0	0%					
Chisago County	0	0%					
Clay County	0	0%					
Clearwater County	0	0%					
Cook County	0	0%					
Cottonwood County	0	0%					
Crow Wing County	8	5.56%					
Dakota County	4	2.78%					
Dodge County	0	0%					
Douglas County	0	0%					
Faribault County	2	1.39%					

Fillmore County	0	0% <div></div>
Freeborn County	1	0.69% <div></div>
Goodhue County	0	0% <div></div>
Grant County	0	0% <div></div>
Hennepin County	4	2.78% <div></div>
Houston County	0	0% <div></div>
Hubbard County	0	0% <div></div>
Isanti County	0	0% <div></div>
Itasca County	15	10.42% <div></div>
Jackson County	0	0% <div></div>
Kanabec County	4	2.78% <div></div>
Kandiyohi County	2	1.39% <div></div>
Kittson County	0	0% <div></div>
Koochiching County	1	0.69% <div></div>
Lac qui Parle County	0	0% <div></div>
Lake County	1	0.69% <div></div>
Lake of the Woods County	0	0% <div></div>
LeSueur County	3	2.08% <div></div>
Lincoln County	0	0% <div></div>
Lyon County	0	0% <div></div>
Mahnomen County	0	0% <div></div>
Marshall County	1	0.69% <div></div>
Martin County	0	0% <div></div>
McLeod County	0	0% <div></div>
Meeker County	0	0% <div></div>
Mille Lacs County	0	0% <div></div>
Morrison County	0	0% <div></div>
Mower County	1	0.69% <div></div>
Murray County	0	0% <div></div>
Nicollet County	3	2.08% <div></div>
Nobles County	0	0% <div></div>
Norman County	0	0% <div></div>
Olmsted County	3	2.08% <div></div>
Otter Tail County	1	0.69% <div></div>

Pennington County	0	0% <div></div>
Pine County	11	7.64% <div></div>
Pipestone County	0	0% <div></div>
Polk County	2	1.39% <div></div>
Pope County	0	0% <div></div>
Ramsey County	2	1.39% <div></div>
Red Lake County	0	0% <div></div>
Redwood County	0	0% <div></div>
Renville County	0	0% <div></div>
Rice County	3	2.08% <div></div>
Rock County	0	0% <div></div>
Roseau County	0	0% <div></div>
Scott County	1	0.69% <div></div>
Sherburne County	0	0% <div></div>
Sibley County	0	0% <div></div>
St. Louis County	32	22.22% <div></div>
Stearns County	3	2.08% <div></div>
Steele County	5	3.47% <div></div>
Stevens County	0	0% <div></div>
Swift County	0	0% <div></div>
Todd County	0	0% <div></div>
Traverse County	0	0% <div></div>
Wabasha County	1	0.69% <div></div>
Wadena County	0	0% <div></div>
Waseca County	15	10.42% <div></div>
Washington County	0	0% <div></div>
Watonwan County	0	0% <div></div>
Wilkin County	0	0% <div></div>
Winona County	4	2.78% <div></div>
Wright County	0	0% <div></div>
Yellow Medicine County	0	0% <div></div>
Total	144	100 %

How did this client find you? Please select one.



Answer	Count	Percent	20%	40%	60%	80%	100%
MN Judicial Branch website	0	0%					
Referral from court staff or judicial officer	3	2.08%					
Referral from attorney	22	15.28%					
Web search	4	2.78%					
Other (please specify)	86	59.72%					
Unknown	29	20.14%					
Total	144	100 %					

How did this client find you? Please select one. - Dynamic Text / Comments

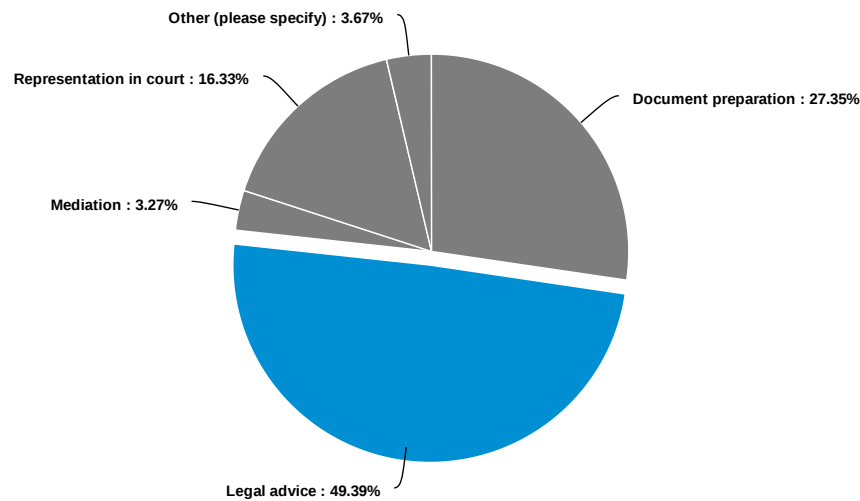
12/12/2023	62862484	[Other (please specify)] Client applied with my agency.
12/06/2023	62805279	[Other (please specify)] Client did an intake with the office for HVA (High Volume Advice).
12/04/2023	62781241	[Other (please specify)] Client applied with my agency.
11/16/2023	62598815	[Other (please specify)] internal organization referral
11/09/2023	62504878	[Other (please specify)] Client completed intake with my agency.
11/09/2023	62504676	[Other (please specify)] Client completed an intake with my agency.
11/06/2023	62454448	[Other (please specify)] Word of mouth
11/06/2023	62454391	[Other (please specify)] Previous client referral
11/06/2023	62454045	[Other (please specify)] Client completed an intake with my agency.
11/02/2023	62422852	[Other (please specify)] Client did an intake with my agency.

11/01/2023	62408495	[Other (please specify)] Client did application with my agency.
10/26/2023	62349254	[Other (please specify)] Client completed application with my agency.
10/19/2023	62290274	[Other (please specify)] Client came through our High Volume Attorney line with CMLS.
10/19/2023	62287569	[Other (please specify)] Client applied with my agency.
10/19/2023	62287180	[Other (please specify)] Client applied with my agency.
10/19/2023	62286950	[Other (please specify)] Client completed application with my agency; client was a past full-rep client of agency.
10/10/2023	62195652	[Other (please specify)] Client completed intake with my agency.
10/05/2023	62164415	[Other (please specify)] Client completed intake with my agency.
10/05/2023	62159528	[Other (please specify)] Client completed an application with my agency.
10/02/2023	62130810	[Other (please specify)] Client applied for assistance with my agency.
09/28/2023	62087511	[Other (please specify)] previous client
09/27/2023	62072285	[Other (please specify)] Client applied with my agency.
09/14/2023	61925585	[Other (please specify)] Existing client with another matter my agency is representing on.
09/08/2023	61863535	[Other (please specify)] Client completed an intake with my agency.
09/07/2023	61856609	[Other (please specify)] Client did intake with my agency.
09/07/2023	61852473	[Other (please specify)] Client completed an application with my agency.
08/24/2023	61740498	[Other (please specify)] Previous client of mine
08/24/2023	61740476	[Other (please specify)] Workplace Solutions Referral Program
08/24/2023	61740433	[Other (please specify)] Referral from a previous client.
08/24/2023	61740411	[Other (please specify)] We have other files with her and her family (estate planning, etc.)
08/24/2023	61740395	[Other (please specify)] An attorney at the firm represented her previously on the case. She was coming back for additional issues.
08/24/2023	61740354	[Other (please specify)] The client came back with issues following being represented by our firm in the custody court case.
08/15/2023	61591083	[Other (please specify)] Internal referral within organization
08/10/2023	61546317	[Other (please specify)] Client completed intake with my agency.
08/03/2023	61462228	[Other (please specify)] Client did intake with my agency.

08/02/2023	61456799	[Other (please specify)] Client did intake with my agency.
08/02/2023	61456297	[Other (please specify)] Intake with my agency.
07/06/2023	61272897	[Other (please specify)] Client is a past client of my agency.
06/16/2023	61132048	[Other (please specify)] Client completed an intake with my agency.
06/15/2023	61124353	[Other (please specify)] Client completed an intake with my agency.
06/02/2023	61021124	[Other (please specify)] Client came in through my agency's intake process.
06/01/2023	61010487	[Other (please specify)] Client completed application with my agency.
05/09/2023	60791517	[Other (please specify)] referral from another client
05/04/2023	60749015	[Other (please specify)] referral from other tenants in the building and flyers
05/02/2023	60722577	[Other (please specify)] Client contacted my agency
04/10/2023	60529565	[Other (please specify)] Walk in
04/07/2023	60519131	[Other (please specify)] Client completed an intake with my agency.
04/05/2023	60501933	[Other (please specify)] community outreach, tenant organizing
04/05/2023	60501480	[Other (please specify)] Client completed intake with my agency
03/17/2023	60328122	[Other (please specify)] Work place referral
03/17/2023	60328102	[Other (please specify)] Another Attorney with the firm represented this client and she did not feel that he was being aggressive enough, so I got handed the case.
03/16/2023	60316814	[Other (please specify)] past client
02/09/2023	60032577	[Other (please specify)] Lives in town (small town)
02/07/2023	60012652	[Other (please specify)] Another attorney worked on the file originally in 2019.
02/07/2023	60012616	[Other (please specify)] Prior client of the firm on a custody matter involving a different opposing party.
02/07/2023	60012567	[Other (please specify)] Work Place Solutions Referral to Attorney Perry Berg. Then given to me.
02/07/2023	60012534	[Other (please specify)] Referral from a previous client.
02/07/2023	60012501	[Other (please specify)] The client planned to move to the area and did a Google search.
02/07/2023	60012462	[Other (please specify)] Current client of the firm with ongoing custody issues.
11/10/2022	59176518	[Other (please specify)] Client did intake with my firm (Legal Aid Service of NE Minnesota)

10/28/2022	59048767	[Other (please specify)] Referral from friend
10/25/2022	59004782	[Other (please specify)] Client applied for help through my agency, Legal Aid Service of NE Minnesota.
10/24/2022	58996936	[Other (please specify)] Client applied for assistance through my agency, Legal Aid Service of NE Minnesota.
10/14/2022	58910903	[Other (please specify)] Legal Aid
09/22/2022	58656319	[Other (please specify)] Referral from relative who has used my organization's services
08/08/2022	58273423	[Other (please specify)] LASNEM hotline
08/04/2022	58253207	[Other (please specify)] LASNEM process
03/29/2022	56749726	[Other (please specify)] LSNM has been attending Eviction Housing Court as Friend of Court - client requested assistance during Eviction Court and representation was established and provided
03/04/2022	56444317	[Other (please specify)] attended Housing Court - was there as friend of court
02/25/2022	56356224	[Other (please specify)] Prior Client of the firm
02/14/2022	56217060	[Other (please specify)] Legal Aid outreach
02/03/2022	56065777	[Other (please specify)] Prior client of the firm.
02/03/2022	56065687	[Other (please specify)] Prior client of the firm.
12/22/2021	55604578	[Other (please specify)] General SMRLS intake
12/22/2021	55604528	[Other (please specify)] Eviction Prevention Project clinic
12/22/2021	55604498	[Other (please specify)] Eviction Prevention Project clinic
12/22/2021	55604473	[Other (please specify)] General SMRLS intake.
12/22/2021	55604448	[Other (please specify)] Referral from social worker.
12/22/2021	55604405	[Other (please specify)] General SMRLS intake
12/22/2021	55604384	[Other (please specify)] General SMRLS intake.
12/22/2021	55604367	[Other (please specify)] General SMRLS intake
12/22/2021	55604340	[Other (please specify)] General SMRLS intake.
12/22/2021	55604255	[Other (please specify)] Eviction Prevention Project Clinic
11/17/2021	55144053	[Other (please specify)] My client parents knew me and knew I could handle this type of matter.
11/17/2021	55144017	[Other (please specify)] The parents of my client client knew me and knew I was able to handle this type of matter.

Type(s) of work you provided. Please select all that apply.

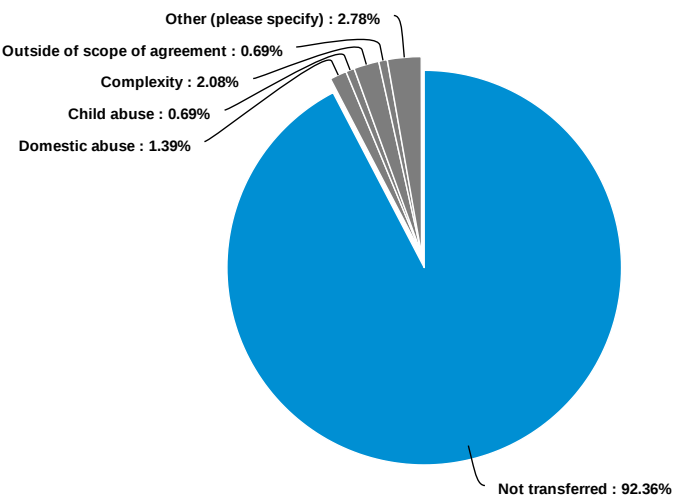


Answer	Count	Percent	20%	40%	60%	80%	100%
Document preparation	67	27.35%	<div></div>				
Legal advice	121	49.39%	<div></div>				
Mediation	8	3.27%	<div></div>				
Representation in court	40	16.33%	<div></div>				
Other (please specify)	9	3.67%	<div></div>				
Total	245	100 %					

Type(s) of work you provided. Please select all that apply. - Dynamic Text / Comments

08/02/2023	61456799	[Other (please specify)] Guidance on filling out pro se forms.
06/16/2023	61132048	[Other (please specify)] Helped client complete pro se forms.
02/24/2023	60146972	[Other (please specify)] Guidance on filling out pro se forms
02/07/2023	60012501	[Other (please specify)] This case reached settlement prior to a court hearing taking place.
02/07/2023	60012462	[Other (please specify)] Advice.
02/07/2023	60012426	[Other (please specify)] My client put the process on hold after the first consultation and initial desire to divorce and later decided to stay married.
08/17/2022	58346750	[Other (please specify)] Negotiations with opposing counsel
03/30/2022	56756302	[Other (please specify)] Negotiations with Landlord
12/22/2021	55604448	[Other (please specify)] Settlement Agreement

Was this case transferred to your supervising attorney for any of the following reasons? Please select all that apply.

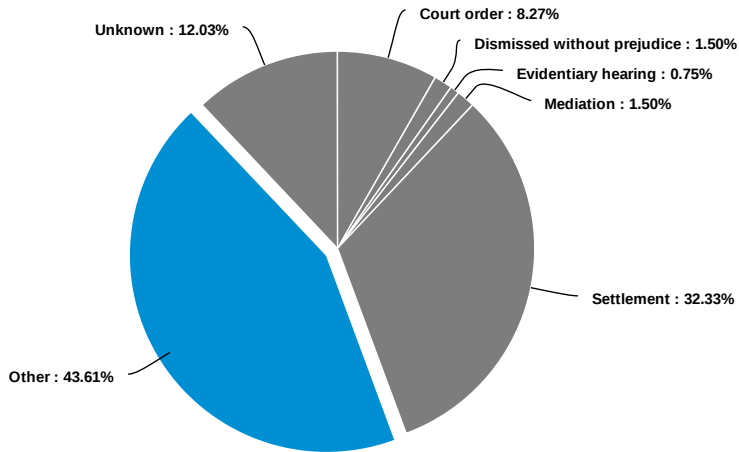


Answer	Count	Percent	20%	40%	60%	80%	100%
Not transferred	133	92.36%					
Domestic abuse	2	1.39%					
Child abuse	1	0.69%					
Complexity	3	2.08%					
Removed from roster	0	0%					
Left employment	0	0%					
Outside of scope of agreement	1	0.69%					
Other (please specify)	4	2.78%					
Total	144	100 %					

Was this case transferred to your supervising attorney for any of the following reasons? Please select all that apply. - Dynamic Text / Comments

11/06/2023	62454357	[Other (please specify)] We ended up withdrawing representation in this case. The client stopped responding to our attempts to communicate. My supervising attorney felt it was best to just withdraw.
10/27/2022	59035052	[Other (please specify)] Withdrew from this case
08/17/2022	58346778	[Other (please specify)] The client began questioning the firm's billing practices.
07/07/2022	57944863	[Other (please specify)] The attorney that started this case was out of the office on the date of the hearing and asked that I attend the hearing with the client in this matter.

How was the case resolved? Please select one.



Answer	Count	Percent	20%	40%	60%	80%	100%
Court order	11	8.27%					
Dismissed without prejudice	2	1.5%					
Dismissed with prejudice	0	0%					
Evidentiary hearing	1	0.75%					
Mediation	2	1.5%					
Settlement	43	32.33%					
Other	58	43.61%					
Unknown	16	12.03%					
Total	133	100 %					

Appendix F - Average Hearing and Case Timing

Prepared by Court Research Office, MN State Court Administrator's Office

Data as of 12/12/23

Average Number of Hearings and Average Number of Days from Filing to Disposition by Case Type Cases with a Legal Paraprofessional Compared to Cases without Representation

Notes:

- Litigants (respondents/tenants) were considered unrepresented if there was no representation at any point over the duration of the case (less than 99% of the days had representation)
- Cases disposed during the pilot (3/1/2021 to 9/30/2023) with a Legal Paraprofessional compared to similar cases without representation (heard in the same counties, same case types)
- Not all case types with Legal Paraprofessional representation are included (excluded other family case types with less than 20 cases)

Custody

	With Legal Paraprofessional Representation	Without Representation
Average N of Hearings	3	2
Average Days from Filing to Disposition/Judgment	157	208
Total Cases	20	2,418

Dissolution with Child

	With Legal Paraprofessional Representation	Without Representation
Average N of Hearings	2	2
Time from Filing to Disposition/Judgment	177	141
Total Cases	40	6,534

Dissolution without Child

	With Legal Paraprofessional Representation	Without Representation
Average N of Hearings	2	0
Time from Filing to Disposition/Judgment	170	67
Total Cases	26	8,140

Eviction

	With Legal Paraprofessional Representation	Without Representation
Average N of Hearings	1	1
Time from Filing to Disposition/Judgment	42	43
Total Cases	92	22,555

Appendix G - Translated Terminology

English	Spanish
legal practitioner	Profesional en derecho
attorney	abogado
lawyer	licenciado/abogado
legal paraprofessional	Auxiliar en derecho
paralegal	Auxiliar en derecho
qualified neutral	Persona imparcial facultada
limited practitioner	Practicante con autoridad limitada
qualified legal practitioner	Practicante facultado en derecho

English	Somali
legal practitioner	Qof ku shaqeeysta xirfadda Sharciga
attorney	Qareen
lawyer	Qareen
legal paraprofessional	Xirfadle Sharci oo xaddidan.
paralegal	Gacan yaraha Qareenka.
qualified neutral	Dhedhexaadiye Sharciyeesan
limited practitioner	Xirfadle Sharci oo xaddidan.
qualified legal practitioner	Qareen

English	Hmong
legal practitioner	Kws lij choj
attorney	Kws lij choj
lawyer	Kws lij choj
legal paraprofessional	Kws muab tswv yim txog tej nqi kev li choj (raws li nws kev kawm thiab paub)
paralegal	Kws lis ntaub ntawv txhawb tus kws lij choj
qualified neutral	Kws nyob nruab nrab uas mloog ob tog sib khom lus
limited practitioner	Kws muaj cai muab tswv yim txog kev li choj (nws tsis tas yuav yog tus kws lij choj kiag)
qualified legal practitioner	Kws lij choj uas muaj cai tsub tau txim los yog tiv thaiv tau ib tug neeg, ib pab neeg, los yog lag luam

English	Karen
legal practitioner	တၢ်မၤလိသဲးစးဂ့ၢ်ဂီၢ်ဖိ
attorney	ပီၢ်ရီ, ပဒိဉ်
lawyer	ပီၢ်ရီ
legal paraprofessional	ပီညါသဲးစးစရ့
paralegal	ပီၢ်ရီစရ့
qualified neutral	မူဒါခိဉ်လၢအတအိဉ်ဃူတၢ်
limited practitioner	က့ၢ်ဖိပီၢ်ရီ
qualified legal practitioner	တၢ်မၤလိသဲးစးဂ့ၢ်ဂီၢ်, မူဒါခိဉ်