
The Potential of Unauthorized Practice of Law Reform to Advance Domestic Violence Advocacy: Building the Toolkit

Innovation for Justice
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This report outlines the design and build of a jurisdiction-agnostic web-based toolkit for use by domestic violence advocacy organizations.

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Our community co-creators helped us understand the current landscape of domestic violence advocacy, the reform efforts underway across the country, and the reality of what it's like working as a domestic violence advocate. Our community co-creators were involved in this project from its conception, contributing to project framing, data collection material construction, data gathering and analysis, and packaging in a final web-based toolkit.

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Executive Summary

The Domestic Violence Advocacy Policy Toolkit inventories the 50 states' unauthorized practice of law (UPL) restrictions and exceptions to those restrictions and explores the impact of UPL restrictions on legal services for domestic violence survivors. . Ninety-eight percent of low-income domestic violence survivors experienced at least one additional civil legal problem in the past year, and 87% experienced at least five. While organizations providing support services to DV survivors may refer survivors facing civil legal issues to legal aid organizations, 88% of low-income survivors receive inadequate or no legal help. Survivors may receive legal navigation assistance from DV advocates, but DV advocates are trained to give legal information, not legal advice, in order to comply with unauthorized practice of law restrictions. To chart the national domestic violence legal service landscape under the current UPL regime, this Toolkit addresses five research questions:

1. Nationally, what gaps in their ability to help survivors do DV advocates experience when they limit their help to legal information, not legal advice?
2. Do DV advocates think UPL reform and the ability to give limited scope legal advice as part of their services would be helpful to them and the survivors they serve?
3. What civil legal needs do DV advocates most want/need to advise DV survivors regarding?
4. What additional legal training would DV advocates want and need to feel equipped to give limited-scope legal advice?
5. What do subject matter experts consider the best practices for lay and licensed legal advocacy for DV survivors, in areas such as training/certification, supervision/mentorship, and professional responsibility?

This project was divided into two parts. In Part One, the research team conducted a mixed methods study motivated by the five research questions listed above; the methods and findings from Part One are described in a companion piece *The Potential of Unauthorized Practice of Law Reform to Advance Domestic Violence Advocacy: Methods and Findings*. This white paper summarizes Part Two: the design and launch of an online advocacy toolkit to share the research findings and make them usable and accessible to researchers advocates across the country who are interested in advancing legal services for domestic violence survivors, as well as researchers and advocates across the country interested more generally in implementation of unauthorized practice of law reform.

In the Part One mixed methods study, the research team interviewed 85 and surveyed 191 DV advocates, DV advocacy organization leadership, and subject matter experts to answer five research questions:

Research Question 1: *Nationally, what gaps in their ability to help survivors do DV advocates experience when they limit their help to legal information, not legal advice?*

Nationally, advocates face a wide range of barriers to assisting survivors with civil legal needs when advocates limit their assistance to legal information rather than legal advice.

Many survivors simply do not receive legal help, because there are not enough attorneys available. There is also a lack of intermediary legal assistance options between expensive lawyers and legal aid, further preventing advocates from being able to refer survivors to legal assistance. When DV advocates make referrals to attorneys or survivors self-represent in civil legal processes, DV advocates are aware that survivors are at risk of retraumatization; not all legal system actors are trained in trauma-informed practices and using trauma-informed procedures. Survivors often ask advocates to provide legal advice, despite advocates not being authorized to do so. Advocates have to carefully walk the line of legal advice and legal information when trying to answer civil legal questions from a survivor, paying close attention to the scope of what they are allowed to help with. Tension exists for advocates when survivors ask them questions that they know the answer to, but are not permitted to answer because it would constitute providing legal advice, exacerbating the frustration that survivors feel when navigating the legal system.

Research Question 2: *Do DV advocates think UPL reform and the ability to give limited-scope legal advice as part of their services would be helpful to them and the survivors they serve?* DV advocates are extremely interested in providing legal advice to survivors. Additionally, DV advocates think that it would be extremely helpful for survivors to receive legal advice from advocates. Allowing DV advocates to give legal advice would allow the advocates to more easily meet the needs of DV survivors. However, advocates want to be sure that they are properly trained to provide legal advice and that they feel prepared to and comfortable with working with survivor's civil legal issues. Advocates reported being motivated by a variety of factors to complete a new training, including increasing their ability to assist survivors, having a desire to help their community, knowing they would have liability protection, gaining more experience, increasing their pay, engaging in professional development, and receiving a certification. In addition, advocates are concerned that the training and certification that could be required in order for them to provide legal services, as well as the additional work of providing legal services, would add to their already heavy workload. Generally, organization leaders would support their advocates providing limited-scope legal advice to the survivors that they serve because they believe it would be valuable to their organization and its clients. However, organization leaders want to be involved in decisions regarding certification processes and scope of service for advocates providing legal advice because advocates each come with unique backgrounds, approaches, and experience levels. Organization leaders also want there to be clear boundaries for the scope of service authorized to ensure that advocates understand and are able to effectively communicate those boundaries to survivors and other actors in the civil justice problem-solving ecosystem.

Research Question 3: *What civil legal needs do DV advocates most want/need to advise DV survivors regarding?* DV advocates and organization leadership reported that DV survivors experience a wide range of civil legal needs. DV survivors frequently encounter challenges with protective orders, and advocates generally feel very confident in being able to assist survivors with protective orders. However, advocates feel less equipped when more

complex issues, such as sexual assault or trafficking, are at issue in the context of a protective order application. DV survivors often need assistance with custody and divorce matters, and many advocates feel confident in their ability to assist DV survivors with these top civil legal needs for survivors. DV survivors frequently encounter housing challenges and seek assistance from advocates for those challenges. Advocates consider immigration issues a significant civil legal need, noting that survivors frequently seek assistance with immigration-related issues. Advocates feel less equipped to tackle immigration issues compared to other legal needs, in part because immigration issues are complex and overlap with other legal issues. DV survivors need assistance navigating financial matters, specifically credit issues and debt relief, and advocates are dedicated to assisting survivors with these matters, but many advocates admit feeling unequipped to address financial issues. Advocates also reported interest in learning about helping survivors with employment problems, benefits, and other civil legal needs.

Research Question 4: *What additional legal training would DV advocates want and need to feel equipped to give limited-scope legal advice?* Advocates reported a range of current training protocols depending on where the advocate is located. Many advocates already receive legal information training, and advocates are already accustomed to receiving training components from lawyers. Advocates, organization leadership and attorneys agree that training for advocates to provide limited-scope legal advice should include the scope of authorization, how advocates will know when they've reached the end of that scope, and what to do at that point. Substantive legal topics covered in training should include the areas of civil law that advocates identified as high priority, and the needs that survivors experience the most: protection orders, custody, divorce, eviction, and property protection. Training on family law, legal procedure, assisting with forms, scope of services, and negotiation skills would increase advocate confidence in providing limited-scope legal advice to survivors.

Research Question 5: *What do subject matter experts consider the best practices legal advocacy for DV survivors?* Subject matter experts identified best practices including trauma-informed care, cultural humility, burnout prevention, training and certification, supervision and mentorship, ethics and professional responsibility, and advocate skills and qualities.

A core tenant of i4J's research model is to translate academic research into widely available advocacy tools. i4J works with the community to provide policy advocates with important data points and model policies in an accessible format can be used to inform data-driven policy change anywhere across the country. Working from the data and research collected in Part One of this project, the research team used design-thinking and user-experience UX methodologies to layer this DV-specific research with a database of the 50 states' UPL restrictions and exceptions and a jurisdiction-agnostic guide to data-driven UPL reform using the DV research as an example study in Part Two of this project.

The research team conducted legal research to find all UPL restrictions and exceptions across the 50 states. To ensure all restrictions and exceptions were found, the research team recruited law librarians to confirm and verify the data for 25 of 50 states. Law library fellows at the University of Arizona were recruited to review and verify the remaining 25 states. The research team created a low fidelity prototype version of a website presenting the Part One research findings and the UPL database. The team then conducted two rounds of usability testing with potential Toolkit users to ensure the final toolkit would meet the needs of advocates, organization leaders, and UPL decision-makers who visit the Toolkit. The research team partnered with Open Tucson to convert the prototype Toolkit into a functional website.

UPL reform is not a one-size-fits-all solution. Any reform should meet the needs of the implementing jurisdiction. Early case studies of jurisdictions that have implemented UPL reform to allow domestic violence advocates to provide limited-scope legal advice provide examples of how UPL reform might be implemented. This project Toolkit is designed to assist decision-makers and system actors in designing and building a UPL reform that meets the needs of their specific jurisdiction.

Introduction

Domestic violence (DV) is a significant and prevalent problem in the United States. Millions of Americans experience DV and other civil legal problems associated with DV each year. A significant number of DV survivors do not receive adequate assistance with their civil legal needs; there are not enough attorneys to provide enough help to all survivors. However, in the current regulatory framework, only licensed attorneys are authorized to provide legal assistance for these needs. A large network of DV advocates currently exists to assist survivors with needs without providing legal advice, but survivors frequently ask advocates for legal assistance with needs related to their experience of DV. DV advocates are uniquely positioned to assist survivors if they are adequately trained to provide limited-scope legal advice. However, unauthorized practice of law (UPL) restrictions in most jurisdictions prevent advocates from assisting survivors even if the advocates are adequately trained. Some jurisdictions have begun to experiment by creating exceptions to UPL restrictions. These exceptions to UPL restrictions might relieve some pressure on the exceedingly strained legal system while being helpful to DV advocates closely positioned to survivors who desperately need legal help. Because these UPL reforms will directly impact the experiences of survivors and advocates in the civil legal system, as well as DV advocacy organizations providing DV advocate support to survivors, their voices should be included in reform decision-making. This report addresses the potential of UPL reform to advance DV advocacy, the findings of this research project, and policy implications of these findings. We seek to understand these dynamics in a two-part study.



Our work is shaped by the existing domestic violence service landscape and the current research and literature regarding legal services for domestic violence survivors. **This Service Landscape is described in Appendix A.**

Given the prevalence and far-reaching impacts of DV, networks of social service organizations serving survivors span the US. Survivors of DV experience many social service needs when they leave an abusive relationship, including needs for housing, childcare, employment, and education.¹ DV advocacy organizations across the country also help survivors navigate civil legal issues. Organizations that provide services to DV survivors provide a wide range of services to try to holistically serve a group of individuals experiencing a legal problem that inherently has an extra layer of danger given the lethality of DV.

Survivors and the organizations that serve them struggle to secure civil legal help because they are operating in a country with a massive civil justice crisis. Specifically, connecting

¹ See Jennifer S. Rosenberg & Denise A. Grab, [Supporting Survivors: The Economic Benefits of Providing Civil Legal Assistance to Survivors of Domestic Violence](#), Inst. Pol'y Integrity, 7 (July 2015). See University of Michigan, [Barriers to Leaving: Why Don't Survivors Just Leave?](#), (last visited March 11, 2024).

survivors and others with civil legal needs to legal help is challenging because of structural challenges and tensions between how people problem-solve and connect with legal services, and how those services are provided. Despite the difficulty in securing legal assistance, evidence shows that receiving legal assistance is vital for DV survivors receiving a favorable outcome in court.

Both the vast shortfall of free and affordable civil legal services in the US and the siloing of legal services from other social services are at least in part attributable to UPL restrictions,² which limit the ability to provide legal services to licensed attorneys.³ A Gordian knot sits at the center of DV services: DV survivors experience many needs that are intertwined with civil justice — such as housing, financial abuse, and employment — as well as direct civil legal needs such as the need for a protective order, a divorce, and child custody.



To address the access to justice crisis, some jurisdictions have begun to experiment with allowing individuals who are not licensed attorneys to provide limited-scope legal advice. **For more information about some of these exceptions, see Appendix B.**

From Case Studies to National Dataset: The Goals and Intended Research Outcome of This Research

As a design hub, Innovation for Justice's (i4J) methodology for developing community-based legal education initiatives recognizes the risk and opportunity of UPL reform by working at the center of 3 perspectives: 1) the unmet legal needs of historically marginalized and under-represented community members; 2) the capacity of community-based organizations and other alternative service providers to meet the justice needs of these community members; and 3) the zone of tolerance of what UPL reform decision-makers will allow so that more people who are not licensed attorneys can know and use the law. i4J designs solutions to the justice crisis in the opportunity space where these three perspectives overlap.

This Venn diagram approach shapes and informs the research approach in this project.

² See generally, Michele Cotton, *Experiment, Interrupted: Unauthorized Practice of Law Versus Access to Justice*, 5 DePaul J. for Soc. Just. 179 (2012) for a discussion of UPL restrictions and how they affect access to justice and civil legal services, particularly for low-income Americans.

³ American Bar Association, [Rule 5.5: Unauthorized Practice of Law; Multijurisdictional Practice of Law](#), (last visited March 13, 2024). To become a licensed attorney, one must graduate with a four-year bachelor degree from an accredited college or university, graduate from an accredited law school with a three-year juris doctor degree, and pass a bar exam in the jurisdiction in which they are getting licensed. While early regulation of the practice of law only required the completion of an apprenticeship, bar associations have emerged in most jurisdictions to enforce standards for admission to practice law within the jurisdiction. The unauthorized practice of law is regulated in every jurisdiction in the United States. See Ilana Kowarski & Sarah Wood, [How to Become a Lawyer: A Step-by-Step Guide](#), U.S. News, (June 20, 2023). Laurel A. Rigertas, *The Birth of the Movement to Prohibit the Unauthorized Practice of Law*, 37 Quinnipiac L. Rev. 97, 105-12 (2018).

The concept of re-regulating UPL restrictions to permit roles beyond lawyers is controversial and has received significant opposition from the bar.⁴ DV legal services have been caught in the crossfire: while permitting DV service organizations to provide civil legal services via advocates has proved a promising practice in the states that have permitted it, concerns persist that survivors are a vulnerable population, the civil legal system is complicated, and alternative legal services could fall short.⁵ At the same time, UPL reform discussions are happening across the country — and may move forward in ways that affect services for DV survivors and the organizations that serve them without their perspectives at the decision-making table. This makes the topic of DV a particularly suitable substantive legal area to model the process at work in this project, which provides a step-by-step approach for community-centered qualitative and quantitative research that:

- documents unmet legal needs;
- explores the capacity of untapped service providers to meet those needs in new ways;
- identifies the rule and policy changes that would need to be addressed to make that service innovation possible;
- provides data-informed recommendations on service model design, including scope of service, training, and regulation; and
- presents the research as a replicable framework that any jurisdiction can use to explore legal service innovation through UPL reform.

This project demonstrates application of that framework by answering research questions focused on determining what needs survivors experience, how DV advocacy organizations already address these needs, how DV advocacy organizations may provide more services to survivors, and what data is available and needed to persuade decision-makers to enact policy change. The outcome of this research project provides a national dataset and online toolkit that highlights useful findings and information at the center.

Methods for Creating a Web-based Toolkit

The first part of this project focused on answering the identified research questions. The second part of this project focused on creating a web-based toolkit to share answers to the research questions in an accessible format coupled with an open source UPL restriction and exception database. This white paper focuses on the creation of the UPL restriction and exception database and the design and creation of the associated web-based toolkit.

⁴ See Ralph Baxter, *Dereliction of Duty: State Bar Inaction in Response to America's Access-to-Justice Crisis*, Yale L. J. Forum 228 (Oct. 19, 2022).

⁵ See, e.g., March 24, 2023 email from Arizona Bar Foundation to the Domestic Violence Legal Assistance Project statewide membership, arguing that legal services by DV advocates could threaten DV organization funding sources, DV organization safety protocols or procedures, and DV organizational liability. On file with Author.

UPL Policy Mapping Methodology

The research team began by conducting a literature review of existing research on the unauthorized practice of law (UPL) restrictions and exceptions across the United States. This review included articles examining the development of UPL restrictions throughout the history of the United States to provide context around the current policies behind UPL restrictions and exceptions that exist. UPL restrictions developed on a state-by-state basis as bar associations began to emerge across the country.⁶ States vary in the strictness of their UPL restrictions and any exceptions to these restrictions; some states are more open to reforming UPL restrictions to address the access to justice crisis in the U.S.⁷

After the initial literature review was complete, the research team conducted legal research to identify court rules, court orders, and statutes regarding the UPL restrictions and exceptions across the 50 states and Washington, D.C. The research team searched statutes, administrative orders, and court rules and regulations. The research team used several search terms to identify UPL restrictions: "unauthorized practice of law," "UPL," "practice of law," "unauthorized practice of law restriction," "unauthorized practice of law restriction," "unauthorized practice of law regulation," "non-lawyer legal assistance," "law-related services," "limited law license," "limited-scope legal advice," "limited legal practice," "legal advocate," "legal paraprofessional," and "unauthorized practice of law exception." Any statute, court order, or court rule that 1) prohibited the unauthorized practice of law, 2) outlined penalties for engaging in the unauthorized practice of law, 3) provided an exception to UPL restrictions for any reason, and 4) case law that further explained or refined UPL restrictions or exceptions were included in the database.

The research team divided the states (including Washington, D.C.) and searched court websites, WestLaw, and Lexis for any UPL restriction or exception to these restrictions. After each member of the research team finished their review of their assigned jurisdictions, another member of the research team conducted a confirmation check of each jurisdiction to ensure no restriction or exception was missed during the first round of review. After the internal review of the UPL database was completed by the research team, law librarians in each state were contacted with a request to confirm and verify the accuracy of the dataset; 25 of the 50 states were verified by these law librarians. For the remaining jurisdictions, law library fellows at the University of Arizona James E. Rogers College of Law were recruited to review and verify the database. After the law librarians finished their review, the UPL restrictions and exceptions were verified one final time while the research team ensured all links within the database were open-source versions.



All UPL restrictions and exceptions have been compiled in a Spreadsheet on the Toolkit website. **The table of UPL restrictions and exceptions can be**

⁶ Rigertas, *supra* note 3.

⁷ See *infra* the UPL database in the Appendix C.

found in Appendix C. Ethics Opinions addressing UPL restrictions and exceptions can be found in Appendix D.

Building the Toolkit Prototype⁸

Research team members worked in groups to build sections of a prototype toolkit in Miro.⁹ This early-stage prototype allowed the research team to engage with representative users to test whether the data was being represented well and determine whether significant changes in the display of information were needed. This prototype allowed the research team to engage with representative users to test the content of the prototype. Utilizing a low-fidelity prototype in Miro allowed the research team to understand how representative users think and feel about the initial concepts of the toolkit design, uncover problems early in the process before investing significant time and resources into creating a polished final product, and provide guidance on what design, language, visuals, or general messaging will resonate with users the most. The prototype included a landing page, research question 1 page, research question 2 page, research question 3 page, research question 4 page, research question 5 page, a UPL database page, publications page, and frequently asked questions page. This prototype toolkit included the content that the research team anticipated including in the final product.

In creating the toolkit, the research team wrestled with a very large dataset consisting of 85 interviews and 191 surveys from community members in over 35 states. The research team organized the data based on the findings that were most responsive to the research questions and which were likely to have the most value to Toolkit users.

Landing Page: As the first page that a Toolkit user would see, the design goal for the landing page was to help Toolkit users understand the big picture takeaways from our research, what we have included in the Toolkit, and where to find more information if they still have questions. This page was designed for someone who is at any stage in the process of gaining UPL reform authorization and wants to make data-driven decisions about what gaining UPL reform authorization takes.

Research Question 1 Page: As the page describing the gaps advocates face when they limit their assistance to legal information rather than legal advice, the design goal for the research question 1 page was to help Toolkit users understand what we learned about the question, "Nationally, what gaps in their ability to help survivors do DV advocates experience when they limit their help to legal information, not legal advice? This page was designed for someone who is looking into UPL reform authorization or in the process of gaining UPL

⁸ A prototype is "an early version of a design used to test and validate ideas, interactions, and functionality." Huei-Hsin Wang, [UX Deliverables: Glossary](#), Nielsen Norman Group, (Aug. 9, 2024).

⁹ The prototype was built to ensure the content of the website was as expected for potential toolkit users. Miro allows basic web functionality to be added to content-centered wireframes of a website; it is not a design tool for look-and-feel website prototype testing.

reform authorization and wants to make data-informed choices about what barriers stand in the way for advocates when providing services to survivors. . Information like this could help the Toolkit user determine whether UPL reform may be helpful in addressing some of these barriers in their own organization, community, and state. It could also be helpful for users who are experiencing anecdotal opposition to UPL reform in their jurisdiction.

Research Question 2 Page: As the page describing advocates' interest in UPL reform and beliefs about whether it would be helpful to the survivors they serve, the design goal for the research question 2 page was to help Toolkit users understand what the research team learned about the question, "Do DV advocates think UPL reform and the ability to give limited-scope legal advice as part of their services would be helpful to them and the survivors they serve? This page was designed for someone who is looking into UPL reform authorization or in the process of gaining UPL authorization and wants to make data-informed choices regarding advocates, organization leaders and subject matter experts' perspectives regarding whether the DV community wants UPL reform to advance DV advocacy. Information like this could help the Toolkit user make the case for UPL reform to advance DV advocacy in their jurisdiction, as well as guide users on community engagement with the DV community in their jurisdiction.

Research Question 3 Page: As the page describing the landscape of civil legal needs experienced by DV survivors, the design goal for the research question 3 page was to help Toolkit users understand what the research team learned about the question, "What civil legal needs do DV advocates most want/need to advise DV survivors regarding?" This page was designed for someone who is in the process of gaining UPL reform authorization or is likely to get UPL authorization and wants to make data-informed choices about what civil legal problems advocates, organization leaders, and subject matter experts believe they can competently give advice on to survivors and what civil legal problems that may be outside the scope of advocate help. Information like this could help the Toolkit user determine which civil legal needs should be substantively addressed in legal skillbuilding for DV advocates.

Research Question 4 Page: As the page describing training needs of advocates, the design goal for the research question 4 page was to help Toolkit users understand what the research team learned about the question, "What additional legal training would DV advocates want and need to feel equipped to give limited-scope legal advice?" This page was designed for someone who has UPL reform authorization or is likely to get UPL authorization and wants to make data-informed choices about what it will take to train advocates in their state to be able to give legal advice. Information like this could help the Toolkit user budget for a pilot, recruit instructors, and design a training that is appropriately scoped and scaled.

Research Question 5 Page: As the page describing best practice for lay and licensed legal advocacy, the design goal for the research question 5 page was to help Toolkit users

understand what the research team learned about the question, “What do subject matter experts consider the best practices for lay and licensed legal advocacy for DV survivors, in areas such as training/certification, supervision/mentorship, and professional responsibility?” This page was designed for someone who is in the process of building a pilot program after gaining UPL reform authorization or is likely to get UPL reform authorization and wants to make data-informed choices about including best practices for DV advocacy (recognizing that those practices are evolving). . Information like this could help the Toolkit user develop a pilot program that incorporates as many best practices as possible.

UPL Database: As the page displaying all UPL restrictions and exceptions to those restrictions, the design goal for the UPL database page was to help Toolkit users understand what the research team learned about where UPL restrictions and any existing exceptions can be found for their state and other states. . This page was designed for someone who is in the process of gaining UPL reform authorization and wants to know who their UPL decision-maker is and what kinds of exceptions exist in their state and other states. Information like this could help the Toolkit user determine how to approach decision-makers in their state. .

White Paper/Publications Page: As the page housing the White Papers and other publications for this project, the design goal for the white paper/publications page was to help Toolkit users understand the big picture takeaways from the research, what the research team included in the Toolkit, and where to find more information if they still have questions. This page was designed for someone who is at any stage in the process of gaining UPL reform authorization and wants to make data-driven decisions about what gaining UPL reform authorization takes. Information like this could help the Toolkit user understand the building blocks and strategy for data-driven UPL reforms.

FAQs Page: As the page providing information about anticipated questions, the design goal for the FAQs page was to help Toolkit users understand how to navigate through the Toolkit and understand terminology used throughout the Toolkit. This page was designed for someone who is at any stage in the process of gaining UPL reform authorization and wants to navigate the Toolkit to make data-driven decisions regarding building a pilot program in their own state.

About Us Page: As the page providing information about the research team and our co-researchers, the design goal of the about us page was to help Toolkit users understand who created the Toolkit and organizations involved in the research. This page was designed for someone who is at any stage in the process of gaining UPL reform authorization and wants to understand where the data behind the Toolkit came from and who was involved in gathering this data.

DV Services Landscape Page: As the page providing information about the DV services landscape, the design goal of the DV services landscape page was to help Toolkit users understand the current landscape of DV advocacy services: what services DV advocacy organizations provide to survivors, what DV advocates do,, and case studies from states where DV advocates are authorized to provide limited-scope legal advice. This page was designed for someone who is at any stage in the process of gaining UPL reform authorization and wants to understand how DV advocacy organizations currently function to better design a program in their own jurisdiction.



For screenshots of the Toolkit prototype, see **Appendix E**.

Testing the Toolkit Prototype

Testing of the prototype toolkit occurred in two stages. After the first iteration of the toolkit was built in Miro, the research team conducted 10 prototype tests with various systems actors and subject matter experts. Each prototype test was scheduled for 30 minutes; however, several of the prototype tests ran significantly longer than 30 minutes. Prototype tests were facilitated in Zoom to enable screen-sharing capability by testers. Testers were advocates, DV service organization leaders, judges, licensed paralegals, and other DV subject matter experts.

Successful use of the toolkit educates users about the five research questions, arms users with the information needed to promote policy change in a way that benefits their jurisdiction, and promotes the inclusion of voices of system actors that are affected by reform but are typically not included in decision-making conversations about UPL reform. In prototype tests, research team members walked testers through nine activities to measure users' success at navigating the prototype toolkit. Testers were read hypothetical situations giving them information to direct them to a specific part of the prototype toolkit. Each activity was designed to prompt the tester to navigate to a specific page on the prototype toolkit. If the tester ended up on the right page, the activity was completed successfully. If the tester ended up on a different part of the prototype, the activity was completed unsuccessfully. Feedback for what went well, what did not work, what questions came up during the test, and what new inspiration arose from the testers' comments were recorded to facilitate changes to the prototype.

Testers were asked to "think aloud" as they were navigating through the activities so the research team could understand the thought processes behind the testers' actions and choices users made when navigating through the prototype toolkit.¹⁰ This technique allowed the research team to discover what testers really think about the prototype and address any misconceptions testers had about the prototype through subsequent redesign of the

¹⁰ Jakob Nielsen, [Thinking Aloud: The #1 Usability Tool](#), Nielsen Norman Grp., (Jan. 15, 2012).

prototype.¹¹ These tests were conducted by pairs of research team members: one facilitated the test by reading the activities aloud to the tester and the other team member took notes about what went well, what could be improved, and behaviors exhibited by testers as they navigated through the activities.

Feedback was compiled on the prototype Miro board. Research team members grouped feedback into themes to facilitate changes to the prototype. Generally, feedback that was received multiple times was incorporated into the prototype, while feedback that appeared only once or twice and/or indicated that it was a "personal preference" of the tester was not incorporated into the prototype.

Iterating and Improving the Web-based Toolkit

Findings from first round of toolkit prototype testing

Toolkit Users Appreciate Data Visuals in the Online Presentation of Research Findings

Generally, the feedback for the prototype was positive. Testers were impressed with the amount of data that was collected to build the toolkit. Testers also liked the use of graphs, charts, and other graphics to provide information to users. Seven of the 10 testers mentioned the graphics were helpful, clear, and easy to understand. Generally, testers believe that the toolkit will be a very useful tool when it is published. Ten out of 10 testers provided positive feedback about the toolkit and the potential uses once published. One tester noted, "I think it feels really accessible. Overall, I think the graphics are really helpful." Another tester stated, "I think there's a lot of really great information [in the toolkit]." Yet another tester explained, "it's just very exciting to see. I think it is critical information [and] very helpful, especially living in a state where we don't have this [UPL exceptions]." Based on this feedback, the research team tried to standardize and elevate visuals and graphics throughout the prototype, taking care to use graphics to visualize the data whenever possible.

Toolkit Users Prefer for Text-Dense Research to Be Presented in Digestible Amounts

Testers indicated that there were parts of the toolkit that could use some clarification to make it easier to understand the data. Several testers were concerned that there was too much information being presented on some parts of the prototype. Nine out of 10 testers indicated that parts of the prototype had too much information appear when first visiting the page. This was not universal feedback for the entire prototype: testers thought that the landing page and research question 1 page were particularly overwhelming with information. One tester stated, "there's definitely a lot of information...it looks a little overwhelming." Another tester stated, "this is a lot of information on one page." Testers wanted to have more control over how much information they were seeing on the page at one time, but did not indicate that some of the information on the page was not useful.

¹¹ *Id.*

Testers wanted to see the information within the prototype, but did not want to see all of the information upon first visiting the page. Six of the 10 testers indicated that using drop-down menus would be helpful to control the amount of information visible at one time. One tester explained, "my reaction scanning it is that maybe some of this can be folded? I forget the what the word is, so in other words, what is unauthorized practice of law...but to get the answer, I'd have to click on it [a drop-down menu option]." Another tester really enjoyed having to click to a new pop-out to receive more information on pages of the prototype; that tester stated, "this is perfect, awesome." In response to user feedback about the amount of information initially presented, for the second round of testing the research team utilized drop-down menus to indicate that the user would have control over how much information appeared on the screen at once. The research team built a version of the page with all menus collapsed and built a secondary page that displayed more information if the user chose to explore the drop-down menus on the page.

Toolkit Users Value Hierarchy of Information. Testers also indicated that reformatting some pages to include additional hierarchies of information would make it easier to digest the information presented. Ten out of 10 testers commented that some parts of the prototype could be made more clear which could be accomplished by refining the content on the pages to clarify the goals of these pages. Reformatting some pages would increase clarity, create a focal point for individuals using the toolkit, and cut back on the amount of information the user is inundated with when first visiting the page. This reformatting was needed on several different pages including the landing page and research question 1 page according to testers. One tester noted, "it looks like something I would [find] if I was like Googling some sort of medical journal, and this would be the information that I was pulling up, which if I'm just somebody who's not familiar with the concept, or I'm not in the legal field, or in the advocacy field, this might be pretty overwhelming, I may not understand it." Another tester stated, "there's a lot of scrolling." Testers noted that headings may need to be reworked to be more helpful and explain to users what information they will be learning on each page. One tester noted, "the headings seem a little imprecise for the information that's on here about this distinction between having legal problems and being able to get assistance for legal problems." To increase wayfinding and make page goals easier to identify, the research team reformatted pages to utilize a typical scrolling interface rather than a quadrant layout where all the information was visible at the same time. The research team also redesigned the page to include more headings and subheadings for additional wayfinding.

Methods for second round of toolkit prototype testing

After the research team implemented the feedback from the first round of testing, another round of testing was conducted. The research team conducted 13 tests with various system actors including judges, access to justice commission members, organization leadership, advocates, and other subject matter experts.

Testers were given the updated prototype toolkit prior to testing to allow them time to review the toolkit prior to their scheduled test. The research team decided to provide the prototype to testers ahead of tests because the first round of testing generally ran significantly longer than the half hour allotted for each test. This was because most testers were unfamiliar with navigating Miro and the prototype included a lot of information for a tester to digest in a short amount of time. Providing the prototype ahead of the test allowed testers to dive into the actual information presented within the prototype and provide the research team with meaningful and useful feedback. In this round of testing, testers were primarily asked to provide general feedback and first impressions of each part of the prototype and the content contained within. During the tests, the research team captured the feedback and first impressions shared by testers. All tests were recorded to assist with notetaking. The feedback and first impressions were compiled and analyzed in Miro and informed the next round of prototype redesign.

Findings from second round of toolkit prototype testing

Toolkit Users Appreciate Accessible Displays of Large Data Sets. Testers were again impressed with the scope of the data collection. They were excited to be able to use this toolkit for UPL reform advocacy in their jurisdictions. All 13 testers indicated excitement about the prototype or a desire to use the tool when it goes live. One tester indicated, "I'm just excited for you guys to get it up so that I can share it with people and start building programs around it." Testers noted that this toolkit has valuable features that advocates can use to spark policy change across the country. One tester was very excited to have the UPL map at her fingertips. That tester noted, "I'm super excited to use it. Especially, I mean, I'm so excited to get to all of it, but this map in particular, is something that I think our regulatory reform community has really wanted for a long time, and this is going to be such an easy way to access that information." Another tester was excited to learn what advocates and organization leaders had to say about the potential of UPL reform. That tester stated, "everybody loves to read what people are really saying...these are great quotes." To address this excitement, the research team made sure the display of data was as consistent as possible across all pages of the prototype to take advantage of the features that users indicated were the most important and easy to use for them.

Toolkit Users Appreciate Data Visuals in the Online Presentation of Data. As in the first round of testing, users in the second round appreciated the use of visuals and graphics throughout the prototype. Ten of the 13 testers indicated that the graphics were generally helpful in digesting the large amount of data presented in the prototype. One tester noted, "I like the charts here." Another tester stated, "This is great. I think the graph and the list are really effective and accurate." Another tester noted, "it's nice to have a variety of..graphics and maps versus just words." While feedback was generally positive regarding the visuals and graphics, some testers had critical feedback about some of the graphics. Six of the 13 testers indicated that some of the visuals on the Research Question 3 page were not incredibly clear and should be adjusted to help users understand what the data was saying.

One tester noted, "it might be good to have simpler...graphics, and then you can click on that to get into more details." Another tester stated, "this graph's a little difficult to read just because it's a lot like they almost wind up blurring together...like the stuff across the bottom." Another tester noted, "I just don't understand how those two charts [are different and] what they represent." To address this concern, the research team redesigned some of the visual displays of data to make the data easier for users to digest and understand. The research team changed the format of some data visualizations, increased the size of some data visualizations, and clarified labels and titles of some data visualizations.

Toolkit Users Prefer Large Amounts of Information to be Displayed in Digestible Pieces.

Additionally, testers again felt that some pages had a lot of content right off the bat. Ten of 13 testers indicated some parts of the prototype had too much text. One tester noted, "[my] first impression before anything else is it's very busy...that can be kind of off-putting." Another tester stated, "it [the landing page] has a ton of content so I would if I opened this up, I would think I've got to spend some time studying this page." Another tester stated, "[there are] too many different topics on this landing page." Testers wanted to have more control over the amount of content on the screen when they interacted with the website. One tester explained, "it might be better if it were maybe not throwing so many details [at the user]." Six of the 13 testers noted that they enjoyed the use of drop-down menus that the research team had already incorporated into the prototype. One tester stated, "I like the drop-downs." Another tester noted, "I do kind of like the drop-downs you can expand, that's a good way to present the information. Another tester stated, "I like that...it unfolds. I like that it's grouped by category." To address this concern, the research team utilized even more drop-down menu options and highlighted the already included drop-down menus. The research team tried to display as little information on pages as possible and build a secondary page with the information expanded.

Toolkit Users Prefer Research Findings to be Presented in Easy-to-Understand Language.

Testers were also concerned that language choices should be changed to make the toolkit more accessible to a larger audience and more useful to advocates to implement change using the toolkit. Seven of the 13 testers noted concerns with word choice and made suggestions about how they might alleviate these concerns. One tester noted, "what's a carve-out? It's not explained...I don't see any explanation of what the...carve-out is...I think [users] might want another word...I think I understand what that means...I think there's a better word like exceptions." Another tester stated, "I think for...the general public, it might be a little bit confusing." To address this concern, the research team aimed to maintain an eighth grade reading level throughout the prototype and ensured language used throughout the toolkit was common to the literature and existing efforts in other jurisdictions on DV advocacy and UPL reform.

Toolkit Users Prefer Data to be Displayed in a Straightforward, Organized, and Intuitive Way.

Some testers were confused by parts of the prototype and suggested that the research team should clarify the content. Eleven of the thirteen testers indicated that the

research team should make efforts to clarify content on the prototype before transitioning into a live website. Testers were confused by the landing page and Research Question 1 page in particular. One tester noted that some pages on the prototype “do[n’t] seem clear.” Another tester noted, “I think making things a little clearer would be helpful.” Another tester stated, “it wasn’t immediately intuitive. Like what was it trying to convey?” To address this concern, the research team reformatted the landing and research question pages on the prototype to regroup important information in a more intuitive way. While testers were most confused by the Research Question 1 page, the research team reformatted all five research questions so all of these pages shared a common format to increase clarity and flow between these pages. The research team also created the DV advocacy landscape page to move some information from other parts of the prototype and more intuitively group information. The research team also reworded some sections of the prototype and recreated some graphs to clarify the information that was being depicted.

Toolkit Users Wanted More Information. During the two phases of testing, the research team received some questions from testers about information that was not included within the initial prototype, but the research team had the data and information to provide the tester with the answer. Because the research team had conducted this research and had the data on hand, other pages were added to the prototype to incorporate these data points. For example, the existing landscape of DV services page was added because it provides context for the project to the user and examples of what is being done to address the legal needs of DV survivors.

Toolkit users wanted to be able to follow up with questions. Some testers wanted to know how to get in touch with the research team if they had questions about the project or the research questions. To address this concern, the research team built an about us page that listed the research team members and provided users with a good email address to contact the research team.

Toolkit users wanted consistency across headers and titles. Throughout the iterations of the prototype, the research team changed the headers and titles for the pages several times. The research team used short-hand titles such as “research question 1” which did not provide enough information for users to really understand what information should be found on the page. The research team used the entire research question: “Nationally, what gaps in their ability to help survivors do DV advocates experience when they limit their help to legal information, not legal advice?” These titles were lengthy and contributed to testers feeling overwhelmed when they navigated to some pages of the prototype. For the final iteration, the research team aimed to struck a balance: providing enough information to indicate the type of data found on the page but not overwhelming the user with a lengthy research question.

From Testing to Final Product

Following the second round of testing, the research team incorporated the identified feedback. The research team worked with Open Tucson to convert the prototype into a fully functional website.

An interactive GIS map was created from the UPL database. The research team worked with a law librarian at the University of Arizona to create the map and the filters used to navigate the map. Filters allow users to find all jurisdictions with specific UPL exceptions. These exceptions include DV advocates, landlord/tenant, law student, financial needs, and administrative proceedings. The map provides users with all UPL restrictions and exceptions for each jurisdiction and links to open source versions of restrictions and exceptions; the user can narrow down the information provided by using the filters. This map was embedded into the website and is available [here](#).

All data included in the prototype was verified and confirmed by the research team. Quotes were confirmed to ensure accuracy and that they were and not taken out of context. Numerical data and percentages were recalculated to ensure mistakes were not made during initial calculations and creation of the prototype toolkit. As the prototype was converted into a functional website, the research team verified that the information and data that appeared on the prototype is the same information and data that appeared in the final functional website and this white paper. The research team met with Open Tucson biweekly as the prototype was being converted to a functional website. During these meetings, the research team was able to clarify any confusion in the design and functionality of the prototype as it was built. Open Tucson gave the research team feedback on best practices for website design and how the research team could create the most impactful and useful toolkit possible.

At publication, the Toolkit was shared as a tangible deliverable designed for anyone who wants to build the bench of community members who can know and use the law to advance equal justice. Grounded in the issue of domestic violence as a case study, the Toolkit is particularly a resource for advocates, organization leaders, lawyers, and survivors interested in advancing UPL reform in their state. This Toolkit can be used to encourage UPL reform in any jurisdiction.

- First, the UPL database can be used to identify the UPL restriction in a specific jurisdiction that would need to be amended in order to encourage reform.
- Second, the Toolkit can be used to understand who the decision-makers are with the power to further UPL reform in a jurisdiction.
- Third, data from Research Question 1, Research Question 2, and Research Question 3 can be used to tell the story about why a specific community would benefit from implementing UPL reform.

- Finally, data from Research Question 4 and Research Question 5 can be used to illustrate how a specific organization's existing training compares to training at other organizations, what training for upskilling advocates might include, and what best practices might guide new training.

Conclusion

Domestic violence is an urgent issue that impacts Americans from all backgrounds. This project aimed to understand the barriers advocates face when limiting their assistance to legal information and not legal advice, the civil legal problems that survivors experience when exiting an abusive relationship, whether advocates are interested in training to assist survivors with these legal needs, the additional training needed to increase confidence in assisting survivors, and best practices for lay and licensed DV advocacy. The research team analyzed the data from 85 interviews and 191 surveys and designed the Toolkit to provide decision-makers with a resource to help make data-driven decisions when designing and implementing community-based justice worker programs to serve DV survivors and individuals experiencing other civil legal problems. This project was divided into two parts. In Part One, the research team conducted interviews and distributed surveys to address five research questions:

1. Nationally, what gaps in their ability to help survivors do DV advocates experience when they limit their help to legal information, not legal advice?
2. Do DV advocates think UPL reform and the ability to give limited scope legal advice as part of their services would be helpful to them and the survivors they serve?
3. What civil legal needs do DV advocates most want / need to advise DV survivors regarding?
4. What additional legal training would DV advocates want and need to feel equipped to give limited scope legal advice?
5. What do subject matter experts consider the best practices for lay and licensed legal advocacy for DV survivors, in areas such as training/certification, supervision/mentorship, and professional responsibility?

An in-depth description of the methods and findings for Part One can be found in the companion paper, [*The Potential of Unauthorized Practice of Law Reform to Advance Domestic Violence Advocacy: Methods and Findings*](#). In Part Two, the research team designed, tested, and built the Toolkit.

Analysis of an in-depth literature review, interviews, and surveys revealed several key insights for each research question. The research team distilled four key insights to answer research question 1: "Nationally, what gaps in their ability to help survivors do DV advocates experience when they limit their help to legal information, not legal advice?" These four key insights are related to the gaps that DV advocates experience in the current UPL regime:

1. The siloing of DV social services from scarce DV legal services contributes to most survivors receiving inadequate or no legal help;

2. In the current civil legal landscape, survivors are retraumatized, confused, overwhelmed, and disempowered; DV advocates are aware of the system-level challenges survivors experience and the ability to give only information is not enough to adequately respond to these challenges;
3. The line between legal information and legal advice is blurry, causing advocates to vary in their reaction when a survivor asks a question that might elicit legal advice;
4. When advocates are unable to provide legal advice to survivors, they feel like they are letting survivors down.

The research team distilled three key insights to answer research question 2: "Do DV advocates think UPL reform and the ability to give limited-scope legal advice as part of their services would be helpful to them and the survivors they serve?" These three key insights are related to whether DV advocates think UPL reform and having the ability to give limited-scope legal advice would be helpful to their organizations and the survivors they serve:

1. DV advocates report high levels of interest in providing legal advice to survivors because they believe it would be extremely helpful to survivors and allow them to meet the needs of survivors more easily;
2. While advocates are excited about the opportunity to provide limited-scope legal advice, they want to be sure that they have been properly trained and that the training and resulting increased skillbuilding can be balanced with their already heavy workloads;
3. Organization leaders would support their advocates in skillbuilding that trains them to provide limited-scope legal advice to survivors because they believe it would be valuable to their organization and the clients they serve, but leaders want to be involved in decisions regarding training, certification, and scope of service.

The research team distilled six key insights to answer research question 3: "What civil legal needs do DV advocates most want/need to advise DV survivors regarding?" These six key insights are related to the civil legal needs that DV survivors experience:

1. DV survivors experience a wide range of civil legal needs;
2. DV survivors frequently encounter challenges with protective orders, and advocates generally feel very confident in being able to assist survivors with protective orders, but may feel unequipped to assist when more complex issues, such as sexual assault or trafficking are disclosed during the initial stages of working with a survivor;
3. DV survivors often need assistance with custody and divorce matters, and some advocates report varying levels of confidence in assisting with those needs;
4. DV survivors frequently encounter housing challenges and seek assistance from advocates for these challenges;
5. Survivors frequently seek assistance from advocates regarding immigration-related issues, but most advocates feel less equipped to tackle these situations than many other legal needs because immigration issues are complex and frequently intertwine with other legal issues;

6. DV survivors need assistance navigating many other civil legal needs, particularly financial matters, employment issues, benefits problems, and other civil legal needs, and advocates are interested in learning about helping survivors with these problems.

The research team distilled three key insights to answer research question 4: "What additional legal training would DV advocates want and need to feel equipped to give limited-scope legal advice?" These three key insights are related to the training DV advocates want and need to feel equipped to give limited-scope legal advice:

1. In order to skillbuild toward giving limited-scope legal advice, advocates want training regarding the civil legal issues survivors frequently need help with;
2. Advocates expect that skillbuilding toward giving limited-scope legal advice would be provided by lawyers;
3. Training to provide limited-scope legal advice should include the scope of authorization, how advocates will know when they've reached the end of that scope, and what to do at that point.

The research team distilled seven key insights to answer research question 5: "What do subject matter experts consider the best practices for lay and licensed legal advocacy for DV survivors, in areas such as training/certification, supervision/mentorship, and professional responsibility?" These eight key insights are related to the best practices related to best practices for DV advocacy generally and skillbuilding to provide legal advice:

1. Trauma-informed care should be centered in survivor services, at an individual and organizational level through both policy and practice;
2. Cultural humility training and standards at all organizational levels should be designed according to community need and with empowerment as its north star;
3. DV service organizations should prioritize burn-out prevention, including providing tangible and intangible benefits to advocates and supporting advocates in adopting burn-out prevention strategies;
4. Advocate training should be accessible, representative of community need, and ongoing;
5. Advocates benefit from mentorship, rather than only supervision, especially when mentorship models recognize and prioritize best practices in domestic violence advocacy;
6. DV service organizations should provide guidance on ethics for DV advocates, including consent, confidentiality and continuing education;
7. When legal skillbuilding is available to DV advocates, it should be designed with awareness of expertise advocates already possess and prioritize the empowerment model.
8. Subject matter experts are cautiously optimistic about advocates engaging in skillbuilding training to provide limited-scope legal advice to survivors.

The biggest challenge that the research team faced for this project was to find a way to present the large amount of data that informed these insights in a useful way. The research team utilized design-thinking and user experience research methodologies to ensure that the Toolkit would be useful both as a clearinghouse for the DV research collected throughout this project and as a guide for advocates interested in exploring legal service reform in their own state on DV and other civil legal issues.

The research team hopes this Toolkit will be used by jurisdictions across the country to make data-driven decisions when designing and implementing new UPL reform programs to increase access to justice for all Americans. The research team also hopes Toolkit users will be able to effectively advocate for UPL reform that fits the needs of their specific community by utilizing the UPL database on the Toolkit. While this project uses DV as a case study, the research team believes this Toolkit can be used to guide reform discussion across many civil legal needs. . UPL reform is not a one-size-fits-all solution. There are numerous possibilities for uses of this Toolkit to develop solutions to the access to justice crisis in different jurisdictions.

Appendix A: DV Landscape and Statistics

The U.S. Domestic Violence Crisis

In the United States, approximately 1 in 4 women and 1 in 10 men (over 10 million adults) experience DV each year.¹² Furthermore, 34% of murder victims in 2021 were killed by their intimate partner.¹³ While DV was a serious problem in the United States before 2020, DV incidents increased significantly following the implementation of social distancing and stay-at-home orders in response to the COVID-19 pandemic.¹⁴ Several major metropolitan areas reported increases in DV service calls ranging from 20%-62% after the first month of the nationwide lockdown.¹⁵ However, these numbers may be underestimated because the stay-at-home orders created significant social isolation which eliminated many opportunities for survivors to call for help and created opportunities to hide signs of DV.¹⁶ Nationally, DV-related problems cost over \$9.05 billion per year; \$6.4 billion of these costs result from healthcare costs to address assaults on survivors.¹⁷

While DV does not discriminate, DV affects some populations more than others. Reported DV varies significantly by survivor race and ethnicity: lifetime prevalence¹⁸ of DV ranges from 18.3% of Asian or Pacific Islander women to 56.6% of multiracial women.¹⁹ Furthermore, 47.5% of American Indian/Alaska Native women, 45.1% of Black women, 37.3% of White women, and 34.4% of Hispanic women report experiencing DV.²⁰ Experiencing DV also varies based on sexual orientation; the rate of DV perpetuated against bisexual individuals is approximately eight times higher than DV perpetuated against straight individuals.²¹ Additionally, the rate of DV perpetuated against gay men and lesbians is a little over two times higher than DV perpetuated against straight individuals.²² Some populations are

¹² Domestic violence is defined as “the willful intimidation, physical assault, and/or other abusive behavior as part of a systematic pattern of power and control perpetrated by one intimate partner against another.” Nat’l Coal. Against Domestic Violence, [Domestic Violence](#), 1 (2020).

¹³ Erica L. Smith, *Female Murder Victims and Victim-Offender Relationship, 2021*, Bureau Just. Stat. (Dec. 2022).

¹⁴ Andrew M. Campbell, *An Increasing risk of family violence during the COVID-19 pandemic: Strengthening community collaborations to save lives*, 2 *Forensic Sci. Int’l. Reps.* 2 (2020).

¹⁵ Yasmin B. Kofman & Dana Rose Garvin, *Home is Not Always a Haven: The Domestic Violence Crisis Amid the COVID-19 Pandemic*, 12 *Psych. Trauma: Theory, Rsch., Prac., & Pol’y* 199, 199 (2020).

¹⁶ Kim Usher et al., *Family violence and COVID-19: Increased vulnerability and reduced options for support*, 29 *International J. Mental Health Nursing* 549, 550 (April 2020).

¹⁷ Rosenberg & Grab, *supra* note 1, at 11.

¹⁸ Lifetime prevalence is defined as “the proportion of a population that, at some point in life has ever had the characteristic” in question. [What is Prevalence?](#), Nat’l Inst. Mental Health, (last visited Apr. 25, 2024).

¹⁹ S.G. Smith et al., [The National Intimate Partner and Sexual Violence Survey \(NISVS\): 2010-2012 State Report](#), *Ctrs. Disease Control & Prevention*, 120 (2017).

²⁰ *Id.*

²¹ Jennifer L. Truman & Rachel E. Morgan, [Violent Victimization by Sexual Orientation and Gender Identity, 2017-2020](#), U.S. Dep’t Just., 3 (June 2022).

²² *Id.*

disproportionately affected by domestic violence, which may cause some populations to seek assistance from DV organizations at higher rates than others.

Experiencing DV can be a traumatic experience for survivors. Broadly speaking, in the United States, 82.7% of the population has experienced at least one traumatic event in their life.²³ Experiencing a traumatic event may have long-lasting impacts on physical health, including disruption to all major system functioning.²⁴ Trauma is broadly defined “as an emotional response to a terrible event.”²⁵ The emotional response usually manifests as denial or shock, while long term reactions can include physical symptoms along with flashbacks, unpredictable emotions, and strained relationships.²⁶ While more than one person may experience the same terrible event, individual reactions to that event may or may not be a trauma response. Even if each individual does experience a trauma response to the event, the manifestation and expression of trauma may look different in each individual.²⁷ When an individual experiences a terrible event and has a trauma response, that event is referred to as a “traumatic event.”²⁸ Mental health impacts of experiencing a traumatic event may include behavior changes, memory challenges, inability to complete routine tasks, difficulty with interpersonal relationships, and other symptoms associated with Post Traumatic Stress Disorder.²⁹ Additionally, trauma experiences can have significant consequences on a person’s decision-making abilities.³⁰ Trauma experiences may lead to emotional dysregulation, with people experiencing trauma having difficulty navigating emotions like anxiety, anger, shame, and sadness.³¹ The difficulties with emotional dysregulation can impact decision-making, leading people who have experienced trauma to react to situations as though they are still in a traumatic situation, instead of using their executive functioning to rationally come to a decision.³²

In addition to experiencing a traumatic event when it happens, an individual may experience retraumatization. This occurs when someone experiences the symptoms of the traumatic event after the event has concluded. Retraumatization can occur when an individual recounts the traumatic event or is exposed to sensations that trigger the traumatic memory. Retraumatization causes the person to relive their previous trauma experience — including

²³ Jun Du et al., *Post-traumatic stress disorder: a psychiatric disorder requiring urgent attention*, 2 Med. Rev. 219, 227 (2022).

²⁴ Colin James, *Towards trauma-informed legal practice: a review*, 27 Psychiatry, Psych., & L. 275 (2020).

²⁵ American Psychological Association, [Trauma](#), APA (last visited Aug. 3, 2023).

²⁶ *Id.*

²⁷ Jayne Leonard, [What is trauma? What to know](#), Med. News Today (June 3, 2020).

²⁸ Center for Disease Control, [Coping with a Traumatic Event](#), CDC (last visited Aug. 3, 2023).

²⁹ Deeya Haldar & Sarah Katz, [Best Practices: trauma-informed Lawyering and Advocacy](#), Am. Bar Ass’n CLE, (March 18, 2022).

³⁰ [How To Avoid Trauma-Driven Decisions](#), Khiron Clinics, (Nov. 26, 2021).

³¹ *Id.* (citing (US), Center. “[Understanding The Impact Of Trauma](#)”. Ncbi.Nlm.Nih.Gov, 2021). For more information about the parts of the brain that are impacted in these situation, see *How to Avoid Trauma-Driven Decisions*, *supra* note 30.

³² *How to Avoid Trauma-Driven Decisions*, *supra* note 30.

physiological and emotional reactions— in the present moment. Retraumatization may create or worsen existing trauma symptoms.³³

After experiencing trauma, survivors may develop post-traumatic stress disorder (PTSD).³⁴ It is important to note that not everyone who experiences a traumatic event will develop PTSD, and in those who do develop PTSD, the experience and symptoms can be diverse and varied.³⁵ Experiencing violence, particularly from an individual who you are supposed to trust — your intimate partner — can provoke this response and cause PTSD and other mental health problems to develop. While DV has obvious impacts on the abused partner, it also has negative multi-generational consequences. For example, families who have experienced DV may experience chronic anxiety and other symptoms of intergenerational trauma.³⁶ This may include normalizing trauma behavior, struggling with depression and relationships, and experiencing insecurity and low self-esteem.³⁷ Exposure to DV can also have detrimental effects on children and their development. This can lead to negative effects later in life including higher levels of depression, anxiety, and somatic complaints during adolescence, as well as increased delinquent and aggressive behavior.³⁸

The Civil Legal Needs of DV Survivors

One of the most pervasive and pressing needs that survivors face when exiting abuse is the need for civil legal help.³⁹ Survivors experience varied civil legal needs when leaving an abusive relationship. Survivors frequently experience legal issues related to family law, health care, consumer issues, municipal services, landlord-tenant issues, employment

³³ Nina Kammer & Ruta Mazelis, *Trauma and Retraumatization*, U.S. Dep't Just. Off. Just. Programs (July 2006).

³⁴ PTSD is characterized by meeting eight diagnostic criteria. This includes 1. "exposure to actual or threatened death, serious injury, or sexual violence"; 2. intrusive symptoms such as memories, dreams, dissociation, distress, and physiological reactions to cues associated with an aspect of the event; 3. "Persistent avoidance of stimuli"; 4. Alterations in mood and cognition associated with the event; 5. Change in "arousal and reactivity associated with the traumatic event"; 6. The disturbances last more than one month; 7. The disturbances are so great that they cause distress; and 8. The disturbance is not the cause of a substance or other medical condition. American Psychiatric Association, *Diagnostic and Statistical Manual 5*, (2013) pages 271-72.

³⁵ [Why we don't all develop posttraumatic stress disorder after trauma](#), Sci. Daily, (Nov. 7, 2023). Further, it is important to allow the person who has experienced a traumatic event— in this case a survivor— to define it for themselves, and for the helper they are interacting with not to assert their interpretation on the survivor. This is discussed further in the section on trauma-informed best practices and the empowerment model.

³⁶ Tara Davis, [Breaking the Cycle: Understanding Domestic Violence and Intergenerational Trauma](#), U.S. Army, (Oct. 23, 2023).

³⁷ *Id.*

³⁸ Carrie A. Moylan et al., *The Effects of Child Abuse and Exposure to Domestic Violence on Adolescent Internalizing and Externalizing Behavior Problems*, 25 *J. Fam. Violence* 53, 60 (2010).

³⁹ Nicole E. Allen et al., *Battered Women's Multitude of Needs: Evidence Supporting the Need for Comprehensive Advocacy*, 10 *Violence Against Women* 1015, 1024 (2004).

issues, and access to benefits.⁴⁰ 98% of low-income households that have recently experienced DV, reported experiencing at least one additional civil legal problem in the past year; 87% of low-income households reported experiencing five or more additional civil legal problems.⁴¹

Meeting the Needs of Survivors: The Domestic Violence Social Service Network

Given the prevalence and far-reaching impacts of DV, networks of social service organizations serving survivors span the US. Survivors of DV experience many social service needs when they leave an abusive relationship, including needs for housing, childcare, employment, and education.⁴² Employing a holistic approach, DV service organizations provide many varied services to meet the diverse needs of survivors. These services include hotlines, documentation, crisis counseling/crisis intervention, lethality/risk assessment, referrals to other social service providers, safety planning, strengths mapping, education about DV and relationships, victim's rights education, assistance with housing, counseling, community outreach, help with protection orders, help with parenting plans, help with child support, explanations of how to file court documents, explanations of what information survivors need to give to the court, connecting survivors to free legal help like legal aid, attending court hearings with survivors, debriefing with survivors after court, and other services. While not all DV organizations provide all of these services, organizations provide an average of 16.62 different services to survivors.⁴³

DV advocacy organizations across the country also help survivors navigate civil legal issues. DV advocates are individuals who have been specially trained to provide services to DV survivors and work for organizations that serve survivors.⁴⁴ Services unique to a DV advocate's work vary across jurisdictions. Coalitions against DV have been created in most states across the country; these coalitions generally have several DV organizations as members.⁴⁵ These coalitions promulgate best practices regarding the provision of DV services and advocate for policy change to advance DV service provision.⁴⁶

Organizations that provide services to DV survivors provide a wide range of services to try to holistically serve a group of individuals experiencing a legal problem that inherently has an

⁴⁰ Social & Economic Sciences Research Center, [Civil Legal Problems Experienced by Victims of Domestic Violence and Sexual Assault in Washington State: Findings from 2014 Civil Legal Needs Study Update](#), 7 (2014).

⁴¹ Legal Services Corporation, [Snapshot of Key Findings for: Recent Survivors of Domestic Violence](#), (Apr. 2022).

⁴² See Rosenberg & Grab, *supra* note 1, at 7. See University of Michigan, *Barriers to Leaving: Why Don't Survivors Just Leave?*, (last visited March 11, 2024).

⁴³ Project survey data. On file with author.

⁴⁴ [Domestic Violence Advocate Law and Legal Definition](#), USLegal, (last visited Apr. 8, 2024).

⁴⁵ National Network to End Domestic Violence, [Defining State Domestic Violence Coalitions](#), 3 (2007). See also Office on Violence Against Women, [Local Resources](#), U.S. Dept. Just., (last visited Apr. 30, 2024).

⁴⁶ National Network to End Domestic Violence, *supra* note 45, at 7.

extra layer of danger given the lethality of DV. To attempt to navigate these additional risks, DV organizations provide help with safety planning and filling out protection orders to address the danger associated with DV. However, it is important to note that “civil protection orders are a piece of paper”⁴⁷ and do not automatically guarantee that a survivor will be safe without adequate planning and resources available to the survivor. This highlights the importance of other services provided by DV organizations such as safety planning and risk assessment, as well the wide range of other services provided by DV organizations.

The Civil Justice Crisis and Its Impact on DV Services

Survivors and the organizations that serve them struggle to secure civil legal help because they are operating in a country with a massive civil justice crisis. Access to justice for civil legal problems in the United States has become increasingly difficult, particularly for low-income community members, over the past few decades. While the Sixth Amendment affords a right to an attorney in criminal matters, this right does not extend to civil legal matters.⁴⁸ Receiving legal assistance for civil legal problems requires an individual to find an attorney of their own. In many jurisdictions, this means that individuals must pay for legal services or qualify for free legal services based on their income. The reach of free civil legal services in the U.S. is deeply inadequate due to several system constraints. First, the demand for free civil legal services far outweighs the supply. Of the low-income households in the U.S., 74% experienced at least one civil legal problem in the past year;⁴⁹ 62% of low-income households experienced two or more civil legal problems in the past year; 39% of low-income households experienced five or more civil legal problems in the past year; and 20% of low-income households experienced 10 or more civil legal problems in the past year.⁵⁰ Ninety-three percent of problems did not receive any or enough legal help.⁵¹ While attorneys are encouraged to provide pro bono assistance each year, it would take 189 hours of pro bono work from every licensed attorney to provide one single hour of legal assistance to every household experiencing a civil legal problem; one hour of legal assistance will not adequately address the legal problem in most cases.⁵² Second, federally-funded legal aid operates under regulatory restrictions that impose service eligibility related to income and status.⁵³

⁴⁷ SME interview data, on file with Author.

⁴⁸ U.S. Const. Amend. VI. The Sixth Amendment guarantees, among other things, that a criminal defendant will “have the assistance of counsel for his defense.”

⁴⁹ Legal Services Corporation, [The Justice Gap: The Unmet Civil Legal Needs of Low-Income Americans](#), 32 (Apr. 2022). This 2022 study highlights the access to justice crisis in the United States.

⁵⁰ *Id.*

⁵¹ *Id.* at 48.

⁵² Zachariah DeMeola, [Pro Bono Work Should Be Encouraged and Celebrated, But Much, Much More is Needed](#), Inst. Advancement Am. Legal Sys. (Oct. 18, 2019); Innovation for Justice, *Report to the Arizona and Utah Supreme Courts: Expanding Arizona’s LP and Utah’s LPP Program to Advance Housing Stability*, 30 (Jan. 2022), on file with Authors. In most jurisdictions, attorneys are encouraged to provide 50 hours of pro bono work per year. See Model Rules r. 6.1.

⁵³ 42 U.S.C. § 2996g(e). Per the Legal Services Corporation Act, the Legal Services Corporation establishes a maximum income level for individuals who are eligible for free legal assistance; the Legal Services Corporation has established a maximum income level equivalent to 125% of the

More broadly, connecting survivors and others with civil legal needs to legal help is challenging because of structural challenges and tensions between how people problem-solve and connect with legal services, and how those services are provided. Many people experiencing a civil legal problem do not recognize that problem as legal, and even if they do, they do not seek legal-system based problem-solving help.⁵⁴ Low-income Americans sought legal help for only 19% of the civil legal problems experienced.⁵⁵ Finally, legal assistance is typically separate and siloed from accessing “human help” for the problems experienced. Individuals generally seek help from social services and similar community-based organizations that are not trained nor authorized to give legal advice.⁵⁶ Survivors seek help from these organizations because they are experiencing a legal problem with human implications and they would prefer to receive help that is timely, targeted, and trustworthy.⁵⁷ Survivors are experiencing the problem and want to receive help, so they approach organizations who advertise that they help people with similar problems. Unfortunately, in the current legal landscape, advocates are not allowed to provide this assistance. Subsequently, people experiencing civil legal problems— including survivors— are put at risk of re-traumatization as they navigate seeking assistance from different organizations and re-tell their stories several times to address the life challenge with civil justice implications.⁵⁸

Despite the difficulty in securing legal assistance, evidence shows that receiving legal assistance is vital for DV survivors receiving a favorable outcome in court. Overall, having access to civil legal aid has been correlated with a 21% reduction in DV incidents.⁵⁹ A survivor having access to representation also increases the likelihood that the court will grant a protective order for the survivor; 83% of represented survivors obtained a protective order

Federal Poverty Guidelines. Approximately 50 million Americans live in households with incomes below 125% of the poverty threshold. Some states provide free legal assistance to individuals who make a household income higher than 125% of the Federal Poverty Guidelines. Legal Services Corporation, *supra* note 49, at 22. Legal aid is not available for undocumented and incarcerated individuals. See Geoffrey Heeren, *Illegal Aid: Legal Assistance to Immigrants in the United States*, 33 *Cardozo L. Rev.* 619 (2011) and 45 C.F.R. § 1637. Some states provide free legal assistance to individuals who make a household income higher than 125% of the Federal Poverty Guidelines. See Utah Legal Services, [Who Qualifies to Get Help from Utah Legal Services](#), (last updated Dec. 28, 2022). Utahns qualify for free legal assistance if their household income does not exceed 200% of the Federal Poverty Guidelines.

⁵⁴ See Legal Services Corporation, *supra* note 49, (Apr. 2022) and Rebecca L. Sandefur, *Bridging the Gap: Rethinking Outreach for Greater Access to Justice*, 37 *U. Ark. Little Rock L. Rev.* 721 (2017).

⁵⁵ Legal Services Corporation, *supra* note 49, at 44.

⁵⁶ See Innovation for Justice, *supra* note 52.

⁵⁷ Sandefur, *supra* note 54, at 723.

⁵⁸ Innovation for Justice, *supra* note 52, at 12-13. See also, Cayley Balser, [Trauma-Informed Practices at Innovation for Justice \(i4J\)](#), Innovation for Justice, (last visited Oct. 1, 2023) (discussing i4J's implementation of trauma-informed practices in the classroom and within the community). See Negar Katirai, *Retraumatized in Court*, 62 *Ariz. L. Rev.* 81 (2020).

⁵⁹ Legal Services Corporation, [How Legal Aid Helps Domestic Violence Survivors](#), (last visited Mar. 25, 2024).

while 32% of unrepresented survivors obtained a protective order.⁶⁰ Other favorable outcomes have been observed for represented survivors in specific courts. One study of a court in Washington found a correlation between representation and denial/restriction of the abusive parent's visitation; the court was 85% more likely to deny visitation to an abusive parent and 77% more likely to restrict the abusive parent's visitation if the DV survivor was represented by an attorney.⁶¹

⁶⁰ Rosenberg & Grab, *supra* note 1, at 7.

⁶¹ Casey Chippetta, *Reducing Domestic Violence and Improving Outcomes for Children: Funding Civil Legal Aid to Maximize Impact*, 57 Fam. Ct. Rev. 465, 466 (2019).

Appendix B: UPL Case Studies in DV

How Unauthorized Practice of Law Restrictions Contribute to the Justice Crisis for DV Survivors

Both the vast shortfall of free and affordable civil legal services in the US and the siloing of legal services from other social services are at least in part attributable to UPL restrictions,⁶² which limit the ability to provide legal services to licensed attorneys.⁶³ The American Bar Association posits that UPL rules are necessary to protect the public from receiving unqualified and incorrect advice from unlicensed individuals who are not held to stringent professional standards addressing important aspects of the practice of law including “confidentiality, conflicts of interest, and attorney-client privilege.”⁶⁴ In fact, it has been posited that the “amateur at law is as dangerous to the community as an amateur surgeon would be.”⁶⁵ Furthermore, UPL rules are meant to “protect the independence” of lawyers’ professional judgment.⁶⁶ While UPL rules may be effective in protecting some consumers from receiving bad legal advice, these same rules are also causing many individuals to suffer negative consequences of a highly regulated and monopolized field of practice.⁶⁷ The legal profession is a highly regulated and controlled field. However, there is no systemic evaluation of consumer harm perpetuated by attorneys, so there is no way to make a meaningful comparison between services provided by lawyers and services provided by authorized non-lawyers.⁶⁸

⁶² See generally, Cotton, *supra* note 2 for a discussion of UPL restrictions and how they affect access to justice and civil legal services, particularly for low-income Americans.

⁶³ American Bar Association, *supra* note 3. To become a licensed attorney, one must graduate with a four-year bachelor degree from an accredited college or university, graduate from an accredited law school with a three-year juris doctor degree, and pass a bar exam in the jurisdiction in which they are getting licensed. While early regulation of the practice of law only required the completion of an apprenticeship, bar associations have emerged in most jurisdictions to enforce standards for admission to practice law within the jurisdiction. The unauthorized practice of law is regulated in every jurisdiction in the United States. See Kowarski & Wood, *supra* note 3. Rigertas, *supra* note 3.

⁶⁴ Julian Moradian, A New Era of Legal Services: The Elimination of Unauthorized Practice of Law Rules to Accompany the Growth of Legal Software, 12 Wm. & Mary Bus. L. Rev. 247, 256 (2020).

⁶⁵ Victor D. Lopez, *Unauthorized Practice of Law in the U.S.: A Survey and Brief Analysis of The Law*, 26 N. E. J. Legal Studies 60, 60 (2011).

⁶⁶ Derek A. Denckla, *Nonlawyers and the Unauthorized Practice of Law: An Overview of the Legal and Ethical Parameters*, 67 Fordham L. Rev. 2581, 2587 (1999).

⁶⁷ See Legal Services Corporation, *supra* note 49.

⁶⁸ Previous research has indicated that UPL rules do not always prevent DV advocates from providing survivors with legal assistance. Research conducted by Steinberg and colleagues indicates that DV advocates engage in lawyer-like activities with support from judges and court personnel. Judges in this study relied on DV advocates to provide survivors with support to help protection order and related proceedings proceed smoothly despite the advocate not being allowed to provide legal advice to or appear in court on behalf of the survivor. However, these findings conflict with findings from this study. Advocates who participated in the present study indicated that the line between legal advice and legal information is notoriously blurry. This leads some advocates to stay as far away from providing legal advice as possible which prevents advocates from providing important and allowable information to survivors. Other advocates walk right up to the line and cross it without worrying about the consequences. The difference between the findings of this study and the Steinberg and

UPL Reform to Advance Access to Justice for DV Survivors: Emerging Case Studies

Organizations and programs are providing services right up to the line of unauthorized practice of law restrictions without needing an exception or carveout. Court navigators assist self-represented litigants to “physically navigate the court; get practical information and referrals; or complete their court paperwork”⁶⁹ while also providing “emotional support, help[ing] answer the judge’s factual questions, or aid[ing] in resolving a matter with opposing counsel.”⁷⁰ Legal Link is another example of an organization that operates within existing UPL frameworks; this organization provides legal first-aid training to community-based organizations and legal education and support.⁷¹ Additionally, the Montana Tribal Advocate Incubator Program (TAIP) supports community members who wish to become tribal legal advocates through recruiting, training, and mentoring them, providing information about running a business, and supporting them through taking the Tribal Bar Exam.⁷² After TAIP advocates pass the tribal bar exam for the tribal court where they will represent community members, they are no longer supervised by attorneys.⁷³ TAIP advocates are only authorized to provide services in tribal court, not state or federal court.⁷⁴

This builds off of a long history of nonlawyer representation in federal agency proceedings as well as court navigator programs. Some jurisdictions have allowed court navigators to assist self-represented litigants.⁷⁵ These court navigators “undertake a wide array of tasks on behalf of the [self-represented litigants] such as helping the physically navigate the court; get practical information and referrals; or complete their court paperwork. Navigators also accompany [self-represented litigants] to court to provide emotional back-up, help answer the judge’s factual questions, or resolve a matter with opposing counsel.”⁷⁶ Furthermore, different types of administrative proceedings allow non-lawyers advocates to represent

colleagues study may be attributed to study design; the Steinberg and colleagues study guaranteed complete confidentiality, going as far as renaming jurisdictions to ensure that advocates could be completely honest about their work with survivors and judges could be honest about their work with advocates without worrying about the consequences. The present study maintained co-researcher# confidentiality, but in the informed consent process disclosed that region may be associated with anonymized quotes in reports. Additionally, the research team gave co-researchers the option about being named in the project deliverables. Jessica K. Steinberg et al., *Judges and the Deregulation of the Lawyer’s Monopoly*, 89 Fordham L. Rev. 1315, 1330-36 (2020).

⁶⁹ Mary E. McClymont, *Nonlawyer Navigators in State Courts: An Emerging Consensus*, Just. Lab Georgetown L. Ctr., 14 (June 2019).

⁷⁰ *Id.* at 14.

⁷¹ Cayley Balser & Stacy Rupprecht Jane, [The Diverse Landscape of Community-Based Justice Workers](#), Inst. Advancement Am. Legal Sys., (Feb. 22, 2024),.

⁷² *Id.*

⁷³ *Id.*

⁷⁴ *Id.*

⁷⁵ [Court Navigators Research](#), Georgetown Just. Lab, (last visited May 21, 2024).

⁷⁶ McClymont, *supra* note 69, at 6,

litigants.⁷⁷ Finally, the Department of Justice allows certain accredited representatives who are not attorneys to represent individuals within the immigration system.⁷⁸

A handful of states have begun exploring a potential solution to the justice crisis for DV survivors by re-regulating the practice of law to permit DV service organizations to embed civil legal help, provided by DV advocates, in their service model.⁷⁹ In Arizona, the UPL exception for DV advocates has been authorized through Administrative Order from the Arizona Supreme Court. The first iteration of the Domestic Violence Legal Advocate (DVLA) Initiative was authorized in 2020 in partnership with a single DV organization.⁸⁰ This Administrative Order authorized the upskilling of DV advocates at Emerge! Center Against Domestic Abuse to provide limited-scope legal advice.⁸¹ DVLAs complete 60 hours of training to provide limited-scope legal advice on protective orders and family law.⁸² DVLAs are authorized to provide general legal information and legal advice regarding orders of protection and family law issues, provide assistance in completing court forms, provide legal advice and assistance in preparing for hearings and mediations in DV cases, sit at counsel table to quietly advise survivors, and respond to information requests from the judge.⁸³ DVLAs are not supervised by lawyers, but have lawyer mentors.⁸⁴ These legal services must be free per the Administrative Order and anyone who is eligible to receive services from the community-based organization may receive legal help from DVLAs — eligibility is not limited by federal legal aid funding restrictions.⁸⁵ The DVLA Initiative was expanded statewide in 2023.⁸⁶ Between 2021 and 2023, two DVLAs have provided over 562 hours of free legal help to 2,384 DV survivors.⁸⁷ A statewide cohort of 9 new DVLAs was enrolled by i4J in the Spring of 2024. As of the time of publication, 6 DVLAs have completed the substantive legal skillbuilding associated with i4J's DVLA training course and each are at various stages of testing, certification, and launch into limited-scope legal service delivery. i4J anticipates that all 6 will be providing free legal help by the end of 2024.

⁷⁷ See American Bar Association, [Comment on Rule 5.5: Unauthorized Practice of Law: Multijurisdictional Practice of Law](#), (last visited May 21, 2024).

⁷⁸ Department of Justice, [Do You Need a Lawyer or Accredited Representative? Information on How to Find Legal Representation in Immigration Court](#), (last updated Jan. 2022).

⁷⁹ On tribal lands, where UPL restrictions do not apply, tribes regulate the practice of law. For example, in Arizona, most tribal jurisdictions do not require a bar exam. Only a couple of tribal jurisdictions require a take-home exam, and most tribal jurisdictions require an application and background knowledge of Indian law to practice law within Arizona tribal lands. *Tribal Jurisdictions and the Unauthorized Practice of Law*, Ariz. Att'y, 18, 18-19 (2017).

⁸⁰ Ariz. Sup. Ct. Admin. Ord. 2020-84 (2020). The DVLA Initiative was initially named the Licensed Legal Advocate Initiative.

⁸¹ Ariz. Sup. Ct. Admin. Ord. 2024-25 (2024) (replacing Ariz. Sup. Ct. Admin. Ord. 2023-21 (2023) and Ariz. Sup. Ct. Ord. 2020-84 (2020)).

⁸² Balsler & Jane, *supra* note 71.

⁸³ Ariz. Sup. Ct. Admin. Ord. 2020-84 (2020).

⁸⁴ Balsler & Jane, *supra* note 71.

⁸⁵ *Id.*

⁸⁶ Ariz. Sup. Ct. Admin. Ord. 2023-21 (2023).

⁸⁷ Innovation for Justice, [Community-Based Justice Work in Our State: Overview of Arizona's Domestic Violence & Housing Stability Legal Advocate Initiatives](#), (July 2024).

In Utah, a regulatory sandbox was established by a Utah Supreme Court Standing Order in 2020.⁸⁸ The Sandbox was created to oversee and regulate “nontraditional legal services providers and the delivery of nontraditional legal services.”⁸⁹ Entities may be approved to provide nontraditional legal services not otherwise permitted by the Rules of Professional Conduct and other rules.⁹⁰ An authorized entity of particular relevance to UPL exceptions for DV advocates is the Certified Advocate Partners Program (CAPP) at Timpanogos Legal Center. CAPP was authorized to operate within the Sandbox in February 2021.⁹¹ CAPP advocates are authorized to provide legal advice, assist with preparing legal forms, especially protective orders, and assist in legal hearings.⁹² Timpanogos provides the legal training for CAPP advocates, but eligibility for services is determined by the agency that houses the advocate.⁹³ CAPP advocates are supervised by a program director, and have a network of attorneys at Timpanogos to turn to for assistance with cases.⁹⁴ CAPP advocates have provided 491 services to 199 clients and successfully obtained 125 protective orders of 153 orders sought in the first two years of service provision.⁹⁵

In Alaska, a UPL waiver was approved by the Alaska Supreme Court in 2022 to allow Community Justice Workers to provide limited-scope legal advice to survivors of domestic violence.⁹⁶ This waiver to Alaska Bar Rule 43.5 allows community justice workers in rural Alaska to be trained to provide limited-scope legal advice under the supervision of Alaska Legal Services Corporation attorneys.⁹⁷ This approach to UPL reform requires the community justice worker to work only under the supervision of an attorney employed by the Alaska Legal Services Corporation. Community justice workers may only provide services to anyone who is eligible to receive services from the Alaska Legal Services Corporation.⁹⁸ Training for community justice workers began in February 2024; this training builds on the benefits and substantive legal needs areas it has offered since 2019.⁹⁹

Other states have addressed the access to justice crisis for DV survivors through other innovations in UPL reform. Some states have established allied legal professional (ALP) programs that train individuals who are not licensed attorneys to provide limited-scope legal advice for a range of civil legal needs, including DV. States that have implemented ALP

⁸⁸ Utah Sup. Ct. Standing Ord. 15 (2020).

⁸⁹ *Id.*

⁹⁰ *Id.*

⁹¹ [Certified Advocate Partners Program](#), (last visited March 14, 2024).

⁹² *Id.*

⁹³ Balsler & Jane, *supra* note 71.

⁹⁴ *Id.*

⁹⁵ *Certified Advocate Partners Program*, *supra* note 91.

⁹⁶ Alaska Sup. Ct. Ord. 1994 (Nov. 29, 2022). Alaska Legal Services Corporation, [Community Justice Worker Program](#), (last visited Mar. 25, 2024).

⁹⁷ Alaska Legal Services Corporation, *supra* note 96.

⁹⁸ Balsler & Jane, *supra* note 71.

⁹⁹ *Id.*

programs include Washington,¹⁰⁰ Utah,¹⁰¹ Arizona,¹⁰² Minnesota,¹⁰³ New Hampshire,¹⁰⁴ Oregon,¹⁰⁵ and Colorado.¹⁰⁶ More states are considering similar programs; Texas, Vermont, New York, New Mexico, North Carolina, South Carolina, and Washington, DC.¹⁰⁷

In New Hampshire, specially trained paralegals are able to provide limited-scope legal advice to DV survivors and address the court in three jurisdictions across the state — Franklin, Berlin, and Manchester.¹⁰⁸ The qualifications for this licensure are a bachelor's degree in any field or an associate's degree in a law-related field and two years of experience working under a licensed attorney in good standing in the jurisdiction.¹⁰⁹ Training varies from agency to agency; there is no set protocol for training paralegals to provide limited-scope legal advice to survivors.¹¹⁰ This paralegal program provides services to individuals whose household income is significantly higher than the legal aid threshold — 300% of the federal poverty threshold.¹¹¹ Since January 1, 2023, two paralegals at one organization have served 15 survivors and have obtained 15 temporary protective orders.¹¹² This program has allowed attorneys to assist more individuals with increasingly complex problems because the paralegals are successfully assisting survivors with protective orders.¹¹³ While this program is scheduled to sunset on December 31, 2024, there is a bill pending in the state legislature that would extend the length of the pilot for approximately five years and expand this initiative to all circuit and family courts in the state beyond the three currently authorized.¹¹⁴

¹⁰⁰ Lyle Moran, [How the Washington Supreme Court's LLLT program met its demise](#), ABA Journal, (July 9, 2020). Washington's ALP program has sunsetted.

¹⁰¹ *Licensed Paralegal Practitioner Program*, Utah State Bar, (last visited Apr. 25, 2024), <https://www.utahbar.org/licensed-paralegal-practitioner/>.

¹⁰² *Legal Paraprofessional Program*, Ariz. Judicial Branch, (last visited Apr. 25, 2024), <https://www.azcourts.gov/cld/Legal-Paraprofessional>.

¹⁰³ Michael Houlberg & Janet Drobinske, [The Landscape of Allied Legal Professional Programs in the United States](#), Inst. Advancement Am. Legal Sys., 7-10 (Nov. 2022)

¹⁰⁴ *Id.* N.H. Rev. Stat. Ann. § 311:1-a (2022) (authorizing paraprofessionals to provide services in courts in Manchester, Franklin, and Berlin). Legislation is pending in New Hampshire's Legislature to extend the timeline of this pilot and authorizing services from paraprofessionals in all courts in New Hampshire.

¹⁰⁵ [Oregon Licensed Paralegals](#), Or. State Bar, (last visited Mar. 25, 2024).

¹⁰⁶ Maddie Hosack, [Colorado Supreme Court Approves Licensed Legal Paraprofessionals](#), Inst. Advancement Am. Legal Sys. (Apr. 5, 2023).

¹⁰⁷ Cayley Balsler et al., *Leveraging Unauthorized Practice of Law Reform to Advance Access to Justice*, 18 L. J. Soc. Just. 66, 76-78 (Jan. 2024).

¹⁰⁸ N.H. Rev. Stat. Ann. § 311:1-a (2022).

¹⁰⁹ Interview with a paralegal who provides legal services to domestic violence survivors in New Hampshire. On file with Author.

¹¹⁰ Interview with a paralegal who provides legal services to domestic violence survivors in New Hampshire. On file with Author.

¹¹¹ Interview with a paralegal who provides legal services to domestic violence survivors in New Hampshire. On file with Author.

¹¹² Interview with a paralegal who provides legal services to domestic violence survivors in New Hampshire. On file with Author.

¹¹³ Interview with a paralegal who provides legal services to domestic violence survivors in New Hampshire. On file with Author.

¹¹⁴ Interview with a paralegal who provides legal services to domestic violence survivors in New Hampshire. On file with Author.

A Gordian knot sits at the center of DV services: DV survivors experience many needs that are intertwined with civil justice — such as housing, financial abuse, and employment — as well as direct civil legal needs such as the need for a protective order, a divorce, and child custody. Legal help delivers statistically significant improvements in case outcomes for survivors and sets them on a stronger, more viable path to exit.¹¹⁵ However, the DV service organizations best positioned to holistically assist survivors as they exit abuse cannot assist with survivors' civil legal needs due to UPL restrictions despite the decades-long call to expand DV advocate roles.¹¹⁶ When survivors are referred out for legal help they are sent into a deep and wide civil legal service gap in which there are far too few affordable or free civil legal services. As a result, survivors navigate the civil justice system alone, or not at all.

¹¹⁵ See National Network to End Domestic Violence, *11th Annual Domestic Violence Courts Report*, https://nnedv.org/wp-content/uploads/2019/07/Library_Census_2016_Report.pdf (2017) and Mary A. Kernic, *Final Report of the Impact of Legal Representation on Child Custody Decisions Among Families with a History of Intimate Partner Violence Study*, (2015).

¹¹⁶ See Catherine Klein & Leslye Orloff, *Providing Legal Protection for Battered Women: An Analysis of State Statutes and Case Law*, Hofstra L. Rev. 801 (1993); Margaret F. Brown, *Domestic Violence Advocates' Exposure to Liability for Engaging in the Unauthorized Practice of Law*, 279 34 Colum. J. L. & Soc. Probs. 294 (2001); Suzanne Schmitz, *Whats the Harm?: Rethinking the Role of Domestic Violence Advocates and the Unauthorized Practice of Law*, 10 Wm. & Mary J. Race, Gender, & Soc. Just. 295 (2004).

Appendix C: UPL Restrictions and Exceptions

Rule	Cite	Exceptions	Offense Level/Sanction	Regional Tag
Rule 5.5: Unauthorized Practice of Law; Multijurisdictional Practice of Law	Model Rules of Pro. Conduct R. 5.5			National
Unauthorized Practice of Law	UPL Index 2019			National
§34-3-1. Unlawful practice of law.	Ala. Code § 34-3-1		Fine up to \$500 or jail term up to 6 months	Alabama
Ala. Code § 34-3-6. Who may practice as attorneys	Ala. Code § 34-3-6.			Alabama
Ala. Code § 34-3-7.	Ala. Code § 34-3-7		Misdemeanor	Alabama
Rule 5.5. Unauthorized Practice of Law	Ala R. Pro. Conduct 5.5		Misdemeanor (see also Alabama Leg.)	Alabama
Admission of Foreign Attorneys Pro Hac Vice	Ala. R. Governing Bar Admission VII	Pro Hac Vice		Alabama
Legal Internship by Law Students	Legal Internship by Law Students			Alabama
Progress Industries v. Wilson	Progress Indus., Inc. v. Wilson, 52 So. 3d 500 (Ala. 2010)			Alabama
Supreme Court Order (Sept. 19, 2006)	Ala. Sup. Ct. Ord. (Sept. 19, 2006)			Alabama
§ 08.08.210. Who may practice law	Alaska Stat. Ann. § 08.08.210		Misdemeanor	Alaska
Rule 63. Unauthorized Practice of Law--AS 08.08.230	Alaska Bar R. 63			Alaska
Rule of Professional Conduct 5.5	Alaska R Pro. Conduct 5.5			Alaska
Rule 43.5 - Waiver to Engage in the Limited Practice of	Alaska Bar R. 43.5	Non-Lawyers Trained and Supervised by		Alaska

Law for Non-Lawyers Trained and Supervised by Alaska Legal Services Corporation		Alaska Legal Services Corporation		
SCO 1994. Rule 43.5	Alaska Sup. Ct. Ord. 1994	Non-Lawyers Trained and Supervised by Alaska Legal Services Corporation		Alaska
Rule 43.1	Alaska Bar R. 43.1	Armed Forces Expanded Legal Assistance Program		Alaska
Rule 43	Alaska Bar R. 43	Non-Lawyers Trained and Supervised by Alaska Legal Services Corporation; Emeritus Attorneys; National Guard Courts-Martial; Military Spouses; Out-of-State Attorneys providing pro bono services		Alaska
Rule 43.2	Alaska Bar R. 43.2	Emeritus Attorney		Alaska
Rule 43.3	Alaska Bar R. 43.3	Alaska National Guard Court-Martial		Alaska
Rule 43.4	Alaska Bar R. 43.4	Attorney Spouses of Active Duty Military Personnel Stationed within the State		Alaska
Rule 43.6	Alaska Bar R. 43.6	Out-of-State Attorney to provide pro bono services		Alaska
Rule 44	Alaska Bar R. 44	Law Students		Alaska
Rule 44.1	Alaska Bar R. 44.1	Foreign Law Consultants		Alaska
Rule 31.1 - Authorized	Ariz. Sup. Ct. R. 31.1			Arizona

Practice of Law				
Rule 31.2 - Unauthorized Practice of Law	Ariz. Sup. Ct. R. 31.2			Arizona
Rule of Professional Conduct 5.5	Ariz. R. Pro. Conduct 5.5			Arizona
Rule 31.3 - Exceptions to Rule 31.2	Ariz. Sup. Ct. R. 31.3	Governmental Activities; Legal Entities; Tax-Related Activities; Children with Disabilities; Department of Fire, Building and Life Safety; Fiduciaries; Legal Document Preparers and Legal Paraprofessionals; Out-of-State Attorneys; Personnel Boards; State Bar Fee Arbitration		Arizona
Rule 76	Ariz. Sup. Ct. R. 76			Arizona
Rule 78	Ariz. Sup. Ct. R. 78			Arizona
Rule 80	Ariz. Sup. Ct. R. 80			Arizona
Rule 42	Ariz. Sup. Ct. R. 42			Arizona
Rule 42.1	Ariz. Sup. Ct. R. 42.1			Arizona
State Bar of Ariz v. Ariz. Land Title & Tr. Co.	State Bar of Ariz. v. Ariz. Land Title & Tr. Co., 90 Ariz. 76, 366 P.2d 1 (1961)			Arizona
AO 2020-84	Ariz. Sup. Ct. Admin. Ord. 2020-84	Domestic Violence Legal Advocates		Arizona
AO 2020-88	Ariz. Sup. Ct. Admin. Ord. 2020-88	Domestic Violence Legal Advocates		Arizona
AO 2023-21	Ariz. Sup. Ct. Admin. Ord. 2023-21	Domestic Violence Legal Advocates		Arizona
AO 2022-175	Ariz. Sup. Ct. Admin. Ord. 2022-175	Law Students		Arizona
AO 2023-19	Ariz. Sup. Ct.	Housing Stability		Arizona

	Admin. Ord. 2023-19	Legal Advocates		
Rule 39. Temporary Authorizations to Practice Law.	Ariz. Sup. Ct. R. 39	Pro Hac Vice; Practice Pending Admission; Law Students; Law Graduates; Military Spouses		Arizona
Rule 38 - Certifications and Limited Admissions to Practice Law	Ariz. Sup. Ct. R. 38	In-House Counsel; Foreign Legal Consultants; Law Professors; Legal Services Organizations		Arizona
§16-22-501	Ark. Code Ann. §16-22-501		Contempt of Court	Arkansas
Ark. R Prof. Conduct 5.5	Ark. R. Pro. Conduct 5.5	pro hac vice		Arkansas
Digest of Ark. UPL Decisions	Digest of Ark. UPL Decisions			Arkansas
Rules Governing Admission to the Bar XV	Ark. R. Governing Admission Bar XV	law students supervised by an attorney		Arkansas
In re Pro Se Filings in Estates and Guardianships in the Washington Cnty. Cir. Ct., 2015 Ark. 419.	Ark. Ord. 2015-26.	addressing who may file pleading in estate and guardianship cases		Arkansas
Ark. Bar. Assoc. v. Union Nat'l Bank, 224 Ark 48, 51-52, 273 S.W. 2d 408, 410 (1954)	Ark. Bar Ass'n v. Union Nat'l Bank, 273 S.W. 2d 408, 410 (1954).			Arkansas
Rule of Professional Conduct, Rule 5.5	Cal. R. Pro. Conduct 5.5	See Cal. Rules of Court below		California
Cal. Bus. & Prof. Code § 6125	Cal. Bus. & Prof. Code § 6125	People may represent their own interests in legal proceedings but not the interests of others, unless members of State Bar. See Golba v. Dick's Sporting Goods, Inc. (App. 4 Dist. 2015) 190 Cal. Rptr.3d 337.		California

Cal. Bus. & Prof. Code § 6126	Cal. Bus. & Prof. Code § 6126		Misdemeanor	California
Cal. Practice Guide	Cal. Prac. Guide Prof. Resp. & Liability Ch. 1-D (a)[1:163]	Out-of-state attorneys may perform limited legal services in CA. See [1:116].	Misdemeanor or felony (see [1:236]; (g) [1:147])	California
Cal. Bus. & Prof. Code §§ 6400 et seq.	Cal. Bus. & Prof. Code §§ 6400 et seq.			California
Assembly Bill No. 2958	Assembly Bill No. 2958			California
Sources of Regulation of Practice of Law in California	Sources of Regulation of Practice of Law in California			California
Cal. Rules of Court, Rule 9.40	Cal. Ct. R. 9.40	Pro Hac Vice		California
Cal. Rules of Court, Rule 9.42	Cal. Ct. R. 9.42	Certified Law Students		California
Cal. Rules of Court, Rule 9.41	Cal. Ct. R. 9.41	Appearances by Military Counsel		California
Cal. Rules of Court, Rule 9.41.1	Cal. Ct. R. 9.41.1	Military Spouses		California
Cal. Civ. Proc. Code § 1282.4 ; Cal. Rules of Court, Rule 9.43	Cal. Civ. Proc. Code § 1282.4 ; Cal. Ct. R. 9.43	Out-of-State Attorneys; Workman's Comp		California
Cal. Rules of Court, Rule 9.44	Cal. Ct. R. 9.44	Foreign Legal Consultants		California
Cal. Rules of Court, Rule 9.45	Cal. Ct. R. 9.45	Registered legal services attorneys		California
Cal. Rules of Court, Rule 9.46	Cal. Ct. R. 9.46	In-House Counsel		California
Cal. Rules of Court, Rule 9.47	Cal. Ct. R. 9.47	Attorneys practicing temporarily in CA as part of litigation		California
Cal. Rules of Court, Rule 9.48	Cal. Ct. R. 9.48	Non-litigating attorneys temporarily in CA to provide legal services		California
Cal. Corp. Code 13405	Cal. Corp. Code § 13405	Professional Law Corporations		California
Cal. Bus. & Prof. Code § 6450	Cal. Bus. & Prof. Code § 6450	Paralegals in Administrative Hearings		California

Cal. Bus. & Prof. Code § 22440	Cal. Bus. & Prof. Code § 22440	Immigration Consultants assisting with court forms		California
Cal. Civ. Proc. Code § 371	Cal. Civ. Proc. Code § 371	Spouses may defend each other in civil suit		California
Cal. Civ. Proc. Code § 1297.186	Cal. Civ. Proc. Code § 1297.186	International commercial arbitration		California
Cal. Civ. Proc. Code § 1297.351	Cal. Civ. Proc. Code § 1297.351	Person assisting parties to an international commercial agreement or transaction		California
Rule 232.2. Jurisdiction and Prohibited UPL Activities	Colo. R. Civ. Proc. 232.2		Contempt of court	Colorado
Rule 5.5	Colo. R. Pro. Conduct 5.5			Colorado
Rule 205.3. Pro Hac Vice Authority Before State Courts - Out-of-State Attorney	Colo. R. Civ. Proc. 205.3	Pro Hac Vice		Colorado
Rule 5.3 Responsibilities Regarding Nonlawyer Assistants	Colo. R. Pro. Conduct Rule 5.3	Non-Lawyer Assistants		Colorado
Practicing Law without a License Deemed Contempt	Colo. Rev. Stat. Ann. § 13-93-108		Contempt	Colorado
Special Admission Counselors from Other States	Colo. Rev. Stat. Ann. § 13-93-109	Out-of-State Attorneys		Colorado
Directive	Chief Justice Directive 13-01	Self-Represented Litigants Coordinators		Colorado
Section 13-93-202	Colo. Rev. Stat. Ann. § 13-93-202	law student		Colorado
Rule 204.1. Single-Client Counsel Certification	Colo. R. Civ. Proc. 204.1	Single-Client Counsel		Colorado

Rule 204.2. Foreign Legal Consultant Certification	Colo. R. Civ. Proc. 204.2	Foreign Legal Consultants		Colorado
Rule 204.3. Judge Advocate Certification	Colo. R. Civ. Proc. 204.3	Judge Advocates		Colorado
Rule 204.4. Military Spouse Certification	Colo. R. Civ. Proc. 204.4	Military Spouses		Colorado
Rule 204.5. Law Professor Certification	Colo. R. Civ. Proc. 204.5	Law Professors		Colorado
Rule 204.6. Pro Bono Counsel Certification	Colo. R. Civ. Proc. 204.6	Out-of-State Attorneys providing pro bono services		Colorado
Rule 205.1. Temporary Practice by Out-of-State Attorney - Conditions of Practice	Colo. R. Civ. Proc. 205.1	Out-of-State Attorneys		Colorado
Rule 205.2. Temporary Practice by Foreign Attorney - Conditions of Practice	Colo. R. Civ. Proc. 205.2	Foreign Attorneys		Colorado
Rule 205.4. Pro Hac Vice Authority Before State Agencies - Out-of-State Attorney	Colo. R. Civ. Proc. 205.4	Pro Hac Vice		Colorado
Rule 205.5. Pro Hac Vice Authority - Foreign Attorney	Colo. R. Civ. Proc. 205.5	Pro Hac Vice - Foreign Attorneys		Colorado
Rule 205.6. Practice Pending Admission	Colo. R. Civ. Proc. 205.6	Practice Pending Admission		Colorado
Rule 205.7. Law Student Practice	Colo. R. Civ. Proc. 205.7	Law Students		Colorado
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Rule 207.1. Licensed Legal Paraprofessionals' Scope of Authority to Practice	Colo. R. Civ. Proc. 207.1	Legal Paraprofessionals		Colorado
Section 51-88	Conn. Gen. Stat. Ann. § 51-88	In-house counsel for corporations, partnerships, LLC and other business entities	Class D felony	Connecticut
Rule 5.5	Conn. R. Prof. Conduct 5.5 (p. 50)			Connecticut
Rule 8	Conn. Grievance R. Proc. 8			Connecticut
Section 2-44A	Conn. Sup. Ct. R. § 2-44A (p. 149)			Connecticut
Section 2-44	Conn. Sup. Ct. R. § 2-44 (p. 149)			Connecticut
Section 26-1	Conn. Sup. Ct. R. § 26-1 (p. 327)			Connecticut
Section 3-14	Conn. Sup. Ct. R. § 3-14	Legal Interns/Law Students		Connecticut
Section 3-20	Conn. Sup. Ct. R. § 3-20			Connecticut
Section 3-21	Conn. Sup. Ct. R. § 3-21	Legal Interns/Law Students		Connecticut
Rule of Professional Conduct 5.5	Del. R. Pro. Conduct 5.5 (p. 111)	Out-of-State Attorneys		Delaware
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Supreme Court Rule 55.1	Del. Sup. Ct. R. 55.1 (p. 30)	In-House Counsel		Delaware
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Supreme Court Rule 55.4	Del. Sup. Ct. R. 55.4 (p. 39)	Military Spouses		Delaware
Supreme Court Rule 56	Del. Sup. Ct. R. 56 (p. 42)	Law Students		Delaware
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Rule 57	(p. 45)	entities		
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454.23	Fla. Stat. Ann. § 454.23		3rd Degree Felony	Florida
Rule 4-5.5	Fla. Bar Reg. R. 4-5.5 (p. 163)			Florida
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Rule 1-3.10	Fla. Bar Reg. R. 1-3.10	Out-of-State Attorneys		Florida
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Rule 13-1.1 to 13-1.7	Fla. Bar. Reg. R. 13.1	Out-of-State Attorneys working for legal services		Florida
Rule 18.1-18-1.7	Fla. Bar. Reg. R. 18.1-18.17	Active Military		Florida
Rule 16-1.1 to 16-1.6	Fla. Bar. Reg. R. 16-1.1-16-1.6	Foreign Legal Consultants		Florida
Rule 21-1.1. to 21-6.1	Fla. Bar. Reg. R. 21-1.1	Military Spouses		Florida
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15-19-56	Ga. Code Ann. § 15-19-56		Misdemeanor	Georgia
17-12-40	Ga. Code Ann. § 17-12-41	Law Students		Georgia
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605-2	Haw. Rev. Stat. Ann. § 605-2			Hawaii
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3-420	Idaho Code Ann. § 3-420		Misdemeanor	Idaho
Rule 5.5	Idaho R Pro. Conduct 5.5			Idaho
3-104	Idaho Code Ann. § 3-104	Magistrate's division of a district court to represent in limited circumstances		Idaho
Rule 801	Idaho R Bar Comm'n 801			Idaho
Rule 226	Idaho R Bar Comm'n 226	Law Students		Idaho
Rule 227	Idaho R Bar Comm'n 227	Pro Hac Vice		Idaho
Rule 228	Idaho R Bar Comm'n 228	Emeritus Attorneys		Idaho
Rule 229	Idaho R Bar Comm'n 229	Military Spouses		Idaho
Il. Sup. Ct. Rule 5.4	Ill. R Pro. Conduct 5.4			Illinois

Ill. Sup. Ct. R. 779	Ill Sup. Ct. R. 779			Illinois
89 Ill. Admin. Code 230.250	89 Ill. Admin. Code 230.250	Paralegals; Law Students		Illinois
705 ILCS 205/1	705 Ill. Comp. Stat. Ann. 205/1.	Labor Board and Civil Services Disputes		Illinois
Il. Sup.Ct. Rule 5.5	IL R. Professional Conduct 5.5.	Pro Hac Vice		Illinois
IL Sup.Ct. Rule 711	Ill. Sup. Ct., R 711	Law Students		Illinois
Illinois Domestic Violence Act of 1986	750 Ill. Comp. Stat. Ann. 60	Domestic Violence Advocates		Illinois
<i>Estate of C.J. v. Berry</i>	Estate of C.J. v. Berry			Illinois
Francorp, Inc. v. Siebert	Francorp, Inc. v. Siebert, 211 F.Supp.2d 1051 (N.D.Ill., 2002)			Illinois
§ 33-43-2-1	Ind. Code Ann. § 33-43-2-1		Class B Misdemeanor	Indiana
Rule 5.5	Ind. R. Professional Conduct 5.5			Indiana
Rule 2.1	Ind. Admission and Discipline R. 2.1	Law Students		Indiana
Rule 5.5	Ind. Admission and Discipline R. 5	Foreign Legal Consultants		Indiana
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Rule 31.14	Iowa R. Civ. Proc. 31.14	Pro Hac Vice		Iowa
Rule 31.15	Iowa R. Civ. Proc. 31.15	Law Students		Iowa
Rule 31.16	Iowa R. Civ. Proc. 31.16	In-House Counsel		Iowa
Rule 31.17	Iowa R. Civ. Proc. 31.17	Major Disaster		Iowa
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Rule 31.19	Iowa R. Civ. Proc. 31.19	Emeritus Attorneys		Iowa
Rule 32:5.5	Iowa R. Civ. Proc. 32:5.5.			Iowa
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Rule 375	Iowa R. Civ. Proc. 37.5	Real Estate		Iowa
§ 50-6.142	Kan. Stat. Ann. § 50-6.142			Kansas
§ KRPC 5.5	Kan. R. Civ. Proc. 240 5.5	Out-of-State Attorneys		Kansas
Rule 1.10	Kan. R. Civ. Proc. 1.10	Pro Hac Vice		Kansas
Rule 116	Kan. R. Civ. Proc. 116	Pro Hac Vice		Kansas
Rule 715	Kan. R. Civ. Proc. 715	Law Students		Kansas
Rule 718	Kan. R. Civ. Proc. 718	Temporary Permit to Practice Law		Kansas
Rule 720	Kan. R. Civ. Proc. 720	Military Spouses		Kansas
Rule 721	Kan. R. Civ. Proc. 721	Single Employer		Kansas
Rule 1402	Kan. R. Civ. Proc. 1402	Court Staff		Kansas
Rule 1404	Kan. R. Civ. Proc. 1404	Single Employer, Retired, Inactive Attorneys		Kansas
§ 524.13	Ky. Rev. Stat. Ann. § 524.130			Kentucky
KY Sup.Ct. Rule 3.130(5.5)	Ky. Sup. Ct. R. 3.130(5.5)			Kentucky
§ 341.47	Ky. Rev. Stat. Ann. § 341.470	Worker Benefits		Kentucky
KY Sup. Ct. Rule 2.540	Ky. Sup. Ct. R. 2.540	Law Students		Kentucky
KY Sup.Ct. Rule 3.020	Ky. Sup. Ct R. 3.020	Corporation or Partnership Officer		Kentucky
KY Sup.Ct. Rule 3.030(2)	Ky. Sup. Ct R. 3.030	Pro Hac Vice		Kentucky
KY Sup. Ct. Rule 2.113	Ky. Sup. Ct. R. 2.113	Military Spouses		Kentucky
KY Sup. Ct. Rule 2.116	Ky. Sup. Ct. R. 2.116	Law School Graduates		Kentucky
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<i>Cabinet for Health & Fam. Servs. v. Appalachian</i>	Cabinet for Health & Fam. Servs. v. Appalachian	Request Administrative Hearing on behalf		Kentucky

<i>Hospice Care, Inc.</i>	Hospice Care, Inc., 642 S.W.3d 693 (2022)	of Corporation		
§ 37:212	La. Stat. Ann. § 37:212	Partnership, Corporation, Legal Entity		Louisiana
§ 37:213	La. Stat. Ann. § 37:213		Punishment: fine that is less than \$5,000.	Louisiana
Rule 5.5	La. St. Bar Ass'n. Art. XVI § 5.5			Louisiana
§ 37:213.1	La. Stat. Ann. § 37:213.1			Louisiana
Rule XX	La. Sup. Ct. R. XX	Law Students		Louisiana
Rule XLI	La. Sup. Ct. R. XLI	Major Disaster		Louisiana
<i>Louisiana State Bar Ass'n v. Carr & Assocs., Inc.</i>	Louisiana State Bar Ass'n v. Carr & Assocs., Inc., 2008-2114 (La. App. 1 Cir. 5/8/09)			Louisiana
<i>Duncan v. Gordon</i>	Duncan v. Gordon, 476 So. 2d 896 (La. Ct. App. 1985)			Louisiana
<i>In re Brown, 2001-2863</i>	In re Brown, 2001-2863 (La. 3/22/02), 813 So. 2d 325			Louisiana
<i>In re Bracken</i>	In re Brackens, 598 B.R. 420 (Bankr. W.D. La. 2019)			Louisiana
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Conduct 5.5	Me. R. Pro. Conduct 5.5			Maine
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Rule 89	Me. R. Civ. Proc. 89	Out-of-State Attorneys		Maine
Rule 90	Me. R. Civ. Proc. 90	Law Students		Maine
Rule 56	Me. R. Crim. Proc. 56	Law Students		Maine
<i>Bd. of Overseers of the Bar v. Mangan</i>	Bd. of Overseers of the Bar v. Mangan, 2001 ME 7, 763 A.2d 1189			Maine

§ 10-601	Md. Code Ann., Bus. Occ. & Prof. § 10-601			Maryland
MD Ct. Rule 19-305.5	Md. Ct. R. 19-305.5	Out-of-State Attorneys		Maryland
MD Ct. Rule 19-308.5	Md. Ct. R. 19-308.5			Maryland
MD Ct. Rule 19-214	Md. Ct. R. 19-214	Pro Hac Vice		Maryland
MD Ct. Rule 19-215	Md. Ct. R. 19-215	Out-of-State Attorneys		Maryland
MD Ct. Rule 19-216	Md. Ct. R. 19-216	Military Spouses		Maryland
MD Ct. Rule 19-217	Md. Ct. R. 19-217	Law Students		Maryland
MD Ethics Opinion 2019-01	Md. Ethics Opinion 2019-01			Maryland
<i>Att'y Grievance Comm'n of Maryland v. Hallmon</i>	Att'y Grievance Comm'n of Maryland v. Hallmon, 343 Md. 390, 681 A.2d 510 (1996)			Maryland
<i>Application of R.G.S.</i>	Application of R.G.S., 312 Md. 626, 541 A.2d 977 (1988)			Maryland
§ 46A	Mass. Gen. Laws Ann. ch. 221, § 46A			Massachusetts
Rule 5.5	Mass. R. Pro. Conduct 5.5			Massachusetts
§ 41	Mass. Gen. Laws Ann. ch. 221, § 41		First offense: \$100 fine or imprisonment up to 6 months; Second offense: \$500 fine or imprisonment up to 1 year	Massachusetts
<i>Lexington Pub. Sch. v. K.S.</i>	Lexington Pub. Sch. v. K.S., 489 Mass. 309, 183 N.E.3d 372 (2022)			Massachusetts
<i>Real Est. Bar Ass'n for Massachusetts, Inc. v. Nat'l Real Est. Info. Servs.</i>	Real Est. Bar Ass'n for Massachusetts, Inc. v. Nat'l Real Est. Info. Servs., 459 Mass. 512, 946 N.E.2d 665 (2011)			Massachusetts
<i>Rental Prop. Mgmt. Servs. v. Hatcher</i>	Rental Prop. Mgmt. Servs. v. Hatcher,			Massachusetts

	479 Mass. 542, 97 N.E.3d 319 (2018)			
Rule 3:03	Mass. Sup. Ct. R. 3:03	Law Students		Massachusetts
Rule 3:04	Mass Sup. Ct. R. 3:04	Out-of-State Attorneys		Massachusetts
Rule 3:05	Mass. Sup. Ct. R. 3:05	Foreign Law Consultants		Massachusetts
Rule 16	Mich. Bar R. 16		State bar can file/prosecute in regard to UPL	Michigan
§ 600.2950c	Mich. Comp. Laws Ann. § 600.2950c	Domestic Violence Advocates		Michigan
Rule 5.5	Mich. R. Pro. Conduct 5.5			Michigan
§ 600.916	Mich. Comp. Laws Ann. § 600.916	Domestic Violence Advocates	Practicing law without a license is contempt of court.	Michigan
§ 600.916(2)	Mich. Comp. Laws Ann. § 600.916(2)	Domestic Violence Advocates		Michigan
Sup. Ct. R. 8.120	Mich. Sup. Ct. R. 8.120	Law Students		Michigan
Sup. Ct. R. 8.126	Mich. Sup. Ct. R. 8.126	Out-of-State Attorneys		Michigan
<i>Dressel v. Ameribank</i>	Dressel v. Ameribank, 468 Mich. 557, 664 N.W.2d 151 (2003)			Michigan
<i>Matter of Bright</i>	Matter of Bright, 171 B.R. 799 (Bankr. E.D. Mich. 1994)			Michigan
Rule of Professional Conduct 5.5	Minn. R. Pro. Conduct 5.5			Minnesota
§ 19-8002	Minn. Sup. Ct. Ord. 19-8002	Legal Paraprofessionals		Minnesota
§ 481.02	Minn. Stat. Ann. § 481.02	Real Estate Closing Services; Mortgage Foreclosure Fees; Corporate Fiduciary Agents; Out-of-State Attorneys; Attorney Assistants		Minnesota
Rule 110.04	Minn. Gen. Prac. R. 110.04	Self-Help Programs		Minnesota

Rule 110.06	Minn. Gen Prac. R. 110.06	Self-Help Programs		Minnesota
Supervised Practice Rule 3	Minn. Supervised Prac. R. 3	Law Students		Minnesota
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Supervised Practice Rule 12	Minn. Supervised Prac. R. 12	Legal Paraprofessionals		Minnesota
<i>Cardinal v. Merrill Lynch Realty/Burnet, Inc.</i>	Cardinal v. Merrill Lynch Realty/Burnet, Inc., 433 N.W.2d 864 (Minn. 1988)	Real Estate Transactions		Minnesota
Rule 5.5	Miss. R. Pro. Conduct 5.5			Mississippi
§ 73-3-55 (West)	Miss. Code Ann. § 73-3-55	Real Estate Transactions		Mississippi
§ 97-23-43	Miss. Code Ann. § 97-23-43		Fines and Imprisonment	Mississippi
Rule 5.3	Miss. R. Pro. Conduct 5.3	Nonlawyer Assistants		Mississippi
§ 73-3-203	Miss. Code Ann. § 73-3-203	Law Students		Mississippi
§ 73-3-207	Miss. Code Ann. § 73-3-207	Law Students		Mississippi
§ 73-3-39	Miss. Code Ann. § 73-3-39	Out-of-State Attorneys		Mississippi
§ 73-3-31	Miss. Code Ann. § 73-3-31	Education Exception for graduation prior to 1954		Mississippi
<i>Mississippi Bar v. Thompson</i>	Mississippi Bar v. Thompson, 5 So. 3d 330 (Miss. 2008)			Mississippi
Law Student Limited Practice Rule	Law Student Limited Practice Rule	Law Students		Mississippi
§ 484.010	Mo. Ann. Stat. § 484.010			Missouri
§ 484.020	Mo. Ann. Stat. § 484.020		It is a misdemeanor to practice law without a license	Missouri
Rule 5.5	Mo. Sup. Ct. R. 4-5.5			Missouri
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		Proceedings		
MO Sup.Ct. Rule 13.01	Mo. Sup. Ct. R. 13.01	Law Students		Missouri
MO Sup. Ct. Rule 8.105	Mo. Sup. Ct. R. 8.105	In-House Counsel		Missouri
MO Sup. Ct. Rule 8.106	Mo. Sup. Ct. R. 8.106	Military Spouses		Missouri
MO Sup. Ct. Rule 9.03	Mo. Sup. Ct. R. 9.03	Pro Hac Vice		Missouri
MO Sup. Ct. Rule 9.04	Mo. Sup. Ct. R. 9.04	Judge Advocates		Missouri
MO Sup. Ct. Rule 9.05	Mo. Sup. Ct. R. 9.05	Foreign Legal Consultants		Missouri
Hargis v. JLB Corp.	Hargis v. JLB Corp., 357 S.W.3d 574 (Mo. 2011)			Missouri
37-61-210. Penalty for practicing without license	Mont. Code Ann. § 37-61-210		Guilty of a contempt of court	Montana
37-61-201. Who considered to be practicing law	Mont. Code Ann. § 37-61-201			Montana
Rule 5.5	Mont. R. Pro. Conduct 5.5			Montana
Rule 47. Unauthorized practice of law	Mont. Water Right Claimn Exam R. 47	Water Rights Claimants		Montana
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§ 3-1003. General Prohibition	Neb. Sup. Ct. R. § 3-1003			Nebraska
§ 3-1001. General Definition	Neb. Sup. Ct. R. § 3-1001			Nebraska
Rule 5.5	Neb. Sup. Ct. R. § 3-505.5			Nebraska
§ 7-101	Neb. Rev. Stat. § 7-101		Misdemeanor	Nebraska
§ 3-1012. Commission; Jurisdiction and Duties	Neb. Sup. Ct. R. § 3-1012			Nebraska
<i>Steinhausen v. HomeServices of Nebraska, Inc.</i>	Steinhausen v. HomeServices of Nebraska, Inc., 289 Neb. 927, 857			Nebraska

	N.W.2d 816 (2015)			
§ 3-1004. Exceptions and Exclusions	Neb. Sup. Ct. R. § 3-1004	Real Estate; Nonlawyer Licensed Abstractors; Administrative Hearings; Mediators, Arbitrators, Conciliators, Facilitators; Labor Negotiations; Other Exceptions		Nebraska
Rule 3-122	Neb. Sup. Ct. R. § 3-122	Pro Hac Vice		Nebraska
Rule 3-204	Neb. Sup. Ct. R. § 3-204	Professional Organizations		Nebraska
Rule 3-702	Neb. SUp. Ct. R. § 3-702	Law Student		Nebraska
7.285. Unlawful practice of law; criminal penalties; initiation of civil action by State Bar of Nevada	Nev. Rev. Stat. Ann. § 7.285		Practicing law without a bar membership is a misdemeanor the first and second times, and a felony the third time.	Nevada
Rule 5.5	Nev. R. Pro. Conduct 5.5			Nevada
<i>Greenwell v. State Bar of Nevada</i>	Greenwell v. State Bar of Nevada, 108 Nev. 602, 836 P.2d 70 (1992)			Nevada
Pioneer Title Ins. & Trust Co. v. State Bar of Nevada	Pioneer Title Ins. & Trust Co. v. State Bar of Nev., 74 Nev. 186, 326 P.2d 408 (1958)			Nevada
In re Discipline of Lerner	In re Discipline of Lerner, 124 Nev. 1232, 197 P.3d 1067 (2008)			Nevada
Jordan v. State of Nev. Dep't of Motor Vehicles	Jordan v. State of Nev. Dep't of Motor Vehicles, 121 Nev. 44, 110 P.3d 30 (2005), abrogated on other grounds by Buzz Stew, LLC v. City of North Las Vegas, 124 Nev.			Nevada

	224, 181 P.3d 670 (2008)			
50.400. Applicability to proceedings in civil actions; qualifications, duties and limitations on conduct of attendant; designation of attendant as witness; "victim of an act of domestic violence pursuant to NRS 33.018" defined	Nev. Rev. Stat. Ann. § 50.400	Domestic Violence Advocates		Nevada
Rule 42	Nev. Sup. Ct. R. 42	Out-of-State Attorneys		Nevada
Rule 49.1	Nev. Sup. Ct. R. 49.1	Military Spouses		Nevada
Rule 49.2	Nev. Sup. Ct. R. 49.2	Emeritus Attorney		Nevada
Rule 49.3	Nev. Sup. Ct. R. 49.3	Law Students		Nevada
311:7 Prohibition.	N.H. Rev. Stat. Ann. § 311:7			New Hampshire
Rule 5.5	N.H. R. Pro. Conduct 5.5			New Hampshire
311:7-b Investigation by Attorney General.	N.H. Rev. Stat. Ann. § 311:7-b			New Hampshire
540:30. Unauthorized Practice of Law; Exception; Certain Employees and Members of Limited Liability Companies, Corporations, or Partnerships.	N.H. Rev. Stat. Ann. § 540:30	Corporation, Partnership, LLC		New Hampshire
Rule 19. Out of State Counsel (Admission Pro Hac Vice)	N.H. Super. Ct. R. 19	Pro Hac Vice		New Hampshire
RULE 20. Motions for Admission Pro Hac Vice	N.H. Sup. Ct. R. 20	Pro Hac Vice		New Hampshire

1.21. <i>Pro Hac Vice</i> Representation	N.H. Cir. Ct. Fam. Div. R. 1.21	Pro Hac Vice		New Hampshire
Rule 33	N.H. Sup. Ct. R. 33	Pro Hac Vice		New Hampshire
Rule 35	N.H. Sup. Ct. R. 35	Paraprofessionals		New Hampshire
Rule 36	N.H. Sup. Ct. R. 36	Law Students		New Hampshire
2C:21-22. Unauthorized practice of law; degree of offense	N.J. Stat. Ann. § 2C:21-22		<p>a. A person is guilty of a crime of the fourth degree if the person knowingly engages in the unauthorized practice of law.</p> <p>b. A person is guilty of a crime of the third degree if the person knowingly engages in the unauthorized practice of law and:</p> <p>(1) Creates or reinforces, by any means, a false impression that the person is licensed to engage in the practice of law. As used in this paragraph, "by any means" includes but is not limited to using or advertising the title of lawyer or attorney-at-law, or equivalent terms, in the English language or any other language, which mean or imply that the person is licensed as an attorney-at-law in the State of New Jersey or in any other jurisdiction of the United States; or</p> <p>(2) Derives a</p>	New Jersey

			benefit; or (3) In fact causes injury to another. c. For the purposes of this section, the phrase "in fact" indicates strict liability.	
Rule 5.5	N.J. R. Pro. Conduct 5.5			New Jersey
Rule 1:21-1	N.J. Sup. Ct. R. 1:21-1			New Jersey
2C:21-22a. Unauthorized practice of law; civil action; damages; other remedies	N.J. Stat. Ann. § 2C:21-22a			New Jersey
2C:21-31.1. Unauthorized practice of immigration law; civil action; damages	N.J. Stat. Ann. § 2C:21-31.1			New Jersey
<i>In re Opinion No. 26 of Comm. on Unauthorized Prac. of L.</i>	In re Opinion No. 26 of Comm. on Unauthorized Prac. of L., 139 N.J. 323, 654 A.2d 1344 (1995)			New Jersey
<i>New Jersey State Bar Ass'n v. Divorce Ctr. of Atl. Cnty.</i>	New Jersey State Bar Ass'n v. Divorce Ctr. of Atl. Cnty., 194 N.J. Super. 532, 477 A.2d 415 (Ch. Div. 1984)			New Jersey
<i>State v. Rogers</i>	State v. Rogers, 308 N.J. Super. 59, 705 A.2d 397 (App. Div. 1998)			New Jersey
Rule 1:21-2	N.J. Sup. Ct. R. 1:21-2	Pro Hac Vice		New Jersey
Rule 1:21-3	N.J. Sup. Ct. R. 1:21-3	Law Students		New Jersey
Rule 1:21-9	N.J. Sup. Ct. R. 1:21-9	Foreign Legal Consultants		New Jersey
Rule 1:21-10	N.J. Sup. Ct. R. 1:21-10	Major Disaster		New Jersey

Rule 1:27-2	N.J. Sup. Ct. R. 1:27-2	In-House Counsel		New Jersey
Rule 1:27-2A	N.J. Sup. Ct. R. 1:27-2A	Foreign In-House Counsel		New Jersey
Rule 1:27-3	N.J. Sup. Ct. R. 1:27-3	Law School Teachers		New Jersey
Rule 1:27-4	N.J. Sup. Ct. R. 1:27-4	Military Spouses		New Jersey
§ 36-2-27. Practice without admission; contempt of court; foreign attorneys	N.M. Stat. Ann. § 36-2-27		Practicing without a license is contempt of the court	New Mexico
Rule 16-505	N.M. R. Pro. Conduct 16-505			New Mexico
Rule 20-102. Definitions	N.M. R Governing Paralegal Serv. Rule 20-102			New Mexico
N.M. Stat. Ann. § 36-2-28.2	N.M. Stat. Ann. § 36-2-28.2			New Mexico
N.M. Ct. R. 17b	N.M. Sup. Ct. R. 17b			New Mexico
<i>State v. Rivera</i>	State v. Rivera, 2012-NMSC-003, 268 P.3d 40			New Mexico
<i>State Bar v. Guardian Abstract & Title Co.</i>	State Bar v. Guardian Abstract & Title Co., 1978-NMSC-016, 91 N.M. 434, 575 P.2d 943			New Mexico
<i>State ex. rel. Norvell v. Credit Bureau of Albuquerque, Inc.</i>	State ex rel. Norvell v. Credit Bureau of Albuquerque, Inc., 1973-NMSC-087, 85 N.M. 521, 514 P.2d 40			New Mexico
N.M. Stat. Ann. § 36-3-5	N.M. Stat. Ann. § 36-3-5			New Mexico
§ 36-3-4. Representation	N.M. Stat. Ann. § 36-3-4	Immigration		New Mexico
Rule 1-094	N.M. R. Civ. Proc. 1-094	Law Students		New Mexico
Rule 1-094.1	N.M. R. Civ. Proc. 1-094.1	Law Students		New Mexico
Rule 2-107	N.M. R. Civ. Proc. 2-107	Partner, LLC, Shareholder		New Mexico
Rule 3-107	N.M. R. Civ. Proc. 3-107	Partner, LLC,		New Mexico

	3-107	Shareholder		
Rule 5-108	N.M. R. Crim. Proc. 5-108	Out-of-State Attorneys		New Mexico
Rule 5-110	N.M. R. Crim. Proc. 5-110	Law Students		New Mexico
Rule 5-110.1	N.M. R. Crim. Proc. 5-110.1	Law Students		New Mexico
Rule 6-107	N.M. R. Crim. Proc. 6-107	Partner, LLC, Shareholder		New Mexico
Rule 7-107	N.M. R. Crim. Proc. 7-107	Partner, LLC, Shareholder		New Mexico
Rule 8-107	N.M. R. Crim. Proc. 8-107	Partner, LLC, Shareholder		New Mexico
Rule 15-304	N.M. R. Governing Admission Bar 15-304	Out-of-State Attorneys as Public Employee or Public Defender		New Mexico
Rule 15-305	N.M. R. Governing Admission Bar 15-305	Out-of-State Attorneys as Employee of qualified legal services provider		New Mexico
Rule 15-306	N.M. R. Governing Admission Bar 15-306	Military Spouse		New Mexico
Rule 15-307	N.M. R. Governing Admission Bar 15-307	Law Professor		New Mexico
Rule 15-308	N.M. R. Governing Admission Bar 15-308	In-House Counsel		New Mexico
Rule 23-1113	N.M. Sup. Ct. R. 23-113	Court staff may fill out forms using self-represented litigants' own words		New Mexico
Rule 24-106	N.M. R. Governing Bar 24-106	Nonadmitted Attorneys		New Mexico
Rule 24-111	N.M. R. Governing Bar 24-111	Emeritus Attorneys		New Mexico
Rule 5.5. Unauthorized Practice of Law	N.Y. R. Pro. Conduct 5.5			New York
§ 484. None but attorneys to practice in the state	N.Y. Jud. Law § 484			New York

§ 478. Practicing or appearing as attorney-at-law without being admitted and registered	N.Y. Jud. Law § 478	Animal Cuelty Officers; Law Students; Out-of-State Attorneys; Legal Consultants		New York
§ 53. Rule-making power of court of appeals as to admission of attorneys and counsellors	N.Y. Jud. Law § 53			New York
<i>People v. Divorce Associated & Pub. Ltd.</i>	People v. Divorce Associated & Pub. Ltd., 95 Misc. 2d 340, 407 N.Y.S.2d 142 (Sup. Ct. 1978)			New York
<i>In re Tomlinson</i>	In re Tomlinson, 343 B.R. 400 (E.D.N.Y. 2006)			New York
500.4 Pro Hac Vice Admission	N.Y. R. Prac. 500.4	Pro Hac Vice		New York
Rule 520.11	N.Y. R. Admission § 520.11	Pro Hac Vice		New York
Rule 521	N.Y. R. § 521	Legal Consultants		New York
Rule 522	N.Y. R. § 522	In-House Counsel		New York
Rule 523	N.Y. R. § 523	Temporary Practice		New York
Rule 524	N.Y. R. § 524	Law Graduates		New York
§ 805.5. Activities of Eligible Law Students and Law School Graduates	N.Y. Ct. R. § 805.5	Law Students		New York
§ 805.3. Admission Pro Hac Vice	N.Y. Ct. R. § 805.3	Pro Hac Vice		New York
§ 805.4. Licensing of Legal Consultants	N.Y. Ct. R. § 805.4	Legal Consultants		New York
§ 84-2.1. "Practice law" defined	N.C. Gen. Stat. Ann. § 84-2.1			North Carolina
§ 84-4. Persons other than members of State Bar prohibited from practicing law	N.C. Gen. Stat. Ann. § 84-4			North Carolina
§ 84-8	N.C. Gen. Stat. Ann.		Misdemeanor	North Carolina

	§ 84-8			
§ 84-10.1. Private Cause of Action for the Unauthorized Practice of Law	N.C. Gen. Stat. Ann. § 84-10.1			North Carolina
Rule 5.5	N.C. R. Pro. Conduct			North Carolina
<i>North Carolina State Bar v. Lienguard, Inc.</i>	N. Carolina State Bar v. Lienguard, Inc., No. 11 CVS 7288, 2014 WL 1365418 (N.C. Super. Apr. 4, 2014)			North Carolina
N.C. Gen. Stat. § 116-40.11	N.C. Gen. Stat. Ann. § 116-40.11	Nonattorney Advocates representing Students		North Carolina
North Carolina Bar Rule .0206	N.C. R. Governing Bar Ch. 1C .0206	Law Students		North Carolina
North Carolina Bar Rule .0103	N.C. R. Governing Bar Ch. 1F .0103	Foreign Legal Consultants		North Carolina
North Carolina Bar Rule .0101	N.C. R. Governing Bar Ch. 1H .0100	Pro Hac Vice		North Carolina
§ 84-4.1. Limited Practice of Out-of-State Attorneys	N.C. Gen. Stat. Ann. § 84-4.1	Out-of-State Attorneys		North Carolina
§ 84-7.1. Legal Clinics of Law Schools and Certain Law Students and Lawyers Excepted	N.C. Gen. Stat. Ann. § 84-7.1	Law Students		North Carolina
Rule 5.5. Unauthorized Practice of Law	N.D.R. Pro. Conduct R. 5.5			North Dakota
§ 27-11-01. Practicing law and serving on courts of record without certificate of admission and without payment of annual license fee prohibited—Penalty	N.D. Cent. Code Ann. § 27-11-01		Misdemeanor to practice law without a license & admission to state bar	North Dakota
<i>State v. Niska</i>	State v. Niska, 380 N.W.2d 646 (N.D.)			North Dakota

	1986)			
Wetzel v. Schlenvogt	Wetzel v. Schlenvogt, 2005 ND 190 (N.D. 2005)			North Dakota
State ex rel. Department of Labor v. Riemers	State ex rel. Department of Labor v. Riemers, 2008 ND 191 (N.D. 2008)			North Dakota
N.D.C.C. Chapter 30.1-14. Informal Probate and Appointment Proceedings	N.D. Cent. Code Sect. 30.1-14-01.1	Informal Probate Proceedings		North Dakota
Rule 10.2. Small Claims Court	N.D. Sup. Ct. R. 10.2	Non-attorney agents of legal entities		North Dakota
Rule 11.8. Limited Professional Guardian Practice	N.D. Sup. Ct. R. 11.8	Professional guardians		North Dakota
Rule 34. Advocates for Alleged Victims in Civil Protection Order Cases	N.D. Sup. Ct. Admin. R.34	Certified Domestic Violence Sexual Assault Advocates		North Dakota
Rule II	N.D. Ct. R. Prac. Law Students II	Law Students		North Dakota
Rule V	N.D. Ct. R. Prac. Law Students V	Law Students		North Dakota
Rule 3	N.D. R. Prac. 3	Pro Hac Vice		North Dakota
Rule 3.1	N.D. R. Prac. 3.1	Volunteer with Approved Legal Services Organizations		North Dakota
Rule 3.2	N.D. R. Prac. 3.2	Major Disaster		North Dakota
Rule 3.3	N.D. R. Prac. 3.3	Military Spouse		North Dakota
Rule 4	N.D. R. Prac. 4	Foreign Legal Consultants		North Dakota
Rule 5	N.D. R. Prac. 5	Law Students		North Dakota
Rule 5.5 Unauthorized practice of law; Multijurisdictional practice of law; Remote practice of law	Ohio R. Pro. Conduct	Parts (c) and (d) for lawyers barred elsewhere		Ohio
4705.01 Practice of law; prohibitions	Ohio Rev. Code Ann. § 4705.01			Ohio

4705.07. False representation as attorney; interim relief; civil actions	Ohio Rev. Code Ann. § 4705.07		Any person who is damaged by another person who commits a violation of division (A)(3) of this section may commence a civil action to recover actual damages from the person who commits the violation	Ohio
4705.99 Penalty	Ohio Rev. Code Ann. § 4705.99		Misdemeanor	Ohio
UPL Reg 400 Guidelines for the imposition of civil penalties	Sup. Ct. R. Gov't of the Bar of Ohio, App'x VIII, UPL Reg. 400			Ohio
Rule VII, Unauthorized Practice of Law	Sup. Ct. R. Gov't of the Bar of Ohio, R. VII, Sec. 31(J)(1) (p. 143)		Legal intern, corporate status, foreign consultant, pro hac vice, law school	Ohio
Rule II. Limited Practice of Law by a Legal Intern	Sup. Ct. R. Gov't of the Bar of Ohio, R. II	Law Students		Ohio
Rule IX. Temporary Certification for Practice in Legal Services, Public Defender, and Law School Programs	Sup. Ct. R. Gov't of the Bar of Ohio, R. IX	Out-of-State Attorneys working for legal services or public defender		Ohio
Rule XI. Limited Practice of Law by Foreign Legal Consultants	Sup. Ct. R. Gov't of the Bar of Ohio, R. XI	Foreign Legal Consultants		Ohio
XII. Pro Hac Vice Admission	Sup. Ct. R. Gov't of the Bar of Ohio, R. XII	Pro Hac Vice		Ohio
Rule 5.5	Okla. Stat. tit. 5, § 5.5.	Out-of-State Attorneys		Oklahoma
Section 86:11-29-7 - Unauthorized practice	Okla. Admin. Code § 86:11-29-7		Administrative penalty	Oklahoma
<i>R. J. Edwards, Inc. v. Hert.</i>	R. J. Edwards, Inc. v. Hert, 1972 OK 151, 504 P.2d 407 (Okla. 1972)			Oklahoma

<i>In re Blake</i>	In re Blake, 2016 OK 33, 371 P.3d 465 (Okla. 2016)			Oklahoma
Rule 2 - ELIGIBILITY FOR A LIMITED LICENSE	Okla. Stat. tit. 5, app 6 R. 2	Law students; academic legal interns; law graduates		Oklahoma
Bar Rule Art. 2, § 5	Okla. Stat. tit. 5, app 1 § 5	Out-of-State Attorneys		Oklahoma
Bar Admission Rule 9	Okla. Stat. tit. 5, app 5, R. 9	Pending Admission		Oklahoma
9.160. Practice of law by persons other than active members prohibited	Or. Rev. Stat. Ann. § 9.160			Oregon
9.990. Penalties	Or. Rev. Stat. Ann. § 9.990			Oregon
Rule 5.5	Or. R. Pro. Conduct 5.5	Out-of-State Attorneys		Oregon
<i>Oregon State Bar v. Security Escrows, Inc.</i>	Oregon State Bar v. Sec. Escrows, Inc., 233 Or. 80, 377 P.2d 334 (1962)			Oregon
<i>Oregon State Bar v. Ortiz</i>	Oregon State Bar v. Ortiz, 77 Or. App. 532, 713 P.2d 1068 (1986)			Oregon
Non-Lawyer Licensing Movement	Oregon ALP program	Legal Paraprofessionals		Oregon
9.280 Prohibition on acting as immigration consultant; definitions; exception	Or. Rev. Stat. Ann. § 9.280			Oregon
Sup. Ct. Rule 11.05 Admission of Law Teachers	Or. Sup. Ct. R. 11.05	Law Professors		Oregon
Sup. Ct. Rule 12.05 Licensing of Foreign Law Consultants	Or. Sup. Ct. R. 12.05	Foreign Law Consultants		Oregon
Sup. Ct. Rule 13.10 Appearances and Activities of Eligible Law	Or. Sup. Ct. R. 13.10	Law Students		Oregon

Student				
Sup. Ct Rule 13.15 Other Activities of Eligible Law Student	Or. Sup. Ct. R. 13.15	Law Students		Oregon
Sup. Ct. Rule 13.70 Eligibility	Or. Sup. Ct. R. 13.70	Temporary License		Oregon
Sup. Ct. Rule 16.05 Limited Admission of House Counsel	Or. Sup. Ct. R. 16.05	In-House Counsel		Oregon
Sup. Ct. Rule 17.05 Admission of Out-of-State Active Pro Bono Attorneys	Or. Sup. Ct. R. 17.05	Out-of-State Attorneys		Oregon
Sup. Ct. Rule 18.05 Temporary Admission of Military Spouse Attorneys	Or. Sup. Ct. R. 18.05	Military Spouses		Oregon
Penalty for Unauthorized Practice of Law	42 Pa. Stat. and Cons. Stat. Ann. § 2524		Misdemeanor	Pennsylvania
Rule 5.5	Pa. R. Pro. Conduct 5.5	Out-of-State Attorneys		Pennsylvania
<i>In re Dunkle</i>	In re Dunkle, 272 B.R. 450 (Bankr. W.D. Pa. 2002)			Pennsylvania
<i>Gmerek v. State Ethics Comm'n</i>	Gmerek v. State Ethics Comm'n, 751 A.2d 1241 (Pa. Commw. Ct. 2000), aff'd, 569 Pa. 579, 807 A.2d 812 (2002)			Pennsylvania
Pennsylvania Statute	43 Pa. Cons. Stat. § 774			Pennsylvania
Pennsylvania Board of Law Examiners Rule 321	Pa. Bd. L. Examiners R. 321	Law Students		Pennsylvania
Pennsylvania Board of Law Examiners Rule 301	Pa. Bd. L. Examiners R. 301	Pro Hac Vice		Pennsylvania
Pennsylvania Board of Law Examiners Rule 302	Pa. Bd. L. Examiners R. 302	In-House Counsel		Pennsylvania

Pennsylvania Board of Law Examiners Rule 303	Pa. Bd. L. Examiners R. 303	Military Attorneys		Pennsylvania
Pennsylvania Board of Law Examiners Rule 304	Pa. Bd. L. Examiners R. 304	Military Spouses		Pennsylvania
Pennsylvania Board of Law Examiners Rule 311	Pa. Bd. L. Examiners R. 311	Legal Services or Public Defender		Pennsylvania
Pennsylvania Board of Law Examiners Rule 331	Pa. Bd. L. Examiners R. 331	Special Admission be Local Rules		Pennsylvania
Pennsylvania Board of Law Examiners Rule 341	Pa. Bd. L. Examiners R. 341	Foreign Legal Consultants		Pennsylvania
Pennsylvania Board of Law Examiners Ruel 342	Pa. Bd. L. Examiners R. 342	Foreign Legal Consultants		Pennsylvania
§ 11-27-2. "Practice of law" defined	11 R.I. Gen. Laws Ann. § 11-27-2			Rhode Island
Rule 5.5	R.I. Sup. Ct. R. 5.5	Parts (c) and (d) for lawyers barred in another jurisdiction		Rhode Island
§ 11-27-14. Penalties for Violations	11 R.I. Gen. Laws Ann. § 11-27-14			Rhode Island
§ 11-27-11. Practices permitted to persons not members of bar	11 R.I. Gen. Laws Ann. § 11-27-5		No penalties stated but listed under criminal offenses	Rhode Island
1. Scope of Rules	R.I. R Governing Unauthorized Prac. L. Comm'n 1			Rhode Island
Rule 2. Jurisdiction	R.I. R. Governing Unauthorized Prac. L. Comm'n 2			Rhode Island
<i>In re Paplauskas</i>	In re Paplauskas, 228 A.3d 43 (R.I. 2020)			Rhode Island
<i>In re Town of Little Compton</i>	In re Town of Little Compton, 37 A.3d 85 (R.I. 2012)			Rhode Island

ARTICLE II. ADMISSION OF ATTORNEYS AND OTHERS TO PRACTICE LAW, Rule 9 (Nonresident Attorneys, In-House Counsel, Senior Law Students)	R.I. Sup. Ct. R. 9	Out-of-State Attorneys; In-House Counsel; Law Students		Rhode Island
ARTICLE II. ADMISSION OF ATTORNEYS AND OTHERS TO PRACTICE LAW, Rule 11 (Nonprofit Entitites)	R.I. Sup. Ct. R. 11	Nonprofit Entities		Rhode Island
ARTICLE II. ADMISSION OF ATTORNEYS AND OTHERS TO PRACTICE LAW, Rule 13 (court appointed law-clerk advocate program)	R.I. Sup. Ct. R. 13	Court-Appointed Law-Clerk Advocate Program		Rhode Island
Practicing law or soliciting legal cause of another without being enrolled as member of South Carolina Bar	S.C. Code Ann. § 40-5-310		Felony. Fined up to \$5,000 and/or imprisoned for up to 5 years	South Carolina
South Carolina Code Annotated § 40-5-310. Practicing law or soliciting legal cause of another without being enrolled as member of South Carolina Bar.	S.C. Code Ann. § 40-5-310 (2009)	may be "authorized to perform prescribed legal activities by action of the Supreme Court of South Carolina"	Felony: \$5,000 and/or 5 years imprisonment	South Carolina
§ 40-5-320. Practice of law by corporations and voluntary associations unlawful.	S.C. Code Ann. § 40-5-320		Corporation/assoc iation doing UPL is a misdemeanor	South Carolina
Legal Ethics: Unauthorized	S.C. Code Ann. § 40-5-80			South Carolina

Practice of Law				
Rule 5.5	S.C. R. Pro. Conduct 5.5	Out-of-State Attorneys		South Carolina
<i>Linder v. Ins. Claims Consultants, Inc.</i>	Linder v. Ins. Claims Consultants, Inc., 348 S.C. 477, 560 S.E.2d 612 (2002)			South Carolina
<i>Rogers Townsend & Thomas, PC v. Peck</i>	Rogers Townsend & Thomas, PC v. Peck, 419 S.C. 240, 797 S.E.2d 396 (2017)			South Carolina
<i>State v. Buyers Serv. Co.</i>	State v. Buyers Serv. Co., 292 S.C. 426, 357 S.E.2d 15 (1987)			South Carolina
<i>Boone v. Quicken Loans, Inc.</i>	Boone v. Quicken Loans, Inc., 420 S.C. 452, 803 S.E.2d 707 (2017)			South Carolina
<i>In re Unauthorized Prac. of L. Rules Proposed by S.C. Bar</i>	In re Unauthorized Prac. of L. Rules Proposed by S.C. Bar, 309 S.C. 304, 422 S.E.2d 123 (1992)			South Carolina
In re South Carolina NAACP Housing Advocate Program	In re South Carolina NAACP Housing Advocate Program	NAACP Housing Nonlawyer Advocates		South Carolina
South Carolina Rules of Magistrate's Court Rule 21	South Carolina Magistrate's Ct. R. 21	Business in Civil Magistrate Court		South Carolina
Ex parte Watson	Ex parte Watson, 356 S.C. 432 (2003)			South Carolina
Doe v. McMaster	Doe v. McMaster, 355 S.C. 306, 313 (2003)			South Carolina
Crawford v. Cent. Mortg. Co., 404 S.C. 39, 46	Crawford v. Cent. Mortg. Co., 404 S.C. 39 (2013)	Banks may modify a loan or mortgage without an attorney		South Carolina
Rule 401	S.C. Sup. Ct. R. 401	Law Students		South Carolina
Rule 402(j)	S.C. Sup. Ct. R. 402(j)	Law Professors		South Carolina
Rule 404	S.C. Sup. Ct. R. 404	Pro Hac Vice		South Carolina

Rule 405	S.C. Sup. Ct. R. 405	In-House Counsel		South Carolina
Rule 414	S.C. Sup. Ct. R. 414	Clinical Law Program Supervisors		South Carolina
Rule 415	S.C. Sup. Ct. R. 415	Inactive Attorney Pro Bono		South Carolina
Rule 424	S.C. Sup. Ct. R. 424	Foreign Legal Consultants		South Carolina
Rule 426	S.C. Sup. Ct. R. 426	Major Disaster		South Carolina
Rule 427	S.C. Sup. Ct. R. 427	Judge Advocates		South Carolina
Rule 430	S.C. Sup. Ct. R. 430	Military Spouses		South Carolina
16-8-1. License and bar membership required to practice law--Injunction to restrain violations	S.D. Codified Laws § 16-18-1			South Dakota
5.5. Unauthorized Practice of Law; Multi-jurisdictional Practice of Law.	S.D. R. Pro. Conduct 5.5	Out-of-State Attorneys		South Dakota
16-6-1. License from Supreme Court required to practice law--Active membership in state bar--Violation as misdemeanor	S.D. Codified Laws § 16-16-1		Practicing law without bar membership and license is a misdemeanor.	South Dakota
55-18-22. Unauthorized practice of law not permitted	S.D. Codified Laws 55-18-22			South Dakota
<i>Steele v. Bonner</i>	Steele v. Bonner, 2010 S.D. 37, 782 N.W.2d 379			South Dakota
16-18-2. Attorney licensing--Non-resident attorneys--"Pro hac vice" admission on motion--Requirements.	S.D. Codified Laws § 16-18-2	Pro Hac Vice		South Dakota
16-18-2.4. Consent and approval for appearance by	S.D. Codified Laws § 16-18-24	Law Students; Legal Interns	Legal Intern/Extern exception	South Dakota

legal intern or extern--Authority for appearance in civil and criminal matters.				
16-18-5.1. Temporary waiver of admission requirements for nonresident defense counsel where county is experiencing significant increase in criminal cases.	S.D. Codified Laws § 16-18-5.1	Out-of-State Attorneys		South Dakota
§ 23-3-103. Unlawful practice; crimes and offenses; fines and penalties	Tenn. Code Ann. § 23-3-103	Out-of-State Attorneys	Class A misdemeanor. Fine not to exceed \$10,000.	Tennessee
Definitions	Tenn. Code Ann. § 23-3-101			Tennessee
Rule 5.5 - UNAUTHORIZED PRACTICE OF LAW; MULTIJURISDICTIONAL PRACTICE OF LAW	Tenn. Sup. Ct. R. 5.5	Parts (c) and (d) for attorneys barred in other jurisdictions; part (e) for those same attorneys providing pro bono services		Tennessee
<i>Petition of Burson</i>	Petition of Burson, 909 S.W.2d 768 (Tenn. 1995)			Tennessee
<i>In re Rose</i>	In re Rose, 314 B.R. 663 (Bankr. E.D. Tenn. 2004)			Tennessee
Rule 7 § 10.01	Tenn. Sup. Ct. R. 7 § 10.01	In-House Counsel		Tennessee
Rule 7 § 10.03	Tenn. Sup. Ct. R. 7 § 10.03	Law Students		Tennessee
Rule 7 § 10.04	Tenn. Sup. Ct. R. 7 § 10.04	Pending Bar Score		Tennessee
Rule 7 § 10.06	Tenn. Sup. Ct. R. 7 § 10.06	Military Spouse		Tennessee
Rule 7 § 10.07	Tenn. Sup. Ct. R. 7 § 10.07	Out-of-State Attorneys		Tennessee
§ 38.123. Unauthorized Practice of Law	Tex. Gov't Code Ann. § 38.123		Misdemeanor unless repeat offense - felony	Texas

§ 83.001. Prohibited Acts	Tex. Gov't Code Ann. § 83.001			Texas
§ 81.101. Definition	Tex. Gov't Code Ann. § 81.101			Texas
<i>Unauthorized Practice Committee v. Cortez</i>	Unauthorized Practice Committee v. Cortez, 692 S.W.2d 47 (Tex. 1985)			Texas
<i>Crain v. Unauthorized Practice of Law Committee</i>	Crain v. Unauthorized Practice of Law Committee, 11 S.W.3d 328 (Tex. App. 1999)			Texas
<i>Greene v. Unauthorized Practice of Law Committee</i>	Greene v. Unauthorized Practice of Law Committee, 883 S.W.2d 293 (Tex. App. 1994)			Texas
<i>Fadia v. Unauthorized Practice of Law Committee</i>	Fadia v. Unauthorized Practice of Law Committee, 830 S.W.2d 162 (Tex. App. 1992)			Texas
<i>Brown v. Unauthorized Practice of Law Committee</i>	Brown v. Unauthorized Practice of Law Committee, 742 S.W.2d 34 (Tex. App. 1987)			Texas
Rule Governing Admission 14	Tex. R. Governing Admission Bar 14	Foreign Legal Consultants		Texas
Rule Governing Supervised Practice	Tex. R. Governing Supervised Prac. II	Law Students		Texas
Rule 5.5. Unauthorized Practice of Law; Multijurisdictional Practice of Law	Utah R Pro. Conduct 5.5	Out-of-State Attorneys		Utah
§ 78A-9-103. Practicing law without a license prohibited--Exceptions	Utah Code Ann. § 78A-9-103			Utah
78B-17-103. Scope	Utah Code Ann. §			Utah

-- Unauthorized practice of law prohibited -- Reciprocity required	78B-17-103			
Rule 5.3. Responsibilities Regarding Nonlawyer Assistance	Utah R Pro. Conduct 5.3			Utah
<i>Bd. of Comm'rs of Utah State Bar v. Petersen</i>	Bd. of Comm'rs of Utah State Bar v. Petersen, 937 P.2d 1263 (Utah 1997)			Utah
<i>Utah State Bar v. Summerhayes & Hayden, Public Adjusters</i>	Utah State Bar v. Summerhayes & Hayden, Public Adjusters, 905 P.2d 867 (Utah 1995)			Utah
Authorization	Utah Sup. Ct. Standing Ord. 15			Utah
Rule 14-802. Authorization to practice law.	Utah Sup. Ct. R. 14-802	Small Claims Court; Representing Minor Child in Juvenile Proceedings; Mediation		Utah
Rule 14-804. Registered military legal assistance certification for military lawyers	Utah Sup. Ct. R. 14-804	Military Attorneys		Utah
Rule 14-805. Admission for spouse of active military stationed in Utah	Utah Sup. Ct. R. 14-805	Military Spouses		Utah
Rule 14-806. Admission pro hac vice	Utah Sup. Ct. R. 14-806	Pro Hac Vice		Utah
Rule 14-807. Law school student and law school graduate legal assistance	Utah Sup. Ct. R. 14-807	Law Students		Utah
Rule 14-809. Practice Pending Admission	Utah Sup. Ct. R. 14-809	Pending Bar Admission		Utah

Rule 14-111. Practicing Without a License Prohibited.	Utah Sup. Ct. R. 14-111			Utah
Utah Constitution Article VIII, § 4	Utah Constitution Article VIII, § 4	Retired Judges		Utah
§ 13-49-201. Requirement to be registered as an immigration consultant – Exemption.	Utah Code Ann. § 13-49-201	Immigration Consultant		Utah
Rule 14-719. Qualifications for admission of House Counsel Applicants.	Utah Sup. Ct. R. 14-719	Out-of-State Attorneys		Utah
Rule 14-102. Regulating the Practice of Law	Utah Sup. Ct. R. 14-102	Inactive Attorneys; Foreign Legal Consultants; Licensed Paraprofessionals		Utah
§ 127. Unauthorized practice	Vt. Stat. Ann. tit. 3, § 127		A fine not more than \$5,000 or imprisonment for not more than one year, or both.	Vermont
Rule 2. Definitions	Vt. R Bar Admission 2			Vermont
Rule 5.5	Vt. R. Pro. Conduct 5.5	Out-of-State Attorneys		Vermont
<i>In re Welch</i>	In re Welch, 123 Vt. 180, 185 A.2d 458 (1962)			Vermont
<i>In re Morales</i>	In re Morales, 2016 VT 85, 202 Vt. 549, 151 A.3d 333 (2016)	Jailhouse Lawyers		Vermont
Admission Pro Hac Vice	Vt. Sup. Ct. Admin. Ord. 16			Vermont
Vt. Agency of Natural Res. v. Upper Valley Regional Landfill Corp.	Vermont Agency of Nat. Res. v. Upper Valley Reg'l Landfill Corp., 159 Vt. 454, 458, 621 A.2d 225, 228 (1992)	Lay Representation of Organization		Vermont
Rule 21	Vt. Bar Admission R. 21	Law Students		Vermont

Administrative Order 41	Vt. Sup. Ct. Admin. Ord. 41 § 11	Emeritus Attorneys		Vermont
Administrative Order 41	Vt. Sup. Ct. Admin. Ord. 41 § 16	Pro Hac Vice		Vermont
Practice of Law in the Commonwealth of Virginia and the Unauthorized Practice of Law	Va. Sup. Ct. R. Section I	Military Attorneys; Law Students; State Agency Employees; Department of Social Services Employees; Foreign Attorneys; Administrative Hearings; Employees/Officers of certain business entities; Real Estate Transactions; other exceptions		Virginia
Sec. 54.1-3904	Va. Code Ann. § 54.1-3904		Misdemeanor	Virginia
Sec. 54.1-3900	Va. Code Ann. § 54.1-3900	Law Students; Military Attorneys		Virginia
Rule 15 - Third Year Student Practice Rule	Va. Sup. Ct. R. 15	Law Students		Virginia
Rule 5.5	Va. R. Professional Conduct 5.5			Virginia
<i>McDow v. Mayton</i>	McDow v. Mayton, 379 B.R. 601 (E.D. Va. 2007)			Virginia
Rule 1A:4	Va. Sup. Ct. R. 1A:4	Pro Hac Vice		Virginia
Rule 1A: 6	Va. Sup. Ct. R. 1A:6	Military Attorneys		Virginia
Rule 1A:7	Va. Sup. Ct. R. 1A:7	Foreign Legal Consultants		Virginia
Rule 1A:8	Va. Sup. Ct. R. 1A:8	Military Spouses		Virginia
Rule 10	Va. Sup. Ct. R. 10	Major Disaster		Virginia
Rule 24. Definition of the Practice of Law	Wash. Sup. Ct. R. 24	Pro Bono Admission; Temporary Admission; In-House Counsel; Law Students/Legal Interns; Foreign Law Consultants; Limited Licensed		Washington

		Legal Technicians; Courtthouse Facilitator; Administrative Hearings; Mediator, Arbitrator, Conciliator, or Facilitator; Labor Negotiations; Protection Orders; other exceptions		
Sec. 2.48.180	Rev. Code Wash. § 2.48.180			Washington
Rule 5.5	Wash. R. Pro. Conduct 5.5			Washington
<i>Jones v. Allstate Ins. Co.</i>	Jones v. Allstate Ins. Co., 146 Wash. 2d 291, 45 P.3d 1068 (2002)			Washington
Rule 8	Wash. Admission R. 8	Out-of-State Attorneys		Washington
Rule 9	Wash. Admission R. 9	Law Students		Washington
Rule 12	Wash. Admission R. 12	Real Estate and Personal Property Transactions		Washington
Rule 14	Wash. Admission R. 14	Foreign Law Consultants		Washington
Rule 27	Wash. Admission R. 27	Major Disaster		Washington
Rule 28	Wash. Admission R. 28	LLLT Program (Sunset)		Washington
Rule 49. Unauthorized Practice of Law	D.C. Ct. App. R. 49	United States Employee, practice before certain government agencies, practice before federal courts, DC employee, labor negotiatios and arbitrations, in house counsel, pro hac vice, while bar application is pending, pro bono, law school gradudates seeking admission		Washington DC

		to bar doing pro bono, alternative dispute resolution, authorized court programs, organizations in small claims or landlord tenant disputes, incidental and temporary practice		
Rule 5.5	D.C. R. Pro. Conduct 5.5			Washington DC
Rule 48. Legal Assistance by Law Students	D.C. Ct. App. R. 48	Law Students		Washington DC
Rule of Civil Procedure 101(e)	D.C. R. Civ. Proc. 101(e)	Law Students		Washington DC
Rule of Criminal Procedure 44-1(f)	D.C. R. Crim. Proc. 44-1(f)	Law Students		Washington DC
§30-2-4. Practice without license or oath; penalty; qualification after institution of suits	W. Va. Code Ann. § 30-2-4		Misdemeanor. Shall be fined not more than \$5,000, or confined in jail not more than ninety days, or both fined and confined, and on any subsequent offense, is guilty of a misdemeanor and shall be fined not more than \$10,000, or confined in jail not more than one year, or both fined and confined	West Virginia
Rule 5.5 - Unauthorized Practice of Law; Multijurisdictional Practice of Law	Wa. V. R Prof. Responsibility 5.5	Out-of-State Attorneys		West Virginia
§ 51-1-41. Rules governing practice of law; creation of West Virginia State Bar; providing its powers, and fees for administration	W. Va. Code Ann. § 51-1-4a			West Virginia
WV State Bar	Wa. V. Bar Bylaws			West Virginia

Practice of Law Definition	Art. 1, 1.01			
<i>Brammer v. Taylor</i>	Brammer v. Taylor, 175 W. Va. 728, 338 S.E.2d 207 (1985)			West Virginia
§50-4-4a. Appearance in civil cases	W. Va. Code Ann. § 50-4-4a			West Virginia
Rule 4.6	W. Va. Admission R. 4.6	Law Professors		West Virginia
Rule 4.7	W. Va. Admission R. 4.7	Military Spouses		West Virginia
Rule 4.8	W. Va. Admission R. 4.8	Military Attorneys		West Virginia
Rule 8	W. Va. Admission R. 8.0	Pro Hac Vice		West Virginia
Rule 9	W. Va. Admission R. 9.0	Out-of-State Attorneys		West Virginia
Rule 10	W. Va. Admission R. 10.0	Law Students		West Virginia
Penalty for Practicing Without License	Wis. Stat. Ann. § 757.30		Shall be fined not less than \$50 and not more than \$500 or imprisoned not more than one year in the county jail or both, and in addition may be punished for contempt.	Wisconsin
Unauthorized Practice of Law; Multijurisdictional Practice of Law	Wis. Sup. Ct. R. 20:5.5	Out-of-State Attorneys		Wisconsin
Definition of Practice of Law	Wis. R. App. P. REG UNAUTH PRAC LAW S 23.01			Wisconsin
Rule 10.03	Wis. Sup. Ct. R. 10.03	Pro Hac Vice; Emeritus Attorneys		Wisconsin
Rule 23.03	Wis. Sup. Ct. R. 23.03	Major Disaster		Wisconsin
Rule 50.01	Wis. Sup. Ct. R. 50.01	Law Students		Wisconsin
Unauthorized Practice	Wyo. Stat. Ann. § 33-5-117		Unlawful and punishable by contempt of court	Wyoming

Rules Governing the Wyoming State Bar and the Authorized Practice of Law, Wyoming Judicial Branch	Wyo. Bar R. 7	Pro hac vice, law school clinic supervising attorneys, law students, financial institutions, landmen, title insurance companies, abstractors, mediators/ arbitrators/ facilitators, CPAs		Wyoming
Rules Governing the Wyoming State Bar and the Authorized Practice of Law, Wyoming Judicial Branch	Wyo. Bar R. 8	Pro Hac Vice		Wyoming
Rules Governing the Wyoming State Bar and the Authorized Practice of Law, Wyoming Judicial Branch	Wyo. Bar R. 9	Law Students		Wyoming
Rule 5.5	Wyo. R. Pro. Conduct 5.5			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 1			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 2			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 3			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 4			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 5			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 6			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 7			Wyoming

Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 8			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 9			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized Prac. R. 10			Wyoming
Wyoming Unauthorized Practice Rules	Wyo. Unauthorized. Prac. R. 11			Wyoming

Appendix D: UPL Ethics Opinions¹¹⁷

- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 469](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 257](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 01-423](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 198](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 495](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 297](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 93-374](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 273](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 506](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 95-392](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 87-355](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 03-430](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 08-451](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 294](#)
- American Bar Association Standing Committee on Ethics and Professional Responsibility, [Formal Opinion 282](#)
- Alabama State Bar, [Opinion 2014-01](#)
- Alabama State Bar, [Opinion 2013-01](#)
- Alabama State Bar, [Opinion 2008-01](#)
- Alabama State Bar, [Opinion 2007-01](#)
- Alabama State Bar, [Opinion 1995-02](#)
- Alabama State Bar, [Opinion 1994-01](#)
- Alabama State Bar, [Opinion 1993-20](#)
- Alabama State Bar, [Opinion 1990-02](#)

¹¹⁷ The research team was unable to access opinions for some states and the American Bar Association. This list provides many ethics opinions from most states. However, the research team acknowledges that some opinions may have been omitted.

- Alabama State Bar, [Opinion 1990-04](#)
- Alabama State Bar, [Opinion 1990-85](#)
- Alabama State Bar, [Opinion 1986-52](#)
- Alaska Bar Association [Ethics Opinion 73-1](#), "Use of Legal Assistants" adopted October 6, 1973
- Alaska Bar Association [Ethics Opinion 2010-1](#), "Ability of Lawyer Not Admitted in Alaska to Maintain Alaska Office for Federal Immigration Practice" adopted April 27, 2010
- State Bar of Arizona, [Ethics Opinion 01-11](#)
- State Bar of Arizona, [Ethics Opinion 03-03](#)
- State Bar of Arizona, [Ethics Opinion 96-06](#)
- State Bar of Arizona, [Ethics Opinion 97-04](#)
- State Bar of Arizona, [Ethics Opinion 98-08](#)
- State Bar of Arizona, [Ethics Opinion 99-06](#)
- State Bar of Arizona, [Ethics Opinion 99-07](#)
- State Bar of Arizona, [Ethics Opinion 99-10](#)
- State Bar of Arizona, [Ethics Opinion 99-13](#)
- State Bar of Arizona, [Ethics Opinion 86-11](#)
- State Bar of Arizona, [Ethics Opinion 87-23](#)
- State Bar of Arizona, [Ethics Opinion 87-27](#)
- State Bar of Arizona, [Ethics Opinion 93-01](#)
- Supreme Court of Arizona Attorney Ethics Advisory Committee [Ethics Opinion No. EO-19-0003](#)
- Supreme Court of Arizona Attorney Ethics Advisory Committee [Ethics Opinion No. EO-20-0003](#)
- Supreme Court of Arizona Judicial Ethics Advisory Committee [Advisory Opinion 91-03](#)
- Supreme Court of Arizona Judicial Ethics Advisory Committee [Advisory Opinion 88-05](#)
- Arkansas Attorney General, [Opinion No. 2006-132](#)
- Arkansas Attorney General, [Opinion No. 2007-317](#)
- Arkansas Attorney General, [Opinion No. 2004-229](#)
- Arkansas Attorney General, [Opinion No. 84-116](#)
- Arkansas Attorney General, [Opinion No. 89-285](#)
- Arkansas Attorney General, [Opinion No. 92-005](#)
- Arkansas Attorney General, [Opinion No. 2007-166](#)
- Arkansas Attorney General, [Opinion No. 94-237](#)
- Arkansas Attorney General, [Opinion No. 81-124](#)
- Arkansas Attorney General, [Opinion No. 98-040](#)
- Arkansas Attorney General, [Opinion No. 2015-093](#)
- Arkansas Attorney General, [Opinion No. 95-042](#)
- Arkansas Attorney General, [Opinion No. 82-145](#)
- Arkansas Attorney General, [Opinion No. 2002-291](#)
- Arkansas Attorney General, [Opinion No. 97-388](#)

- State Bar of California, [Formal Opinion No. 1988-103](#)
- State Bar of California, [Formal Opinion No. 1969-18](#)
- State Bar of California, [Formal Opinion No. 2023-208](#)
- State Bar of California, [Formal Opinion No. 1987-91](#)
- State Bar of California, [Formal Opinion No. 2001-155](#)
- State Bar of California, [Formal Opinion No. 1984-79](#)
- State Bar of California, [Formal Opinion No. 1982-68](#)
- State Bar of California, [Formal Opinion No. 1997-148](#)
- State Bar of California, [Formal Opinion No. 2012-184](#)
- State Bar of California, [Formal Opinion No. 1981-64](#)
- State Bar of California, [Formal Opinion No. 1975-34](#)
- State Bar of California, [Formal Opinion No. 1982-65](#)
- State Bar of California, [Formal Opinion No. 1968-13](#)
- [Formal Opinion 17](#) of the Colorado Bar Association Ethics Committee
- [Formal Opinion 25](#) of the Colorado Bar Association Ethics Committee
- [Formal Opinion 61](#) of the Colorado Bar Association Ethics Committee
- [Formal Opinion 63](#) of the Colorado Bar Association Ethics Committee
- [Formal Opinion 79](#) of the Colorado Bar Association Ethics Committee
- [Formal Opinion 87](#) of the Colorado Bar Association Ethics Committee
- [Formal Opinion 121](#) of the Colorado Bar Association Ethics Committee
- Connecticut Committee on Judicial Ethics, [Opinion 2009-12](#) (March 5, 2009)
- Connecticut Committee on Judicial Ethics, [Opinion 2009-26](#) (August 11, 2009)
- Connecticut Committee on Judicial Ethics, [Opinion 2013-12](#) (March 22, 2013)
- Connecticut Committee on Judicial Ethics, [Opinion 2015-09](#) (March 30, 2015)
- Connecticut Committee on Judicial Ethics, [Opinion 2016-01](#) (January 11, 2016)
- Connecticut Committee on Judicial Ethics, [Opinion 2023-03](#) (May 25, 2023)
- Connecticut Bar Association, [Informal Opinion 18-02](#)
- Delaware State Bar Association, [Ethics Opinion 1985-3](#)
- Delaware State Bar Association, [Ethics Opinion 2021-1](#)
- District of Columbia Committee on Unauthorized Practice of Law, [Opinion 6-99](#), Permissible Conduct of Commercial Firms that Place Attorneys on a Temporary Basis with Legal Service Organizations, issued June 30, 1999
- District of Columbia Committee on Unauthorized Practice of Law, [Opinion 16-05](#), Compliance with Rule 49 by "Contract" Lawyers in the District of Columbia, issued June 17, 2005
- District of Columbia Committee on Unauthorized Practice of Law, [Opinion 21-12](#), Applicability of Rule 49 to Discovery Services Companies, issued January 12, 2012
- District of Columbia Legal Ethics Committee, [Opinion No. 10](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 30](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 39](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 160](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 52](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 55](#)

- District of Columbia Legal Ethics Committee, [Opinion No. 93](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 94](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 172](#)
- District of Columbia Legal Ethics Committee, [Opinion No. 182](#)
- District of Columbia Bar, [Opinion 362](#)
- District of Columbia Bar, [Opinion 278](#)
- District of Columbia Bar, [Opinion 304](#)
- District of Columbia Bar, [Opinion 344](#)
- District of Columbia Bar, [Opinion 225](#)
- District of Columbia Bar, [Opinion 387](#)
- District of Columbia Bar, [Opinion 289](#)
- Florida State Bar, [Opinion 65-4](#) (February 17, 1965)
- Florida State Bar, [Opinion 95-1](#) (July 15, 1995)
- Florida State Bar, [Opinion 07-2](#) (January 18, 2008)
- Florida State Bar, [Opinion 70-62](#) (February 12, 1971)
- Florida State Bar, [Opinion 73-41](#) (March 11, 1974)
- Florida State Bar, [Opinion 73-43](#) (March 18, 1974)
- Florida State Bar, [Opinion 74-35](#) (September 23, 1974)
- Florida State Bar, [Opinion 87-11](#) (April 15, 1988)
- Florida State Bar, [Opinion 87-11 \(Reconsideration\)](#) (June 27, 2014)
- Florida State Bar, [Opinion 88-6](#) (April 15, 1988)
- Florida State Bar, [Opinion 89-5](#) (November 1, 1989)
- Florida State Bar, [Opinion 94-6](#) (April 30, 1995)
- Florida State Bar, [Opinion 67-39](#) (January 8, 1968)
- Florida State Bar, [Opinion 68-49](#) (December 11, 1968)
- Florida State Bar, [Opinion 73-41](#) (March 11, 1974)
- Georgia UPL [Advisory Opinion No. 2012-1](#), issued August 13, 2012
- Georgia UPL [Advisory Opinion No. 2010-1](#), issued June 4, 2010
- Georgia UPL [Advisory Opinion No. 2005-1](#), issued June 10, 2005
- Georgia UPL [Advisory Opinion No. 2004-1](#), issued August 6, 2004
- Georgia UPL [Advisory Opinion No. 2003-2](#), issued April 22, 2003
- Georgia UPL [Advisory Opinion No. 2003-1](#), issued March 21, 2003
- Georgia UPL [Advisory Opinion No. 2002-1](#), issued July 1, 2002
- Formal [Advisory Opinion No. 00-2](#), issued by the Supreme Court of Georgia, Feb. 11, 2000
- Georgia State Disciplinary Board Advisory [Opinion No. 21](#), issued September 16, 1977
- Formal [Advisory Opinion No. 05-9](#), issued by the Supreme Court of Georgia, April 13, 2006
- Georgia Attorney General, [Official Opinion 2008-5](#) (June 10, 2008)
- State Bar of Georgia, [Advisory Opinion 5](#)
- State Bar of Georgia, [Advisory Opinion 19](#)
- State Bar of Georgia, [Advisory Opinion 21](#)
- State Bar of Georgia, [Advisory Opinion 23](#)

- State Bar of Georgia, [Formal Advisory Opinion 86-5](#)
- State Bar of Georgia, [Formal Advisory Opinion 99-2](#)
- State Bar of Georgia, [Formal Advisory Opinion 00-2](#)
- State Bar of Georgia, [Formal Advisory Opinion 00-3](#)
- State Bar of Georgia, [Formal Advisory Opinion 04-1](#)
- State Bar of Georgia, [Formal Advisory Opinion 13-1](#)
- State Bar of Georgia, [Formal Advisory Opinion 22-1](#)
- Idaho State Bar, [Formal Opinion No. 33](#)
- Idaho State Bar, [Formal Opinion No. 67](#)
- Idaho State Bar, [Formal Opinion No. 117](#)
- Idaho State Bar, [Formal Opinion No. 125](#)
- Idaho State Bar, [Formal Opinion No. 128](#)
- Idaho State Bar, [Formal Opinion No. 36](#)
- Idaho State Bar, [Formal Opinion No. 135](#)
- Illinois State Bar Assoc., [Op. No. 19-04](#) (October 2019)
- Illinois State Bar Assoc., [Op. No. 20-01](#) (May 2020)
- Illinois State Bar Assoc., [Op. No. 23-01](#) (March 2023)
- Illinois State Bar Assoc., [Op. No. 20-08](#) (October 2020)
- Illinois State Bar Assoc., [Op. No. 15-01](#) (May 2015)
- Illinois State Bar Assoc., [Op. No. 14-03](#) (May 2014)
- Illinois State Bar Assoc., [Op. No. 14-04](#) (May 2014)
- Illinois State Bar Assoc., [Op. No. 13-08](#) (October 2013)
- Illinois State Bar Assoc., [Op. No. 13-03](#) (January 2013)
- Illinois State Bar Assoc., [Op. No. 12-17](#) (July 2012)
- Illinois State Bar Assoc., [Op. No. 12-09](#) (March 2012)
- Illinois State Bar Assoc., [Op. No. 06-02](#) (July 2006)
- Illinois State Bar Assoc., [Op. No. 02-04](#) (April 2003)
- Illinois State Bar Assoc., [Op. No. 97-03](#) (September 1997)
- Illinois State Bar Assoc., [Op. No. 96-04](#) (October 1996)
- Illinois State Bar Assoc., [Op. No. 95-07](#) (October 1995)
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- Illinois State Bar Assoc., [Op. No. 93-15](#) (March, 1994)
- Illinois State Bar Assoc., [Op. No. 92-20](#) (March 1993)
- Illinois State Bar Assoc., [Op. No. 91-10](#) (October 1991)
- Illinois State Bar Assoc., [Op. No. 90-35](#) (May 1991)
- Illinois State Bar Assoc., [Op. No. 90-13](#) (January 1991)
- Illinois State Bar Assoc., [Op. No. 90-19](#) (January 1991)
- Illinois State Bar Assoc., [Op. No. 88-08](#) (March 1989)
- Illinois State Bar Assoc., [Op. No. 87-02](#) (November 1987)
- Illinois State Bar Assoc., [Op. No. 707](#) (April 1981)
- Illinois State Bar Assoc., [Op. No. 684](#) (November 1980)
- Indiana State Bar Assoc., [Opinion No. 2 of 1998](#)

- Indiana State Bar Assoc., [Opinion No. 4 of 1992](#)
- Indiana State Bar Assoc., [Opinion No. 2 of 1995](#)
- Iowa [Ethics Opinion 13-03](#), The Use of Contracted Lawyers, August 27, 2013
- Iowa [Ethics Opinion 13-02](#), Pro Hac Vice Counsel, August 6, 2013
- Iowa [Ethics Opinion 10-03](#), Business Relationship with non-lawyer; Defining Practice of Law, September 9, 2010
- Iowa [Ethics Opinion 04-07](#), Are Staff and Screening Attorneys Engaged in the Practice of Law, June 8, 2004
- Iowa [Ethics Opinion 96-28](#), Gates Macdonald Consultants - Legal Representation, June 5, 1997
- Iowa [Ethics Opinion 95-27](#), Law Students: Legal Representatives, May 16, 1996
- Iowa [Ethics Opinion 89-30](#), Legal Assistants: Small Claims Court, December 8, 1989
- Iowa [Ethics Opinion 88-18](#), Legal Assistants: Small Claims Court, May 12, 1989
- Iowa [Ethics Opinion 84-11](#), Practice of Law Fees: Secretarial Help, May 20, 1985
- Iowa [Ethics Opinion 71-04](#), Improper for Lawyers to Practice Law in Partnership or Association with Non-lawyers, March 31, 1971
- Kansas Attorney General, [Opinion No. 95-100](#)
- Kansas Attorney General, [Opinion No. 79-298](#)
- Kansas Attorney General, [Opinion No. 93-100](#)
- Kansas Attorney General, [Opinion No. 95-85](#)
- Kansas Attorney General, [Opinion No. 93-27](#)
- Kansas Attorney General, [Opinion No. 84-110](#)
- Kentucky Bar Association, [Ethics Opinion KBA E-21](#), January 1965
- Kentucky Bar Association, [Ethics Opinion KBA E-24](#), January 1965
- Kentucky Bar Association, [Ethics Opinion KBA E-25](#), May 1965
- Kentucky Bar Association, [Ethics Opinion KBA E-61](#), September 1972
- Kentucky Bar Association, [Ethics Opinion KBA E-227](#), January 1980
- Kentucky Bar Association, [Ethics Opinion KBA E-272](#), July 1983
- Kentucky Bar Association, [Ethics Opinion KBA E-329](#), April 1988
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- Advisory Opinion 1339, issued in 1990

Appendix E: The Toolkit Prototype



Potential of UPL Reform to Advance DV Advocacy

Advancing Data-Driven Decision-Making in UPL Reform

Search



What is Unauthorized Practice of Law (UPL) Reform?

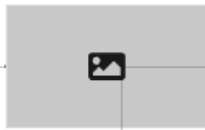
Unauthorized practice of law restrictions prohibit anyone who is not a licensed attorney from providing legal services. Regulatory reform refers to the re-regulation of the practice of law, including providing legal advice, to allow people who aren't attorneys but have specialized legal training to provide legal services, including legal advice, to community members.

[Learn More](#)

Who is this toolkit for?

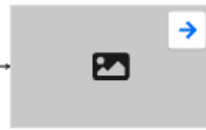
This toolkit is targeted towards those...

The Justice Crisis for DV Survivors



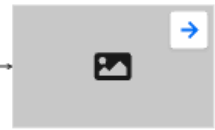
[Sliders (i.e. show one section at a time) or all three at once?]

Our Research Methodology



[Sliders (i.e. show one section at a time) or all three at once?]

How to Use this Toolkit?



i4j conducted an action-driven research project that surveyed and interviewed a national network of DV service providers and subject matter experts to explore our 5 research questions (see below)

Explore our Five Research Questions and Find Answers to Advancing Data-Driven Decision-Making in UPL Reform

Nationally, what gaps in their ability to help survivors do lay legal advocates experience when they limit their help to legal information, not legal advice?

- Challenges that organizations face when helping survivors with their legal problems.
- Barriers to Civil Legal Aid
 - Conflict between Legal Advice and Legal Information

[Learn More \(RQ1\)](#)

Do Domestic Violence advocates and Domestic Violence organizations think the ability to give limited scope legal advice would be helpful to them and the survivors they serve?

- Find out what advocates and organizational leaders think about UPL reform
- Why organizations want reform
 - Possible drawbacks to UPL reform

[Learn More \(RQ2\)](#)

What civil legal needs do lay legal advocates most want / need to advise DV survivors regarding?

- We conducted qualitative interviews with DV advocates to understand their needs when it comes to UPL reform
- Civil Legal Needs that DV Survivors Experience Most Often
 - Most common needs for DV advocates

[Learn More \(RQ3\)](#)

What additional legal training would lay legal advocates want and need to feel equipped to give limited scope legal advice?

- What it will take to train advocates in their state to be able to give legal advice?
- What do advocates want to learn from legal training?
 - Existing training programs
 - Resources to conduct training

[Learn More \(RQ4\)](#)

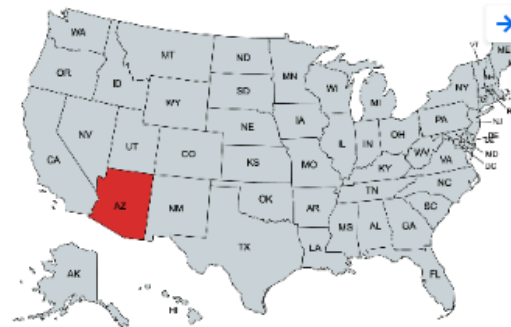
What do subject matter experts consider the best practices for lay and licensed legal advocacy for DV survivors, in areas such as training/certification, supervision/mentorship, and professional responsibility?

- View feedback from Subject Matter Experts on...
- Best practices for legal advocacy for DV survivors
 - Trauma-informed training
 - Cultural responsiveness

[Learn More \(RQ5\)](#)

UPL Map

Quick glimpse into each state's UPL restrictions. Explore our UPL Database to discover your state's current policy on UPL.



Civil Legal Needs for Domestic Violence Survivors What civil legal needs do lay legal advocates most want/need to advise DV survivors regarding?

Domestic violence survivors often face various civil legal challenges, including restraining orders, child custody, housing, and financial stability. To answer the question, "What civil legal needs do lay advocates most want/need to advise DV survivors regarding?" we conducted semi-structured qualitative interviews with DV advocates, who have varying levels of tenure and experience, across the United States.

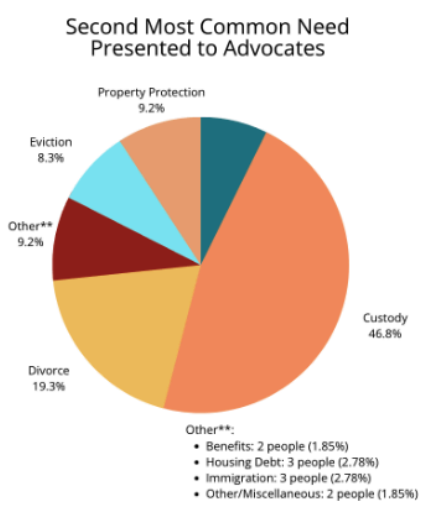
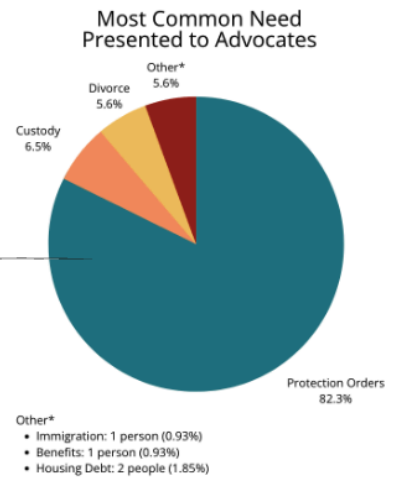
[Top Civil Legal Needs for Survivors](#)

[Do Advocates Want to Do More?](#)

[Advocate Perspective](#)

From the data surveyed, look at the visualizations below to see the civil legals that DV survivors experience most often, according to DV advocates. This data is composed of survey responses from 108 DV advocates.

Civil Legal Needs that DV Survivors Experience Most Often (According to DV Advocates)



Legal Training Resources for Lay Advocates

What additional legal training would lay legal advocates want and need to feel equipped to give limited scope legal advice?

What Should Training Include? +

 Click the "+" button next to each category to see the various training resources available for DV advocates.

Legal Advice v. Legal Information +

Legal information provides general knowledge about the law, while legal advice offers personalized guidance based on an individual's specific legal situation and is provided by licensed attorneys or legal professionals. Survivors may receive legal navigation assistance from DV lay legal advocates, but DV lay legal advocates are trained to give legal information, not legal advice, in order to comply with unauthorized practice of law restrictions.

Role of a Lay Legal Advocate +

A lay legal advocate provides general legal information, emotional support, referrals, and assistance with documentation and court procedures to individuals facing legal issues. Lay legal advocates do not offer legal advice, but they do offer support and guidance in accessing legal resources and navigating the legal system.

LLAs are authorized by Arizona Supreme Court Administrative Orders 2020-88 and 2023-21 to provide limited-scope legal advice and assistance with respect to specifically identified civil legal needs of DV survivors. LLAs are authorized to support DV survivors in four key ways: (1) by providing general legal information and legal advice regarding orders of protection and family law matters at intake; (2) by providing legal advice and assistance during the completion of court forms and other documents for filing, such as service of process, protection orders, petitions for dissolution, requests for spousal maintenance, and requests for child support; (3) by providing legal advice and assistance with respect to preparation for hearings and mediations; and (4) by quietly advising and assisting survivors who represent themselves during court hearings.

Themes to Include +

There are many different aspects of training that organizations can focus on. From the surveyed data we have conducted from DV advocates, see the following insights and direct quotes from DV advocates to learn more about the following themes: trauma-informed, cultural competency, burn-out, and boundary setting.

Trauma-Informed +

It is essential for an advocate to be trauma-informed, meaning that they act in a respectful, appropriate, and understanding manner towards the victim. It is also importance to ensure that the advocate is truly there for the victim. Specifically, one advocate noted that it "takes being able to have advocates that are well [...] informed, well grounded and are there to serve not promote [...] their own healing journey." However, advocates must understand the trauma that they are subjected to in this line of work and to treat themselves with that same understanding. In particular, one advocate stated that "not only learning how to work with survivors but also how to protect yourself from being impacted by the secondary trauma" is crucial.

Cultural Competency +

Cultural competency is crucial for training domestic violence advocates. Cultural competency helps advocates understand and appreciate the various cultural, ethnic, and social backgrounds of survivors. It also acknowledges that individuals from different backgrounds may have unique experiences, beliefs, and values, which can ultimately influence their perceptions of and responses to domestic violence. Advocates who are culturally competent can approach survivors with empathy, respect, and a deeper understanding of their specific needs and concerns. For instance, a DV advocate described an experience involving a survivor from a different cultural background, which emphasized the need to address language and cultural differences.

Burnout +

Without the necessary training, advocates can lead to burnout. Because advocates face so many challenges, they can feel overwhelmed and burnt out. Advocates can experience burnout due an increase in duties and scope of duties. Some advocates become uninterested in taking on more responsibility due to this burnout. In fact, one advocate asked, "Why would I sign up to do more work and have more expectations if I'm not getting paid more?" Supervision and mentorship are also critical in addressing these burnout concerns, as they provide advocates with guidance, support, and strategies to navigate the challenges of their work. Essentially, it is important for training programs to address burnout, as it helps advocates maintain their own well-being, continue to provide support to survivors, and ensure that the advocacy work remains

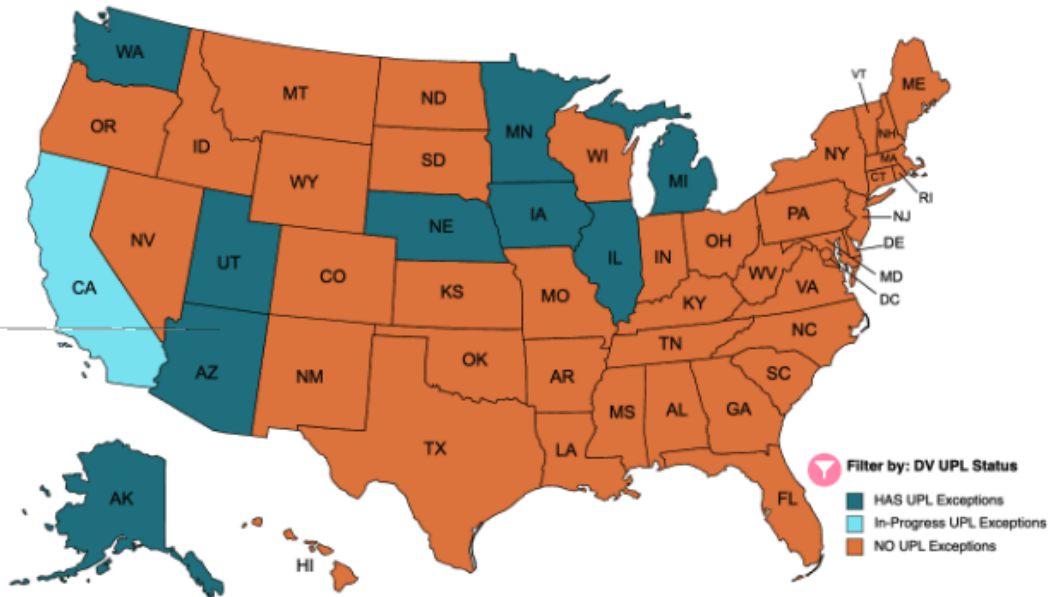
Unauthorized Practice of Law (UPL) Database

UPL Database

UPL restrictions often create major barriers to accessing justice for those most in need. UPL reform can create opportunities for the expansion of legal services for those who cannot afford them. Learn more about your state's UPL laws here by clicking on a state.

Questions about UPL? Check out our [FAQ Section](#).

States with UPL Exceptions for DV Advocates



State-Specific UPL Information



Alabama



Alaska



Arizona

Great news! Arizona has multiple pilot programs exploring UPL reform that allows licensed legal advocates to provide limited scope legal advice. The pilot programs were able to be initiated quickly when [Administrative Order 2020-88](#) and [Administrative Order 2023-19](#) were passed, establishing the programs and specific UPL exceptions needed for operation. Arizona's pilot programs currently used licensed legal advocates to provide legal services for survivors of domestic violence and those facing housing instability. Can Arizona's pathway to UPL reform work in your state? Check below!