Florida Senate - 2011 Bill No. CS/HJR 7111, 2nd Eng.



LEGISLATIVE ACTION

Senate		House
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Floor: WD/3R	•	
05/02/2011 04:24 PM	•	

Senator Simmons moved the following:

## Senate Amendment (with title amendment)

Delete everything after the resolving clause and insert:

That the following amendment to Sections 2, 4, 11, 12, and 14 of Article V of the State Constitution is agreed to and shall be submitted to the electors of this state for approval or rejection at the next general election or at an earlier special election specifically authorized by law for that purpose: ARTICLE V

## JUDICIARY

SECTION 2. Administration; practice and procedure.-(a) The supreme court shall adopt rules for the practice

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14 and procedure in all courts including the time for seeking appellate review, the administrative supervision of all courts, 15 16 the transfer to the court having jurisdiction of any proceeding when the jurisdiction of another court has been improvidently 17 18 invoked, and a requirement that no cause shall be dismissed 19 because an improper remedy has been sought. The supreme court 20 shall adopt rules to allow it the court and the district courts of appeal to submit questions relating to military law to the 21 22 federal Court of Appeals for the Armed Forces for an advisory 23 opinion. Rules of court may be repealed by general law that 24 expresses the policy behind the repeal enacted by two-thirds 25 vote of the membership of each house of the legislature. The 26 court may readopt the repealed rule only in conformity with the 27 public policy expressed by the legislature. If the legislature 28 repeals the readopted rule, the rule may not be readopted 29 thereafter without prior approval of the legislature. The divisions of the court shall meet jointly to adopt rules or the 30 31 court may designate a division to adopt any specific class of 32 rules.

33 (b) The chief justice of the supreme court of Florida shall 34 be chosen by a majority of the members of the court; shall be 35 the chief administrative officer of the judicial system; and shall have the power to assign justices or judges, including 36 37 consenting retired justices or judges, to temporary duty in any 38 court for which the judge is qualified and to delegate to a 39 chief judge of a judicial circuit the power to assign judges for 40 duty in that circuit.

41 (c) A chief judge for each district court of appeal shall42 be chosen by a majority of the judges thereof or, if there is no

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43 majority, by the chief justice. The chief judge <u>of a district</u> 44 <u>court</u> shall be responsible for the administrative supervision of 45 the <u>district</u> court.

(d) A chief judge in each circuit shall be chosen from
among the circuit judges as provided by supreme court rule. The
chief judge <u>of a circuit</u> shall be responsible for the
administrative supervision of the circuit courts and county
courts in <u>the</u> his circuit.

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SECTION 4. District courts of appeal.-

(a) ORGANIZATION.—There shall be a district court of appeal serving each appellate district. Each district court of appeal shall consist of at least three judges. Three judges shall consider each case and the concurrence of two shall be necessary to a decision.

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(b) JURISDICTION.-

(1) District courts of appeal shall have jurisdiction to hear appeals, that may be taken as a matter of right, from final judgments or orders of trial courts, including those entered on review of administrative action, not directly appealable to the supreme court or a circuit court. They may review interlocutory orders in such cases to the extent provided by rules adopted by the supreme court.

(2) District courts of appeal shall have the power of
direct review of administrative action, as prescribed by general
law.

(3) A district court of appeal or any judge thereof may
issue writs of habeas corpus returnable before the court or any
judge thereof or before any circuit judge within the territorial
jurisdiction of the court. A district court of appeal may issue

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72 writs of mandamus, certiorari, prohibition, quo warranto, and 73 other writs necessary to the complete exercise of its 74 jurisdiction. To the extent necessary to dispose of all issues 75 in a cause properly before it, a district court of appeal may 76 exercise any of the appellate jurisdiction of the circuit 77 courts.

78 (c) CLERKS AND MARSHALS.-Each district court of appeal 79 shall appoint a clerk and a marshal who shall hold office during 80 the pleasure of the court and perform such duties as the court 81 directs. Their compensation shall be fixed by general law. The 82 marshal shall have the power to execute the process of the court 83 throughout the territorial jurisdiction of the court, and in any 84 county may deputize the sheriff or a deputy sheriff for such 85 purpose.

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SECTION 11. Vacancies.-

87 (a) Whenever a vacancy occurs in a judicial office to which election for retention applies, the governor shall fill the 88 vacancy by appointing for a term ending on the first Tuesday 89 90 after the first Monday in January of the year following the next general election occurring at least one year after the date of 91 92 appointment, one of not fewer than three persons nor more than 93 six persons nominated by the appropriate judicial nominating 94 commission.

(b) The governor shall fill each vacancy on a circuit court or on a county court, wherein the judges are elected by a majority vote of the electors, by appointing for a term ending on the first Tuesday after the first Monday in January of the year following the next primary and general election occurring at least one year after the date of appointment, one of not

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101 fewer than three persons nor more than six persons nominated by 102 the appropriate judicial nominating commission. An election 103 shall be held to fill that judicial office for the term of the 104 office beginning at the end of the appointed term.

(c) The nominations shall be made within thirty days from the occurrence of a vacancy unless the period is extended by the governor for a time not to exceed thirty days. The governor shall make the appointment within sixty days after the nominations have been certified to the governor.

110 (d) Each appointment of a justice of the supreme court is 111 subject to confirmation by the senate. The senate may sit for 112 the purpose of confirmation regardless of whether the house of representatives is in session or not. If the senate fails to 113 114 vote on the appointment of a justice within 90 days, the justice shall be deemed confirmed. If the senate votes to not confirm 115 116 the appointment, the supreme court judicial nominating commission shall reconvene as though a new vacancy had occurred 117 118 but may not renominate any person whose prior appointment to 119 fill the same vacancy was not confirmed by the senate. The 120 appointment of a justice is effective upon confirmation by the 121 senate.

122 (e) (d) There shall be a separate judicial nominating 123 commission as provided by general law for the supreme court, one 124 for each district court of appeal, and one for each judicial 125 circuit for all trial courts within the circuit. Uniform rules 126 of procedure shall be established by the judicial nominating 127 commissions at each level of the court system. Such rules, or any part thereof, may be repealed by general law enacted by a 128 129 majority vote of the membership of each house of the

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130 legislature, or by the supreme court, five justices concurring. 131 Except for deliberations of the judicial nominating commissions, 132 the proceedings of the commissions and their records shall be 133 open to the public.

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SECTION 12. Discipline; removal and retirement.-

(a) JUDICIAL QUALIFICATIONS COMMISSION.—A judicialqualifications commission is created.

137 (1) There shall be a judicial qualifications commission 138 vested with jurisdiction to investigate and recommend to the 139 Supreme Court of Florida the removal from office of any justice 140 or judge whose conduct, during term of office or otherwise, 141 occurring on or after November 1, 1966, (without regard to the effective date of this section) demonstrates a present unfitness 142 143 to hold office, and to investigate and recommend the discipline of a justice or judge whose conduct, during term of office or 144 otherwise occurring on or after November 1, 1966 (without regard 145 to the effective date of this section), warrants such 146 discipline. For purposes of this section, discipline is defined 147 as any or all of the following: reprimand, fine, suspension with 148 or without pay, or lawyer discipline. The commission shall have 149 150 jurisdiction over justices and judges regarding allegations that 151 misconduct occurred before or during service as a justice or 152 judge if a complaint is made no later than one year following service as a justice or judge. The commission shall have 153 154 jurisdiction regarding allegations of incapacity during service 155 as a justice or judge. The commission shall be composed of:

a. Two judges of district courts of appeal selected by the judges of those courts, two circuit judges selected by the judges of the circuit courts and two judges of county courts

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159 selected by the judges of those courts;

b. Four electors who reside in the state, who are members
of the bar of Florida, and who shall be chosen by the governing
body of the bar of Florida; and

163 c. Five electors who reside in the state, who have never 164 held judicial office or been members of the bar of Florida, and 165 who shall be appointed by the governor.

(2) The members of the judicial qualifications commission 166 167 shall serve staggered terms, not to exceed six years, as 168 prescribed by general law. No member of the commission except a 169 judge shall be eligible for state judicial office while acting 170 as a member of the commission and for a period of two years thereafter. No member of the commission shall hold office in a 171 172 political party or participate in any campaign for judicial office or hold public office; provided that a judge may campaign 173 for judicial office and hold that office. The commission shall 174 175 elect one of its members as its chairperson.

(3) Members of the judicial qualifications commission not
subject to impeachment shall be subject to removal from the
commission pursuant to the provisions of Article IV, Section 7,
Florida Constitution.

(4) The commission shall adopt rules regulating its 180 proceedings, the filling of vacancies by the appointing 181 182 authorities, the disqualification of members, the rotation of 183 members between the panels, and the temporary replacement of 184 disqualified or incapacitated members. The commission's rules, 185 or any part thereof, may be repealed by general law enacted by a majority vote of the membership of each house of the 186 187 legislature, or by the supreme court, five justices concurring.

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188 The commission shall have power to issue subpoenas. Until formal 189 charges against a justice or judge are filed by the 190 investigative panel with the clerk of the supreme court of 191 Florida all proceedings by or before the commission shall be 192 confidential; provided, however, upon a finding of probable cause and the filing by the investigative panel with said clerk 193 194 of such formal charges against a justice or judge such charges and all further proceedings before the commission shall be 195 196 public.

197 (5) The commission shall have access to all information 198 from all executive, legislative and judicial agencies, including 199 grand juries, subject to the rules of the commission. At any time, on request of the speaker of the house of representatives 200 201 or the governor, the commission shall make available to the house of representatives all information in the possession of 202 203 the commission, which information shall remain confidential 204 during any investigation and until such information is used in the pursuit for use in consideration of impeachment or 205 206 suspension, respectively.

207 (b) PANELS.-The commission shall be divided into an 208 investigative panel and a hearing panel as established by rule 209 of the commission. The investigative panel is vested with the jurisdiction to receive or initiate complaints, conduct 210 investigations, dismiss complaints, and upon a vote of a simple 211 212 majority of the panel submit formal charges to the hearing 213 panel. The hearing panel is vested with the authority to receive 214 and hear formal charges from the investigative panel and upon a 215 two-thirds vote of the panel recommend to the supreme court the 216 removal of a justice or judge or the involuntary retirement of a

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justice or judge for any permanent disability that seriously interferes with the performance of judicial duties. Upon a simple majority vote of the membership of the hearing panel, the panel may recommend to the supreme court that the justice or judge be subject to appropriate discipline.

(c) SUPREME COURT.—The supreme court shall receive recommendations from the judicial qualifications commission's hearing panel.

225 (1) The supreme court may accept, reject, or modify in 226 whole or in part the findings, conclusions, and recommendations 227 of the commission and it may order that the justice or judge be 228 subjected to appropriate discipline, or be removed from office 229 with termination of compensation for willful or persistent 230 failure to perform judicial duties or for other conduct unbecoming a member of the judiciary demonstrating a present 231 232 unfitness to hold office, or be involuntarily retired for any 233 permanent disability that seriously interferes with the performance of judicial duties. Malafides, scienter or moral 234 235 turpitude on the part of a justice or judge shall not be 236 required for removal from office of a justice or judge whose 237 conduct demonstrates a present unfitness to hold office. After 238 the filing of a formal proceeding and upon request of the 239 investigative panel, the supreme court may suspend the justice 240 or judge from office, with or without compensation, pending 241 final determination of the inquiry.

(2) The supreme court may award costs to the prevailingparty.

(d) <u>REMOVAL POWER.</u>—The power of removal conferred by this
 section shall be both alternative and cumulative to the power of

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246 impeachment.

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(e) PROCEEDINGS INVOLVING SUPREME COURT JUSTICE.-

248 Notwithstanding any of the foregoing provisions of this section, 249 if the person who is the subject of proceedings by the judicial 250 qualifications commission is a justice of the supreme court of 251 Florida all justices of such court automatically shall be 252 disqualified to sit as justices of such court with respect to 253 all proceedings therein concerning such person and the supreme 254 court for such purposes shall be composed of a panel consisting 255 of the seven chief judges of the judicial circuits of the state 256 of Florida most senior in tenure of judicial office as circuit 257 judge. For purposes of determining seniority of such circuit 258 judges in the event there be judges of equal tenure in judicial 259 office as circuit judge the judge or judges from the lower 260 numbered circuit or circuits shall be deemed senior. In the 261 event any such chief circuit judge is under investigation by the 262 judicial qualifications commission or is otherwise disqualified 263 or unable to serve on the panel, the next most senior chief 264 circuit judge or judges shall serve in place of such 265 disgualified or disabled chief circuit judge.

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(f) SCHEDULE TO SECTION 12.-

(1) Except to the extent inconsistent with the provisions of this section, all provisions of law and rules of court in force on the effective date of this article shall continue in effect until superseded in the manner authorized by the constitution.

(2) After this section becomes effective and until adoptedby rule of the commission consistent with it:

a. The commission shall be divided, as determined by the

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275	chairperson, into one investigative panel and one hearing panel
276	to meet the responsibilities set forth in this section.
277	b. The investigative panel shall be composed of:
278	1. Four judges,
279	2. Two members of the bar of Florida, and
280	3. Three non-lawyers.
281	c. The hearing panel shall be composed of:
282	1. Two judges,
283	2. Two members of the bar of Florida, and
284	3. Two non-lawyers.
285	d. Membership on the panels may rotate in a manner
286	determined by the rules of the commission provided that no
287	member shall vote as a member of the investigative and hearing
288	panel on the same proceeding.
289	e. The commission shall hire separate staff for each panel.
290	f. The members of the commission shall serve for staggered
291	terms of six years.
292	g. The terms of office of the present members of the
293	judicial qualifications commission shall expire upon the
294	effective date of the amendments to this section approved by the
295	legislature during the regular session of the legislature in
296	1996 and new members shall be appointed to serve the following
297	staggered terms:
298	1. Group IThe terms of five members, composed of two
299	electors as set forth in s. 12(a)(1)c. of Article V, one member
300	of the bar of Florida as set forth in s. 12(a)(1)b. of Article
301	$ imes_{m{r}}$ one judge from the district courts of appeal and one circuit
302	judge as set forth in s. 12(a)(1)a. of Article V, shall expire
303	on December 31, 1998.

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304	2. Group IIThe terms of five members, composed of one
305	elector as set forth in s. 12(a)(1)c. of Article V, two members
306	of the bar of Florida as set forth in s. 12(a)(1)b. of Article
307	$ ilde{V}$ , one circuit judge and one county judge as set forth in s.
308	12(a)(1)a. of Article V shall expire on December 31, 2000.
309	3. Group IIIThe terms of five members, composed of two
310	electors as set forth in s. 12(a)(1)c. of Article V, one member
311	of the bar of Florida as set forth in s. 12(a)(1)b., one judge
312	from the district courts of appeal and one county judge as set
313	forth in s. 12(a)(1)a. of Article V, shall expire on December
314	<del>31, 2002.</del>
315	g.h. An appointment to fill a vacancy of the commission
316	shall be for the remainder of the term.
317	<u>h.</u> i. Selection of members by district courts of appeal
318	judges, circuit judges, and county court judges, shall be by no
319	less than a majority of the members voting at the respective
320	courts' conferences. Selection of members by the board of
321	governors of the bar of Florida shall be by no less than a
322	majority of the board.
323	i.j. The commission shall be entitled to recover the costs
324	of investigation and prosecution, in addition to any penalty
325	levied by the supreme court.
326	j.k. The compensation of members and referees shall be the
327	travel expenses or transportation and per diem allowance as
328	provided by general law.
329	SECTION 14. Funding
330	(a) All justices and judges shall be compensated only by
331	state salaries fixed by general law. Funding for the state
332	courts system, state attorneys' offices, public defenders'

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333 offices, and court-appointed counsel, except as otherwise 334 provided in subsection (c), shall be provided from state 335 revenues appropriated by general law.

336 (b) All funding for the offices of the clerks of the 337 circuit and county courts performing court-related functions, 338 except as otherwise provided in this subsection and subsection 339 (c), shall be provided by adequate and appropriate filing fees 340 for judicial proceedings and service charges and costs for 341 performing court-related functions as required by general law. 342 Selected salaries, costs, and expenses of the state courts 343 system may be funded from appropriate filing fees for judicial 344 proceedings and service charges and costs for performing courtrelated functions, as provided by general law. Where the 345 346 requirements of either the United States Constitution or the 347 Constitution of the State of Florida preclude the imposition of 348 filing fees for judicial proceedings and service charges and 349 costs for performing court-related functions sufficient to fund the court-related functions of the offices of the clerks of the 350 351 circuit and county courts, the state shall provide, as 352 determined by the legislature, adequate and appropriate 353 supplemental funding from state revenues appropriated by general 354 law.

(c) No county or municipality, except as provided in this subsection, shall be required to provide any funding for the state courts system, state attorneys' offices, public defenders' offices, court-appointed counsel or the offices of the clerks of the circuit and county courts performing court-related functions. Counties shall be required to fund the cost of communications services, existing radio systems, existing multi-

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362 agency criminal justice information systems, and the cost of 363 construction or lease, maintenance, utilities, and security of 364 facilities for the trial courts, public defenders' offices, 365 state attorneys' offices, and the offices of the clerks of the 366 circuit and county courts performing court-related functions. 367 Counties shall also pay reasonable and necessary salaries, 368 costs, and expenses of the state courts system to meet local 369 requirements as determined by general law. 370 (d) The judiciary shall have no power to fix 371 appropriations. 372 (e) The total appropriation of all fund sources to the 373 judicial branch shall equal no less than 2.25 percent of the 374 total general revenue funds appropriated in the general 375 appropriation bill referred to in Section 19(b) of Article III. 376 Any adjustments to the total appropriations of all fund sources 377 to the judicial branch made in any special appropriations act 378 shall equal no more than the percent of total general revenue 379 appropriations adjusted in such special appropriations act. For 380 purposes of this subsection, the judicial branch does not 381 include the Justice Administrative Commission or any of the 382 entities for which the Justice Administrative Commission 383 provides administrative services. 384 BE IT FURTHER RESOLVED that the following statement be 385 placed on the ballot: 386 CONSTITUTIONAL AMENDMENT 387 ARTICLE V, SECTIONS 2, 4, 11, 12, AND 14 388 STATE COURTS.-Proposing a revision of Article V of the 389 State Constitution relating to the judiciary. 390 Under current law, the Governor appoints a justice from a list

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391 of nominees provided by a judicial nominating commission, and 392 appointments by the Governor are not subject to confirmation. 393 This revision requires Senate confirmation of a justice before 394 the appointee can take office. If the Senate votes not to confirm the appointment, the judicial nominating commission must 395 396 reconvene and may not renominate any person whose prior 397 appointment to fill the same vacancy was not confirmed by the 398 Senate. For the purpose of confirmation, the Senate may meet at 399 any time. If the Senate does not vote against confirmation 400 within 90 days, the justice will be deemed confirmed and will 401 take office.

402 The State Constitution authorizes the Supreme Court to 403 adopt rules for the practice and procedure in all courts. The 404 constitution further provides that a rule of court may be 405 repealed by a general law enacted by a two-thirds vote of the 406 membership of each house of the Legislature. This proposed 407 constitutional revision eliminates the requirement that a general law repealing a court rule pass by a two-thirds vote of 408 409 each house. The Legislature could repeal a rule of court by a 410 general law approved by a majority vote of each house of the 411 Legislature that expresses the policy behind the repeal. The 412 court could readopt the rule in conformity with the public 413 policy expressed by the Legislature, but if the Legislature 414 repeals the readopted rule, this proposed revision prohibits the 415 court from readopting the repealed rule without the 416 Legislature's prior approval.

417 The Judicial Qualifications Commission is an independent 418 commission created by the State Constitution to investigate and 419 prosecute before the Florida Supreme Court alleged misconduct by

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420 a justice or judge. Currently under the constitution, commission 421 proceedings are confidential until formal charges are filed by 422 the investigative panel of the commission. Once formal charges 423 are filed, the formal charges and all further proceedings of the 424 commission are public. Currently, the constitution authorizes 425 the House of Representatives to impeach a justice or judge. 426 Further, the Speaker of the House of Representatives may 427 request, and the Judicial Qualifications Commission must make 428 available, all information in the commission's possession for 429 use in deciding whether to impeach a justice or judge. This 430 proposed revision requires the commission to make all of its 431 files available to the Speaker of the House of Representatives, 432 rather than just the file of a justice or judge under 433 investigation by the House of Representatives. Such files would maintain their confidentiality unless the House of 434 435 Representatives initiates impeachment proceedings against a 436 justice or judge, in which case the files related to that 437 justice or judge may be open. This revision deletes a 438 requirement that a general law repealing a commission rule be 439 passed by a majority vote of the membership of each house of the 440 Legislature and revises the number of Supreme Court justices needed to repeal such a rule. 441

442 State appropriations are made annually by general law.
443 Current law does not require any specific level of funding for
444 any agency or department. This revision requires that the courts
445 be appropriated a minimum of 2.25 percent of general revenue
446 funding beginning with the 2013-2014 fiscal year.

447 This revision will take effect January 7, 2013, if approved 448 by the electors. This revision makes other conforming and

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449 modernizing changes to the State Constitution regarding the 450 judicial system; removing outdated schedules related to the 451 Judicial Qualifications Commission; and making conforming and 452 technical changes in the judicial articles of the constitution. 453 454 BE IT FURTHER RESOLVED that the following statement be 455 placed on the ballot if a court declares the preceding statement 456 defective and the decision of the court is not reversed: 457 CONSTITUTIONAL AMENDMENT 458 ARTICLE V, SECTIONS 2, 4, 11, 12, AND 14 459 JUDICIARY.-Proposing a revision of the Judiciary Article of 460 the Florida Constitution; requiring Senate confirmation for appointment of a Supreme Court justice; providing standards and 461 462 procedures for legislative repeal of a court rule; providing a minimum level of court funding; allowing legislative review of 463 464 confidential files of the Judicial Qualifications Commission; 465 and making other ancillary amendments, including, but not 466 limited to, technical and conforming amendments. 467 468 BE IT FURTHER RESOLVED that the following statement be 469 placed on the ballot if a court declares the preceding 470 statements defective and the decision of the court is not 471 reversed: CONSTITUTIONAL AMENDMENT 472 473 ARTICLE V, SECTIONS 2, 4, 11, 12, AND 14 474 STATE COURTS.-Proposing a revision to Article V of the State 475 Constitution relating to the judiciary; changing the authority of the Legislature to repeal a court rule by 2/3 vote of the 476 477 membership of each house to a simple majority of each house;

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478	limiting the Supreme Court's ability to readopt a rule repealed
479	by the Legislature; requiring Senate confirmation before a
480	justice may take office; providing that if the Senate does not
481	act within 90 days the nominee is deemed confirmed as a justice;
482	allowing the Senate to meet outside of regular session without
483	having the House of Representatives convene at the same time;
484	deleting outdated references; requiring the Judicial
485	Qualifications Commission to provide the House of
486	Representatives access to records; providing for confidentiality
487	of records; and requiring a minimum level of funding for the
488	judicial system.
489	
490	========== T I T L E A M E N D M E N T ==============
491	And the title is amended as follows:
492	Delete everything before the resolving clause
493	and insert:
494	A bill to be entitled
495	A joint resolution proposing a revision of Article V
496	of the State Constitution, relating to the judiciary,
497	consisting of amendments to Sections 2, 4, 11, 12, and
498	14 of Article V of the State Constitution; revising
499	provisions relating to repeal of court rules; limiting
500	readoption of a repealed court rule; providing for
501	Senate confirmation of Supreme Court justices;
502	requiring the Judicial Qualifications Commission to
503	make all of its files available to the Speaker of the
504	House of Representatives; revising provisions relating
505	to repeal of commission rules; requiring that a
506	specified minimum percentage of general revenue funds
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507 be appropriated to the courts; making other conforming
508 and modernizing changes to the State Constitution
509 regarding the judicial system.