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FOR PUBLICATION

IN THE SUPERIOR COUR OF THE **COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS**

IN RE THE MATTER OF:

REYNALDO O. YANA, and

ANTONIO M. ATALIG,

Respondents.

CIVIL CASE NO. 10-0284 (Disciplinary Case 2008-03)

CIVIL CASE NO. 10-0285 (Disciplinary Case 2008-05)

ORDER RE: DISCIPLINARY ACTION

I. INTRODUCTION

THIS MATTER came before the Court on July 20, 2011 at 1:30 p.m. in Courtroom 223A for a Disciplinary Hearing. Antonio M. Atalig, Esq. ("Atalig") and Reynaldo O. Yana, Esq. ("Yana") (collectively "Respondents") appeared pro se. Thomas E. Clifford, Esq. served as court appointed Disciplinary Counsel. The Disciplinary Complaint arose out of the Respondents' representation of the administrator and certain heirs in the matter of In re Estate of Angel Maliti, Civ. No. 97-0369 (NMI Super. Ct.).' Respondents are alleged to have violated various provisions of the ABA Model Rules of Professional Conduct ("Model Rules") during their representation of clients and handling of estate funds taken as attorney fees. Respondents have stipulated to have their cases consolidated as they both arise from the same factual scenario and conduct. After hearing testimony, oral arguments and reviewing the briefing the Court finds Respondents have violated several sections of the Model Rules as discussed below.

¹ Some filed documents refer to Angel Malite, while others refer to Angel Maliti. Both parties use Angel Malite in their briefing and so will the Court.

II. FACTUAL AND PROCEDURAL BACKGROUND²

In April 1997, the estate of Angel Malite entered probate. Respondents represented four of the heirs
in the case of In re Estate of Angel Malite. Attorney Stephen J. Nutting ("Nutting") represented another four
heirs in the matter.

During the administration, the Marianas Public Land Authority ("MPLA) agreed to pay the estate
three million four hundred and fifty thousand dollars (\$3,450,000) in compensation for land that had
originally been owned by the late Mr. Malite. See Malite v. Tudela et. al., 2007 MP 3 ¶ 2.

8 On November 7,2000, the Office of the Attorney General ("AGO") filed a separate civil action to 9 enjoin payment of the money to the estate. (Decl. of Nutting at ¶¶ 3-7.) In response to the AGO's request 10 for an injunction, four of the estate's eighteen alleged heirs signed a contingency fee agreement with Atalig 11 agreeing to pay him 33% of the amount he could secure from MPLA. Atalig was also representing the 12 estate's administrator, Jesus C. Tudela, in the estate's probate. The administrator did not sign the 13 contingency fee agreement.

On February 28,2006, a settlement was reached which provided that the land compensation funds
would be paid into the court until an order of distribution, fees, and costs was entered. On March 13,2006,
the civil court accepted the settlement agreement and entered a judgment in accordance with it.

The next day, on March 14,2006, [Respondents] filed a request in the civil court for attorney fees due in representing the Administrator "and other signatories to the contingency fee agreement" A hearing on the matter was set for April 18, 2006. No notice was given regarding this hearing or the request for attorney fees to the AAG who handled the injunction and the resulting settlement. Nevertheless, the AAG learned of the hearing and appeared in court. The AAG informed the court that she had not been served and requested the court to continue the matter so that she could be noticed and given full time to respond. The court granted her request, taking the matter off calendar and ordering Mr. Atalig to provide notice.

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At the hearing on July 20,2011, the Court took judicial notice of all documents in Civil Case No.97-0369, *Malite v. Tudela et. al.*, 2007 *MP 3*, *In re Estate of Malite, 2010 MP 20*, any other appeals resulting therefrom, and "any files on record that have anything to do with this matter." The Court also heard testimony and evidence was presented at the hearing. These are the factual basis for this disciplinary matter.

1	However, on May 12, 2006, without a hearing on the matter and apparently sua sponte, the civil court entered an order approving Mr. Atalig and Mr. Yana's 33% contingency fee. Noting "the absence of
2	any evidence to the contrary," the court found the contingency
3	agreement "appropriate compensation for civil cases." Additionally, in an attempt to salvage some vestige of due process, the court
4	provided "the clients" ten days to file an opposition. The Administrator filed a waiver of objection to the fees on May 18,2006.
5	The AAG was never served with the order granting attorney fees. Nor were the Heirs or their attorneys served. Thus, no opposition was
6	filed within the ten-day time period.
7	Malite v. <i>Tudela</i> et. al., 2007 MP 3 ¶ 5. On May 28, 2006, the Respondents received one million one
8	hundred thirty-eight thousand and five hundred dollars (\$1,138,500) contingency fee.
9	On June 1, 2006, the heirs represented by Nutting filed a motion for a restraining order for
10	Respondents to disgorge the fees. On November 6, 2007, the court granted the motion, ordering
11	Respondents to disgorge attorney fees and stating that if they failed to do so the court would hold contempt
12	proceedings. In re Estate of Angel Maliti, Civ. No. 97-0369 (NMI Super. Ct. Jan. 15, 2008) (Amended
13	Order at 2.) Subsequently, the court was unsatisfied with Respondents' response regarding the lack of
14	disgorgement and ordered the attorneys to provide the court with a detailed accounting of how the fees had
15	been spent, including who received the funds and on what dates, the amounts distributed, and documentation
16	supporting the purported distributions. <i>Id.</i> at 3.
17	At the contempt hearing Respondents testified:
18	they did not keep records of the time they spent working on the case, and that they had been forced to reconstruct their time records. They
19	were only able to provide a vague and very general accounting of
20	how the money was distributed, and in many cases were either unable or unwilling to answer questions concerning how the fees were spent.
21	In re Estate of Malite, 2010 MP 20, \P 12. The court found Respondents in contempt of court for failure to
22	disgorge and failure to make reasonable efforts to comply with the court's orders. In re Estate of Angel
23	Maliti, Civ. No. 97-0369 (NMI Super. Ct. Jan. 15,2008) (Amended Order at 35.).
24	"[Respondents] submitted Declarations, under oath, that they had 'exhausted' the attorneys' fees.
25	Further, both attorneys testified that they had spent the money on non-necessity items, such as, but not

limited to travel, family, vehicles, and housing." In re Estate *of Angel* Maliti, Civ. No. 97-0369 (NMI Super. Ct. Jan. 15,2008) (Amended Order) at 14-15. The court noted

an inconsistency in Mr. Atalig's testimony proffered during the Order to Show Cause hearing and his Declaration, and an interview that took place immediately following the conclusion of the December 28, 2007 [hearing] . . . during an interview on [the same day], KSPN reporter Chris Nelson asked Mr. Atalig, "Is there any of the money left?" Mr. Atalig said, 'Well, of course there is some left, but I 'm not going to tell you how much.'

Id. at 14 fn. 1

In 2009, the Court issued an Order with the stated goal of summarizing all past orders and "set[ting] out a timeline of events that have preceded this final order." In re Estate *of Angel* Maliti, Civ. No. 97-0369 (NMI Super. Ct. Jan. 18,2009) (Order at 1). In the Order, the court noted its shock at the willful disregard both attorneys displayed to the Court and the Rules of Professional Conduct. Id. at 5. The Court concluded that Respondent's "billing statements [were] excessive, unreliable, and disingenuous." Id. at 14. The Court awarded the Estate of Angel Malite the amount of 1,288,500.00 to accrue interest at a rate of 9% as of January 28,2009. The Court imprisoned Respondents until they paid a substantial portion of the improper contingency calling them "recalcitrant attorneys who are incarcerated because of their own stubborn refusal to take even the smallest steps towards satisfying the orders of this Court." Id. at 13-14.

In a subsequent Order on the reasonableness of the contingency fees in connection with the probate, the Court found the contingency fee agreement entered into by Respondents to be "invalid and unenforceable." In re Estate *of Angel* Malite, Civ. No. 97-0369 (NMI Super. Ct. Sept. 16,2011) (Findings of Fact & Conclusions of Law at 9, 12-13). The Court noted the Respondents "breached their duty to the heirs who signed the contingent fee agreements and to the Estate by putting their pursuit of a contingent fee ahead of the heirs and Estate's interest in recovering its land compensation." Id. at 13. The Court stated, "[t]aking a full one-third (113) of the entire amount recovered in the civil case and before a distribution was made to any of the signatories to the contingent fee agreements was the equivalent of taking one-third (1/3) of the Estate's 2926." Id. at 12.

III. <u>LEGAL STANDARD</u>

Professional responsibility is the basic requirement for all attorneys, trial assistants and other officers and administrators of the court in order to maintain the highest possible level of morality in the judicial system. In re the Matter Villanueva, 1 CR 952,956 (Dist. Ct. App. Div. 1984).

The Commonwealth courts have the inherent power and duty to regulate the practice of law, both in and out of court pursuant to the Commonwealth Disciplinary Rules and Procedures. 1 CMC \$3403; NMI Disc. R. 1; Matsunaga v. Matsunaga, 2001 MP 11 ¶ 19. The standard of proof for establishing allegations of attorney misconduct is clear and convincing evidence. NMI Disc. R. 9(g); In re Disciplinary Proceedings *of Rhodes*, 2002 MP 2 ¶ 3; Saipan Lau Lau Dev., Inc. v. Superior Court *(San* Nicolas), 2001 MP 2 ¶ 30.

The purpose of a disciplinary action against an attorney is not to punish the attorney, but rather to guard the administration of justice, maintain the dignity of the court and the integrity of the *profession, and to protect the public.* Saipan Lau Lau Dev., Inc., 2001 MP 2 \P 38 (emphasis added). In determining the appropriate sanction, the court considers the nature of the misconduct, the cumulative weight of the violations, and the harm to the public and the profession. Id.

IV. DISCUSSION

Respondents are now accused of violating Model Rules 1.15(e), 3.3(a)(1) and (3), as well as 8.4(a)(c). The Model Rules, as adopted by the ABA are applicable in the CNMI through the Commonwealth Disciplinary Rules and Procedures. NMI Disc. R. 2; Bisom v. Commonwealth, 2002 MP 19 ¶ 55.

Respondents have stipulated to have their cases consolidated as they both arise from the same factual scenario and conduct, and thus the two cases are discussed together for purposes of this Order.

A. Violations of Model Rule 1.15(e)

Respondents are charged with failing to safeguard property subject to dispute pursuant to Model Rule 1.15(e), which states:

When in the course of representation a lawyer is in possession of property in which two or more persons (one of whom may be the lawyer) claim interests, the property shall be kept separate by the lawyer until the dispute is resolved. The lawyer shall promptly distribute all portions of the property as to which the interests are not in dispute.

Respondents were given possession of the one million one hundred thirty-eight thousand and five hundred dollars (\$1,138,500) contingency fee on May 28,2006. On June 1,2006, only three-four days later, the heirs represented by Nutting filed a motion for a restraining order for Respondents to disgorge the fees, which the court subsequently granted, ordering Respondents to disgorge attorneys fees and stating that if they failed to do so the court would hold contempt proceedings. In re Estate of Angel Maliti, Civ. No. 97-0369 (NMI Super. Ct. Jan. 15,2008) (Amended Order at 2.).

Respondents did not comply and the court ordered the attorneys to provide the court with a detailed accounting of how the fees had been spent, including who received the funds and on what dates, the amounts distributed, and documentation supporting the purported distributions. *Id.* at 3.

At the subsequent contempt hearing Respondents testified they did not keep adequate records of the fees and were only able to provide rough figures of how the fees were distributed. They were also unable or unwilling to cooperate with the court in answering questions regarding how the fees were spent. See In re Estate of Malite, 2010 MP 20, \P 12.

Upon the filing of the motion to disgorge the fees by the heirs represented by Nutting within only three-four days of Respondent's receiving said fees, and certainly once the order for disgorgement issued from the Court, the attorneys knew that the one million one hundred thirty-eight thousand and five hundred dollars (\$1,138,500) contingency fee was in dispute. At that time, Respondents were placed on notice of a dispute regarding the fees that they had a duty and professional obligation to preserve and keep separate the entire amount. Notwithstanding the fact that the motion to disgorge the fees placed them on clear and unequivocal notice that there was a dispute registered regarding the fees, they did not preserve, separate or safeguard the funds. Not only were the disputed fees not safeguarded nor separated, but they were spent by

Respondents who then evaded the order of the Court to account for the disputed fees as to how they were spent. Respondents were so unwilling and blatantly recalcitrant in cooperating with the court and providing an accounting of the funds as ordered, that they were placed in contempt of court and spent more than a year in jail rather than comply with the court's order.

Respondents represented to the court at the December 28,2007 hearing that they had spent all of the one million one hundred thirty-eight thousand and five hundred dollars (\$1,138,500) contingency fee, which was totally inconsistent with what was told to a reporter immediately after the hearing by Respondent Atalig who claimed he still had money left, but Atalig was not going to say how much.

The Court, therefore, finds by clear and convincing evidence that the actions of Respondents are an egregious violation of Model Rule 1.15(e) in that they failed to properly safeguard and separate property in their possession, to wit: the one million one hundred thirty-eight thousand and five hundred (\$1,138,500) dollars that was in dispute, a fact which they clearly knew about, and spent the funds allegedly on personal items.

B. Model Rule 3.3(a)

Respondents are charged with breaching their duty of candor to the court pursuant to Model Rule

3.3(a), which States in relevant part:

(a) A lawyer shall not knowingly:

(1) make a false statement of fact or law to a tribunal or fail to correct a false statement of material fact or law previously made to the tribunal by the lawyer;

(3) offer evidence that the lawyer knows to be false. If a lawyer, the lawyer's client, or a witness called by the lawyer, has offered material evidence and the lawyer comes to know of its falsity, the lawyer shall take reasonable remedial measures, including, if necessary, disclosure to the tribunal. A lawyer may refuse to offer evidence, other than the testimony of a defendant in a criminal matter, that the lawyer reasonably believes is false.

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At the December 28,2007 hearing before the court, "[b]oth attorneys submitted Declarations, under oath, that they had 'exhausted' the attorneys' fees. Further, both attorneys testified that they had spent the money on non-necessity items, such as, but not limited to travel, family, vehicles, and housing." *In re Estate of Angel Muliti*, Civ. No. 97-0369 (NMI Super. Ct. Jan. 15,2008) (Amended Order at 14-15.) The court noted that Atalig directly contradicted his testimony at an interview by news media immediately following the hearing where he stated with respect to the money, "[w]ell, of course there is some left, but I'm not going to tell you how much." *Id.* At 14 fn 1.

Respondent Atalig made a false statement of fact and a false offer of evidence to the court knowing outright the falsity of the statement. Atalig's contradiction immediately after the hearing to a news reporter highlights the blatant disregard for the falsity of the statements given to the court. Respondent Atalig's intentional and significant misrepresentation to the court is unconscionable and cannot be tolerated by the courts as it is utterly inconsistent with and in violation of the professional conduct that an attorney owes to the court and the legal profession, and is in clear violation of Model Rule 3.3(a)(1) and (3).

Yana did not affirmatively offer false statements or evidence, as far as this Court is aware. However, Respondent Yana was present at all times when Atalig was presenting evidence and making false statements. Rule 3.3(a)(1) requires attorneys to "correct [] false statement[s] of material fact or law previously made to the tribunal." Though it is likely Yana knew the falsity of the statements made by Atalig, his knowledge is not clearly in evidence, and the Court cannot find by clear and convincing evidence that Respondent Yana violated Model Rule 3.3.

20 The Court, therefore, finds by clear and convincing evidence that Atalig violated this very important 21 provision of the model rules.

- 22 **C. Model Rule 8.4**
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Respondents are charged with professional misconduct pursuant to Model Rule 8.4, which states: It is professional misconduct for a lawyer to:

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(a) violate or attempt to violate the Rules of Professional

Conduct, knowingly assist or induce another to do so, or do so through the acts of another;

- (b) commit a criminal act that reflects adversely on the lawyer'shonesty, trustworthiness or fitness as a lawyer in other respects;
- (c) engage in conduct involving dishonesty, fraud, deceit or misrepresentation;
- (d) engage in conduct that is prejudicial to the administration of justice;
- (e) state or imply an ability to influence improperly a government agency or official or to achieve results by means that violate the Rules of Professional Conduct or other law; or
- (f) knowingly assist a judge or judicial officer in conduct that is a violation of applicable rules of judicial conduct or other law.

The Court finds by clear and convincing evidence that Respondents violated this provision of the Model Rules. Respondents violated Model Rule 8.4(a) by violating other rules of professional conduct as discussed above. Respondents also violated Model Rule 8.4(c) by engaging in dishonesty, deceit and misrepresentation by making false and inconsistent statements³ to court regarding the disputed fees and by refusing to be forthright in providing the court with an accounting of the disputed fees. Respondent's also entered into an invalid, unenforceable and illegal contingent fee agreement.

Respondents also violated Model Rule 8.4(d) by repeatedly and flagrantly refusing to comply with the court's order and refusing to provide an accounting. The refusal by Respondents was so adamant and troubling that it resulted in a finding of contempt and Respondents being placed in jail for more than a year. The Court notes that throughout their detention, Respondents held the key to their release by simply complying with the court's orders. Such compliance was not provided by Respondents resulting in recalcitrant conduct highly prejudicial to the administration of justice and in violation of the Model Rules.

³ As the Court noted previously, Atalig made a false statement of fact and a false offer of evidence to the court knowing outright the falsity of the statement, while Yana did not affirmatively offer false statements or evidence, as far as this Court is aware. However, Yana was present at all times when Respondent Atalig was presenting evidence and making false statements and in all likelihood knew of the falsity of Atalig's statements.

The Court finds Respondents never once made any effort whatsoever to provide an accounting of how the one million one hundred thirty-eight thousand and five hundred dollars (\$1,138,500) was spent nor offered any partial or initial payment toward the ordered disgorgement nor any proposal to make any payments. In other words, there was never any good faith effort made by Respondents to comply with the court's order. If they had made even the slightest efforts, then they could have in all likelihood, relieved themselves of the contempt and had been released from prison. Instead, they stubbornly chose not to do so and instead to blatantly disregard the court's order.

Therefore, the Court finds the Respondents by clear and convincing evidence to be in violation of Model Rule 8.4(a, c & d).

V. CONCLUSION

A court must be extremely diligent in protecting and upholding the integrity and decorum of the judicial system. The public's confidence in the judicial system depends on it. A main factor in pursuing this constant diligence is to regulate the attorneys who practice law before the court and to assure that attorneys do not engage in conduct that disparages the administration of justice. In order to assist in this task, disciplinary rules and procedures are in place for persons practicing law in the Courts of the CNMI, and the CNMI like most States, has adopted the ABA Model Rules of Professional Conduct.

As stated in the Preamble to the Model Rules, "[t]he legal profession's relative autonomy carries with it special responsibilities of self-government. The profession has a responsibility to assure that its regulations are conceived in the public interest and not in furtherance of parochial or self-interested concerns of the bar." This view of the professional relationship places the burden on lawyers to observe the ethical requirements that are set out in the Model Rules and makes it essential that lawyers themselves maintain the integrity of the profession.

In addition to duties owed to clients, lawyers also owe duties to the general public. Members of the public are entitled to be able to trust lawyers to protect their property, liberty and lives. The community expects lawyers to exhibit the highest standards of honesty and integrity, and lawyers have a duty not to

|| engage in conduct involving dishonesty, fraud or interference with the administration of justice.

Lawyers also owe a duty to the legal system. Lawyers are officers of the court, and must abide by the rules of substance and procedure which shape the administration of justice. Lawyers must always operate within the bounds of the law, and cannot create or use false evidence or engage in illegal or improper conduct.

Complete candor and honesty is expected from lawyers, particularly when they appear, plead, or offer evidence before the courts. They have an obligation to the court as well as to the opposing party to make only truthful statements in their pleadings. The burden cast on the judiciary would be intolerable if it could not take at face value what is asserted by counsel.

As discussed above, the Court finds Respondents have breached their duty to their clients, the public and the Court. Specifically, the Court finds Respondents in violation of Model Rules 1.15(e), 3.3(a) and 8.4(a, c-d) with regards to their failure to safeguard and later disgorge the one million one hundred thirtyeight thousand and five hundred dollars (\$1,138,500) which was part of the Estate of Angel Malite, making false statements to the Court in relation to the amount in question with respect to Atalig, violating the Model Rules of conduct involving dishonesty on part of the Respondents that is prejudicial to the administration of justice, and entering into an improper and illegal contingent fee agreement. The misconduct of Respondents detailed in this Order reflects adversely on an attorney's honesty, trustworthiness and fitness as a lawyer.

Attorneys found to be in violation of the Model Rules should be disciplined appropriately by way of this Court imposing a disciplinary result that will assure the public's confidence in the Judiciaries' regulation of the attorneys practicing in the CNMI.

Accordingly, the Court makes an initial determination that the appropriate sanction is the suspension of Respondents and now considers any relevant aggravating or mitigating factors. The Court has not been presented with any mitigating factors. The Court does, however, find aggravating factors, which it considers substantial and indicate a callous and gross indifference and disrespect for the Judiciary, legal profession,

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the general public and the clients Respondents agreed to represent. In view of such aggravating factors, the Court believes that the imposition of suspension along with several conditions for future readmission is warranted.

In conclusion, the Court believes that the Respondents' misconduct has resulted in serious injuries to the legal profession, clients, the public and the legal system in general through a disparagement of the administration of justice and finds that the appropriate discipline is indefinite suspension under the conditions stated below.

IT IS HEREBY ORDERED:

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- a. Respondents are hereby suspended forthwith, indefinitely from practicing law in the CNMI until the following conditions are complied with:
 - Respondents shall pay to the Court, to be held pending further order of the probate court, at least 10% of the funds they each received as attorney fees which have been ordered disgorged. In addition, each Respondent must present a proposed realistic payment plan, acceptable to the Court, of their respective balance of the funds that each Respondent must pay back.
 - 2. Respondents shall take and pass the Multistate Professional Responsibility Examination.
 - 3. Respondents shall pay any costs for the prosecution of this matter. This amount shall also be paid to the Court.
 - Respondents shall comply with all provisions of Rule 15 of the NMI Disciplinary Rules which includes among other things, notices to clients and others and certifications to the Court.
 - 5. Respondents shall pay to any and all clients the sum of any unearned retainer fees.
 - 6. Disciplinary Counsel in this matter shall submit his attorney fees and costs of prosecution within fifteen (15) days of this Order.

SO ORDERED this 16th day of <u>May</u>, 2012. David A. Wiseman, Associate Judge