# Supreme Court of Florida

No. 92,024

## JUDICIAL QUALIFICATIONS COMMISSION RULES OF PROCEDURE.

[April 30, 1998]

KOGAN, C.J., and OVERTON, SHAW, HARDING, WELLS, ANSTEAD and PARIENTE, JJ., concur.

# FLORIDA JUDICIAL QUALIFICATIONS COMMISSION RULES RULE 1. SCOPE AND TITLE

These rules apply to all proceedings before the Judicial Qualifications Commission involving the discipline, retirement or removal of justices of the Supreme Court, and judges of the District Courts of Appeal, Circuit Courts, and County Courts pursuant to Article V, Section 12 of the Constitution of the

State of Florida, as amended, and removal or disqualification of members of the Commission. These rules shall be known as Florida Judicial Qualifications Commission Rules and may be abbreviated as "FJQCR.".

## RULE 2. DEFINITIONS AND VOTE

- (a) In these rules, the singular shall include the plural and vice-versa, and any singular personal pronoun shall include both feminine and masculine genders, and unless the context or subject matter otherwise requires:
- (1) "Commission" means the Judicial Qualifications Commission.
- (2) "Investigative Panel" means a division of the Commission vested with the jurisdiction to receive or initiate complaints, conduct investigations, dismiss complaints, and, upon a vote of a simple majority of the panel, submit formal charges to the hearing panel. The chair of the Commission shall be its chair.
- vested with the authority to receive and hear formal charges from the Investigative Panel. The Hearing Panel, by majority vote of its members may recommend to the Supreme Court that a judge be subject to appropriate discipline. Upon a vote of four members,

the panel may recommend to the Supreme Court the removal of a judge, as provided in Article 5, § 12, of the Constitution of the State of Florida, or the involuntary retirement of a judge for any permanent disability that seriously interferes with the performance of judicial duties.

- $(\frac{24}{2})$  "Judge" means a justice of the Supreme Court and a judge of the District Court of Appeal, Circuit Court and County Court.
  - (35) "Chairman" includes the acting chairman.
- (46) "General Counsel" means any member(s) of The Florida

  Bar designated by the Commission to serve as legal advisor to the

  Commission and Investigative Panel, and to perform such other

  duties as authorized by the Commission.
- (7) "Counsel to the Hearing Panel" means any member(s) of
  The Florida Bar, designated by the Hearing Panel to serve as
  legal advisor to the Hearing Panel.
- (58) "Special Counsel" means any member(s) of The Florida
  Bar designated by the CommissionInvestigative Panel to gather and
  present evidence before the CommissionInvestigative Panel or the
  Hearing Panel with respect to the charges against a judge and to
  represent the Commission in all proceedings, including

investigations.

- (69) "Shall" is mandatory and "may" is permissive.
- (710) "Mail" and "mailed" include ordinary, registered, certified, or other form of United States mail, and personal delivery, and delivery by a commercial delivery service.
  - (8) The masculine gender includes the feminine gender.
- (11) "Executive Director" means a person designated by the Commission to supervise its staff and to render such services to the Commission and its several panels as required, provided, however, that the Executive Director and staff will provide only ministerial or similar services to facilitate the activities of the Hearing Panel.
  - (912) "Member" means a member of the Commission.
  - (13) "Supreme Court" means the Supreme Court of Florida.
  - (b) Vote required:
- (1) Unless otherwise provided in these rules, Commission action shall be by a majority vote of the members present and voting.

- (2) A finding of probable cause against a judge or recommendation of suspension of a judge shall be by an affirmative vote of not less than seven (7) members.
- (3) A finding that a judge is guilty shall be by an affirmative vote of not less than nine (9) members.
- (4) The recommendation of discipline following a finding of guilty shall be by an affirmative vote of not less than nine (9) members:
- (5) The removal of a member of the Commission shall be by an affirmative vote of not less than seven (7) members.

#### RULE 3. MEMBERSHIP AND JURISDICTION

(a) The membership of the Commission shall be as prescribed in Article V, Section 12 of the Constitution of the State of Florida and for such term as prescribed by general law. When a judgemember ceases to be a judge of the courtmember of the appointing body from which hethat member was appointed or whenever any member becomes otherwise ineligible to hold office, histhat person's membership on the Commission shall terminate. The Chairman shall promptly notify the appointing authority of the vacancy. In the event of a vacancy the CommissionChair shall

appoint a temporary replacement from the same category until such time as the appointing authority shall duly certify to the Commission a replacement for the remainder of the termas provided in Rule 25.

(b) The Commission shall have such jurisdiction and powers as are necessary to conduct the proper and speedy disposition of any investigation or hearing, including the power to compel the attendance of witnesses, to take or to cause to be taken the deposition of witnesses, to order the production of books, records or other documentary evidence, and the power of contempt. In any matter within the jurisdiction of the Commission requiring the appearance of any person before the Commission or any member, any member shall have the power to issue subpoenas and to administer oaths and affirmations to such persons.

## RULE 4. OFFICERS OF THE COMMISSION

The Commission shall elect a Chairman and a Vice-Chairman, each of whom shall serve for a term of two years. The Vice-Chairman shall act as the chairman of the Commission in the absence of the Chairman. The Commission may appoint staff, including an executive director and a General Counsel, as necessary to carry out its duties. The Commission will consider and decide matters relating to budget and other business of the Commission not specifically assigned to its panels. The Hearing

Panel may appoint a Counsel to the Hearing Panel to serve as its legal advisor.

## RULE 5. QUORUM OF COMMISSION

A quorum for the transaction of business by the Commission shall be seven members except as otherwise provided in these rules.

- (a) A quorum for the transaction of the Commission's executive business shall be eight members except as otherwise provided in these rules.
- (b) A quorum of the Investigative Panel shall be not less than five members of that Panel.
- (c) A guorum of the Hearing Panel shall be not less than five of the members of that Panel.

#### RULE 6. COMPLAINT AND INVESTIGATION INVESTIGATIVE PANEL RULES

(a) The <u>Investigative Panel of the Commission</u>, upon receiving factual information, not obviously unfounded or frivolous, or an individual complaint made under oath, indicating that a judge is guilty of willful or persistent failure to perform <u>hisjudicial</u> duties, or conduct unbecoming a member of the

judiciary demonstrating a present unfitness to hold office, or that hethe judge has a disability seriously interfering with the performance of histhe judge's duties, which is, or is likely to become, permanent in nature, may make an investigation to determine whether formal charges should be instituted.

(b) The judge has no right to be present nor to be heard during an investigation, but before the Commission Investigative Panel determines that there is probable cause to initiate formal charges, the judge shall be notified of the investigation, the general nature of the subject matter of the investigation, and shall be afforded reasonable opportunity to make a statement before the Commission Investigative Panel, personally or by histhe judge's attorney(s), verbally or in writing, sworn or unsworn, explaining, refuting or admitting the alleged misconduct or disability. The judge shall not have the right to present other oral testimony or evidence, and he shall not have nor the right of confrontation or cross-examination of any person interviewed, called or interrogated by the Commission Investigative Panel; provided that the Investigative Panel in its sole discretion may receive and consider documentary evidence, including affidavits submitted by a judge. Such notification shall be given personally or by registered or certified mail addressed to the judge at histhe judge's chambers or, if returned undelivered, at histhe judge's last known residence.

- (c) The Commission Investigative Panel shall have the right to require a judge to meet with it on an informal basis in reference to matters that relate to his judicial relating to the judge's duties.
- (d) When a judge has received a notice of investigation, or a notice to appear before the CommissionInvestigative Panel, or has requested such notification, the judge shall be promptly notified in writing if the investigation does not disclose probable cause to warrant further proceedings, the judge shall promptly be so notified.
- (e) The Commission Investigative Panel shall have access to all information from all executive, legislative and judicial agencies, including grand juries. At any time, on request of the Speaker of the House of Representatives or the Governor, the Commission shall make available all information in possession of the Commission for use in consideration of impeachment or suspension, respectively.

#### RULE 7. FORMAL CHARGES-PROCEEDINGS

(af) If the CommissionWhen the Investigative Panel finds probable cause that formal charges should be filed against the judge, it Investigative Panel shall file a Notice of Formal Charges with the Clerk of the Supreme Court. The Investigative

Panel shall designate one or more <u>Special</u> Counsel who shall prepare appropriate papers and pleadings, gather and present evidence before the <u>CommissionHearing Panel</u> with respect to the charges against the judge, and otherwise act as counsel in connection with the prosecution of the charges against the judge, including the representation of the Commission in connection with any Commission or judicial proceedings. It shall direct Counsel to The Investigative Panel shall cause to be served on the judge a copy of the Notice of Formal Charges. Such proceedings shall be entitledstyled:

"BEFORE THE FLORIDA JUDICIAL QUALIFICATIONS COMMISSION"

"Inquiry Concerning a Judge, No. "

- (bg) The notice shall be issued in the name of the Commission and specify in ordinary and concise language the charges against the judge and allege the essential facts upon which such charges are based, and shall advise the judge of his the judge's right to file a written answer to the charges against him within 20 days after service of the notice upon him the judge.
- (ch) Service of the notice shall be made personally or by registered or certified mail addressed to the judge at histhe judge's chambers or, if returned undelivered, at histhe judge's last known residence.

- (di) After formal charges have been instituted the notice has been filed, any notice or other material shall be mailed to the judge at histhe judge's chambers or residence address, or to histhe judge's attorney(s), if any.
- (j) The Investigative Panel may reach agreement with a judge on discipline or disability, and such stipulation shall be transmitted by it directly to the Supreme Court to accept, reject or modify in whole or in part.

#### RULE 7. HEARING PANEL RULES

- (a) The Hearing Panel shall receive, hear and determine

  formal charges from the Investigative Panel. The Hearing Panel

  shall select one of its members as Chair.
- (b) The Chair of the Hearing Panel shall dispose of all pretrial motions. These motions may be heard by teleconference or be determined with or without hearings. The Chair's disposition of motions shall be subject to review by the full Hearing Panel.

#### RULE 8. SUSPENSION OF JUDGE

Subsequent to the filing of the notice of investigation, or uponBefore or after the filing of thea Notice of Formal Charges, the CommissionInvestigative Panel may, in its discretion, issue

its order directed to the judge ordering himthe judge to show cause before the Commissionit why the Commissionthat panel should not recommend to the Supreme Court that hethe judge be suspended from office, either with compensation or without compensation, while the inquiry is pending. The order to show cause shall be returnable before the Commission Investigative Panel at a designated place and at a time certain, at which place and time the Commission Investigative Panel shall consider the question of suspension and any action thereto. Thereafter, and upon the filing of a Notice of Formal Charges with the Supreme Court, the Commission Investigative Panel, not less than seven (7) two-thirds of its members concurring, may recommend to the Supreme Court that the judge be suspended from performing the duties of his office, either with or without compensation, pending final determination of the inquiry. If the Commission Investigative Panel recommends suspension, such recommendation shall have incorporated therein a record of the proceedings of the Commission Investigative Panel in relation to the recommendation order to show cause.

#### RULE 9. ANSWER AND MOTIONS

(a) Within 20 days after service of the Notice of Formal Charges, the judge may serve and file an Answer, a copy of which shall be served on the Chair of the Hearing Panel and the original of which shall be filed with the Clerk of the Supreme

<u>Court</u>. If the judge desires that all hearings be <u>heldheard</u> in the county of <u>histhe judge's</u> residence, <u>hethe judge</u> shall so demand in writing at the time <u>of filing histhe</u> initial <u>aA</u>nswer is filed.

(b) There shall be a motion Committee with the power to dispose of all pre-trial motions. Such Committee shall be composed of the Chairman and two judges appointed by the Chairman. The Committee's disposition shall be subject to review at the Commission's next ensuing meeting.

#### RULE 10. FILING

- (a) Upon the filing of the Notice of Formal Charges against a judge with the Clerk of the Supreme Court of Florida, the Notice of Formal Charges and all subsequent proceedings before the CommissionHearing Panel shall be public.
- (b) The original of all pleadings subsequent to the Notice of Formal Charges shall be filed with the Clerk of the Supreme Court of Florida, which office is designated by the Commission for receiving, docketing, filing and making such records available for public inspection. A duplicate original of all pleadings filed in the proceedings shall be served on each party, with a copy to the Commission officeChair of the Hearing Panel.

## RULE 11. SETTING FOR HEARING

After the filing of an Answer or the expiration of the time for its filing, the CommissionHearing Panel shall set a time and a place for a hearing and shall give notice of such hearing at least 20 days prior to the date set. If the judge timely requests that the hearing(s) be held in the county of his the judge's residence, it shall be so held unless the CommissionHearing Panel, by an affirmative vote of at least nine (9)two-thirds of its members, determines otherwise.

#### RULE 12. PROCEDURE

- (a) In all <u>formal</u> proceedings <u>before the Hearing Panel</u>, the Florida Rules of Civil Procedure shall be applicable except <u>where inappropriate or</u> as otherwise provided by these rules.
- (b) <u>Special</u> Counsel shall, upon written demand of a party or counsel of record, promptly furnish the following:

The names and addresses of all witnesses whose testimony the Special Counsel expects to offer at the hearing, together with
copies of all written statements and transcripts of testimony of
such witnesses in the possession of the counsel or the
CommissionInvestigative Panel which are relevant to the subject
matter of the hearing and which have not previously been

furnished, except those documents confidential under the

Constitution of the State. When good cause is shown this rule
may be waived.

### RULE 13. HEARING

(c) At the time and place set for hearing, the CommissionHearing Panel may proceed with the hearing whether or not the judge has filed an Answer or appears at the hearing.

#### RULE 1413. DISABILITY

Upon receiving information that a judge is suffering a possible physical or mental disability which seriously interferes with the performance of his judicialthe judge's duties, the CommissionInvestigative Panel, upon thea majority vote of nine members, may order the judge to submit to a physical and/or mental examination and/or may give notice of formal charges pursuant to Rule 6, supra. If the judge fails to submit to such examination within the time ordered, the CommissionInvestigative Panel may recommend to the Supreme Court that the judge be suspended without compensation until such time as the judge complies with the Commission'sInvestigative Panel's order.

### RULE 1514. EVIDENCE

At a hearing before the <a href="CommissionHearing Panel">CommissionHearing Panel</a>, legal evidence only shall be received and oral evidence shall be taken only on oath or affirmation.

#### RULE 1615. PROCEDURAL RIGHTS OF JUDGE BEFORE THE HEARING PANEL

- (a) In all hearings before the Hearing Panel, aA judge shall have the right and reasonable opportunity to defend against the charges by the introduction of evidence, to be represented by attorney(s), and to examine and cross-examine witnesses. HeThe judge shall also have the right to the issuance of subpoenas for attendance of witnesses to testify or produce books, papers, and other evidentiary matter.
- (b) When a transcript of the trial testimonyproceedings has been prepared at the expense of the Commission, a copy thereof shall be furnished without cost to the judge. The judge shall also have the right, without any order or approval, to have all or any portion of the testimony in the proceedings transcribed at histhe judge's expense.
- (c) If the judge is adjudicated incompetent to be incapacitated, the Commission panel with jurisdiction shall appoint an attorney ad litem unless the judge has a guardian who will represent him there is a duly appointed legal guardian authorized to represent the judge, or to appoint counsel to represent the judge. The guardian or attorney ad litem may claim

and exercise any right and privilege and make any defense for the judge with the same force and effect as if claimed, exercised, or made by the judge, if competentwith capacity, and whenever these rules provide for the serving or giving notice or sending any matter to the judge, a copy of such notice or matter also shall be served, given or sent to the guardian or attorney ad litem.

## RULE 1716. AMENDMENTS TO NOTICE OR ANSWER

The CommissionHearing Panel may in the interest of justice allow or require amendments to the Notice of Formal Charges and may allow amendments to the Answer. In case such amendment is made, the judge shall be given reasonable time both to answer the amendment and to prepare and present <a href="https://discourse.ni.ng">https://discourse.ni.ng</a> defense against the matters charged thereby. If requested by the judge, the Hearing Panel may refer to the Investigative Panel any new matter presented or alleged in such amendment, as to which there has been no previous finding of probable cause by the Investigative Panel.

#### RULE 1817. EXTENSION OF TIME

The Chairman of the CommissionHearing Panel may extend the time for filing an Answer or for the commencement of a hearing before the CommissionHearing Panel.

#### RULE 1918. HEARING ADDITIONAL EVIDENCE

The CommissionHearing Panel may order a hearing for the taking of additional evidence at any time while a matter is pending before it. The order shall set the time and place of the hearing and shall indicate matters on which the evidence is to be taken. A copy of such order shall be sent by mail at least 10ten days prior to the date of the hearing.

# RULE 2019. COMMISSIONHEARING PANEL VOTE

After conclusion of the hearing and consideration of the issues presented for decision, the CommissionHearing Panel shall first determine by vote the judge's guilt or innocence of the formal charges. If the CommissionHearing Panel determines by an affirmative two-thirds vote of not less than nine members that the judge is guilty of one or more of the charges so specified, it shall then proceed to determine the discipline to be recommended. The vote of four members of the Hearing Panel shall be required to recommend removal of the judge from office or for medical retirement of a judge. Upon a simple majority vote of a quorum of the Hearing Panel, the Panel may recommend to the Supreme Court that the justice or judge be subject to other appropriate discipline. Failure to recommend the imposition of cany penalty by the prescribed affirmative vote of not less than nine members the Hearing Panel shall constitute a dismissal of the

proceedings.

# RULE 2120. CERTIFICATION OF COMMISSIONHEARING PANEL RECOMMENDATIONS TO SUPREME COURT

Upon dismissal by the Commission of If the Hearing Panel dismisses the formal charges, the Commission Hearing Panel shall promptly file a copy of the dismissal order certified by the Chairman, General Counsel or executive director of the Commission Chair of the Hearing Panel in the office of with the Clerk of the Supreme Court of Florida. Upon making a determination recommending discipline, retirement, or removal of a judge, the Commission Hearing Panel shall promptly file a copy of the recommendation certified by the Chairman, General Counsel or executive director of the Commission Chair of the Hearing Panel, together with a transcript and the findings and conclusions, with the Clerk of the Supreme Court and shall promptly mail to the judge and to his the judge's attorney(s) notice of such filing, together with a copy of such recommendations, findings, and conclusions.

## RULE 2221. REVIEW OF COMMISSION PROCEEDINGS

To the extent necessary to implement this rule, the Florida

Appellate Rules of Appellate Procedure and Rule 2.140 of the

Florida Rules of Judicial Administration shall be applicable to

reviews of <a href="CommissionInvestigative and Hearing Panel">CommissionInvestigative and Hearing Panel</a> proceedings by the Supreme Court. (Fla.App. Rule 9.520)

#### RULE 2322. SUBPOENAS

Subpoenas for the attendance of witnesses and the production of documentary evidence in any proceedings shall be issued as follows:

- (a) Judicial Qualifications Commission. Subpoenas for the attendance of witnesses and the production of documentary evidence for discovery, and for the appearance of any person before any panel of the Commission or any member, may be issued by any member, or the General Counsel of the Commission, Counsel to the Hearing Panel, or Special Counsel, and be served in the manner provided by law for the service of witness subpoenas in a civil action.
- (b) Contempt. Any person who, without adequate excuse, fails to obey such a subpoena of the Commission or a panel of the Commission served upon himthat person may be cited for contempt of the Commission in the manner provided in these rules.

#### RULE 2423. CONFIDENTIALITY OF PROCEEDINGS

(a) Until formal charges against a judge are filed by the

Investigative Panel of the Commission with the Clerk of the Supreme Court of Florida, all proceedings by or before the Commission shall be confidential. Upon a finding of probable cause and the filing by the Investigative Panel of the Commission with saidthe Clerk of such formal charges against a judge, such charges and all further proceedings before the Commission Panel shall be public.

- (b) All notices, papers and pleadings mailed to a judge prior to formal charges being instituted shall be enclosed in a cover marked "confidential.".
- (c) Every witness in every proceeding under these Rules shall be sworn to tell the truth and not to disclose the existence of the proceeding, the subject matter thereof, or the identity of the judge until the proceeding is no longer confidential under these Rules. Violation of this oath shall be an act of contempt of the Commission.
- (d) Violation of thesethis Rules by a member of the Commission shall subject himthat member, after written notice and hearing, to removal from office by an affirmative vote of seven (7)eight members of the Commission and shall constitute contempt of the Commission which may be enforced by appropriate proceedings in the Supreme Court of Florida. (See Rule 26.)

#### RULE 2524. INTERESTED PARTY

A judge who is a member of the Commission or of the Supreme Court shall be disqualified from participation in such capacity in any proceedings involving <a href="https://doi.org/10.2180/mission.org/">histhe judge's</a> own discipline, retirement or removal.

### RULE 2625. DISQUALIFICATION OF MEMBERS OF THE COMMISSION

(a) Whenever a judge against whom formal proceedings have been instituted, as provided in these Rules, shall make and file with the CommissionHearing Panel an affidavit that hethe judge fears hethe judge will not receive a fair hearing before the Judicial Qualifications CommissionHearing Panel on the charges because of the prejudice of one or more members of the CommissionHearing Panel against himthe judge, and the facts stated as the basis for making the said affidavit shall be supported in substance by affidavit of at least two reputable citizens of the State of Florida not of kin to the judge or histhe judge's attorney, or if any member of the CommissionHearing Panel shall voluntarily recuse himself, such member or members of the Commission Hearing Panel shall proceed no further therein and shall be disqualified from hearing saidthe charges. Such The affidavit shall state the facts and the reasons for the belief that any such prejudice exists, shall specify the member(s) of the Commission Hearing Panel allegedly prejudiced,

and shall be filed not more than 15 days after service of the Notice of Formal Charges upon the judge charged.

- (b) The Commission shall make ad hoc appointments of a person or persons to take the place of the member or members of the Commission so disqualified, but each member so disqualified may participate in the action of the Commission in making such ad hoc appointments. Each ad hoc appointee shall be from the same category as the disqualified member(s) set forth in Section 12(a) of Article V of the Constitution of the State of Florida. The Chair of the Commission shall request from each of the appointing authorities a list of four persons who may temporarily serve in the absence of incapacitated or disqualified members. The appointing authorities are the Conference of District Court of Appeal Judges, the Conference of Circuit Court Judges, the Conference of County Court Judges, the Board of Governors of The Florida Bar, and the Governor of Florida. Upon the disqualification of or in the absence of a member of the Hearing Panel, the replacement shall be chosen by the Chair from those listed by the appropriate appointing authority. Each such replacement shall be from the same category as the disqualified member(s) set forth in Section 12(a), Article V of the Constitution of the State of Florida.
- (c) The judge may within 15 days after receiving notice of <a href="mailto:anysuch">anysuch</a> ad hoc appointment, file a like affidavit as to <a href="mailto:saidthat">saidthat</a>

appointee, which shall be supported in substance by an affidavit of two citizens as set forth above, in which event saidthe ad hoc appointee shall not be disqualified on account of alleged prejudice against saidthe judge unless saidthe appointee admits that it is then a fact that hethe appointee is prejudiced against saidthe judge, or unless a majority of the CommissionHearing Panel, which may include any ad hoc appointee, holds that saidthe appointee is prejudiced against the judge; in which event the same ad hoc appointment procedure set forth above shall be followed until a qualified person has been appointed.

(bd) A judge moved against by the Commission may, by affidavit, suggest the disqualification of a member or members of the Commission unsupported by two citizens, but in such event the determination of the matter of disqualification shall be by majority vote of the Commissionpanel having jurisdiction unless the person sought to be disqualified voluntarily recuses himself.

## RULE 2726. CONTEMPT

Should any witness fail, without justification, to respond to the lawful subpoena of the Commission or, having responded, fail or refuse to answer all inquiries or to turn over evidence that has been lawfully subpoenaed, or should any person be guilty of disorderly or contemptuous conduct before any proceeding of the Commission, a motion may be filed in the name of the

Commission before the Circuit Court of the County in which the contemptuous act was committed, alleging the specific failure on the part of the witness or the specific disorderly or contemptuous act of the person which forms the basis of an alleged contempt of the Commission. Such motion shall pray for the issuance of an order to show cause before the Circuit Court why the Circuit Court should not find himthe person in contempt of the Commission and hewhy that person should not be punished by the Court therefor. The Circuit Court shall issue such orders and judgments therein as the Court deems appropriate.

### RULE 27. APPOINTMENTS

The Chair of the Commission shall assign the members to the Investigative Panel and the Hearing Panel. The Chair shall appoint to the Investigative Panel four judges, two members of The Florida Bar and three non-lawyers. The Chair shall appoint to the Hearing Panel two judges, two members of the Bar of Florida and two non-lawyers. The membership on the panels may change at a time and in a manner determined by the Chair, provided that no member shall vote as a member of both the Investigative Panel and Hearing Panel in the same proceeding.

Original Proceeding - Judicial Qualifications Commission Rules of Procedure

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