IN THE SUPREME COURT OF FLORIDA

IN RE: AMENDMENTS TO THE FLORIDA RULES OF EVIDENCE

CODE AND RULES OF EVIDENCE COMMITTEE THREE-YEAR CYCLE REPORT

CASE NO.: SC16-

Peter A. Sartes, Chair of the Code and Rules of Evidence Committee ("CREC"), and John F. Harkness, Jr., Executive Director of The Florida Bar, file this Three-Year Cycle Report under Florida Rule of Judicial Administration 2.140(b). CREC has met on a regularly scheduled basis during the past three years to consider amendments to the Florida Legislation that would potentially impact the Florida Code of Evidence. The amendments CREC considered were to sections 90.702, 90.704, 766.102, and 90.803(24), Florida Statutes.

CREC is proposing that sections 90.702, 90.704, and 766.102, Florida Statutes, not be adopted as Rules of Evidence to the extent they are procedural. CREC is proposing that section 90.803, Florida Statutes, be adopted as a Rule of Evidence to the extent it is procedural.

As required by Rule 2.140(b)(2), the Committee's proposals regarding sections 90.702, 90.704, and 766.102, Florida Statutes, were published for comments in the July 15, 2015, edition of The Florida Bar *News*. The Committee's proposal regarding section 90.803, Florida Statutes, was mistakenly replaced in the initial publication by another recommendation the Committee was still considering so section 90.803, Florida Statutes, was published in the September 15, 2015, edition of The Florida Bar *News*. All of the proposals were posted on The Florida Bar's website. *See* Appendix A.

A voluminous amount of comments were received in response to the July 15, 2015, publication. Those comments are discussed below within each specific CREC proposal. No comments were received with regard to the September 15, 2015, publication of section 90.803, Florida Statutes, for comment.

Also, as required by Rule 2.140(b)(2), CREC's proposals were submitted to The Florida Bar Board of Governors (Board). CREC's proposals were discussed at the Board's July 24, 2015, meeting. The Board tabled voting on the proposals until

after CREC received and responded to comments. After considering the comments received, and making no changes to their proposals, CREC's proposals were submitted to the Board's October 16, 2015, meeting. The Board considered CREC's recommendations, as well as the minority position regarding the amendments to sections 90.702 and 90.704, Florida Statutes, and again chose to table their vote for more consideration. As required by Rule 2.140(b)(3), the Board considered CREC's proposals at its December 4, 2015, meeting and voted. The Board approved CREC's proposals regarding sections 90.702 and 90.704, Florida Statutes, by a vote of 33-9 and approved CREC's proposals regarding sections 766.102 and 90.803, Florida Statutes, by a vote of 37-0.

The Code and Rules of Evidence Committee respectfully submits the proposed recommendations for this Court's consideration for the following reasons:

SEC. 90.702 TESTIMONY BY EXPERTS SEC. 90.704 BASIS OF OPINION TESTIMONY BY EXPERTS

The evidentiary standard by which an expert's testimony is deemed admissible, as amended by Chapter 2013-107, sections 1 and 2, Laws of Florida (see Appendix F), and codified in sections 90.702 and 90.704, Florida Statutes (see Appendix B - 1–B - 2), should not be adopted to the extent it is procedural. This recommendation was approved by CREC by a 16-14 vote. The Board of Governors concurred in this recommendation by a 33-9 vote.

Chapter 2013-107, Laws of Florida, specifically amends sections 90.702 and 90.704, Florida Statutes, adopting the expert witness qualification standard adopted by the United States Supreme Court in *Daubert v. Merrill Dow Pharmaceuticals, Inc.*, 509 U.S. 579 (1993), and discarding the *Frye v. United States*, 293 F. 1013 (D.C. Cir. 1923) standard adopted by the Supreme Court of Florida in *Bundy v. State*, 471 So. 2d 9 (Fla. 1985) and *Stokes v. State*, 548 So. 2d 188 (Fla. 1989). The legislative amendment to section 90.702, Florida Statutes, reads:

If scientific, technical, or other specialized knowledge will assist the trier of fact in understanding the evidence or in determining a fact in issue, a witness qualified as an expert by knowledge, skill, experience, training, or education may testify about it in the form of an opinion or otherwise, if:

(1) The testimony is based upon sufficient facts or data;

- (2) The testimony is the product of reliable principles and methods; and
- (3) The witness has applied the principles and methods reliably to the facts of the case; however, the opinion is admissible only if it can be applied to evidence at trial.

See Appendix F - 2. The legislative amendment to section 90.704, Florida Statutes, reads:

The facts or data upon which an expert bases an opinion or inference may be those perceived by, or made known to, the expert at or before the trial. If the facts or data are of a type reasonably relied upon by experts in the subject to support the opinion expressed, the facts or data need not be admissible in evidence. Facts or data that are otherwise inadmissible may not be disclosed to the jury by the proponent of the opinion or inference unless the court determines that their probative value in assisting the jury to evaluate the expert's opinion substantially outweighs their prejudicial effect.

Id.

After the enactment of Chapter 2013-107, Laws of Florida ("*Daubert* bill"), CREC formed a working group to analyze the legislation. Citing *Massey v. David*, 979 So. 2d 931, 936–37 (Fla. 2008), the working group reported that, viewed through the lens of *Massey*, it seems clear that the *Daubert* bill is, at least in part if not in full, procedural in nature. The *Daubert* bill creates neither a right of action, a cause of action, or a defense; instead, it regulates the manner in which a party is permitted to use evidence to prosecute or defend a claim.

Though, the working group thus concluded: "Assuming that the *Daubert* Bill is procedural, at least in part, the Code and Rules of Evidence Committee [should] recommend its adoption...," *id.*, and though discussion in 2013 appeared to support the *Daubert* bill as procedural, on October 17, 2014, CREC met to consider what should be its official recommendation. After debate, which included considering comments from the public and the report of the working group tasked with a more detailed review of the *Daubert* versus *Frye* issue, the Committee voted regarding a motion on what recommendation to make; 14 members voted in favor of adoption of the *Daubert* bill to the extent it is procedural, and 16 members voted against adoption of the *Daubert* bill to the extent it is procedural.

Upon completing the vote, members of the working group that analyzed the *Daubert* versus *Frye* issue were tasked with drafting a discussion of that analysis to serve as the majority view. *See* Appendix D. Members of the minority view were tasked with drafting a similar analysis. *See* Appendix E.

Based on a unanimous decision that this issue was of significant importance, CREC prepared an out-of-cycle report, utilizing the analyses of both the majority and minority views. This report was submitted to the Court on May 28, 2015. In a letter dated June 19, 2015, the Clerk of the Court instructed CREC to include its recommendation in this regularly scheduled Three-Year Cycle Report.

CREC now offers the following reasoning to support its recommendation that the Court not adopt the amendments to sections 90.702 and 90.704, Florida Statutes, to the extent they are procedural:

1. The Committee recommends that the Court adhere to its precedent and not adopt the Daubert bill.

Under Florida's separation of constitutional powers, the Supreme Court, not the Legislature, regulates practice and procedure in Florida courts. Art. II, \S 3, Fla. Const; Art. V, \S 2(a), Fla. Const. The admissibility of expert opinion evidence is a matter of procedure, subject only to the Court's authority. This is confirmed by the Court's continuing application of *Frye*, after the adoption of the evidence code:

Our specific adoption of that test after the enactment of the evidence code manifests our intent to use the *Frye* test as the proper standard for admitting novel scientific evidence in Florida, even though the *Frye* test is not set forth in the evidence code.

Hadden v. State, 690 So. 2d 573, 578 (Fla. 1997).

The Court adopted *Frye* in *Bundy v. State*, 471 So. 2d 9, 18 (Fla. 1985) and *Stokes v. State*, 548 So. 2d 188, 195 (Fla. 1989). And the Court has consistently held to the *Frye* procedure. For instance, the Court rejected the argument that the evidence code "did away with" the *Frye* procedure for admitting expert opinion evidence:

Since the Frye standard is not mentioned in the evidence code, several district courts concluded that the evidence code did away with this standard and replaced it with a relevancy standard. *See*, *e.g.*, *Andrews v. State*, 533 So. 2d 841 (Fla. 5th DCA 1988), review denied, 542 So. 2d 1332 (1989);

Kruse v. State, 483 So. 2d 1383 (Fla. 4th DCA 1986), review dismissed, 507 So. 2d 588 (1987); Hawthorne v. State, 470 So. 2d 770, 782–86 (Fla. 1st DCA 1985). In Kruse, a case involving the issue of the admissibility of syndrome opinion evidence in a child-abuse prosecution, the Fourth District utilized the relevancy standard and found expert testimony concerning posttraumatic stress syndrome admissible. Kruse, 483 So. 2d at 1386. Other district courts relied upon this reasoning to find similar testimony admissible. In Ward v. State, 519 So. 2d 1082 (Fla. 1st DCA 1988), the district court cited Kruse's relevancy standard with approval in finding expert testimony concerning child-abuse syndrome admissible. See also Calloway v. State, 520 So. 2d 665 (Fla. 1st DCA), review denied, 529 So. 2d 693 (Fla. 1988). ...

The question of the appropriate standard of admissibility of novel scientific evidence of any kind following the adoption of the evidence code was resolved by this Court in favor of the *Frye* test. ...

Our specific adoption of that test after the enactment of the evidence code manifests our intent to use the *Frye* test as the proper standard for admitting novel scientific evidence in Florida, even though the *Frye* test is not set forth in the evidence code.

Hadden, 690 So. 2d at 577–78 (citations omitted).

This Court has also continually refused to replace *Frye* with *Daubert*. In *Ramirez v. State*, 810 So. 2d 836, 843 n.8 (Fla. 2001), the Court stated:

[This] Court rejected the *Daubert* rule in favor of continued use of *Frye*. *See*, *e.g.*, *Brim v. State*, 695 So. 2d 268, 271–72 (Fla. 1997) ("Despite the federal adoption of a more lenient standard in [*Daubert*], we have maintained the higher standard of reliability as dictated by *Frye*"); *Hadden v. State*, 690 So. 2d 573, 577 (Fla. 1997) ("The question of the appropriate standard of admissibility of novel scientific evidence of any kind following the adoption of the evidence code was resolved by this Court in favor of the *Frye* test."); *Flanagan v. State*, 625 So. 2d 827, 829 n.2 (Fla 1993) ("We are mindful that the United States Supreme Court recently construed Rule 702 of the Federal Rules of Evidence as superseding the *Frye* test. ... However, Florida continues to adhere to the *Frye* test for the admissibility of scientific opinions.").

Accord, *Castillo v. E.I. DuPont De Nemours & Co.*, 854 So. 2d 1264, 1276 (Fla. 2003):

By considering the extrapolation of the data from the admittedly acceptable experiments, the Third District went beyond the requirements of *Frye*, which assesses only the validity of the underlying science. *Frye* does not require the court to assess the application of the expert's raw data in reaching his or her conclusion. We therefore conclude that the Third District erroneously assessed the Castillos' expert testimony under *Frye* by considering not just the underlying science, but the application of the data generated from that science in reaching the expert's ultimate conclusion. At least one commentator has [called] the Third District's analysis "essentially a Daubert analysis" because it focused on the expert's methodology and reasoning. Bert Black, *Expert Evidence in the Wake of the Daubert-Jones-Kumho Tire Trilogy*, SE01 ALI-ABA 125, *169 (1999).

Later, in *Marsh v. Valyou*, 977 So. 2d 543, 547 (Fla. 2007), the Court reviewed federal case law and academic analysis on *Daubert* and reiterated: "Despite the Supreme Court's decision in *Daubert*, we have since repeatedly reaffirmed our adherence to the *Frye* standard for admissibility of evidence."

The Legislature seeks to undo Marsh, Frye, and other case law. Indeed, the Legislature's stated, but uncodified, intent is: (1) "to no longer apply the standard in Frye," (2) to instead "adopt the standards for expert testimony in the courts of this state as provided in Daubert," (3) to "requir[e] the courts of this state to interpret and apply the principles of expert testimony in conformity with specified United States Supreme Court decisions" (namely Daubert and its progeny), and (4) to go beyond Daubert and "prohibit in the courts of this state pure opinion testimony as provided in Marsh." Ch. 2013-107, Laws of Florida (preamble). (See Appendix F - 2.)

The Legislature's reach exceeded its grasp. As the Supreme Court made clear in *Dorsey v. State*:

It is well settled that such "prefatory language" cannot expand or restrict the otherwise unambiguous language of a statute.

"[T]he preamble is no part of the act, and cannot enlarge or confer powers nor control the words of the act, unless they are doubtful or ambiguous."

402 So. 2d 1178, 1180–81 (Fla. 1981) (quoting *Yazoo & M.V.R. Co. v. Thomas*, 132 U.S. 174, 188 (1889)). The amendments to the Florida Evidence Code within Chapter 2013-107, Laws of Florida, do not address *Marsh*; only the preamble to the legislation does. Accordingly, the Legislature's preambulatory attempt to overcome *Marsh* is without force.

What is more, the *Daubert* bill, does not attempt to explain why the Florida Supreme Court, at the Legislature's behest, should depart from *stare decisis* on an issue wholly within its own domain: practice and procedure for admitting expert testimony in Florida courts. The Court should follow the common law tradition and not depart from its precedent.

2. The Committee recommends that the Court not adopt the Daubert bill because that adoption would undermine the right to jury trial.

The effort of Chapter 2013-107, Laws of Florida, "to prohibit in the courts of this state pure opinion testimony as provided in *Marsh*" not only purports to overrule the Supreme Court's procedural determinations, it also overlooks their source in the constitutionally guaranteed right to trial by jury. The long-established judicial practice of admitting pure opinion testimony did not garner the 2013 Legislature's support, but the Supreme Court's extensive discussion of such testimony and its utility in the trial setting shows that the procedure is to be looked upon with respect:

Marsh's experts based their diagnoses and opinions about the cause of her fibromyalgia on a review of her medical history, clinical physical examinations, their own experience, published research, and differential diagnosis.

Experts routinely form medical causation opinions based on their experience and training. And there is always the possibility that two experts may reach dissimilar opinions based on their individual experience. However, a disagreement among experts does not transform an ordinary opinion on medical causation into a new or novel principle subject to *Frye*.

Marsh, 977 So. 2d at 548 (citations omitted).

Again citing multiple precedents, the Court explained:

"[P]ure opinion testimony, such as an expert's opinion that a defendant is incompetent, does not have to meet *Frye*, because this type of testimony is

based on the expert's personal experience and training. While cloaked with the credibility of the expert, this testimony is analyzed by the jury as it analyzes any other personal opinion or factual testimony by a witness."

Id. at 548 (alteration in original) (quoting *Flanagan v. State*, 625 So. 2d 827, 828 (Fla. 1993).

The Supreme Court addressed the fundamental, constitutional reason for its insistence on maintaining the utility of legitimate but competing expert opinion testimony to help juries decide cases on their merits:

Trial courts must resist the temptation to usurp the jury's role in evaluating the credibility of experts and choosing between legitimate but conflicting scientific views. *See Castillo*, 854 So. 2d at 1275 ("[I]t is important to emphasize that the weight to be given to stated scientific theories, and the resolution of legitimate but competing scientific views, are matters appropriately entrusted to the trier of fact.") (quoting *Berry* [v. CSX Transp., Inc.], 709 So. 2d [552,] 589 n.14 [(Fla. 1st DCA 1998)]); Rodriguez v. Feinstein, 793 So. 2d 1057, 1060 (Fla. 3d DCA 2001) (same). A challenge to the conclusions of Marsh's experts as to causation, rather than the methods used to reach those conclusions, is a proper issue for the trier of fact. See U.S. Sugar [Corp. v. Henson], 823 So. 2d [104,] 110 [(Fla. 2002)]; Castillo, 854 So. 2d at 1270, 1272, 1276; Rodriguez, 793 So. 2d at 1060 (recognizing that "to involve judges in an evaluation of the acceptability of an expert's opinions and conclusions would convert judges into fact-finders" to an extent not contemplated by Florida's Frye jurisprudence).

Marsh, 977 So. 2d at 549–50. Thus, if the Legislature's stated intent were to hold sway, litigants' constitutional right to trial by jury would be diminished.

Although certain early First and Third District opinions proposed that Chapter 2013-107, Laws of Florida, supplanted the Supreme Court's *Frye* jurisprudence, neither court addressed the *Daubert* bill's abridgement of the right to jury trial.

In *Conley v. State*, 129 So. 3d 1120 (Fla. 1st DCA 2014), a Jimmy Ryce Act/sexually violent predator case, the trial court found the expert evidence not subject to *Frye* analysis. The First District did not discuss *Marsh* or the Court's other precedents on pure opinion testimony or *Frye*, recited the enactment of Chapter 2013-107, Laws of Florida, and remanded the case to the trial court for it to consider the expert's opinion under *Daubert* procedures. *Id.* at 1120–21.

In Perez v. Bell South Telecommunications, Inc., 138 So. 3d 492 (Fla. 3d DCA 2014), the Third District affirmed a trial court's exclusion of expert testimony and, alternatively, applied Chapter 2013-107, Laws of Florida. The appellant contended that the expert's opinion was admissible as pure opinion testimony. The district court briefly noted "pure opinion" decisions, apparently feeling they were contrary to the exclusion in *Perez*, but made no reference to the right-to-jury-trial underpinnings of the Supreme Court's long-standing approval of the proper use of pure opinion testimony. When the panel did footnote the Supreme Court's ultimate authority on this subject, it said "We take comfort here in the fact that the Florida Supreme Court periodically adopts all legislative changes to the Florida Evidence Code to the extent they are procedural." *Id.* at 498 n.12. This overlooked the fact that the Court had also previously refused to adopt a legislative amendment to the Code and Rules of Evidence. In re Amendments to the Fla. Evidence Code, 782 So. 2d 339 (Fla. 2000). And, contrary to the comfort taken by the Third District panel, the Supreme Court has more recently declined to adopt two legislative amendments. In re Amendments to the Fla. Evidence Code, 144 So. 3d 536 (Fla. 2014). The Third District opinion also said the Court had "already stricken all references to the Frye test from the Florida Rules of Juvenile Procedure and adopted the amendments to section 90.702," citing *In re* Amendments to the Fla. Rules of Juvenile Procedure, 123 So. 3d 1128 (Fla. 2013). Perez, 138 So. 3d at 498, n.12. However, the district panel apparently did not consider that CREC's recommendation to delete the single reference to Frye from a discovery rule on disclosing experts' names merely avoided trying to predict whether the Supreme Court would ultimately adhere to *Frye* or adopt *Daubert*. Also, to the contrary of the Third District's statement, the mere deletion of a case citation in a rule clearly does not mean the Supreme Court had "adopted the amendments to section 90.702."

In *Giaimo v. Florida Autosport, Inc.*, 154 So. 3d 385 (Fla. 1st DCA 2014), a First District panel viewed Chapter 2013-107, Laws of Florida, as overruling the Supreme Court's decision and rationale in *Marsh*. However, it is the Supreme Court which will decide whether it has been overruled by the preamble to the legislation. Also, since *Giaimo* was a workers' compensation case without a jury trial, the opinion did not confront the right-to-jury-trial basis for pure opinion expert testimony. Finding the facts in civil jury trials and criminal jury trials requires compliance with the constitutional right to trial by jury, as reflected in the civil context by the Supreme Court's decision in *Marsh*.

The First and Third Districts' early opinions did not explain why the Supreme Court should depart from its precedent and adopt legislation raising

constitutional concerns. *In re Amendments to the Fla. Evidence Code*, 782 So. 2d 339 (Fla. 2000) (declining to adopt Chapter 98–2, section 1, Laws of Florida, due to constitutional concerns); *In re Amendments to the Fla. Evidence Code*, 144 So. 3d 536 (Fla. 2014) (declining to adopt Chapter 2011-233, section 10, Laws of Florida, due in part to constitutional concerns). Consequently, the Supreme Court should not find those opinions persuasive. And, given the impact of Chapter 2013-107, Laws of Florida, on the right to trial by jury, the Supreme Court should not adopt it.

More recently, a First District panel did recognize that "even under *Daubert* ... [the] gatekeeping function was not intended to supplant the adversary system or the role of the jury: vigorous cross-examination, presentation of contrary evidence, and careful instruction on the burden of proof are the traditional and appropriate means of attacking shaky but admissible evidence. *Adams* [v. Lab. Corp. of Am.], 760 F.3d [1322,] 1334 [11th Cir. 2014]." *Baan v. Columbia County*, 2015 WL 8114622, at *5 (Fla. 1st DCA Dec. 8, 2015) (citation and internal quotation marks omitted).

3. The Committee recommends that the Court not adopt the Daubert bill because that adoption would overburden the courts and impede the ability to prove cases on their merits.

This unfunded legislative mandate imposes time, fiscal, and resource burdens on trial (criminal and civil) and appellate courts of Florida.

The *Daubert* procedure addresses all expert testimony, not just that based on new and novel science. *Kumho Tire Co. v. Carmichael*, 526 U.S. 137, 147–49 (1999); Fed. R. Evid. 702. Because the *Daubert* inquiry is designed to cover more areas, with a multi-factorial analysis, the areas subject to challenge are greatly expanded and the hearings are more time-consuming and demanding. Thus, parties in federal cases governed by *Daubert* may, and frequently do, move to strike all the experts offered by the other side. *See*, *e.g.*, *Hendrix v. Evenflo Co.*, *Inc.*, 255 F.R.D. 568, 575 n.4 (N.D. Fla. 2009) (54-page *Daubert* opinion on twelve experts where the record "was voluminous, filling 23 binders ... comprising literally thousands of pages"). Indeed, federal courts commonly must conduct multi-day *Daubert* hearings at substantial cost in time and money. *See*, *e.g.*, *Finestone v. Florida Power & Light Co.*, No. 03–14040–CIV, 2006 WL 267330, at *4 (S.D. Fla. Jan. 6, 2006) (four-day *Daubert* hearing); *Allapattah Servs.*, *Inc. v. Exxon Corp.*, 61 F.Supp.2d 1335, 1336, 1341 n.10 (S.D. Fla. 1999) ("an extensive Daubert hearing over six days").

The need to schedule and conduct these hearings, and then write lengthy *Daubert* opinions, delays justice and consumes scarce judicial resources. In an era of restricted funding for Florida courts, expenses and resource use are real concerns. The additional burden even extends to appellate courts. In the federal courts, only a trial judge's abuse of discretion can produce a reversal after long, complex, tedious *Daubert* proceedings. *General Electric Co. v. Joiner*, 522 U.S. 136, 146 (1997) ("We hold, therefore, that abuse of discretion is the proper standard by which to review a district court's decision to admit or exclude scientific evidence."); *accord Kumho Tire Co.*, 526 U.S. at 141–42. To the contrary, after long, complex, tedious *Daubert* proceedings, Florida appellate courts would review *de novo*:

We specifically note that the appropriate standard of review of a Frye issue is de novo. Thus, an appellate court reviews a trial court's ruling as a matter of law rather than under an abuse-of-discretion standard.

Hadden, supra, 690 So. 2d at 579 (citations and footnote omitted).

Florida's judges have not been provided the level of resources and time available to their federal counterparts. The impact of *Daubert* procedures in Florida state courts would only worsen this disparity.

Litigants in all kinds of cases also bear an increased burden. Having to provide a lengthy expert report or answers to interrogatories, then have an expert witness prepare to testify in a deposition and a *Daubert* hearing, then defend a *Daubert* motion, all with the hope of being allowed to do it all over again in trial, is very expensive. *Daubert* "represents another procedural obstacle, another motion, another hearing, and another potential issue on appeal, all causing more delay and expense." Arthur R. Miller, *Simplified Pleading, Meaningful Days in Court, and Trials on the Merits: Reflections on the Deformation of Federal Procedure*, 88 N.Y.U. L. Rev. 286, 313–14 (Apr. 2013).

During CREC discussions, concerns were raised that litigation offering expert testimony under *Daubert* increases litigation costs, a prospect that only wealthy litigants can bear. Family and juvenile cases were raised as an example, since these cases often involve parties with lesser financial capabilities who must somehow participate in *Daubert* hearings or surrender their rights on the merits due to a lack of resources to fund these evidentiary fights. Contingency cases were mentioned as another example, in cases where some litigants will be unable to find counsel to represent them due to increased expenses associated with the use of

experts. A final example was presented in hourly rate cases when many litigants may be unable to afford to pursue the merits of their claims because of the expense of *Daubert* hearings guaranteed to come.

4. The Court should not adopt the Daubert bill because the legislation produces an unworkable standard that produces arbitrary and unintended results.

The leading treatise on federal civil procedure, *Federal Practice and Procedure*, described the standard as unworkable. Wright & Graham, *Federal Practice and Procedure: Evidence* §5168.1 (2011). The treatise suggested that flexible tests as announced in *Daubert* would produce arbitrary results. *Id*.

Additionally, the *Daubert* standard may lead to inconsistent results. In his *Daubert* dissent, Chief Justice William Rehnquist expressed a concern that courts would be unable to implement the *Daubert* standard because judges lack the necessary scientific training. He noted that *Daubert* would incorrectly impose on judges "the obligation [and] the authority to become amateur scientists." *Daubert v. Merrell Dow Pharmaceuticals, Inc.*, 509 U.S. 579, 600–01 (1993). Referring to his colleagues, he wrote that "our reach can so easily exceed our grasp." *Id.* Anticipating the certain eventual inconsistency among courts, he added: "[Q]uestions will surely arise when hundreds of district judges try to apply its teaching...." *Id.* at 600.

However, to accommodate the inevitable, in the next *Daubert* case Chief Justice Rehnquist adopted a liberal standard of review intended to ease the *Daubert* burden imposed on federal district judges. "Cases arise where it is very much a matter of discretion with the court whether to receive or exclude the evidence; but the appellate court will not reverse in such a case, unless the ruling is manifestly erroneous." *General Electric Co.*, 522 U.S. at 142.

Federal litigation is worlds apart from what Florida trial judges face day in and day out — ever-expanding dockets in every kind of case with ever-in-doubt resources to handle cases usually involving at least some parties with limited finances. Those cases involve expert witnesses too.

Another problem with the *Daubert* bill is that the Legislature stated its intent to bring Florida in line with the Federal Rules of Evidence after *Daubert*, it did not address one of the key Federal-Florida differences that would persist if the *Daubert* procedure were to become part of Florida's Rules of Evidence. Since their adoption, the Federal Rules of Evidence have allowed, as an exception to the hearsay rule, the use of statements in learned treatises as substantive evidence. Fed.

R. Evid. 803(18). But, for reasons unexplained, Chapter 2013-107, Laws of Florida, failed to address Florida's statutory and judicial rejection of the use of such statements "as substantive evidence since the treatise would be hearsay if offered as substantive evidence." *Donshik v. Sherman*, 861 So. 2d 53, 56 (Fla. 3d DCA 2003); *Green v. Goldberg*, 630 So. 2d 606, 609 (Fla. 4th DCA 1993). The Legislature may have thought the amendments to sections 90.702 and 90.704, Florida Statutes, would operate to bring Florida expert witness testimony procedure in line with the Federal Rules of Evidence, but they do not.

5. Conclusion

The Legislature's enactment of Chapter 2013-107, Laws of Florida, encounters the constitutional authority of the Florida Supreme Court with respect to rules of procedure. As the statute is procedural, the Legislature's attempt to abolish the *Frye* standard, a settled procedure adopted by the Supreme Court three decades ago and consistently adhered to, and the legislative decision to impose on courts the complications and complexities of the *Daubert* evidentiary procedure, must be tested with respect to the Florida Supreme Court's exclusive constitutional authority over practice and procedure in the court system. Further, the Legislature's stated intent to overrule *Marsh* and cast aside pure opinion testimony, a long-established procedure for admitting expert witness opinion testimony, faces not only the Court's exclusive constitutional rule-making authority, but also, and even more fundamentally, the constitutional right to trial by jury.

As previously discussed, CREC published its recommendation that the Court decline to adopt Chapter 2013-107, sections 1 and 2, Laws of Florida, to the extent it is procedural in the July 15, 2015, edition of The Florida Bar *News*. In regard to its recommendation regarding sections 90.702 and 90.704, Florida Statutes, CREC received 81 comments in support of CREC's recommendation to maintain the *Frye* standard (*see* Appendix C - 1-C - 91) and 29 comments in opposition of CREC's recommendation to not adopt the *Daubert* standard (*see* Appendix C - 92-C - 479). Many of the comments, though singularly filed, represented the viewpoints of multiple practitioners within the commenting law firm or organization.

CREC appreciates the volume of interest and expresses its appreciation for the comments submitted. Upon reviewing all of the comments, CREC determined that none of the comments contained any substantive arguments that had not already been considered by CREC in reaching its recommendation. Based on that determination, CREC concluded that there was no need to re-vote the matter.

Thus, the Code and Rules of Evidence Committee recommends that the Court not adopt Chapter 2013-107, sections 1 and 2, Laws of Florida, to the extent it is procedural.

SEC. 766.102 MEDICAL NEGLIGENCE; STANDARDS OF RECOVERY; EXPERT WITNESS

The evidentiary standard governing the admission of expert witness testimony in medical malpractice cases as amended by Chapter 2013-108, section 2, Laws of Florida (*see* Appendix G), should not be adopted to the extent it is procedural. This recommendation was approved by CREC by a 24-0-1 vote. The Board of Governors concurred in this recommendation by a 37-0 vote.

Upon review of Chapter 2013-108, section 2, Laws of Florida, CREC concluded that the amendments to section 766.102, Florida Statutes, appear to restrict section 90.702, Florida Statutes, which generally governs the admission of expert witness testimony. Because the amendments are procedural or contain procedural aspects, CREC concluded that it should analyze the legislation and provide a recommendation to the Florida Supreme Court on whether a rule amendment is warranted. The legislative amendments to section 766.102, Florida Statutes, read:

- (5) A person may not give expert testimony concerning the prevailing professional standard of care unless the person is a health care provider who holds an active and valid license and conducts a complete review of the pertinent medical records and meets the following criteria:
- (a) If the health care provider against whom or on whose behalf the testimony is offered is a specialist, the expert witness must:
- 1. Specialize in the same specialty as the health care provider against whom or on whose behalf the testimony is offered; or specialize in a similar specialty that includes the evaluation, diagnosis, or treatment of the medical condition that is the subject of the claim and have the prior experience treating similar patients; and
- 2. Have devoted professional time during the 3 years immediately preceding the date of the occurrence that is the basis for the action to:
- a. The active clinical practice of, or consulting with respect to, the same or similar specialty that includes the evaluation,

diagnosis, or treatment of the medical condition that is the subject of the claim and have prior experience treating similar patients;

- b. Instruction of students in an accredited health professional school or accredited residency or clinical research program in the same or similar specialty; or
- c. A clinical research program that is affiliated with an accredited health professional school or accredited residency or clinical research program in the same or similar specialty.
- (14) This section does not limit the power of the trial court to disqualify or qualify an expert witness on grounds other than the qualifications in this section.

These amendments provide that an expert witness may give standard-of-care testimony in a medical malpractice case only if the expert witness and the defendant have the same specialty, even if that expert is otherwise qualified.

Chapter 2013-108, section 2, Laws of Florida ("Same Specialty Amendment"), appears to be in large part procedural in nature because it regulates "the course, form, manner, means, method, mode, order, process or steps by which a [medical malpractice litigant] enforces substantive rights." *Massey v. David*, 979 So. 2d 931, 937 (Fla. 2008) (emphasis removed and quoting *Haven Fed. Sav. & Loan Ass'n v. Kirian*, 579 So. 2d 730, 732 (Fla. 1991)).

Based on a unanimous decision that this issue was of significant importance, CREC prepared an out-of-cycle report. This report was submitted to the Court on May 28, 2015. In a letter dated June 19, 2015, the Clerk of the Court instructed CREC to include its recommendation in this regularly scheduled Three-Year Cycle Report.

CREC now offers the following reasoning to support its recommendation that the Court not adopt the amendment to section 766.102, Florida Statutes, and its apparent limitation of section 90.702, Florida Statutes, to the extent it is procedural:

Before the Same Specialty Amendment, section 766.102, Florida Statutes, read, in part:

766.102 Medical negligence; standards of recovery; expert witness.

- (5) A person may not give expert testimony concerning the prevailing professional standard of care unless the person is a health care provider who holds an active and valid license and conducts a complete review of the pertinent medical records and meets the following criteria:
- (a) If the health care provider against whom or on whose behalf the testimony is offered is a specialist, the expert witness must:
- 1. Specialize in the same specialty as the health care provider against whom or on whose behalf the testimony is offered; or specialize in a similar specialty that includes the evaluation, diagnosis, or treatment of the medical condition that is the subject of the claim and have prior experience treating similar patients; and
- 2. Have devoted professional time during the 3 years immediately preceding the date of the occurrence that is the basis for the action to:
- a. The active clinical practice of, or consulting with respect to, the same or similar specialty that includes the evaluation, diagnosis, or treatment of the medical condition that is the subject of the claim and have prior experience treating similar patients;
- b. Instruction of students in an accredited health professional school or accredited residency or clinical research program in the same or similar specialty; or
- c. A clinical research program that is affiliated with an accredited health professional school or accredited residency or clinical research program in the same or similar specialty.

Fla. Stat. § 766.102 (2012), and allowed expert witnesses qualified under section 90.702, Florida Statutes, to opine regarding the standard of care applicable to healthcare providers whose specialty was the same or similar to the expert's.

Moreover, as explained in *Weiss v. Pratt*, 53 So. 3d 395 (Fla. 4th DCA 2011), expert witnesses qualified under section 90.702, Florida Statutes, could offer opinions even if they did not have the same or a similar specialty, provided the expert had sufficient experience. In that case, a football player sued an orthopedic surgeon who, while serving as a team physician, provided non-specialized treatment to that player during the game. *Id.* at 401. The court found

that an emergency room physician was qualified to provide standard of care testimony based on the facts of the case. *Id.* The court further said:

It would certainly be easier to require the precise area of specialization, but then that requirement might devolve into subspecialty, sub-sub-specialty until there was no one with the same sub-sub-sub-specialty. The statute as written allows for sufficient expertise to ensure fairness. It does that by requiring either the same specialty or an expert with sufficient expertise to qualify.

Id.

Due to the Same Specialty Amendment, section 766.102, Florida Statutes, restricts standard of care testimony regardless of the testimony's admissibility under section 90.702, Florida Statutes. Now, an expert witness may opine regarding the standard of care applicable to only a healthcare provider whose specialty is the same as the expert's.

On June 27, 2014, with 25 voting members present, CREC voted by acclamation (except for one abstention) to recommend against adoption of the Same Specialty Amendment to the extent it is procedural. CREC reasoned as follows:

CREC believes that the Same Specialty Amendment contradicts longstanding law that allowed qualified experts to testify on matters that would aid the jury pursuant to section 90.702, Florida Statutes. Before the amendment, section 766.102(5), Florida Statutes, did not limit the power of a trial court to disqualify or qualify an expert witness on grounds other than specialization in the same or similar specialty. During discussions of CREC, the following examples were presented as problematic: a neurosurgeon could testify as to the standard of care applicable to an orthopedic surgeon regarding performance of procedures routinely performed by both specialties; or an internist could testify as to the standard of care applicable to a family medicine practitioner regarding treatment routinely provided by both specialties for the same conditions. In other words, qualified experts could testify as to standard of care. To support CREC's position, CREC points out that section 766.102(14), Florida Statutes, before the Same Specialty Amendment, specifically preserved a court's authority to admit expert testimony pursuant to section 90.702, Florida Statutes: "This section does not limit the power of the trial court to disqualify or qualify an expert witness on grounds other than the qualifications in this section."

CREC observes that the Same Specialty Amendment effectively removes this language. The Same Specialty Amendment removes the trial court's authority to apply section 90.702, Florida Statutes, where the otherwise qualified expert does not share the defendant's specialty. It is CREC's opinion that this amendment imposes a bright-line rule undermining the discretion section 90.702, Florida Statutes, gives judges to allow otherwise qualified expert witnesses to testify. The amendment prevents the trial court from allowing testimony even if the court finds that the expert is clearly qualified on grounds other than training and experience in the same specialty as the defendant. CREC is concerned that this statute will force a trial court, in medical malpractice cases only, to disregard the well-established rule that experts with appropriate knowledge, skill, experience, training, or education may provide testimony which assists the trier of fact in understanding the evidence or determining a fact in issue.

An additional concern is that the Same Specialty Amendment will unfairly prejudice the ability of medical malpractice litigants to retain qualified medical experts. Similar providers will not be able to provide standard of care testimony. Regardless of the type of treatment or condition at issue, or what types of physicians routinely provide identical treatment for the condition, the parties are bound by the defendant's specialty. This is true even when practitioners of the defendant's specialty do not typically treat the subject condition.

The Court recently declined to adopt other legislative changes to chapter 766 that limited medical malpractice litigants' ability to retain qualified expert witnesses. *In re Amendments to the Fla. Evidence Code*, 144 So. 3d 536, 537 (Fla. 2014) (declining to adopt chapter 2011-233, section 10, Laws of Florida). That legislation, by creating section 766.102(12), Florida Statutes, precludes standard of care testimony in medical malpractice cases unless the testifying expert is licensed as a practitioner by the State of Florida or obtains a witness certificate. The Court declined to adopt this requirement, citing concerns that "the provision is unconstitutional, would have a chilling effect on the ability to obtain expert witnesses, and is prejudicial to the administration of justice." *In re Amendments to the Fla. Evidence Code*, 144 So. 3d at 537. For those same reasons, the Court should decline to adopt the Same Specialty Amendment to the same statute.

As previously discussed, CREC published its recommendation that the Court decline to adopt Chapter 2013-108, section 2, Laws of Florida, to the extent it is procedural in the July 15, 2015, edition of The Florida Bar *News*. In regard to its recommendation regarding section 766.102, Florida Statutes, CREC received a comment from Attorney Sara Courtney Baigorri and a comment from Attorney

Chris Limberopoulos. See Appendix C - 480-C - 482. Both comments expressed support of CREC's recommendation and CREC would like to express its appreciation for their comments

The Code and Rules of Evidence Committee thus respectfully recommends that the Court decline to adopt Chapter 2013-108, section 2, Laws of Florida, to the extent it is procedural.

SEC. 90.803 HEARSAY EXCEPTIONS; AVAILABILITY OF DECLARANT IMMATERIAL

The hearsay exception relating to reports of abuse by elderly or disabled adults as amended by Chapter 2014-200, section 1, Laws of Florida (*see* Appendix H), and codified at section 90.803(24), Florida Statutes, should be adopted to the extent it is procedural. This recommendation was approved by CREC by a 24-1-0 vote. The Board of Governors concurred in this recommendation by a 37-0 vote.

Chapter 2014-200, Laws of Florida, specifically amends section 90.803(24), Florida Statutes, removing the allowance of admitting nontestimonial statements where the witness testifies. The legislative amendments to section 90.803(24), Florida Statutes, read:

(24) Hearsay exception; statement of elderly person or disabled adult.

- (a) Unless the source of information or the method or circumstances by which the statement is reported indicates a lack of trustworthiness, an out-of-court statement made by an elderly person or disabled adult, as defined in s. 825.101, describing any act of abuse or neglect, any act of exploitation, the offense of battery or aggravated battery or assault or aggravated assault or sexual battery, or any other violent act on the declarant elderly person or disabled adult, not otherwise admissible, is admissible in evidence in any civil or criminal proceeding if:
- 1. The court finds in a hearing conducted outside the presence of the jury that the time, content, and circumstances of the statement provide sufficient safeguards of reliability. In making its determination, the court may consider the mental and physical age and maturity of the elderly person or disabled adult, the nature and duration of the abuse or offense, the relationship of the victim to the offender, the reliability of the assertion, the reliability of the elderly person or disabled adult, and any other factor deemed appropriate; and

2. The elderly person or disabled adult either:

a. Testifies; or

b.—is unavailable as a witness, provided that there is corroborative evidence of the abuse or offense. Unavailability shall include a finding by the court that the elderly person's or disabled adult's participation in the trial or proceeding would result in a substantial likelihood of severe emotional, mental, or physical harm, in addition to findings pursuant to s. 90.804(1).

- (b) In a criminal action, the defendant shall be notified no later than 10 days before the trial that a statement which qualifies as a hearsay exception pursuant to this subsection will be offered as evidence at trial. The notice shall include a written statement of the content of the elderly person's or disabled adult's statement, the time at which the statement was made, the circumstances surrounding the statement which indicate its reliability, and such other particulars as necessary to provide full disclosure of the statement.
- (c) The court shall make specific findings of fact, on the record, as to the basis for its ruling under this subsection.

In analyzing Chapter 2014-200, section 1, Laws of Florida, CREC reviewed the legislative staff analysis to determine the legislative intent of the amendment. According to the staff analysis, the 2014 amendment is meant to conform the hearsay exception to *State v. Hosty*, 944 So. 2d 255 (Fla. 2006), and to the U.S. Supreme Court's opinion in *Crawford v. Washington*, 541 U.S. 36 (2004).

In *Crawford*, the U.S. Supreme Court held that both unavailability and a prior opportunity for cross-examination are required to admit testimonial statements in criminal cases by specifically stating that "[w]here testimonial evidence is at issue, ...the Sixth Amendment demands what the common law required: unavailability and a prior opportunity for cross-examination.

In *Hosty*, consistent with *Crawford*, this Court said that even where the witness is unavailable, testimonial statements are not admissible if there is no opportunity for prior cross-examination. This Court further held that the preamendment exception violated the Confrontation Clause as applied to *testimonial* statements by a mentally disabled adult. The court deemed the exception constitutional as applied to *nontestimonial* statements by a mentally disabled adult. The Court said nontestimonial statements by a disabled adult "are admissible"

provided that the State establishes a proper factual predicate, as explained above, and that the witness *either testifies or is unavailable* in accordance with the statute." *Id.* at 267 (emphasis added). Thus, *Hosty* explicitly approved admission of nontestimonial statements where the witness testifies.

The legislative staff analysis recognizes that, in *Hosty*, this Court held that the Confrontation Clause requires the declarant to be unavailable for testimonial hearsay statements to be admissible. However, the analysis does not mention that *Hosty* approved admission of nontestimonial statements where the witness testifies. The analysis also does not mention the amendment's application in civil cases.

CREC's review of Chapter 2014-200, section 1, Laws of Florida, and the corresponding legislative staff analysis, leads it to conclude that the analysis is correct, but that it may be incomplete and the resulting amendment overreaching. The amended statute would remain unconstitutional as to testimonial statements in criminal cases where there has been no opportunity for prior cross-examination while it eliminates (potentially) constitutionally permissible application to nontestimonial statements in the criminal context and all applicable statements in civil cases.

Despite these observations, CREC observes that the requirement for prior cross-examination as to testimonial statements still applies as a matter of law, so the amendment's elimination of the testifying language is appropriate in this context. Additionally, although the governing law requires an opportunity for cross-examination, omission of that requirement is appropriate because case law imposes it regarding testimonial statements while it is not required as to nontestimonial statements in criminal cases or any such statements in civil cases.

The Code and Rules of Evidence Committee thus respectfully recommends that the Court adopt Chapter 2014-200, section 1, Laws of Florida, as a Rule of Evidence to the extent it is procedural.

WHEREFORE, the undersigned respectfully requests that the Court not adopt sections 90.702, 90.704, and 766.102, Florida Statutes, to the extent they are procedural, and to adopt section 90.803(24), Florida Statutes, to the extent it is procedural.

Respectfully submitted on February 1, 2016.

/s/ Peter Anthony Sartes, II /s/ John F. Harkness, Jr.

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CERTIFICATE OF COMPLIANCE

I certify that these rules and forms have been read against West's *Florida Rules of Court, Vol. I — State* (2015 revised edition).

I certify that this report meets the font requirements of *Fla. R. App. P.* 9.120(a)(2).

/s/ Gregory A. Zhelesnik

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