

HB

78

FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO. HB 78

Revision Date: January 28, 1994
Title: "An Act relating to testimony of children in certain criminal proceedings..."
Sponsor: Representative MacLean
Requestor: Representative MacLean

Department Affected: Department of Law
BRU: Prosecution
Component: All
COMPONENT SERIAL NO. 0085 through 0090

EXPENDITURES/REVENUES:

OPERATING	FY 95	FY 96	FY 97	FY 98	FY 99	FY 00
PERSONAL						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND &						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING:

1002 Federal						
1003 GF Match						
1004 GF						
1005 GF/Program						
1006 GF/MHTIA						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME						
TEMPORARY						

Estimate of current year (FY94) impact: -0-

ANALYSIS: (Attach a separate page if necessary.)
Please see the attached analysis.

Prepared by: Richard I. Peques, Director Phone: 465-3672
Division: Administrative Services Division Date: January 28, 1994
Approved by Commissioner: Bruce M. Botelho, Attorney General
Agency: Department of Law Date: January 28, 1994

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FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO. H 78

ANALYSIS CONTINUATION:

AS 12.45.046(a) currently provides that in a prosecution of a violent crime, including sexual assault, committed against or witnessed by a child under the age of 13, the court may order that the testimony of the child be taken by closed circuit television or through one-way mirrors, if the court determines that the testimony by the child victim or witness under normal court procedures would result in the child's inability to effectively communicate. This bill would raise the age limit to child victims or witnesses for whom these procedures could be extended to children under the age of 16.

There will not be a fiscal impact for the Department of Law because facilities and procedures are already in place to allow this type of testimony.

FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO: HB 78

Revision Date: _____ Dept. Affected: Public Safety
 Title: "An act relating to the testimony
of children in certain criminal proceedings" BRU: Alaska State Troopers
 Sponsor: Representative MacLean Component: Detachments
 Requestor: S. JUD COMPONENT SERIAL NO. 799

EXPENDITURES/REVENUES: (Thousands of Dollars) (inflation not included)

OPERATING	FY 95	FY 96	FY 97	FY 98	FY 99	FY 00
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL EXPENDITURES	-0-	-0-	-0-	-0-	-0-	-0-
CHANGE IN REVENUES ()	-0-	-0-	-0-	-0-	-0-	-0-
<small>Revenue Code</small>						

FUNDING: (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

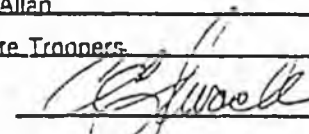
Estimate of current year (FY 94) impact: \$ _____

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary.)

No significant fiscal impact on the Alaska State Troopers is anticipated.

Prepared By: Francis C. Allan Phone: 269-5691
 Division: Alaska State Troopers Date: 2/1/94
 Approved by Commissioner:  Date: 2/1/94
 Agency: Richard L. Burton, Dept. of Public Safety

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FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO. HB 78

Revision Date: _____ Dept. Affected: Administration
 Title: An Act relating to the testimony of children in BRU: Public Defender Agency
certain criminal proceedings Component: Public Defender Agency
 Sponsor: Representatives MacLean and Toohey
 Recuestor: (S) Jud COMPONENT SERIAL NO. 1631

Expenditures/Revenues

(Thousands of Dollars)

OPERATING EXPENDITURES	FY95	FY96	FY97	FY98	FY99	FY00
PERSONAL SERVICES	0.0	0.0	0.0	0.0	0.0	0.0
TRAVEL	0.0	0.0	0.0	0.0	0.0	0.0
CONTRACTUAL	0.0	0.0	0.0	0.0	0.0	0.0
SUPPLIES	0.0	0.0	0.0	0.0	0.0	0.0
EQUIPMENT	0.0	0.0	0.0	0.0	0.0	0.0
LAND & STRUCTURES	0.0	0.0	0.0	0.0	0.0	0.0
GRANTS, CLAIMS	0.0	0.0	0.0	0.0	0.0	0.0
MISCELLANEOUS	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
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CHANGE IN REVENUES ()	0.0	0.0	0.0	0.0	0.0	0.0
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FUND SOURCE

(Thousands of Dollars)

1002 Federal Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1003 GF Match	0.0	0.0	0.0	0.0	0.0	0.0
1004 GF	0.0	0.0	0.0	0.0	0.0	0.0
1005 GF/Program Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1006 GF/MHTIA	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.0	0.0	0.0	0.0	0.0
Total	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of current year (FY94) cost: none

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary)

Prepared by: John Salemi, Director
 Division: Public Defender Agency
 Approved by Commissioner: Nancy Bear Usual
 Agency: Administration

Phone: 264-4400
 Date: _____
 Date: 1/28/94

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(Rev. 10/93) 1/12/94

FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO. HB 78

Revision Date: _____ Dept. Affected: Administration
 Title: "An Act relating to the testimony of children in BRU: Office of Public Advocacy
certain criminal proceedings" Component: Office of Public Advocacy
 Sponsor: Representatives MacLean and Toonev
 Requestor: (S) Jud COMPONENT SERIAL NO. 43

Expenditures/Revenues

(Thousands of Dollars)

OPERATING EXPENDITURES	FY95	FY96	FY97	FY98	FY99	FY00
PERSONAL SERVICES	0.0	0.0	0.0	0.0	0.0	0.0
TRAVEL	0.0	0.0	0.0	0.0	0.0	0.0
CONTRACTUAL	0.0	0.0	0.0	0.0	0.0	0.0
SUPPLIES	0.0	0.0	0.0	0.0	0.0	0.0
EQUIPMENT	0.0	0.0	0.0	0.0	0.0	0.0
LAND & STRUCTURES	0.0	0.0	0.0	0.0	0.0	0.0
GRANTS, CLAIMS	0.0	0.0	0.0	0.0	0.0	0.0
MISCELLANEOUS	0.0	0.0	0.0	0.0	0.0	0.0
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0
CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
CHANGE IN REVENUES ()	0.0	0.0	0.0	0.0	0.0	0.0

FUND SOURCE

(Thousands of Dollars)

1002 Federal Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1003 GF Match	0.0	0.0	0.0	0.0	0.0	0.0
1004 GF	0.0	0.0	0.0	0.0	0.0	0.0
1005 GF/Program Receipts	0.0	0.0	0.0	0.0	0.0	0.0
1006 GF/MHTIA	0.0	0.0	0.0	0.0	0.0	0.0
Other	0.0	0.0	0.0	0.0	0.0	0.0
Total	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of current year (FY94) cost: none

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary)

See attached.

Prepared by: Brant McGee, Public Advocate
 Division: Office of Public Advocacy
 Approved by Commissioner: Nancy Bear Usual
 Agency: Administration

Phone: 274-1684
 Date: _____
 Date: 1/28/94

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FISCAL NOTE

STATE OF ALASKA
1993 LEGISLATIVE SESSION

BILL NO.: HB 78

ANALYSIS: (continued)

The Office of Public Advocacy will receive 15 to 25 additional guardian ad litem appointments annually if this bill is passed. However, this type of witness representation is now relatively routine and straightforward for older children and only rarely requires substantial staff or contractor resources.

SPONSOR STATEMENT

HB 78

Representative Eileen P. MacLean

Under current law, in a criminal proceeding involving a child victim or witness, at the request of the court or guardian ad litem, the court can order the testimony of the child be taken by closed circuit television or through one-way mirrors if it determines that the child's testimony under normal procedures would result in the child's inability to effectively communicate. This bill would allow the court to extend those privileges to children under the age of 16, up from the current age limit of 13.

The constitution asserts the right of a defendant to a face-to-face confrontation with an accuser. However, the U.S. Supreme Court has ruled that the right of a criminal defendant to confront his accuser is not absolute. In certain situations, the right of confrontation can be limited if the court makes a specific finding that such a limitation is necessary. The Supreme Court has approved procedures like current AS 12.45.046 as long as the decision to employ the procedure is made on a case-specific finding of necessity. This finding must determine that requiring a child to testify in the courtroom in the presence of the defendant will result in severe emotional distress to the child.

The attached memorandum from the Legal Services Division examines other states' procedural provisions limiting the confrontation clause. There is no single age limit that serves as a benchmark for special treatment. The range is from ages 10 to 16, with the latter being the upper limit that states have set for use of special proceedings to take testimony by videotape or one-way mirrors.

Section 2 makes the bill retroactive and applicable to criminal offenses occurring before the effective date of the bill. This will make the age limit enacted in HB 78 applicable to offenses that occur before the effective date of the bill but which are prosecuted after the effective date.

Maniilaq Association

P.O. Box 256
Kotzebue, Alaska 99752
(907) 442-3311

February 5, 1993

Representative Eileen MacLean
Alaska State Legislature
State Capitol, Room 507
Juneau, Alaska 99801-1182

Dear Eileen,

I was so happy to hear that you introduced HB78 relating to the testimony of children in certain criminal procedures. Increasing the age from 13 to 16 for a child to not have to be in a court room in person as a victim or witness is very compassionate. I also believe that it makes sense for effective prosecution of cases involving children. I know how anxious I have been in court as an adult witness(!) and have seen children who either couldn't talk or who gave incorrect information just because of "nerves".

I fully support this change of the age limit and hope that others do, too. Taikuu!

Sincerely,



Susan L. Adams
Deputy Administrator
Social & Regional Services

cc: Senator Al Adams

EILE/MAC/TXTIVA

Chukchi Campus
UNIVERSITY OF ALASKA FAIRBANKS

P.O. Box 297 • Kotzebue, Alaska 99752 • (907) 442-3400

25 January, 1993

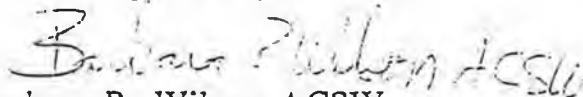
Representative Eileen MacLean
State Capitol
Juneau, AK 99801

Dear Rep. MacLean:

I am writing in support of HB 78. I have worked, as a therapist, with numerous adolescent victims of abuse and adults abused as children, who expressed that the disclosure and prosecution of the abuse was more traumatic than the actual abuse itself.

I applaud the State of Alaska's efforts to protect in a healthy manner the physical, emotional, and spiritual rights of our children.

Respectfully:



Barbara R. Wilson ACSW
Asst. Prof. of Social Work
University of Alaska Fairbanks
Chukchi College

DIVISION OF LEGAL SERVICES

**LEGISLATIVE AFFAIRS AGENCY
STATE OF ALASKA**

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FAX (907) 465-2029
Mail Stop 3101


130 Seward Street, Suite 409
Juneau, Alaska 99801-2105

MEMORANDUM

February 8, 1993

SUBJECT: Sectional Summary of HB 78 (Work Order No. 8-LS0133\A)

TO: Representative Eileen MacLean
Attn: Rena

FROM: Jerry Luckhaupt 
Legislative Counsel

You have requested a sectional summary of the above described bill. As a preliminary matter, note that a sectional summary of a bill should not be considered an authoritative interpretation of the bill - the bill itself is the best statement of its contents.

Section 1 of the bill amends AS 12.45.046(a) by providing that if a child victim or witness, in a criminal proceeding, is under the age of 16, the court may order the testimony of the child be taken by closed circuit television or by way of one-way mirrors. The current age limit is 13 years of age or younger.

Section 2 of the bill provides that the amendment in section 1 of the bill is retroactive and applies to criminal prosecutions, that occur after the effective date of the act, of criminal offenses that occurred prior to the effective date of the act.

Section 3 of the bill provides an effective date.

GPL:lmb
93-036.lmb

DIVISION OF LEGAL SERVICES

LEGISLATIVE AFFAIRS AGENCY
STATE OF ALASKA

(907) 465-3807 or 465-3450

FAX (907) 465-2029

Mail Stop 3101

150 Seward Street, Suite 409

Juneau, Alaska 99801-2105

MEMORANDUM

January 20, 1993

SUBJECT: Draft bill to amend the procedures applicable to obtaining the testimony of children in certain criminal proceedings (Work Order No. 18-LS0133A)

TO: Representative Eileen MacLean
ATTN: Rena Bukovich

FROM: Jerry Luckhaupt *JLB*
Legislative Counsel

State law authorizes trial courts to protect children appearing as witnesses in criminal proceedings by allowing their testimony to be taken out of the presence of the defendant, using closed circuit television or one-way mirrors. AS 12.45.046. ^{1/} The statute sets the maximum age of a child-witness or child-victim to whom these procedures may be applied at 13. The attached bill draft would increase the maximum age to 16.

The constitutional provision that bears upon the consideration of this statute is the so-called "confrontation clause," the Sixth Amendment to the United States Constitution ^{2/} and its counterpart, article I, section 11 of the Alaska Constitution. ^{3/}

^{1/} Such a procedure was found to be constitutional by the United States Supreme Court in Maryland v. Craig, 497 U.S. 836, 110 S.Ct. 3157, 111 L.Ed.2d 666 (1990), as long as the decision to employ the procedure is made on "a case-specific finding of necessity" that requiring the child to testify in the courtroom in the presence of the defendant would result in the child suffering severe emotional distress such that the child could not reasonably communicate. See also Cov v. Iowa, 487 U.S. 1012, 108 S.Ct. 2798, 101 L.Ed.2d 857 (1988).

^{2/} The provision reads, in relevant part:

In all criminal prosecutions, the accused shall enjoy the right . . . to be confronted with the witnesses against him

^{3/} The confrontation clause of the state constitution reads:

In all criminal prosecutions, the accused . . . is entitled . . . to be confronted with the witnesses against him:

At least half the states have similar procedural provisions applicable to child victims or witnesses of crimes similar to those covered by the Alaska statute.²¹ My review of the applicable statutes indicates that there is no single maximum age that serves as a benchmark. The range generally is from ages 10 (Minnesota) to 16 (five states: Alabama, Florida, Mississippi, Hawaii, and New Jersey). In one state, Pennsylvania, a statute sets the maximum age at 17 but its use for children age 16 or 17 would only occur under exceptional circumstances.

The Pennsylvania statute²² in question is interesting. Under it, a videotaped deposition may be taken of a child victim or witness if the child has not reached the age of 18. The statute then establishes rebuttable presumptions for the taking and use of videotaped testimony of child victims and witnesses who are between 14 and 18:

In the case of an individual from 14 to 15 years of age, there shall be a rebuttable presumption that the individual will benefit from the use of procedures in section 5984 (relating to videotaped depositions) and 5985 (relating to testimony by closed circuit television). In the case of an individual from 16 to 17 years of age, there shall be a rebuttable presumption that the individual will not benefit from [these] procedures.

In other words, while Pennsylvania allows the use of videotaped or closed-circuit television for evidentiary purposes of children up to age 18—and is apparently the only state to do so—the presumption changes as to the ability to use these techniques for children who are older, 16 or 17.²³

From my research, age 16²⁴ seems to have become the upper limit that the states have set for use of special proceedings to take testimony through videotaped testimony or using one-way mirrors. But as the Pennsylvania statute shows, age 16 is not necessarily an absolute maximum limitation, and I haven't found a decision in

²¹ In addition, roughly two-thirds of the states also authorize the use of a child's videotaped testimony.

²² Pa. Cons. Stat. Ann. title 42 § 5984.

²³ A Pennsylvania trial court has apparently found the Pennsylvania statute unconstitutional insofar as it requires only a "good cause" showing to permit a child to testify outside the presence of a defendant. Instead, the court imposes a requirement of a particularized finding by the trial court that the child witness was in need of special protection. It does not appear that the child's age was a factor in the decision.

²⁴ In the only jurisdiction that I was able to find where the use of the special evidentiary methods may be applied to persons older than 16, Pennsylvania, the deposition or testimony of a child 16 or 17 may be videotaped only if the proponent of taping--the state--satisfies the rebuttable presumption that the individual will not benefit from the use of the special procedure.

which the courts have set aside a child victim or child witness protection statute due solely to the legislature's choice of a maximum age to which the protection statute may apply. Apparently the courts are willing to leave to the legislature the final decision as to the maximum age level for which these special procedures for the taking of testimony from witnesses may apply.

The courts are, of course, vigorous in assuring that the special procedures are made available, if they are used at all, only in circumstances in which specific evidence and an express finding are entered in the record that the child's personal appearance as a witness would significantly impair the substance of the child's testimony. Blume v. State, 797 P.2d 664, 674 (Ak. App. 1990).

My guess is that you could extend the ceiling under Alaska law from 13 to 16 without raising any real question as to whether the change in age alone would present a problem of constitutional magnitude. Since it is not the child's age but rather the impairment of the child's ability to communicate testimony that is the essence of the exceptional treatment, you might be able to raise the ceiling to 18. However, regardless of what age the ceiling is raised to, the test that the court must follow is the one enunciated in Blume, namely that the court summarize in the record both specific evidence and an express finding that the child's personal appearance as a witness would significantly impair the substance of the child's testimony. For children who have passed their 16th birthday, that would seem to be a tough requirement. Even with this statutory change, most older children should have to expect to confront the criminal defendants in open court.

In any event, in conjunction with the attached draft, you should consider for inclusion in the bill draft findings that set out the reasons why you believe the change should be made.

JPL:pi
93-030.pim

Attachment