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IN THE SUPERIOR COURT FOR THE COMMONWEALTH OF THE NORTHERN MARIANA ISLANDS

JOSE ULLOA,	Civil Action No. 91-365
Plaintiff,))) FINDINGS OF FACT) AND CONCLUSIONS
v.) AND CONCLUSIONS) OF LAW
EDWARD U. MARATITA, et al.,) Of LAW
Defendants.	}

This matter came before the Court for trial on March 6 and 7, 1995, and reconvened on March 13 through 22, 1995. The jury returned a verdict on March 22, 1995, finding that Defendant Edward Maratita was not guilty of the alleged fraud. Proposed findings of fact and conclusions of law were submitted on April 10 and 11, 1995, regarding the equitable issues still remaining before the Court. This Court now renders its decision.

FOR PUBLICATION

L PROCEDURAL HISTORY

Plaintiff Jose Ulloa filed his complaint on May 28, 1991. In the complaint, Ulloa argued that his nephew, Defendant Maratita, did not have the authority to sell his property to Defendant Vincent Manglona, who then sold the property to Defendant Marianas Management Corporation (MMC). The complaint contained a request for a jury trial and defendants jointly moved to strike Ulloa's request. The Court held that Ulloa was entitled to a jury trial on the issue of fraud. See Decision and Order on Defendant's Motion to Strike Jury Demand (Sept. 9, 1994). Moreover, the Court reserved the following issues for the Court: 1) whether Ulloa is entitled to a constructive trust over the proceeds of the sale; 2) whether Maratita breached his fiduciary duty; and 3) whether Ulloa is entitled to the recession of the warranty deeds conveyed to Manglona and MMC. Id. On March 22, 1995, the Court instructed the jury as to the three theories of fraud, and the case was submitted to the jury. The same day the jury returned a verdict finding that Maratita did not defraud Ulloa by concealing or suppressing a material fact regarding the sale of the land. See Jury Verdict Form (Mar. 22, 1995).

II. FINDINGS OF FACT

A. The Power Ulloa Vested in Maratita

Ulloa was the original owner in fee simple of the real property at issue. The property, Lot 3159, is located in **Tinian** and **Chama**, Rota, and consists of approximately 9.5 hectares. Sometime before June 23, 1988, Ulloa and Maratita had several discussions regarding the sale of the property. As a result of these discussions, two documents were **drafted** by Maratita and executed by Ulloa.

The first document (Power of Attorney), dated June 23, 1988, states:

Know all men by these presents, that I, Jose A. Ulloa undersigned, of **Saipan**, Commonwealth of the Northern **Mariana** Islands, hereby make, constitute, and appoint Edward U. Maratita . . . my true and **lawful** attorney in fact for me . . . giving him the following power:

1. To endorse in my name and on my **behalf**, all real estate transactions and other negotiable instruments that may require my endorsement pertaining to my real estates [sic] in **Tinian** and **Chama** situated, lying and being located on Rota, **Mariana** Islands, described as follows:

¹ The theories of **fraud** were misrepresentation, breach of promise and concealment.

1989.

² Ulloa **testified** that although he cannot read or understand English, he can read and understand numbers.

See Plaintiff's Exh. 1. Ulloa testified that when he executed the Power of Attorney on June 23, 1988, the document did not contain the last three paragraphs. See Plaintiff's Exh. 1A.

ument did not contain the last three paragraphs. See Flamth SEXII. 1A.

The second document, a letter addressed to Maratita (Letter) dated June 23, 1988, states:

Based on my June 23, 1988 Power of Attorney to you, if a lease or sale of my property is to be made my price is \$250,000.00 per square meter. TWO HUNDRED FIFTY THOUSAND **DOLLARS**.

The above mentioned power of said attorney **m** fact herein granted shall commence and be in full force and effect on June 23, 1988 and **stall** remain **m** full force and effect thereafter until June 23,

See Plaintiff's Exh. 2. Although Ulloa knew the Letter was dated June 23, 1988, he testified that he signed it in August of 1988.² Moreover, Ulloa argued that when he executed the Letter, the document did not contain the handwritten figures "\$250,000.00" and "TWO HUNDRED FIFTY THOUSAND DOLLARS" and "per square meter" was not crossed-out. Maratita's sister Ramana was present when Ulloa executed the Letter, and her signature appears at the bottom of the document.

This Court **finds** that both documents were signed on June 23, 1988, and neither document was **materially** altered. First, the Power of Attorney would be illogical if it only contained the first paragraph. The first paragraph is not complete since it ends with a colon indicating that additional language follows. Moreover, the first paragraph grants Maratita the **"following** powers" which would indicate to a reader that additional language would **define** these powers. Second, Maratita's testimony is corroborated by Ramana's regarding **the** execution of the **Letter**. She testified that she was present on **June** 23, 1988, when Ulloa signed the Letter. She stated that she **fully** explained the contents of the document to Ulloa and told him to only sign it if he understood and agreed with its **terms**. Ramana also testified that Maratita had crossed out **"per** square meter" and wrote **m "\$250,000.00"** and "TWO **HUNDRED** FIFTY THOUSAND DOLLARS" before Ulloa signed the Letter. Third, after taking into consideration the numerous inconsistencies in **Ulloa's** testimony, as well as observing his demeanor and manner at trial the

1 Court views his testimony with a somewhat jaundiced eye.³ Finally, Ulloa admitted that he was told the
2 Letter would be the last document he was required to sign for the land to be sold. Accordingly, this
3 Court **finds** that when Ulloa signed the both documents, and he did so with the intent to allow Maratita
4 to sell his property.

B. The Conveyances of the Property

After Ulloa executed the Power of Attorney and the Letter, Maratita began the search for a buyer. On August 11, 1988, Maratita, on behalf of Ulloa, executed an agreement to transfer the property to Manglona in exchange for \$550,000.00. *See Plaintiff's* Exh. 3. Maratita testified that he showed Manglona both the Power of Attorney and the Letter, and Manglona believed those documents authorized Maratita to sell the property on behalf of Ulloa. Maratita did not however, inform Ulloa of this agreement.

On August 23, 1988, Manglona entered into a conditional land sale agreement to convey the property to MMC once Manglona obtained clear title. **See Plaintiff's** Exh. **4.** This Court **finds** that **Maratita's** testimony is **credible** when he stated that he was not aware of **Manglona's** intention to sell the property to MMC prior to the actual sale to Manglona. Maratita **further** testified that if he knew of **MMC's interest** m the property for the amount it bought it **from** Manglona, he would have gone directly to MMC; thus increasing not only his own profit, but Ulloa's as well.

On October 31, 1988, Maratita executed a deed transferring the property to Manglona for the **final** amount of \$525,821.39. **See Plaintiff's** Exh. 5. **On** the deed, Maratita signed his name above

Although Ulloa claims that he does not understand or speak English, the record reflects the following. Ulloa's daughter testified that he required his children to only speak English at home. Ulloa lived m Guam for approximately twenty consecutive years. Ulloa' former wife is Filipino and his present wife is Chinese and the **only** language he has in common with both women is English. Ulloa ran a business with his former wife m **Guam**, ran a construction business in Saipan and presently owns and **runs** a store in **Saipan**. He communicated with workers m **English** and part of his duties were to sign contracts for alien workers written in **English**. In fact, **Ulloa's** foreman of his construction business was Palauan and they spoke English on a regular basis. Ulloa's first deposition taken on February 5, 1993, was conducted almost completely in English, although an interpreter was present. At trial, **Ulloa** testified in Chamorro, occasionally correcting the interpreter. Moreover, Ulloa testified at trial that his earlier testimony during his February 5 deposition should be discounted since it was conducted in English.

Ulloa's indicating he was signing **'for'** Ulloa. The Court finds that the notary improperly signed the deed by stating that Ulloa was personally present.

On November 1, 1988, Manglona executed a deed conveying the property to **MMC** in exchange for \$2,581,305.00. **See** Plaintiff's Exh. **6. MMC's** attorney, now Associate Judge **Miguel** S. Demapan, testified that he advised his client to purchase the property since he believed that the Power of Attorney along with the Letter granted Maratita the requisite power to execute the sale on behalf of Ulloa. Therefore, this Court **finds** that **MMC's** reliance on the Power of Attorney and the Letter in granting Maratita the authority to endorse the instruments of conveyance was reasonable.

C. Ulloa's Knowledge of the Conveyances the Property

Sometime in September of 1988, Ulloa received a letter **from** the Division of Revenue and Taxation dated September 7, 1988, which stated that Ulloa owed taxes as a result of the sale or lease of his real property. **See Plaintiff's** Exh. 8. Ulloa's testimony varied as to the events following his receipt **of the** letter. **During** his deposition, Ulloa **testified** that he visited the Division of Revenue and Taxation after he received the September 7, 1988 notice. Ulloa Deposition p.34 (Feb. 5, 1993). It was during this visit he first discovered the August 23, 1988, "Agreement for the Sale of Real Property" executed between Manglona and Maratita. **See** Plaintiff's Exh. 3. This document reveals that Maratita signed his name above Ulloa's typewritten name, signing "**for**" Ulloa for the sale of the property. The document states that the buyer was Manglona, and the agreed **sales** price was \$550,000.00. Ulloa stated that directly following this visit to the Division of Revenue and Taxation he called Maratita to inquire as to the status of his property. During this conversation, Maratita told Ulloa that the Division of Revenue and Taxation was incorrect in **telling** him he owed taxes since the land had not yet been sold. If Ulloa's deposition is a correct account **of the** facts, then in September of 1988, Ulloa had notice of the impending sale of his property to Manglona for the price of \$550,000.00 and observed that Maratita was signing documents on his behalf.

Ulloa related a different story **from** the witness stand at trial. He claims that after he received the September notice, he asked Maratita's sister Bobbie to read the letter to him, and he showed the letter

to his accountant. He **further** stated at trial that he disregarded the notice upon **learning** its contents because Maratita never informed him that the land was sold. He stated at trial that he did not go to the Division of Revenue and Taxation until sometime in December of 1988, after he **first** received \$250,000.00 from Maratita and after he received a second notice from the Division of Revenue and Taxation. He stated that it was only at this time he became concerned that the property may have been sold.

Sometime between November 9 and 15, 1988, Ulloa received and deposited a cashier's check from Maratita for \$250,000.00. See Plaintiff's Exh. 11. He testified at trial he thought that it was money for a down payment, and when he received the money, Ulloa asked Maratita about the taxes. Maratita's response was that the deal was not finished.

On December 6, 1988, Ulloa received the second notice **from** the Department of Taxation and Revenue dated November 23, 1988, which stated that taxes were due as a result of the sale of his property. According to his trial testimony, Ulloa contacted Maratita sometime between December 6 and 19, 1988, to **inquire** about the letter and the taxes. Ulloa testified at trial that he went to the Division of Revenue and Taxation on December 19, 1988. Accompanying him was his accountant and Juan Maratita. The Division of Revenue and Taxation directed Ulloa to go to the Recorder's Office once they provided him with a Recorder's reference number. At the Recorder's Office **Ulloa** discovered the "Agreement for the Sale of Real Property" signed between Maratita and **Manglona** dated August 23, 1988. See Plaintiff's Exh. 3. The Recorder's **Office** advised Ulloa to **find** an attorney if he did not agree with the contents **of the** document. **Ulloa** stated that he did not obtain an attorney directly **after** this visit since his lack of command of the English language prevented him from doing so. He testified at trial that he tried to call Maratita after his visit to the Recorder's Office but Maratita's line was busy. Ulloa ultimately obtained counsel in May of 1990. If Ulloa's trial testimony is the accurate account of the events, he received notice m December of 1988, that Maratita was signing documents on his **behalf**, how much his **land** was sold for and to whom.

Maratita's testimony is identical to Ulloa's deposition testimony. Maratita testified that he received a call **from Ulloa** sometime in early September. Maratita told Ulloa not to worry about the tax

since the land had not yet been sold. Maratita also testified that the deal closed on October 31, 1988, he received the money from Manglona on November 9, 1988, and gave Ulloa a cashier's check in the amount of \$250,000.00 the same day. Maratita stated that he again told Ulloa that there was nothing left for him to sign after Ulloa questioned him. Maratita also testified that after Ulloa called him m late November early December requesting that he pay the outstanding taxes. Maratita gave a personal check to his mother, Ulloa's sister, in the amount of \$27,000.00 for this purpose, who in turn gave it to Ulloa.

Therefore, because of the inconsistencies in Ulloa's testimony along with the fact that Maratita's testimony is similar to Ulloa's deposition testimony this Court finds that Ulloa received notice of the terms of the impending sale in September of 1988, after the receipt of the first letter from the Division of Revenue and Taxation. Moreover, this Court finds that Ulloa waited over one and a half years to object to the **terms** of the sale when he eventually hired an attorney in May of 1990.

D. The Oral Agreement

Both Ulloa and Maratita agreed that they entered into an oral agreement that Maratita would receive a portion of the total sale price if Maratita found a buyer and the land was sold. The parties however, disagree as to how they calculated this amount. Ulloa testified that he provided Maratita only with the power to find a buyer and negotiate the sale, and Maratita was not authorized to endorse any documents which would be necessary to convey the property. Ulloa **testified** in the same breath, however that **if Maratita** sold the property for \$300,000.00, Maratita could keep \$50,000.00. Ulloa agreed that if Maratita sold the property for \$250,000.00 then he was entitled to a ten percent commission.

Conversely, Maratita testified that if he sold the property for \$250,000.00 he would get a ten percent commission. If however, he sold the property for an amount over \$250,000.00 but less than one million dollars, he was entitled to keep the difference of the amount the property was sold for and \$250,000.00, and he was responsible for the taxes. If the property was sold for one million dollars or more, then the parties agreed to split the proceeds of the sale fifty-fifty.

Therefore, since the facts indicate that Ulloa failed to object to the terms of the sale within a reasonable time coupled with the fact that Ulloa's testimony contained numerous inconsistencies, this

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Court finds that the parties **orally** agreed to Maratita's compensation for the sale of the land as Maratita recounted **the** events. Thus, Maratita's conduct was consistent with the power and authority *qiven* to him by **Ulloa**.

m. <u>CONCLUSIONS OF LAW</u>

Ulloa claims that Maratita exceeded the authority granted to him under the Power of Attorney when Maratita sold the property to Manglona on behalf of Ulloa. Ulloa urges the Court to strictly construe the language of the Power of Attorney and find that the language does not include words which describe the power to sell.

A power of attorney is an instrument authorizing another to act as one's agent. *CNMI* v. Nabors, Civ. Act. No. 84-351 slip op. 5 n. 6 (Super. Ct. June 24, 1993) (citations omitted). A valid power of attorney, which delineates the extent of the agent's authority, creates a principal-agency relationship. Order Nov. 27, 1992; King v. *Bankerd*, 492 A.2d 608,611 (Md. Ct. App. 1985).

A. Standard Interpreting Powers of Attorney

There are various rules which govern the interpretation of powers of attorney. King, 492 A.2d at 611. The Commonwealth Code however, makes it clear that where there is an absence of written or local customary law the Restatement of Law should apply. See Order (Nov. 27, 1992). Since there is no written or **local** customary law on this subject, the Restatement provides the governing law. 7 CMC § 3401; but see Matagolai v. Pangelinan, 3 CR 591, 600 (D.N.M.I. App. 1988) (general powers of attorney using broad language narrowly construed).

The Restatement provides that the rules governing the interpretation of contracts apply to the interpretation of authority. RESTATEMENT (SECOND) OF AGENCY § 32 (1957). These rules do not depend upon the existence of an ambiguity but are used to determine what meanings are reasonably

The Commonwealth Code provides that "the rules of the common law, as expressed in the restatements of the law approved by the American Law **Institute**..., shall be the rules of decision in Commonwealth courts in absence of written or local customary law to the contrary." 7 CMC § 3401.

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a strict construction standard as **Ulloa** would believe, but states that words and conduct should be "interpreted in light of all accompanying circumstances." **RESTATEMENT** (SECOND) OF AGENCY § 34 (1957); RESTATEMENT (SECOND) CONTRACTS \$202 (1979). The manifestations of the intent of the parties "are interpreted as consistent with each other and with any relevant course of performance, course of dealing, or usage of trade." RESTATEMENT(SECOND) CONTRACTS at § 202 (5) (1979). Courts should also consider all other matters which shed light on what a reasonable person in the position of the agent at the time of acting would consider. RESTATEMENT(SECOND) AGENCY § 34 cmt. a (1957).

B. Whether Maratita had the Authority to Sell the Property

The application of these rules is a question of fact. System Investment Corp. v. Montview Acceptance Corp., 355 F.2d 463, 467 (10th Cir. 1966). Here, the facts clearly show that the parties intended for Maratita to convey the property on Ulloa's behalf. Ulloa first signed the Power of Attorney which authorized Maratita to 'endorse m [Ulloa's name and on his behalf], all real estate transactions and other **negotiable** instruments that may require [Ulloa's] endorsement pertaining to [Ulloa's] real estates . . . "The Power of Attorney specifically refers to the location and size of the Ulloa's property. Additionally, on the same date, Ulloa signed the Letter which relates back to the Power of Attorney, stating that "if a lease or sale of my property is to be made" \$250,000.00 is the price. Moreover, both

⁵ Courts should also take into account:

a) the situation of the parties, their relations to one another, and the business in which they are engaged; b) . . . the business methods of the principal; c) facts of which the agent has notice respecting the object which the principal desires to accomplish; d) the nature of the subject matter, the circumstances under which the act is to be performed

RESTATEMENT(SECOND) AGENCY § 34 (1958); see also Id. at §§ 49 & 76.

Since powers of attorney are **normally carefully** drafted, courts give the instrument's terms a technical and not a popular meaning. Id. at § 34 cmt. e. Nevertheless, the "attendant circumstances" should be examined where a document is hastily drawn thus, may only contain the outlines and generally indicate the extent of the authority. *Id.* Ambiguities in the instrument are usually resolved against the party who drafted the document because that party had the better opportunity to understand and explain the meaning; however, this is only done within the **frame** of the entire instrument. *Id.*

Ulloa and Maratita **testified** that they orally agreed on Maratita's compensation for the sale of the property. Finally, Ulloa was told that he was not required to sign any additional documents after these two documents were signed indicating that Maratita was granted all the powers enabling him to sell the **property**.

After Maratita explained that it would be easier for him to sell the property if there was a power of attorney, Ulloa requested Maratita to draft one. Maratita never before sold property on behalf of another, and Ulloa was new to this kind of transaction as well. Subsequently, Maratita, with the advice of Senator Paul Manglona, drafted the document. Since Maratita and Ulloa are close blood relatives, one would expect that the parties may not have stressed the need for extreme specificity when preparing the document. They both testified that they trusted one another. Further, since Ulloa resided on Saipan, Maratita on Rota and the location of the land is Rota, it is reasonable that Ulloa granted to Maratita the necessary powers in order for him to sell the land so that the distance would not make it difficult to convey the property. Ulloa was also told that the Letter would be the last document he was required to sign, thus, informing him that if a sale were to occur his signature was not needed on documents such as the contract of sale or a deed of sale. Therefore, from the attendant circumstances including the executed the Power of Attorney and the Letter, the inexperience of the parties, their blood relationship and the distance between the them, this Court finds that Ulloa intended to give Maratita the necessary powers to sell the property.

C. Whether Maratita had the Apparent Authority to Sell the Property

Likewise, the documents created the apparent authority to **Manglona** and **MMC** that Maratita was authorized to sell the property. The Restatement provides that:

Whether or not it is an integration, however, a writing apparently containing the full terms of an authorization creates apparent authority as to a third person to whom it is shown by the agent and who relies thereon, if the agent is authorized to show it or if it is in such form that it is likely to

⁶ Ulloa welcomed Maratita into his home so that Maratita could attend school in Guam. Maratita's mother, **Ulloa's** sister, invited Ulloa to stay in her residence in Saipan when Ulloa's home was destroyed during a typhoon. After obtaining his own home, he continued to clean his laundry and take showers at her residence.

deceive third persons.

RESTATEMENT (SECOND) AGENCY § 49 cmt. h (1957); United Bonding Ins. Co. v. Banco Suizo-Panameno, S.A., 422 F.2d 1142 (5th Cir. 1970) (ample support of apparent authority including power of attorney appointing agent as well as corporate seal and stationary); Cavic v. Grand Bahama Developments Co, 701 F.2d 879 (11th Cir. 1983) (obvious agent had broad apparent authority to handle real estate transactions for the principal since nothing put third party on notice that agent acting beyond scope). Since both documents, executed by Ulloa, contain the full terms of Ulloa's authorization, they created an apparent authority to Manglona and MMC that Maratita had the authority to sell the property and Manglona and MMC reasonably relied on this authority. The Power of Attorney gave Maratita the apparent authority to endorse documents for transactions of the property, and the Letter specifically refers to the sale of the land and the sale price of \$250,000.00. Besides, the actual sale actually exceeded the minimum price Ulloa requested. Furthermore, since Maratita and Ulloa are relatives, it would not appear unusual to a third person that an uncle-principal has granted his nephew-agent the power to sell his land on his behalf. Moreover, neither Manglona nor MMC had any notice that Maratita was not authorized to sell the property. Finally, both Manglona and MMC relied on the apparent authority by purchasing the property in exchange for valuable consideration. Therefore, the warranty deed which conveyed the property to Manglona is effective to both Manglona and MMC since Maratita had the apparent authority to convey the property; thus, Ulloa is not entitled to the recession of the deeds.

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Id. at cmt. h illus. 13.

P gives A a written power of attorney, purporting to authorize A to sell P's business without

limitation of price and to make warranties concerning the assets and liabilities of the business. At the same time, P orally tells A that he is to sell the business for not less than \$25,000 and that

he is to make no warranties concerning the liabilities of the business. A shows T the power of attorney and thereafter contracts with T to sell P's business to him for \$23,000, warranting that

the liabilities do not exceed \$10,000. T has no notices as to A's **authorizing**, except that contained in the power of attorney. Whether or not the power of attorney was integrated, and

whether or not A was authorized to show it to R, the agreement with T is effective as a contract.

⁷ It **is** worthwhile to examine the following illustration:

D. Whether Maratita Breached his Fiduciary Duty

The oral brokerage agreement is permissible under the Commonwealth Code since the Power of Attorney explicitly states that Maratita's powers were authorized for one year. The statute provides:

The following contracts are invalid unless the same, or some note or memorandum **thereof**, is in writing and subscribed by the party to be charged or by his agent.

(d) An agreement authorizing or employing an agent, broker or any other person to purchase or sell real estate for a longer period than one year, or to procure, introduce or find a purchaser or seller of real estate or a lessor or lessee of real estate where such lease is for a longer period than one year for compensation or commission.

7 CMC § 4914 (d) (emphasis added).

Contrary to **Ulloa's belief**, under the terms of the oral agreement Maratita did act in accordance with his promise: he sold the land, selling it for a price more than what Ulloa requested. **RESTATEMENT** (SECOND) AGENCY § 377 cmt. a (1957) (an agent need not inform principal that a person is willing to pay a higher price where the agent is to receive a commission all above a **fixed** price). Since under the oral agreement, Maratita would keep the proceeds of the sale over \$250,000.00 unless the property was sold for more that one million dollars, he was not required to **inform** Ulloa that he received a higher price because that money went directly to Maratita under the oral agreement. Therefore, there can be no breach of a fiduciary duty *since* under the terms of the oral brokerage agreement **if the** property was sold for an amount between \$250,000.00 and one million dollars, there would be no monetary effect on Ulloa. This Court also previously found that Maratita did not have knowledge of the transfer of the property **from Manglona** to MMC and Maratita testified that **if he** knew about the transfer to MMC he would have bypassed Manglona, thereby increasing the profit not only to Ulloa but also to himself. Thus, since Maratita did have the authority to sell the property on **Ulloa's** behalf and he acted within that authority he did not breach **his** fiduciary duty to Ulloa. Accordingly, Ulloa is not entitled to any remedies such as a constructive trust over the proceeds of the sale, losses sustained or **restitution**.

Since this Court has found that there is an principal-agent relationship between Ulloa and Maratita, and Maratita had the express and apparent authority to sell the property, it need not address defendants' alternative arguments.

IV. JUDGMENT For the foregoing reasons this Court **finds** that: 1. The Power of Attorney and the Letter created a principal-agent relationship between Ulloa and Maratita; 2. Ulloa gave Maratita the authority to sell the property; 3. Maratita had the apparent authority to sell the property; 4. Maratita did not breach his fiduciary duty to Ulloa; 5. Defendants shall recover their costs of the suit in this action upon the filing of a declaration of counsel detailing such costs; and 6. This Court hereby renders Judgment in favor of Defendants Manglona and MMC and against Plaintiff Ulloa. So ORDERED this 3/5/day of July, 1995.