

FOR PUBLICATION



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N/A

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

COMMONWEALTH OF THE) CRIMINAL CASE NO. 20-0132
NORTHERN MARIANA ISLANDS,)
,	ORDER FINDING THAT BECAUSE A
Plaintiff,) DEFENDANT HAS THE RIGHT UNDER
	6 CMC § 6303(c) TO CROSS-EXAMINE
v.)	ADVERSE WITNESSES AT A
	PRELIMINARY EXAMINATION
RUDOLPH RUDOLPH,	HEARING TO WEED OUT
) GROUNDLESS CLAIMS, THE
Defendant.))))))))))))))))) DEFENDANT IS ENTITLED TO THE
) TANGIBLE MATERIALS, IF ANY, IN
) POSSESSION OF THE
) COMMONWEALTH THAT RELATES
) TO THE COMMONWEALTH'S
) DETERMINATION OF PROBABLE
) CAUSE SO THAT DEFENDANT CAN
) FULLY AND PROPERLY CROSS
) EXAMINE THE GOVERNMENT'S
) WITNESS
)

I. INTRODUCTION

THIS MATTER came before the Court on September 23, 2020 at 10:00 a.m. in Room 212B at the Marianas Business Plaza. The Commonwealth of the Northern Mariana Islands ("Commonwealth") was represented by Assistant Attorney General Samantha Vickery. Defendant Rudolph Rudolph ("Defendant" or "Rudolph") appeared in custody and was represented by Courtappointed Counsel Vincent Seman. At issue is Rudolph's motion to obtain the tangible materials currently in the Commonwealth's possession that formed the basis of its probable cause determination.

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On August 17, 2020, Defendant filed his Motion for All Tangible Materials Used by Law Enforcement to Establish Probable Cause to Fully and Properly Cross Examine the Government's Witness. On August 24, 2020, the Commonwealth filed its Opposition to Defense Request to Compel Production of Tangible Materials Used by Law Enforcement to Establish Probable Cause. On August 31, 2020, Defendant filed his Reply to the Commonwealth's Opposition to Defense Request for Tangible Materials Used by Law Enforcement to Establish Probable Cause.

Based on the filings, the testimony of the Commonwealth's witness at the preliminary examination hearing, the applicable laws, and arguments of counsels, the Court hereby issues the following Order.

II. BACKGROUND

A. The Affidavit of Probable Cause

On or about July 28, 2020, Department of Public Safety ("DPS") Detective Shannon Dela Cruz ("Detective Dela Cruz") swore out a Complaint and Affidavit of Probable Cause in Support of the Issuance of an Arrest Warrant for Defendant Rudolph pursuant to Rule 4 of the Commonwealth Rules of Criminal Procedure ("Affidavit"). The Office of the Attorney General reviewed the Affidavit before it was taken to a judge for review and consideration – as the Office of the Attorney General typically does for affidavits and warrants that are given to a judge for review and consideration.

The Affidavit alleged that Defendant Rudolph sexually abused victim, F.F., a minor child. In the Affidavit, Detective Dela Cruz stated that on Monday, July 20, 2020, DPS Police Officer Tom Kintoki responded to a reported sexual abuse of a minor complaint. DPS Officer Kintoki met with DPS Detective Wally Emul and Division of Youth Services ("DYS") Personnel Christine Aldan. DYS Personnel Aldan gave a statement about what another person (namely Genevieve Fitial) said about the alleged sexual abuse of the minor child, F.F.

In the Affidavit, Detective Dela Cruz stated that on Monday, July 20, 2020, F.F. was examined at the Children's Clinic by Nurse Practitioner Heather Taylor. F.F. also gave statements about the allege sexual abuse during the medical exam.

In the Affidavit, Detective Dela Cruz stated that on Wednesday July 22, 2020, she witnessed a forensic interview of F.F. conducted by DYS Personnel Mariah Manglona where F.F. described the alleged sexual abuse. This forensic interview was recorded by video.¹

In the Affidavit, Detective Dela Cruz stated that on Wednesday, July 22, 2020 she conducted an interview with Marlyn F. Kamal, who gave statements about the alleged sexual abuse of F.F.

In the Affidavit, Detective Dela Cruz stated that on Friday, July 24, 2020, she conducted an interview with Cecilia Fitial, who gave statements about the alleged sexual abuse of F.F.

In the Affidavit, Detective Dela Cruz stated that on Monday, July 27, 2020, she conducted an interview with Genevieve Fitial, who gave statements about the alleged sexual abuse of F.F.

On Tuesday, July 28, 2020, Associate Judge Teresa Kim-Tenorio reviewed the Affidavit and found probable cause² to charge Defendant with Sexual Abuse of a Minor in the First Degree in violation of 6 CMC § 1306(a)(1) ("SAM1") and Sexual Abuse of a Minor in the Second Degree in violation of 6 CMC § 1307(a)(2) ("SAM2").

The Affidavit did not indicate how many individual counts of SAM1 or SAM2.

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¹ DPS Detective Dela Cruz testified at the preliminary examination hearing that the forensic interview was recorded by

² When a judge reviews warrants, complaints, and affidavits pursuant to a Rule 4 or Rule 5 of the Commonwealth Rules of Criminal Procedure and makes a determination of probable cause it is a "one-sided story," meaning that the judge reads a document and only hears the side of the law enforcement officer (often times the affidavits are reviewed by the Office of the Attorney General before these documents are brought to the judge). At the Preliminary Examination Hearing, the review by the judge of the probable cause happens in a formal court setting and is now a "two-sided story," meaning that the defendant now has the assistance of an attorney who can cross-examine the testifying adverse witness, often times case agent, the law enforcement officer leading the investigation.

B. Filing of Information

On August 5, 2020, eight days after the signing of the Affidavit, the Commonwealth filed an Information, the charging document. The Information charged Defendant with *three* counts of Sexual Abuse of a Minor in The First Degree in violation of 6 CMC § 1306(a)(1) and *four* counts of Sexual Abuse of a Minor in The Second Degree in violation of 6 CMC § 1307(a)(2).

The Affidavit as to Defendant Rudolph did not indicate how many individual counts of SAM1 or SAM2. It is worth noting that it is common practice for law enforcement officers to only generally list in the arrest warrant the charges the Commonwealth intends to bring against a defendant. It is only after the Office of the Attorney General reviews the police reports/statements, video, etc., that the Office of the Attorney General specifies the particular individual charges to be brought against a defendant in the Information, the charging document. This is because the Office of the Attorney General typically reviews the police reports/statements, video, etc., several days after the defendant is arrested.

Typically, the Information is filed and provided to the defendant near to or on the day of the preliminary examination hearing. However, though the Office of the Attorney General may have access to the police report/statements, video, etc. used to make a detailed review and determination of which criminal charges to file against a defendant, the defendant does not have the same access to this material. Therefore, the defendant cannot determine how the Office of the Attorney General arrived at its determination of which criminal charges to file against a defendant.

Here, Defendant Rudolph only has a copy of the Affidavit, which does not provide the exact charges brought against Defendant. The exact charges that the Commonwealth is brining against Defendant is only in the Information, the chagrining document, the basis of which are contained in the police report/statements, video, etc. in the possession of the Commonwealth, and only the Commonwealth.

C. The Preliminary Examination Hearing

On August 12, 2020, seven days after the Information was filed, a preliminary examination hearing (also referred to as a preliminary hearing) was held to determine whether there is probable cause to charge Defendant Rudolph with the crimes listed in the Information, the charging document. The Commonwealth's sole witness was Detective Dela Cruz. Detective Dela Cruz testified that she based her probable cause determination on three things: her own observation at the forensic interview of the child, her own interviews with the adult eyewitness listed above, and the medical record of the sexual assault examination (SANE) of the child.

At the preliminary examination hearing, Defendant Rudolph orally requested the tangible materials that Detective Dela Cruz mentioned in her testimony and in the Affidavit. The preliminary examination hearing was continued to allow the parties to brief the issue in writing.

D. The Request for Tangible Materials

On August 17, 2020, Defendant Rudolph filed his request for the following materials:

- All documents and information in the custody or possession of the CNMI
 Department of Public Safety, including but not limited to their case file, relating to
 the forming a basis of the Commonwealth's assertion of probable cause in this
 matter.
- All documents reviewed by Detective Dela Cruz as prepared by CNMI Division of Youth Services, including but not limited to any diagrams, pictures, drawings, exhibits, relating to the forming a basis of the Commonwealth's assertion of probable cause in this matter.
- Reasonable accommodation to review any video/audio recording of the minor interviewed relating to the forming a basis of the Commonwealth's assertion of probable cause in this matter.

- All documents reviewed by Detective Dela Cruz as prepared by any and all witness
 or in preparation of any interviews of any and all witnesses relating to the matter,
 including but not limited to any diagrams, pictures, drawings, exhibits, relating to the
 forming a basis of the Commonwealth's assertion of probable cause in this matter.
- Any audio/visual recordings of any witnesses (excluding the minor) interviewed relating to the forming a basis of the Commonwealth's assertion of probable cause in this matter.
- All documents reviewed by Detective Dela Cruz as prepared by CNMI Children's
 Clinic Provider Clinic medical personnel, including but not limited to any reports,
 diagrams, pictures, drawings, exhibits, relating to the forming a basis of the
 Commonwealth's assertion of probable cause in this matter.

III. DISCUSSION

A. The Scope of 6 CMC § 6303(c) – The Defendant's Right to Cross Examine

In *Commonwealth v. Saimon*, Crim. No. 18-0020 (NMI Super. Ct. Sept. 13, 2019), the Court held that a defendant's statutory right under 6 CMC § 6303(c) to cross-examine adverse witnesses at a Rule 5.1 preliminary examination hearing gives defendants the right to receive the tangible materials, if any, used by law enforcement officers to establish probable cause for the defendant's arrest. 6 CMC § 6303(c) ("The arrested person may cross-examine adverse witnesses and may introduce evidence in his or her own behalf."); *see also Commonwealth v. Vicente Sablan Basa*, Crim. No. 20-0126 (NMI Super. Ct. Sept. 16, 2020).

The Court's role at a preliminary examination hearing "is not simply to rubber stamp the prosecution's complaint," *In re Commonwealth of the N Mar. I.*, 2018 MP 8 ¶ 17, but rather "to determine whether there is probable cause to believe that a crime has been committed and that the accused committed it." *Babauta v. Superior Court of N. Mar. I.*, 4 NMI 309, 311 (1995); *see also* 6

CMC § 6303(f) ("If [...] it does not appear to the official that there is probable cause to believe that a criminal offense has been committed and that the arrested person committed it, the official shall discharge the arrested person."). At a preliminary examination hearing, Courts must "weed out groundless claims and thereby avoid ... the imposition and expense of an unnecessary criminal trial[.]" *In re Commonwealth of the N Mar. I.*, 2018 MP 8 \P 16 (citation omitted).

To facilitate the Court's role in determining whether there is probable cause to proceed to trial, the Commonwealth Legislature provided defendants with the right to cross-examine adverse witnesses at the preliminary examination hearing. 6 CMC § 6303(c). This is because cross-examination is "the greatest legal engine ever invented for the discovery of truth [.]" *California v. Green*, 399 U.S. 149, 158 (1970) (citation omitted). Cross-examination gives the Court the opportunity to place the testimony of the witness in its proper context and weigh the strength and credibility of the witness' testimony. Without a full and proper cross-examination, the Court would be unable to accurately evaluate and weigh the witness' testimony.

For a defendant's cross-examination at a preliminary examination hearing to be effective, it is necessary for the defendant to be privy to the tangible materials such as documents, photographs, video, etc. that relate to the opposing party's testimony. *See Brandon v. Mare-Bear, Inc.*, No. 99-15312, 2000 U.S. App. LEXIS 12585, at *11 (9th Cir. June 5, 2000) (finding that one of the primary goals of discovery is to prevent trial by ambush and surprise). This is because without access to the tangible materials, if any, that relate to the Commonwealth's probable cause determination, the defendant would not know what types of questions to ask, would be unable to impeach the credibility of the testifying witness' statements, and would be unable test the veracity of the government's allegations that a crime has been committed and that the defendant committed the crime. Without access to the tangible materials, if any, a defendant would be unable to fully and properly exercise his or her statutory right to cross-examine adverse witnesses at a preliminary

examination hearing under 6 CMC § 6303(c). Without a full and proper cross-examination at a preliminary examination hearing stage, the Court would not be able to perform its duty to determine whether there is probable cause to believe that a crime has been committed and that the defendant is the person who committed that crime.³

Disclosure of the materials, if any, used by law enforcement to establish probable cause serves the interest of justice.⁴ Justice Sutherland famously stated in *Berger v. United States*, 295 U.S. 78 (1935), that:

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³ A defendant's right to the tangible materials prior to a preliminary examination hearing flows from a defendant's right to cross-examine under 6 CMC § 6303(c). A defendant's rights under 6 CMC § 6303(c) is separate and distinct from a defendant's rights under the Confrontation Clauses of the Sixth Amendment of the United States Constitution and Article I, Section 4(b) of the NMI Constitution because the Sixth Amendment and Article I, Section 4(b) apply at trial whereas 6 CMC § 6303(c) applies at preliminary examination hearings. See Commonwealth of the N. Mar. I. v. Namauleg, 2009 MP 13 ¶ 8 (finding that a defendant's constitutional right to confront adverse witnesses is a trial right); Analysis of the Constitution of the Commonwealth of the Northern Mariana Islands 14 (1976) (stating that Article I, Section 4(b) of the NMI Constitution "applies at time of trial"); see also United States v. Mitchell-Hunter, 663 F.3d 45, 51-52 (1st Cir. 2011); Peterson v. California, 604 F.3d 1166, 1170 n.3 (9th Cir. 2010) (finding that because defendants do not have a Sixth Amendment right to cross-examine adverse witnesses at preliminary examination hearings, an effective assistance of counsel argument based on a failed Confrontation Clause argument must also fail); United States v. Andrus, 775 F.2d 825, 836 (7th Cir. 1985) (finding that "the Sixth Amendment does not provide a confrontation right at a preliminary hearing"); United States v. Harris, 458 F.2d 670, 677-78 (5th Cir. 1972) ("There is no Sixth Amendment requirement that [defendants] . . . be allowed to confront [witnesses] at a preliminary hearing prior to trial.").

Additionally, a defendant's right to receive discovery under the Due Process Clause of the Fourteenth Amendment of the United States Constitution is also inapplicable here because a defendant's discovery rights under the Due Process Clause mandates "that the government produce exculpatory material in time for the defendant's effective use of those materials at trial" – not a preliminary examination hearing. Commonwealth v. Campbell, 4 NMI 11, 16 (1993) (emphasis added); see also Commonwealth v. Hong, 2013 MP 19 ¶¶ 12-13 (finding no due process violation when the Commonwealth turned over exculpatory material to the defendant twenty-nine (29) days before trial, even though the Commonwealth received the letters seven (7) months earlier, because the defendant did not demonstrate how the disclosure unfairly prejudiced him in his preparation for trial "a Brady claim is meritless where disclosure of material evidence is not produced too late to deprive the defendant of a fair trial" (internal citation omitted)); Commonwealth v. Adlaon, 4 NMI 171, 175 (1994) ("[A]n accused does not suffer a due process violation until he or she has been tried and convicted."); United States v. Davenport, 753 F.2d 1460, 1462 (9th Cir. 1985).

**See: Exonerations in 2018. Nat'l Registry Exonerations (Apr. 9.

See: in2018. Registry Exonerations (Apr. 2019), https://www.law.umich.edu/special/exoneration/Documents/Exonerations%20in%202018.pdf (finding failure to disclose evidence was major factor in a significant portion of wrongful convictions); Ari Shaprio, Guilt By Omossion: Withhold Evidence Of Innocence, Prosecutors 2017), https://www.npr.org/2017/08/04/541675150/guilt-by-omission-when-prosecutors-withhold-evidence-ofinnocence; Emily Bazelon, She Was Convicted of Killing Her Mother. Prosecutors Withheld the Evidence That Would Have Freed Her, N.Y. Times (Aug. 1, 2017), https://www.nytimes.com/2017/08/01/magazine/she-was-convicted-ofkilling-her-mother-prosecutors-withheld-the-evidence-that-would-have-freed-her.html ("Omitted evidence is a major reason for wrongful conviction and for people taking pleas they shouldn't have taken."); Emma Zack, Why Holding Prosecutors Accountable Is So Difficult, INNOCENCE PROJECT (Apr. 23, 2020), https://www.innocenceproject.org/whyholding-prosecutors-accountable-is-so-difficult/; Michael Morton's Prosecutor Will Face Criminal Charges for

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"[a prosecutor] is the representative not of an ordinary party to a controversy, but of a sovereignty whose obligation to govern impartially is as compelling as its obligation to govern at all; and whose interest, therefore, in a criminal prosecution is not that it shall win a case, but that justice shall be done. As such, he is in a peculiar and very definite sense the servant of the law, the twofold aim of which is that guilt shall not escape or innocence suffer. He may prosecute with earnestness and vigor -- indeed, he should do so. But, while he may strike hard blows, he is not at liberty to strike foul ones. It is as much his duty to refrain from improper methods calculated to produce a wrongful conviction as it is to use every legitimate means to bring about a just one." Berger v. United States, 295 U.S. 78, 88 (1935) (emphasis in bold added).

These words serve as a compass to guide prosecutors. When the Office of the Attorney General, as the representative of the Commonwealth Government, withholds or delays in disclosing the tangible materials already in its possession to hamper the ability of defendants to exercise their rights under 6 CMC § 6303(c), the interests of justice are not served.

Here, Defendant only has access to Detective Dela Cruz's Affidavit, which has been filed in court. Defendant cannot conduct an effective cross-examination with only Detective Dela Cruz's Affidavit because the Office of the Attorney General relies on the police reports/statements, video etc. in drafting the Information which specified the exact (or more accurately additional) charges brought against Defendant in the Information. Even with Detective Dela Cruz's Affidavit, without access to the police reports, statements, video, etc., which is basis of how the Office of the Attorney General decided which charges to bring against Defendant, it is impossible for Defendant to fully and properly cross examine the adverse witness. Therefore, to allow Defendant to exercise his rights under 6 CMC § 6303(c), Defendant is entitled to these tangible materials.

B. The Federal Rules of Criminal Procedure – Persuasive Authority

It is worth mentioning that the current Federal Rules of Criminal Procedure have moved in the direction of this Court's decision. FED. R. CRIM. P. 26.2(a) ("After a witness other than the

Withholding Evidence, INNOCENCE PROJECT (Apr. 19, 2013), https://www.innocenceproject.org/michael-mortons-prosecutor-will-face-criminal-charges-for-withholding-evidence/.

defendant has testified on direct examination, the court, on motion of a party who did not call the witness, must order an attorney for the government or the defendant and the defendant's attorney to produce, for the examination and use of the moving party, any statement of the witness that is in their possession and that relates to the subject matter of the witness's testimony."); FED. R. CRIM. P. 26.2(g)(1) (stating that Rule 26.2(a) applies to Rule 5.1 preliminary hearings).

"Because the Commonwealth Rules of Criminal Procedure are patterned after the Federal Rules of Criminal Procedure, [Commonwealth Courts have] long held that it is appropriate to consult . . . the federal rules when interpreting the Commonwealth Rules of Criminal Procedure." *Commonwealth v. Laniyo*, 2012 MP 1 ¶ 6 (quoting *Commonwealth v. Attao*, 2005 MP 8 ¶ 9 n.7).

C. The Tangible Materials, If Any, A Defendant is Entitled to is Limited to the Preliminary Examination Hearing and Probable Cause Pursuant to 6 CMC § 6303(c)

Because Defendant's right to access tangible materials, if any, at a preliminary examination hearing flows from the defendant's right to cross-examine adverse witnesses under 6 CMC § 6303(c), a defendant is only entitled to receive the tangible materials, if any, that relate to the Commonwealth's probable cause determination.⁵

For example, though a knife, or at least a photo of the knife, used in an alleged stabbing case must be turned over to the defendant to conduct cross-examination at the preliminary examination hearing, the defendant would not be entitled to the lab results from the DNA test of any blood stains on the knife if the lab results have not been received by the Commonwealth when they made their probable cause determination.

⁵ Here, Defendant made his motion for the tangible materials after the Commonwealth completed its direct examination of its first witness. Therefore, because the issue of *when* the Commonwealth should provide the tangible materials is not presently before the Court, the Court makes no findings at this time concerning whether the tangible materials should be disclosed prior to the preliminary examination hearing or at the preliminary examination hearing after the Commonwealth's direct examination.

The types of materials a defendant is entitled to at the preliminary examination hearing is different from the information that is discoverable by a defendant to show reasonable doubt at trial - which would include the information discoverable under Rule 16, Rules 26.2, and the due process clause of the NMI and U.S. Constitutions.6 D. Preliminary Examination Hearings are **NOT** the same as Criminal Trials To be clear, the Court is not suggesting that the Court hold a "mini-trial" at a Rule 5.1 preliminary examination hearing. The Court notes that at a preliminary examination hearing: 1. the Rules of Evidence do not apply,⁷ 2. hearsay testimony is allowed, 3. the Commonwealth need not call factual witnesses,⁸ 4. the trier of fact is the judge,

5. the standard of proof is Probable Cause, 9 and

6. Double Jeopardy does not apply – meaning the Commonwealth can refile charges if additional evidence comes to light.

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⁶ Rule 16, Rule 26.2, and *Brady* are only trial rights. *See Commonwealth v. Jian Huang*, No. 03-0350 (CNMI Super. Ct. November 28, 2003) (finding that Rule 16 is a trial right); 1993 Advisory Committee Note to Rule 26.2 ("As noted in the 1983 Advisory Committee Note to Rule 12(i), the courts have generally declined to extend the Jencks Act, 18 U.S.C. § 3500, beyond the confines of actual trial testimony. That result will be obviated by the addition of Rule 26.2(g)"); Commonwealth v. Campbell, 4 NMI 11, 16 (1993) (finding that due process only requires "that the government produce exculpatory material in time for the defendant's effective use of those materials at trial' (emphasis added)). As noted above, a defendant's rights under 6 CMC § 6303(c) is separate and distinct from a defendant's rights under the United States Constitution and the NMI Constitution.

⁷ NMI R. EVID.1101(c)(2).

⁸ Generally, the Office of the Attorney General calls the case agent, the law enforcement officer leading the investigation, as its witness.

⁹ The probable cause standard is lower than the preponderance of the evidence standard and is satisfied when the arresting officer has sufficient facts and trustworthy information "to warrant a prudent man in believing that the petitioner had committed or was committing an offense." Beck v. Ohio, 379 U.S. 89, 91 (1964).

In contrast, a criminal trial is a totally different proceeding at a different stage of the case. The Court notes that at a criminal trial:

- 1. the Rules of Evidence apply,
- 2. hearsay testimony is not allowed unless there is an exception,
- 3. only factual witnesses and expert witnesses are allowed to testify,
- 4. the trier of fact is the jury, ¹⁰
- 5. the standard of proof is Proof Beyond a Reasonable Doubt, 11 and
- 6. Double Jeopardy applies.

IV. CONCLUSION

Without the materials relied upon in forming the Commonwealth's witness' testimony at the preliminary examination hearing, a defendant will be unable to fully and properly exercise his or her statutory right pursuant to 6 CMC § 6303(c) to cross-examine adverse witnesses.

Because the role of the trial court at a preliminary examination hearing "is not simply to rubber stamp the prosecution's complaint," but rather to "to weed out groundless claims and thereby avoid ... the imposition and expense of an unnecessary criminal trial," a defendant's statutory right under to 6 CMC § 6303(c) to cross-examine adverse witnesses gives defendants the right to access to the tangible materials, if any, in possession of the Commonwealth that relates to the Commonwealth's determination of probable cause so that Defendant can fully and properly cross examine adverse witnesses. ¹⁴

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¹⁰ For criminal cases with only misdemeanor offenses, the judge is the trial of fact.

^{22 11 &}quot;[T]he Due Process Clause protects the accused against conviction except upon proof beyond a reasonable doubt of every fact necessary to constitute the crime with which he is charged." *In re Winship*, 397 U.S. 358, 364 (1970).

¹² In re Commonwealth of the N Mar. I., 2018 MP 8 ¶ 17.

¹³ In re Commonwealth of the N Mar. I., 2018 MP 8 \P 16.

¹⁴ Cross Examination has been called "the greatest legal engine ever invented for the discovery of truth," *California v. Green*, 399 U.S. 149, 158 (1970).

¹⁵ Detective Dela Cruz testified that she was present during the video recording of the forensic interview of F.F.