



**RECOMMENDATIONS OF THE COMMITTEE
ON JURY SELECTION**

MARCH 2018

Table of Contents

Preface4

I. The Supreme Court Should Review Iowa Code Chapter 607A, Specifically the Sections Concerning Minimum Juror Qualifications and Juror Service7

II. The Supreme Court Should Make the Master Jury List Available For the Public to Review, and a Citizen May Review the Master List to Determine if His or Her Name is on the List9

III. The Office of the State Court Administrator Should Seek Additional Comprehensive Source Lists to be Used When Compiling the Master Jury List 10

IV. The Supreme Court Should Define the Roles and Responsibilities of the Jury Manager Including, But Not Limited To, the Relationship of the Jury Manager With the Office of the State Court Administration..... 12

V. The Supreme Court, Through the Office of the State Court Administrator, Should Produce an Annual Plan Documenting the Policies and Procedures That All Iowa Counties Must Follow 13

VI. The Supreme Court Should (1) Review Rule 2.18(5) of the Rules of Criminal Procedure (Juries: Challenges For Cause), and (2) Establish Training for Judges on Challenges for Cause 14

VII. The Supreme Court Should (1) Reduce the Number of Peremptory Strikes Provided For in Rule 2.18(9) of the Rules of Criminal Procedure (Juries: Strikes), and (2) Establish Training for Judges on *Batson* and *Wheeler* Challenges, Courtroom Management, and Rehabilitation of Jurors 16

VIII. The Supreme Court Should Develop a Comprehensive Review of Methods to Reduce Implicit Bias in Jury Selection and Throughout the Course of the Trial 18

IX. The Office of the State Court Administrator Should (1) Develop a New Process for Notifying Jurors of Their Duty to Serve, and (2) Create a Jury Portal on the Website, Which Should Include an E-Juror Questionnaire and Information About Jury Duty. The Office of the State Court Administrator May Task an Implementation Committee to Assist in Developing the Questionnaires and Materials on the Portal..... 19

X. The Supreme Court Should Ensure That Judges Have the Ability to Move the Venue of a Trial on Their Own Accord in Exceptional Circumstances 21

XI. The Supreme Court Should Ensure that as Much Comprehensive Jury Data as Possible—From Pools to Panels to Tracking Strikes in Voir Dire—is Maintained and Available to the Public, as Necessary, While Ensuring the Protection of Personal Information and the Safety of Jurors 22

XII. The Supreme Court Should (1) Develop Uniform Policies and Procedures for Failure to Appear (“FTA”) Situations, (2) Determine if Applicable Penalties Will Increase Appearance Rates, and (3) Develop a Standard Practice for Undeliverables..... 23

XIII. The Supreme Court Should Establish a Public Awareness Campaign to Highlight the Importance of the Civic Duty of Jury Service 26

Preface

On October 5, 2017, the Iowa Supreme Court ordered the appointment of a committee to review the process on the selection of jury pools and jurors in Iowa. The court appointed the Committee on Jury Selection to ensure the makeup of jury pools and jurors represent a fair cross-section of the community.

A fair and effective jury system ensures that jury pools result in a reasonable reflection of community demographic characteristics and a “jury of one’s peers.” The Sixth Amendment of the United States Constitution and article I, section 10 of the Iowa Constitution entitle defendants to a jury pool that represents a fair cross-section of the community.

The United States Supreme Court has reemphasized the principle “that discrimination on the basis of race, ‘odious in all aspects, is especially pernicious in the administration of justice.’” *Pena-Rodriguez v. Colorado*, 137 S. Ct. 855, 868 (2017). Like the Iowa Supreme Court did in *State v. Plain*, 898 N.W.2d 801 (Iowa 2017), the Supreme Court recognized

[t]he jury is to be a “criminal defendant’s fundamental ‘protection of life and liberty against race or color prejudice.’” Permitting racial prejudice in the jury system damages “both the fact and the perception” of the jury’s role as “a vital check against the wrongful exercise of power by the State.”

Pena-Rodriguez v. Colorado, 137 S. Ct. at 868 (citations omitted). The Supreme Court has fashioned two recent decisions that directly and indirectly strengthen protections against racial discrimination in the selection of jurors, and both necessarily enhance the defendant’s right to a jury that reflects a fair cross-section of the community.

In *Foster v. Chatmam*, 136 S. Ct. 1737, 1747–55 (2016), the Supreme Court required trial courts to engage in a searching inquiry of the prosecutor’s stated justifications for striking jurors of color, requiring a comparative juror

analysis to determine whether the stated race-neutral reasons for striking black jurors were in fact even-handedly applied to white jurors.

In *Pena-Rodriguez*, the Court held a juror's racially biased comments during deliberations if reflected in his or her vote can require the trial court to overturn a jury verdict. 137 S. Ct. at 869. *Pena-Rodriguez* necessarily requires trial judges to be more attentive to disqualification for cause of prospective jurors whose racial bias has become apparent during voir dire questioning.

In *Plain*, 898 N.W.2d at 821, the Iowa Supreme Court noted,

A jury that represents a fair cross-section of the community enables “the commonsense judgment of community [to serve] as a hedge against the overzealous or mistaken prosecutor and in preference to the professional or perhaps overconditioned or biased response of a judge.” It helps legitimize the legal system and is “critical to public confidence in the fairness of the criminal justice system.” Finally, it encourages civic participation through the shared administration of justice.

To ensure the makeup of jury pools and jurors represent a fair cross-section of the community, the Iowa Supreme Court appointed the following persons to serve on the Committee on Jury Selection:

Honorable David S. Wiggins, Justice of the Iowa Supreme Court,
Chair
Honorable Marlita Greve
Senator Dan Dawson
Senator Janet Petersen
Representative Ashley Hinson
Representative Helen Miller
Dedric Doolin
Russell Lovell
Brian Williams
Kent Simmons
Todd Nuccio
Billie Treloar

Paula Hannaford Agor, the Director of the Center for Jury Studies, National Center for State Courts (hereinafter “NCSC”), contributed to committee discussions and in the development of the committee

recommendations. The committee thanks Paula for her time and expertise on jury system management. The committee also thanks Sydney Gangestad for her work as the committee's reporter.

After thoughtfully reviewing and considering the statutes and rules of Iowa concerning the selection of jurors, taking into account current procedures and policies used throughout the state, and evaluating the advancement of technology on the jury-selection process, the committee developed recommendations to ensure the makeup of jury pools in Iowa represent a fair cross-section of the community. The Committee on Jury Selection respectfully submits the following recommendations¹ to the court for its review.

¹ After each recommendation the sources to review are listed. These sources are hyperlinked.

I. The Supreme Court Should Review Iowa Code Chapter 607A, Specifically the Sections Concerning Minimum Juror Qualifications and Juror Service.

Committee Comment

Citizens have a constitutional right to jury duty. Jury duty is both a civic responsibility and an obligation of all qualified citizens. The court should extend the privileges and responsibilities of jury service to as broad a segment of the population as is possible. The court should review eligibility requirements to determine if they adversely affect the inclusiveness of the jury-selection process. The court's goals should be as follows:

Reduce the terms of jury service

- (1) Lessen the inconvenience to citizens of serving as jurors;
- (2) Broaden citizen participation in the jury system;
- (3) Distribute the responsibility for participation in the jury system among the qualified population in as fair a manner as possible; and,
- (4) Increase the efficiency and effectiveness of district court activity. Each county has its own unique circumstances, but a term of one week/one trial, or less, should be the goal in every county.

Review jury fees

Fees should be high enough so people will serve. Other states have recognized there is a relationship among the amount of juror fees, the proportion of citizens who are excused for financial hardship, and minority representation in the jury pool. Other states have also changed the structure of payment to a graduated rate based on length of service instead of a flat rate regardless of the number of days served.

Review standards for excuses

A liberal deferral policy should be employed to reduce the number of outright excusals. Potential jurors should be able to reschedule their service once without any questions asked. Excusals should only be for statutory allowable reasons. Application of the deferral and excusal policy should be uniform throughout the state. The office of the State Court Administration

(SCA) should publish clear and objective criteria on how jurors may demonstrate financial or medical hardship and guidelines for rescheduling service more than once.

Develop a juror handbook

Develop a handbook explaining the trial process, and juror rights and responsibilities. The SCA should produce an electronic handbook outlining the role of jurors in the adjudicative process, their duties and responsibilities, and other information relevant to their service.

Sources to Review

American Bar Association (hereinafter “ABA”) Principles for Juries and Jury Trials

Iowa Code § 607A

NCSC Jury Managers’ Toolbox Series

II. The Supreme Court Should Make the Master Jury List Available For the Public to Review, and a Citizen May Review the Master List to Determine if His or Her Name is on the List.

Committee Comment

In the past decade, the supreme court has gone to great lengths to make the Iowa court system more transparent. Information about jury management and the jury-selection process is not common knowledge among the public. Providing the public with access to the master list, coupled with information about how the master list is compiled, will continue the court's goal for greater transparency.

The office of the state court administrator ("SCA") should determine whether public inquiries may be done by querying a name or by scanning a static list. If a citizen believes the absence of a name is in error, the SCA's reference site should provide a mechanism to inquire about the potential error. This change may require amendment of Iowa Code 607A.4(2) and 607A.25. The office of the SCA should review all inquiries and provide an explanation for the absence of a name. If the office of the SCA determines it omitted a name in error, it should add the name to the master list.

Sources to review

M. R. S. § 1252-A. Source List

NCSC: Jury Manager's Toolbox, Characteristics of an Effective Master List

III. The Office of the State Court Administrator Should Seek Additional Comprehensive Source Lists to be Used When Compiling the Master Jury List.

Committee Comment

The office of the SCA does not have control over individual source lists, e.g., whether an individual chooses to register to vote or to receive a license or a state identification through the Iowa Department of Transportation. However, the office of the SCA does have control over what source lists are used to compile a master jury list.

Iowa Code section 607A.22 requires the office of the SCA to utilize the current voter registration list, the current motor vehicle operators list, and the nonoperators identification list. This section also allows the use of any other current comprehensive lists of persons residing in the county which the state court administrator or the jury manager deems useable for the purpose of a juror source list. Statutory authority exists for the state court administrator or the jury manager to receive those lists from applicable state and local government officials, upon request, at no cost.

The National Center for State Courts recommends that the master jury list should encompass 85% of the total adult population. The inclusiveness of the master list directly increases with the use of multiple source lists. Voters, licensed drivers, and state ID holders as required in Iowa are the most common combination. Other lists most commonly used are income tax filers and persons receiving unemployment compensation. Although not always yielding significant increases in the overall number of eligible jurors, income tax and unemployment lists have been shown to contain more accurate juror addresses. As such, we recommend the office of the SCA to incorporate an Iowa Department of Revenue source list as part of the master jury list. The

office of the SCA should also inquire as to whether lists from housing authorities and the Child Support Recovery Unit may be added as source lists.

Sources to Review

ABA: Principles for Juries and Jury Trials, Principle 2—Citizens Have the Right to Participate in Jury Service and Their Service Should be Facilitated

G.T. Munsterman and Paula L. Hannaford-Agor, Research Division NCSC, The Promise And Challenges Of Jury System Technology (2003)

NCSC: Jury Manager's Toolbox, Characteristics of an Effective Master List

IV. The Supreme Court Should Define the Roles and Responsibilities of the Jury Manager Including, But Not Limited To, the Relationship of the Jury Manager With the Office of the State Court Administration.

Committee Comment

The jury manager should follow the policies and procedures as set forth by the office of the SCA for the summoning, qualification, orientation, utilization, and payment of jurors. Jury managers should only use standardized forms and materials developed by the office of the SCA and follow all state-level protocols for the capturing and entering of data into the jury-management application.

Sources to Review

NCSC Jury Managers' Toolbox Series

State of North Carolina, County of Mecklenburg: Jury Commission Report (2017)

V. The Supreme Court, Through the Office of the State Court Administrator, Should Produce an Annual Plan Documenting the Policies and Procedures That All Iowa Counties Must Follow.

Committee Comment

To ensure transparency, uniformity, and accountability, the office of the SCA should prepare an annual plan documenting the policies and procedures that jury managers throughout the state must follow for the administration of jury operations in each county. The chief judge and the jury manager for each judicial district should certify they have read and will comply with all provisions set forth within the plan. The chief judge shall note any deviations needed to address special local circumstances and communicate any circumstances to the SCA for approval and counter signature. The office of the SCA and each district court should maintain a copy of the report and make it available for inspection upon request.

Sources to Review

NCSC Jury Managers' Toolbox Series

State of North Carolina, County of Mecklenburg: Jury Commission Report (2017)

VI. The Supreme Court Should (1) Review Rule 2.18(5) of the Rules of Criminal Procedure (Juries: Challenges For Cause), and (2) Establish Training for Judges on Challenges for Cause.

Committee Comment

Voir dire is the process the court and counsel uses to select a jury. A properly conducted voir dire is crucial to a fair trial. A properly conducted voir dire also promotes respect among litigants and the public for the jury's decision. Recommendations VI and VII relate to voir dire procedures.

Too often courts will not allow a challenge for cause when it should be granted. More often courts attempt to rehabilitate a juror rather than allow a challenge for cause. Courts do this because a party has peremptory challenges. Judges should be more willing to allow challenges for cause and not rely on a party using its peremptory challenge to take care of a problem juror. The court should review Rule 2.18(9) of the Iowa Rules of Criminal Procedure, and evaluate the policy and management of challenges for cause. If feasible, the court should develop consistent standards on ruling on challenges for cause.

The judicial education department should establish a curriculum that promotes judicial officer education on juror treatment and on conducting trials, in particular the jury-selection process. A stand-alone education program focused on jury selection provides judges with the knowledge, techniques, and control that are necessary to make the process fairer for the parties and efficient for the jurors who are giving up their time for jury service. This program should include a segment on rulings on challenges for cause during jury selection.

Additionally, the judicial education department and the benchbook committee should develop guidelines and procedures for trial court judges on the process of jury selection in criminal and civil cases, which may include

sample prospective juror questionnaires, a voir dire checklist, and recommendations on trial management.

All strikes should be documented, and a record of the voir dire and the composition of the jury during the course of a trial should be maintained in a consistent manner throughout the state.

Sources to Review

ABA: Principles for Juries and Jury Trials, Principle 11—Courts Should Ensure That the Process Used to Empanel Jurors Effectively Serves the Goal of Assembling a Fair and Impartial Jury

California Administrative Office of the Courts Bench Handbook: Jury Management (2013)

Iowa R. Crim. P. 2.18

Iowa R. Civ. P. 1.915

NCSC: Building a Better Voir Dire Process (2008)

NCSC: Jury Trial Innovations 2d Ed. (2006)

William G. Childs, The Intersection of Peremptory Challenges, Challenges for Cause, and Harmless Error, 27 American J. Crim. Law 49 (1999)

VII. The Supreme Court Should (1) Reduce the Number of Peremptory Strikes Provided For in Rule 2.18(9) of the Rules of Criminal Procedure (Juries: Strikes), and (2) Establish Training for Judges on *Batson* and *Wheeler* Challenges, Courtroom Management, and Rehabilitation of Jurors.

Committee Comment

Advocates for discretionary or peremptory strikes contend they represent a source of public trust and confidence, and reflect a mechanism to ensure fairness for both sides in a legal proceeding. However, peremptory strikes, when exercised against minority jurors and particularly when such strikes result in an all-white jury, undermine citizen confidence in the jury system to be fair and impartial. *Batson v. Kentucky*, 476 U.S. 79, 106 S. Ct. 1712 (1986), and *People v. Wheeler*, 583 P.2d 748 (Cal. 1978), have prohibited discretionary or peremptory strikes that are racially motivated for more than thirty years. However, there is a national consensus that the procedural protections to implement *Batson* have proved ineffective because, rather than focusing on the defendant's right to a jury that reflects a fair cross-section of the community, courts have required proof that the strike was intentionally discriminatory. Courts have also failed to recognize that a strike based on implicit bias is just as invidious and has the same impact as a purposeful strike.

The committee has not arrived at a consensus on the proper number in different case types, nor as to whether the prosecution should have fewer strikes than the defense, as is done in the federal criminal system. The committee noted England has removed all peremptory strikes. Although initially there was trepidation in England when peremptory strikes were abolished, those fears have vanished.

If the court makes the decision to reduce the number of peremptory strikes, the commission emphasizes the need for judicial training and education on challenges for cause, as proposed in section VI.

Recommendations VI and VII are intrinsically linked because a reduction in the number of peremptory strikes would require improvements in the procedures used for determining challenges for cause.

The judicial education department should include a segment on *Batson* and *Wheeler* challenges, and the practical limits that *Pena-Rodriguez v. Colorado* places on judicial rehabilitation of jurors whose voir dire responses suggest racial bias.

Sources to Review

Batson v. Kentucky, 476 U.S. 79 (1986)

California Administrative office of the Courts Bench Handbook: Jury Management (2013)

Iowa R. Crim. P. 2.18

Iowa R. Civ. P. 1.915

Judge Mark Bennett, Unraveling the Gordian Knot of Implicit Bias in Jury Selection, 4 Harv. L. & Policy Rev. 149 (2010)

Morris B. Hoffman, Peremptory Challenges Should Be Abolished: A Trial Judge's Perspective, 64 U. Chi. L. Rev. 809 (1997)

Nancy S. Marder, Justice Stevens, the Peremptory Challenge, and the Jury, Fordham L. Rev. 1683 (2006)

NCSC: Building a Better Voir Dire Process (2008)

NCSC: Jury Trial Innovations 2d Ed. (2006)

People v. Wheeler, 22 Cal. 3d 258 (1978)

Symposium, *Batson* at Twenty-Five: Perspectives on the Landmark, Reflections on Its Legacy, 97 Iowa L. Rev. 1393-1744 (2012)

VIII. The Supreme Court Should Develop a Comprehensive Review of Methods to Reduce Implicit Bias in Jury Selection and Throughout the Course of the Trial.

Committee Comment

The Code of Judicial Conduct, Rule 51:2.3(C), states,

A judge shall require lawyers in proceedings before the court to refrain from manifesting bias or prejudice or engaging in harassment, based upon attributes including but not limited to race, sex, gender, religion, national origin, ethnicity, disability, age, sexual orientation, marital status, socioeconomic status, or political affiliation, against parties, witnesses, lawyers, or others.

Given the critical importance of exercising fairness and equality in the court system, attorneys, judges, and jurors should be aware of implicit stereotypes and implicit attitudes. The court should require all court personnel and attorneys to receive implicit bias training. Additionally, the judicial branch should provide educational material about implicit bias on the jury web page addressing the problem of implicit bias. The court should evaluate the use of specialized jury instructions tailored for reducing racial disparities in juror judgments.

Sources to Review

[ABA Achieving Impartial Jury \(AIJ\) Toolbox](#)

[ABA Implicit Bias Initiative, Toolbox](#)

[ABA Resolution 107](#)

[Jennifer K. Elek & Paula Hannaford-Agor, Can Explicit Instructions Reduce Expressions Of Implicit Bias? New Questions Following a Test Of A Specialized Jury Instruction \(NCSC 2014\)](#)

[Jennifer K. Elek & Paula Hannaford-Agor, Implicit Bias and the American Juror, 51 Court Review 116 \(NCSC\)](#)

[Jennifer K. Elek & Paula Hannaford-Agor, First, Do No Harm: On Addressing the Problem of Implicit Bias in Juror Decision Making, 49 Court Review 190 \(NCSC\)](#)

IX. The Office of the State Court Administrator Should (1) Develop a New Process for Notifying Jurors of Their Duty to Serve, and (2) Create a Jury Portal on the Website, Which Should Include an E-Juror Questionnaire and Information About Jury Duty. The Office of the State Court Administrator May Task an Implementation Committee to Assist in Developing the Questionnaires and Materials on the Portal.

Committee Comment

Changes to the mechanics of the summoning process are essential to help the public understand its jury duty obligation, respond to summonses properly, and perform the required duties. To minimize confusion and improve attendance rates, the office of the SCA should make modifications to the existing juror summons and questionnaire.

The office of the SCA should develop a new process for notifying jurors of their duty to serve and work with a jury technology vendor to create an updated noticing process. It is anticipated that potential jurors will receive notice of their service by postcard in lieu of an envelope containing a long-form summons. Each postcard will include a unique juror ID number and will direct individuals to a juror portal on our website to complete the juror questionnaire, receive instructions on where and how to report, and information on jury service. After logging in, prospective jurors complete a questionnaire, and the system then registers them as having responded. Prospective jurors without access to the internet may call the number on their postcards to request a hard copy of the questionnaire.

A field or question in the questionnaire should be included to give potential jurors with disabilities notice to request accommodations prior to their service date. Language about juror information privacy should be included on the juror portal. The office of the SCA should also include a section within the questionnaire that requires the prospective juror to provide

an email address or mobile phone number. This contact information should be used to send an email or text message reminder to the juror twenty-four to forty-eight hours in advance of their service date. The office of the SCA should consider tasking an implementation committee to help develop the questionnaire and materials on the juror portal.

The juror portal should provide comprehensive information and resources about jury service—e.g. dress code, court amenities, categories for disqualifications and excuse, and frequently asked questions. As noted previously, an electronic version of the juror handbook should be included on the juror portal. Additionally, the office of the SCA and the implementation committee should consider updating the juror orientation video and including it on the juror portal for jurors to review prior to reporting for jury service. The juror portal should also include a means to gather feedback from jurors about their jury service and the process.

In working with the jury technology vendor and Judicial Branch Information Technology, the office of the SCA should determine if the information included on the juror portal, including the questionnaire, can be accessed as a mobile application.

The process for noticing jurors about service, the content of the questionnaire and juror portal—and any existing applications—should be reviewed and updated on a regular basis.

Sources to Review

Current Iowa Jury questionnaire

Current Iowa E-Juror questionnaire

Jury Service Orientation Video—Maryland Courts

X. The Supreme Court Should Ensure That Judges Have the Ability to Move the Venue of a Trial on Their Own Accord in Exceptional Circumstances.

Committee Comment

A trial by one's peers is a fundamental principle of trial by jury. Some communities may not have the racial or ethnic population to ensure this fundamental principle. In these instances, on motion of the parties or *sua sponte*, courts should have the ability to change the venue of the trial or import jurors from other counties to ensure a jury pool that is reflective of the defendants' characteristics.

Sources to Review

Andy Hoffman, Change of Venue Granted in Murder Trial, The Hawk Eye (October 20, 2017)

Darryl K. Brown, The Role of Race in Jury Impartiality and Venue Transfers, 53 Md. L. Rev. 107 (1994)

North Carolina Defender Manual § 11.3 (Change of Venue) (Nov. 2008)

XI. The Supreme Court Should Ensure that as Much Comprehensive Jury Data as Possible—From Pools to Panels to Tracking Strikes in Voir Dire—is Maintained and Available to the Public, as Necessary, While Ensuring the Protection of Personal Information and the Safety of Jurors.

Committee Comment

The office of the SCA should work with the jury technology vendor to determine capabilities of the jury management software as it relates to tracking data elements. Any jury management software implemented should track all data elements needed to measure performance and comply with the JTC Jury Management System Requirements Adopted Standards. As much comprehensive jury data as possible should be maintained.

In *Plain*, the Iowa Supreme Court determined “[d]efendants are entitled to access the information needed to enforce their constitutional right to a jury trial by a representative cross-section of the community.” 898 N.W.2d at 828. The judicial branch is required to provide defendants reasonable access to the records necessary to evaluate composition of jury pools. Comprehensive data should be available for review but not without limitation. When necessary, the protection of personal information and the safety of jurors should trump disclosure. The office of the SCA should develop a policy for the distribution and monitoring of jury data.

Sources to Review

David Weinstein, Protecting A Juror’s Right to Privacy: Constitutional Constraints and Policy Options, 70 Temp. L. Rev. 1 (1997)

Nina W. Chernoff, No Records, No Right: Discovery & the Fair Cross-Section Guarantee, 101 Iowa L. Rev. 1719 (2016)

Paula Hannaford, Safeguarding Juror Privacy-A New Framework for Court Policies and Procedures, 85 Judicature 18 (2001)

XII. The Supreme Court Should (1) Develop Uniform Policies and Procedures for ‘Failure to Appear’ (FTA) Situations, (2) Determine if Applicable Penalties Will Increase Appearance Rates, and (3) Develop a Standard Practice for Undeliverables.

Committee Comment

Failure to Appear:

After the court summons the prospective juror, it is the individual’s responsibility to appear for jury service or to provide a valid reason as to why the court should excuse him or her from service. A significant number of individuals summoned for jury service fail to respond or fail to appear (FTA). Nationally, FTA rates average 9%; in Iowa, FTA rates average 11%.

While courts have traditionally characterized nonresponses and FTA as factors beyond their control—for the purposes of fair cross-section challenges—courts inherently have the ability to enforce a jury summons because it is a court order. All states have statutory or administrative provisions detailing civil and criminal sanctions or both for failure to respond to a valid jury summons. In Iowa, under Iowa Code section 607A.7, any attempt to avoid jury service for one’s self or another by making a false claim or affidavit is punishable by contempt.

Timely and consistent follow up on jurors who fail to respond to a jury questionnaire or who fail to appear for service is a key feature of a well-run jury operation. Specifically, it increases overall jury yield and improves the representativeness of the jury pool. NCSC research on summons enforcement programs found that FTA rates are 24% to 46% lower in courts that send a second notice/summons compared to courts that do not use this approach. More than half (54%) of all courts use a second notice/summons program for summons enforcement; nearly one-quarter (24%) of courts use this approach as the only form of summons enforcement.

Public perceptions about the likelihood of consequences for FTA are changed when courts take steps to enforce their jury summons. The court should review current practices and procedures for FTAs around the state, the practices and procedures utilized in other jurisdictions for FTAs, and develop best practices. The court should develop a uniform policy for FTAs and the SCA should implement the policy statewide. In addition to reviewing the practices and procedures, the court should also review the current applicable penalties, and determine if regular and uniform enforcement of these penalties will increase appearance rates or if the current statutory penalties need to be amended to increase appearance rates.

By setting forth strict, uniform guidelines for notification and enforcement of the summons, two goals are achieved: (1) an increased summoning yield and (2) the creation of renewed respect for the judiciary as a whole and jury duty in particular.

Undeliverables:

List accuracy is an additional key objective of an optimal master jury list. An entirely representative and inclusive master list is useless if prospective jurors cannot be located to receive a jury summons. Nationally, the United States Postal Service returns an average of 12% of jury summonses marked as “undeliverable.” This is the single biggest factor contributing to decreased jury yields. The vast majority of undeliverable summonses are due to out-of-date addresses because the person has moved to a new address. Nationally, an estimated 12% of the nation’s population moves to a new address each year. The SCA should utilize the National Change of Address system to update jury lists and reduce undeliverables.

Sources to Review

Florida Jury Managers' Manual section 2.0 Summoning Jurors (2016)

NCSC: Best Practices for Jury Summons Enforcement (2009)

XIII. The Supreme Court Should Establish a Public Awareness Campaign to Highlight the Importance of the Civic Duty of Jury Service.

Committee Comment

The judicial branch, in partnership with the executive and legislative branches, should make efforts to promote public awareness about jury service in Iowa. Increased awareness about the important civic duty of jury service may increase response rates to summonses.

In Nebraska, testimony collected through statewide public hearings and discussion with district court clerks, jury commissioners, and minority community leaders suggest that minority underrepresentation on juries is due in part to a general distrust and unfamiliarity with the justice system, resulting in a failure to respond to jury summonses. Nebraska and a number of other states have developed outreach campaigns to provide information about jury duty and promote jury service.

The importance of the jury system and duty to serve should be actively promoted through all available channels of communication. The court should review jury information on the Iowa Judicial Branch website, and ensure comprehensive information and resources are available. Public proclamations by all branches of government (e.g., an annual Iowa Juror Appreciation Week) can heighten public awareness. Jury service should be promoted through existing committees and programs that undertake outreach and education about the justice system (e.g. Access to Justice Commission). A public service campaign to promote jury service in Iowa should be developed using a variety of media including, but not limited to, radio, television, newspapers, local bulletins, and court facilities. Every effort should be made to reach out to all Iowans about the importance of the civic duty of jury service.

Sources to Review

District of Columbia Jury Project, Juries for the Year 2000 and Beyond: Proposals to Improve the Jury Systems in Washington D.C. (1998)

NCSC: Jury Trial Innovations 2d ed. (2006)

Recent Efforts to Make Nebraska Juries More Representative of Their Communities (2006)