

**REVIEW AND ANALYSIS OF 2024 GENERAL  
ELECTION IN BURLINGTON COUNTY**

**INTERIM RECOMMENDATIONS**

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## **I. EXECUTIVE SUMMARY**

On election day in November 2024, Burlington County saw unacceptable voting delays at most of its polling locations across many of its 40 municipalities. Lines stretched out building entrances, into parking lots, onto adjacent fields. A large percentage of voters were forced to wait—sometimes for longer than six hours—to cast their votes in the hotly contested presidential year. Some voters finally voted at 3:00 a.m. the next day. For others, that moment never came. Not all elderly and disabled voters could physically stand in line for the time it took to vote. Parents had children to feed. Folks had to go to work. In the end, only 62% of registered voters in Burlington County cast ballots, below the statewide average of 65%, and well below Burlington County’s 2016 general election voter turnout of 72%.

On January 30, 2025, the Burlington County Board of Commissioners retained Connell Foley LLP as independent special counsel to (1) review and analyze the 2024 general election process, and (2) make recommendations to ensure the most efficient, transparent voting process going forward.

In keeping with these mandates, we continue to examine how Burlington County prepared for the 2024 election and responded on election day to the voting delays. Though our examination necessarily requires retrospection, it chiefly aims to identify weaknesses in Burlington County’s elections process and fix them. Our goal: issue a final, comprehensive report with our findings on what happened, with recommendations on how to minimize waiting times to vote and, by that means, eliminate voter disenfranchisement and ensure accurate vote counts.

In the meantime, New Jersey will hold primary elections on June 10, 2025, with vote-by-mail beginning this month. In anticipation of these elections, we submit this interim report with practical recommendations for the 2025 primary voting process that we believe will substantially mitigate, if not eliminate, many of the problems that occurred on election day in November 2024. In support of this interim report and our recommendations, we have already conducted 32 comprehensive interviews across Burlington County’s election offices, municipalities, and voting technology and support vendors, and with election officials from other counties and members of a citizen-led watchdog group. Most of these individuals had direct relevant knowledge of Burlington County’s 2024 election process. We have also pored over thousands of documents relevant to the election process, including,

among other things, data on voter participation, voting machine deployment, and check-in times by polling place, as well as materials from municipal officials and voluminous complaints from voters. We also visited the Burlington County elections building in person to inspect the voting machines and to fully understand their start-to-finish preparation, setup, and breakdown. Going forward, we expect to have follow-up discussions with several of these individuals and to interview several more witnesses, as we prepare our final report with comprehensive recommendations for the general election process in 2025 and beyond.

On more pressing matters, such as the hiring and training of poll workers in preparation for the June 2025 primary, we have already shared some of our concerns and interim recommendations with election officials, who assured us that plans addressing our concerns were in motion.

Our final report will include factual findings and any appropriate amendments to these interim recommendations. For purposes of this interim report, we highlight some of the main problems with the 2024 elections process, based on our review to date:

- **A lack of communication, coordination, and collaboration among Burlington County’s election offices.** Personnel in the election offices disagree on how certain events transpired and to what extent the events affected the general election. The disagreements, appearing to stem from partisan tension, personality conflicts, or both, have created a culture of territorialism that prevents the communication, collaboration, and coordination necessary to prepare for, administer, and improve the County’s elections process.
- **The late rollout of new voting machines without an earlier pilot program and in a presidential year.** Burlington County election offices proposed running a rollout that would have exposed many voters to the new machines in 2023, a nonpresidential year, so that by the 2024 general election, most voters would have used the new machines already. Burlington County ultimately opted not to move forward with the program.

- **Election districts overdue for redistricting.** When a county has an election district in which voters cast “more than 750 or less than 250 votes” in “any two consecutive general elections,” the county must readjust district boundary lines, rebalancing the affected districts to at most 750 registered voters each. Despite having several districts ripe for redistricting, the Board of Elections had not engaged in any significant redistricting effort since at least 2018.
- **A lack of hands-on or, in some cases, any poll worker training with the new voting machines.** In preparation for the 2024 elections, the Board of Elections did not require all poll workers to receive training, and for the poll workers who did receive training, the Board did not permit them to have hands-on practice with the new voting machines. So the first time that many poll workers gained hands-on experience operating the new voting machines was on election day, according to interviewees with knowledge of the 2024 training process.
- **Inadequate selection and training of “advanced poll workers.”** The Board of Elections assigned to polling places “advanced poll workers”: poll workers with additional responsibilities in connection with the opening, administration, and closing of polling places. Many other counties report having great success with the position. But in Burlington County, the Board of Elections designated some poll workers as advanced poll workers only days before election day, and not all advanced poll workers understood the voting process and machines comfortably enough for the role.
- **Voters’ and poll workers’ aversion to new, unfamiliar technology.** The new voting machines, although not very complicated, modernized the voting session. The modernization was not received well by all voters and poll workers, who had grown accustomed to the features of the old voting machines. For instance, frustrated poll workers at one location experiencing delays on election day reportedly refused to accept the delivery of another

machine from the Superintendent of Elections that would have helped alleviate some days.

- **Opening only seven of 10 authorized polling locations for early voting.** During early voting, voters may vote at any early voting site in the county, thus reducing the number of voters who would appear at the polls on election day. Although the Board of Elections could have opened 10 polling locations for early voting under New Jersey law, it opened only seven.
- **Issues with the number of voting machines deployed to each polling place and features of the voting process.** Many voters complained that polling places had too few voting machines. The reasons for the shortages varied between polling places. Some polling places truly could have used more machines from the Superintendent of Elections; other polling places had machines that poll workers stopped using after experiencing technical difficulties that they did not know how to fix. The voting machines also had some features that slowed the voting process, including a confusing, unnecessary prompt when poll workers activated a voting session.
- **Inconvenient, inaccessible, and cramped polling places.** Several polling places could not accommodate lines that naturally came with the new, multistep voting process. Lines clogged doorways, posing safety concerns; locations had no seating for elderly and disabled voters to rest from hours of waiting; the new voting machines, which were larger than the old machines, barely fit in some polling rooms.
- **Layouts of polling locations in ways that clogged voter flow.** A polling room should be arranged in a way that streamlines the voting process. Polling places that were not arranged well saw more confusion, congestion, and, as a result, delay. Worse, because some room layouts delayed the time between check-in and voting, some voters who checked in to vote ended up leaving without voting.
- **Delays in resolving technological issues at the polling places.** In addition to the lack of synergy among the election offices on election

day, an inexperienced team of Dominion rovers stymied the resolution of technical difficulties at polling places. For the June 2024 primary election, Dominion sent its top-flight technicians as rovers. But in the general election, the Dominion rovers were less than impressive, some being new hires, according to County personnel.

Below we provide a brief background on Burlington County’s election administration and voting technology, followed by our interim recommendations. To their credit, Burlington County’s election officials have begun to implement several of these recommendations. We also annex a list of references that form the bases for our interim recommendations.

## **II. BACKGROUND**

### **A. Election Administration in Burlington County**

Under New Jersey law, three offices administer elections in Burlington County: the Burlington County Superintendent of Elections, the Burlington County Board of Elections, and the Burlington County Clerk.

#### **1. Burlington County Superintendent of Elections**

The Superintendent, appointed by the Governor to a five-year term, handles, among other things, selecting and maintaining the County’s voting equipment, processing voter registrations, and maintaining voter records.<sup>1</sup> The Superintendent manages an office of 15 employees.

#### **2. Burlington County Board of Elections**

The Board of Elections comprises four members—two Democrats and two Republicans—nominated by Burlington County party leaders to the Governor for appointment to two-year terms.<sup>2</sup> The Board, among other things, selects and maintains polling locations, trains poll workers, counts vote-by-mail and provisional

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<sup>1</sup> N.J.S.A. §§ 19:31-2, 19:32-1, 19:32-26, 19:48-4.

<sup>2</sup> N.J.S.A. §§ 19:6-17, 19:6-18.

ballots, serves as the county Board of Canvassers alongside the County Clerk, and conducts recounts.<sup>3</sup>

The Board of Elections has two full-time, salaried administrators, one Republican and one Democrat, who are to jointly carry out the Board’s duties. This report mostly refers to the *Board of Elections* when describing the offices’ roles in the election process, though in practice the Board’s two administrators control the Board’s day-to-day operations.

### **3. Burlington County Clerk’s Office**

The County Clerk, elected to a five-year term, oversees, among other things, tabulating votes cast on election day, canvassing votes, and certifying county election results in her capacity as the Clerk of the County Board of Canvassers.<sup>4</sup>

#### **B. Voting Technology and Equipment in Burlington County**

In August 2023, Burlington County purchased new voting machines to replace its old fleet of machines. All persons with knowledge agree that the purchase of new machines was necessary. Amendments to election law require that voting machines produce, as the new machines do, a “voter-verifiable paper ballot” for tabulation during early voting.<sup>5</sup> In addition, the old machines, on top of being antiquated, had passed their useful life, running on “borrowed time,” as one election official put it, since weathering a flood years earlier.

Burlington County deploys three main pieces of hardware for its voting process: *first*, the electronic poll book (EPB or ePollbook), sold by Tenex Software Solutions, which poll workers use to check-in voters and issue the activation code slips, or voting authority; *second*, the ballot marking device (BMD), sold by Dominion Voting Systems, Inc., which voters use to fill out and print their ballots;<sup>6</sup>

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<sup>3</sup> N.J.S.A. §§ 19:6-26, 19:28-3, 19:50-1, 19:53C-14, 19:63-17.

<sup>4</sup> N.J. Const. art. VII, § 2, ¶ 2; N.J.S.A. §§ 19:6-26, 19:19-1, 19:20-3, 19:20-5, 19:20-9.

<sup>5</sup> N.J.S.A. § 19:15A-1(a) (requiring tabulation of a “voter-verifiable paper ballot” for early voting).

<sup>6</sup> The *BMD* is commonly referred to as the *voting machine*.

and *third*, the tabulator, sold by Dominion, into which voters feed their ballots to cast their votes.

Dominion provides three types of carts to house the voting machines: a *single*, which has one BMD (one touchscreen and one printer), accommodating one voter at a time, and requires a separate tabulator; a *double*, which has two BMDs (two touchscreens and two printers), accommodating two voters at a time, and requires a separate tabulator; and a *triple*, which has two BMDs (two touchscreens and two printers) and a tabulator attached to the unit. In the 2024 general election, the Superintendent of Elections deployed at least one triple cart to each polling place.

Dominion provides a “closed system,” meaning that none of its products connects to the internet. Of all the voting equipment above, only the ePollbook requires internet connectivity. For internet, the Superintendent of Elections supplies polling places with WiFi routers called *Cradlepoints* for their trade name.

### **III. INTERIM RECOMMENDATIONS**

#### **A. Recruitment of Poll Workers**

**Recommendation 1:** The Board of Elections should invest more resources in recruiting a diverse group of reliable poll workers who feel comfortable dealing with new, unfamiliar technology.

##### **1. Resources and Human Capital**

A district board must comprise an equal number of Democratic and Republican poll workers.<sup>7</sup> Each partisan side of the Board of Elections handles recruitment of its own party’s poll workers. According to interviewees, the Board of Elections has enough Democratic poll workers; it could use some more Republican poll workers.

Headcount needs aside, both parties would benefit from finding untapped pools of talented prospective poll workers. The partisan sides of the Board of Elections should work together on recruitment campaigns targeting new pools of prospective poll workers.

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<sup>7</sup> N.J.S.A. § 19:6-3(a)(1).

## **2. Pool of Prospective Poll Workers**

During the 2024 elections, not all poll workers felt comfortable handling the new voting machines. The new BMD, although not very complicated, modernized the voting session by adding a digital touchscreen. And not all poll workers had operated, or even seen, the new machines in person before election day. The lack of familiarity with the new machines did not mix well with an aversion to new technology.

Burlington County would benefit by focusing on recruiting efforts to hire more poll workers who feel comfortable navigating new technology. Under its current recruitment model, the Board of Elections mainly uses social networking and household mailings to recruit poll workers on an individual basis. In addition to continuing these efforts, the Board should target pools of prospective workers who tend to have the technical skills it seeks.

One option: Develop channels to recruit professionals through relationships with large employers in the greater county area. Another: Invite superintendents of school districts to participate in a program for high school students aged 18 and over to serve as poll workers.<sup>8</sup> Bergen County reports it has had tremendous success with this type of program since launching it in 2023. Along the same lines, Burlington County might draw from its Young Republicans and Young Democrats organizations. In the long term, the Board of Elections might also partner with community colleges to offer students credit for poll working, as at least one other county reportedly does.

## **3. Shifts of Poll Workers**

A common impediment to recruiting poll workers is the length of the election workday. The day begins before 5:00 a.m. and ends after 8:00 p.m. when the poll workers pack up the polling place and deliver all items to the election offices. Looking ahead to 2026, to overcome this impediment and avoid missing out on quality workers, the Board of Elections might consider whether dividing the election day into two shifts for certain poll workers, on a case-by-case basis, would help improve poll worker performance and attract more candidates given the shorter

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<sup>8</sup> N.J.S.A. § 19:6-2.

shift.<sup>9</sup> The Board of Elections might also provide poll workers with more breaks throughout the election day.

## **B. Training of Poll Workers**

**Recommendation 2:** The Board of Elections should revamp its training of poll workers, with a focus on more frequent hands-on training with the voting carts, ePollbooks, BMDs, and tabulators closer to the election.

All poll workers must attend “instructional sessions for each election at least once every two years.”<sup>10</sup> The Board of Elections may require poll workers to attend as many training sessions “as shall be necessary for the proper conduct of the election.”<sup>11</sup> To be eligible for service, each poll worker must receive a certificate from the Board of Elections saying that he or she “has received such instruction and is *fully qualified* to properly conduct the election.”<sup>12</sup>

The preparation of poll workers is paramount to a well-run election. If the Board of Elections administrators do not meaningfully improve the depth and frequency of training of poll workers, the delays that occurred in November 2024 will likely repeat in the future.

### **1. Amount of Training**

Most of Burlington County’s poll workers receive training only once every two years. That amount of training may have sufficed in the past. But with the deployment of new machines, the Board of Elections should take extra care to prepare poll workers to handle unfamiliar issues.

For starters, training sessions should begin closer in time to the election: for the November general election, September or October; for the June primary election, April or May. Union County, in comparison, will begin training poll workers on May 21 for this year’s June 10 primary election. As best practice, the Board of Elections would retrain all poll workers to some extent each year. For another comparison,

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<sup>9</sup> N.J.S.A. § 19:6-9.1.

<sup>10</sup> N.J.S.A. § 19:50-1.

<sup>11</sup> N.J.S.A. § 19:50-1.

<sup>12</sup> N.J.S.A. § 19:50-1 (emphasis added).

Bergen County, which uses the same Dominion machines as Burlington County, requires all poll workers to receive training before every election, according to Bergen County election officials. The Board of Elections would build out its current training schedule of morning and afternoon sessions, interspersed with evening and Saturday sessions, by adding more evening and Saturday sessions. And the Board would supplement its in-person training with an online component that included verification checks throughout the modules.

But if the Board of Elections cannot retrain all poll workers annually, it should at least require all poll workers to attend some form of instructional session leading up to election day—for example, an “open house” hosted by the Superintendent of Elections, discussed below, or an online module. In all events, the Board of Elections should encourage poll workers to attend more than the one mandatory session before each election.

## **2. Location of Training**

The Board of Elections holds in-person poll worker training at Burlington County’s elections building in Moorestown. To increase participation, the Board might also travel to distant towns to provide offsite training. The Union County Board of Elections, for example, will hold 17 instructional sessions across five towns between May 21 and June 8 in preparation for the 2025 primary election.

## **3. Collaborative Training Efforts**

In the past, the Board of Elections personnel split training responsibilities—Democrats trained Democratic poll workers and Republicans trained Republican poll workers. That joint effort ended when the Board restructured its office. Instead of involving all personnel in all the Board’s duties, the Board made each employee exclusively responsible for a specific duty. On the one hand, the centralized structure strives to ensure that poll workers receive consistent instructions. On the other hand, the structure stifles collaboration and risks fatiguing the employee who shoulders all the training responsibilities.

Recognizing the valid concern about inconsistent instructions, we do not recommend that the Board of Elections return to its previous structure of partisan-split training efforts. Instead, the Board should adopt a collaborative approach to

training, inviting participation from personnel across the responsible election offices.

Interoffice participation in training would enhance education inside and outside the classroom. Inside the classroom, a smaller student-teacher ratio would lighten the lead instructor's workload, allowing two or more instructors to focus on each poll workers' progress. Outside of class, interoffice collaboration would better prepare instructors for training sessions by, for example, helping the Board of Elections understand the voting equipment thoroughly, which requires coordination with the Superintendent of Elections, who maintains the equipment.

#### **4. Training Curriculum**

The Board of Elections's curriculum must aim to improve poll worker training and operational readiness. Interviewees generally agree that the County's approach to training needs improvement. For the 2024 elections, the training sessions involved mostly lectures from slideshows, some hands-on training with ePollbooks, and no hands-on training with the voting machines. One former poll worker described the hands-on training with ePollbooks as a poor use of time, considering the ePollbooks' user-friendly interface and poll workers' sufficient familiarity with ePollbooks, which have been in use for several years.

To be sure, a drawn-out move of the County's election offices from the old elections building in Mount Holly to a new building in Moorestown, combined with a concern that having poll workers touch mock ballots in training could lead to poll workers' touching real ballots on election day in violation of voter-ballot secrecy, may have hindered the instructor from adequately exposing poll workers to the new voting machines during instructional sessions in preparation for the 2024 primary election. But after seeing lines at the polls during the primary election, which historically rarely had lines, and hearing municipal clerks' reports of unprepared poll workers, the Board of Elections knew or should have known that significant voting delays would occur on election day if all poll workers were not properly trained and ready to operate the new voting machines in the general election.

Because the new machines involve more steps than the old machines, the voting process naturally takes longer now, even when nothing goes wrong. And, of course, problems beyond control will inevitably arise—printers have paper jams,

voters mismark ballots, computers lag, to name a few. To minimize the effect of the uncontrollable problems, Burlington County should control what it can: Each poll worker must understand the machines well enough to handle the routine aspects of the voting process comfortably and to resolve simple problems when they arise.

Ensuring that every poll worker has a higher baseline of knowledge requires the Board of Elections to adjust its training program. To start, we recommend that the Board depart from the slideshow-lecture method of instruction and adopt a hybrid approach that combines demonstrations, interactions, and hands-on activities organized in chronological stages: (1) polling place setup, (2) line management, (3) ePollbooks check-in, (4) BMD, (5) tabulator, and (6) polling place closedown. For each stage, instructors should discuss common issues and how to troubleshoot them. If possible, poll workers should follow along with voting equipment in hand.

To accommodate large class sizes in smaller classrooms, instructors should take advantage of all available technology—for example, monitors along the walls of the elections building’s training room can display parts of the voting machines for poll workers to see from a distance. As another use of technology, the Board of Elections should take full advantage of the remaining training support purchased from Dominion, as well as any online training modules offered by another vendor. The Board should also make the training manual for poll workers available online.<sup>13</sup>

## **5. Training Culture and Expectations**

Poll workers play a critical role in helping voters exercise their most sacred constitutional right. They make time to train for election day. They rise early to arrive at the polling locations by 5:15 a.m. And for poll workers, *every* election day—not only the day when things go wrong—is long. We are fortunate to have them.

Poll worker training should stress the importance of their role in the election process. Instead of assuring less-than-confident poll workers that *someone else will know what to do on election day*, as one interviewee put it, the Board of Elections should encourage all poll workers to take ownership of their roles in the process,

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<sup>13</sup> N.J.S.A. § 19:50-1.

arrive at the polling places on time and immediately begin setting up, and strive to maximize voter flow throughout the election day.<sup>14</sup>

To promote buy-in from poll workers, Burlington County might pay poll workers for training. The compensation would show the seriousness of preparation as part of poll-worker service. In all events, the Board of Elections should condition poll workers' participation on their showing their ability to use the voting machines.<sup>15</sup>

### **C. Advanced Poll Workers**

**Recommendation 3:** The Board of Elections should reexamine its process for selecting, training, empowering, and compensating advanced poll workers.

For the 2024 elections, the Board of Elections assigned each polling place two “advanced poll workers,” one Republican and one Democrat, who had additional responsibilities for the setup, tracking, closedown, and return of voting items. But in 2024, the Board designated some poll workers as advanced poll workers only days before election day, and not all advanced poll workers understood the voting process and machines comfortably enough for the role.

The Board of Elections plans to improve the advanced poll worker program in two ways. First, advanced poll workers will receive special training on top of their regular poll worker training. Second, advanced poll workers will have more responsibility *and* more authority over the other poll workers. The increased authority comes in response to the dysfunction and indecision that were features of the 2024 general election. Miscommunication caused some poll workers to act on inaccurate information, sometimes by prematurely closing polling places and, in one case, refusing to accept additional voting machines sent from the County.

We support these changes, and we recommend two more.

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<sup>14</sup> N.J.S.A. §§ 19:52-3, 19:53A-7(a).

<sup>15</sup> N.J.S.A. § 19:50-1(a) (requiring a poll worker to be “fully qualified to perform the duties in connection with the election”).

First, to uniformly prepare all advanced poll workers, the partisan sides of the Board of Elections should work together at all steps of their selection, training, and assignment of advanced poll workers.

Second, as part of the additional training of advanced poll workers, the Board of Elections should provide written step-by-step instructions, with pictures, on how to open and close the polls for advanced poll workers to reference before and during election day. Another county reports to have had success in training advanced poll workers to read the instructions aloud as their fellow poll workers set up and to move on only after completing each step in the process.

#### **D. Voter Education**

**Recommendation 4:** Burlington County election offices should expand efforts to publicize educational resources about the voting process both before elections and outside polling locations.

In preparation for the 2024 elections, personnel from the Superintendent of Elections office reportedly attended more than 100 community events as part of an effort to educate voters on the new voting process. Before the June 2024 primary election, the office hosted, with authorization from the County Commissioners and cooperation of the Board of Elections, 12 days of open houses for poll workers to voluntarily attend and learn about the new voting machines. And in the lead up to the November 2024 general election, it held an open house for municipal clerks and 18 days of open houses for poll workers. Likewise, the County Clerk regularly attends community events to promote the use of vote-by-mail ballots.

Equally critical to these efforts is ensuring that the public knows about them beforehand. Thus, these election offices should continue to work with municipal clerks to publicize these outreaches before the community events. To reach more voters, the offices could petition local media outlets to promote their outreach efforts.

The Superintendent of Elections, with Dominion's help, also created a "How to vote" video that clearly and effectively shows how to vote using the new voting machines. Before elections, Burlington County election offices should publicize its "How to vote" video, starting by posting the video on the homepage of the County's website, not just the elections page. The election offices should also post the video

on all social media platforms, send the video directly to poll workers, and work with municipalities to distribute the video to residents.

On voting days, all polling places should have poll worker “greeters” who monitor lines, shepherd voters to the correct district lines, and circulate sheets with QR codes to the “How to vote” video so that voters can watch the video before they enter the polling places. To the extent poll workers cannot circulate the video at polling places, the Board of Elections should prepare greeters to announce the key parts of the video’s instructions—for instance, that “you must wait to see the green check mark on the screen before removing your ballot from the printer,” an oft-missed step that reportedly contributed to delays in 2024.

The Board of Elections should also train poll workers to quickly provide important information to a voter during a voting session. The Board might prepare, for example, index cards with talking points for poll workers at each station—the ePollbook, BMD, and tabulator. By sticking to the script, poll workers will minimize time wasted on giving superfluous instructions and thus maximize voter flow.

## **E. Voting Equipment and Process**

**Recommendation 5:** The Superintendent of Elections should reassess its calculation of the number of voting machines needed at each polling place.

### **1. Number of Voting Machines**

For years, the Superintendent of Elections deployed one voting machine for every 1,200 eligible voters in each district. When Burlington County purchased the new voting machines, the formula became one voting machine for every 1,000 eligible voters in a district, plus any additional machines that the Superintendent deployed upon Dominion’s suggestion or a municipal clerk’s request, depending on whether the destination polling place had enough space for additional machines, which are considerably larger than the old machines. In the November 2024 election, every polling place had at least one triple cart, which holds two BMDs and one tabulator.

Instead of deploying the County’s entire inventory of BMDs each major election day, the Superintendent of Elections tends to withhold some BMDs as backups for two main reasons: *first*, in case of emergencies requiring the deployment

of supplemental or replacement machines that day; and *second*, so that the Superintendent has a fresh fleet of machines for another election (planned or not) soon after that day, enabling the Superintendent to preserve the programming of recently used machines in case of an unanticipated need to review or quarantine them. Indeed, the Superintendent sought to have fresh machines for Burlington Township's local election in December 2024. But on election day in November 2024, the Superintendent ultimately deployed all the backups reserved for the day, which the Superintendent reprogrammed and deployed as needed—520 BMDs in total. BMDs can be reprogrammed with a specific district's election information within an hour or so.

For future elections, including the 2025 primary election, the Superintendent of Elections plans to continue to deploy a triple cart to each polling room, then increase that allocation so that each polling room has at least one BMD for every 750 eligible voters in that room. To achieve this ratio with the redistricting discussed below, the Superintendent has ordered, with Burlington County's authorization, 16 more double carts, equating to 32 BMDs; roughly 30 more ballot boxes and tabulators; and six triple cart shells, so that the Superintendent may convert single carts to triple carts, which provide more storage space. The Superintendent also plans to deploy more backup equipment to polling locations far away from the election offices' warehouse, which stores the machines.

Counties appear to use varying calculations when determining how many voting machines to deploy to a polling location. Union County, which uses a different vendor of voting machines, allocates one BMD per district, with two exceptions that receive two BMDs, roughly tracking the above 1:750 machine-voter ratio when election districts are properly balanced (more on that in § III.F below). By contrast, Bergen County, which uses Dominion machines, starts by allocating two BMDs per district, then increases that allocation based on collaboration with municipal clerks. And Essex County, which uses an entirely different model of Dominion product reportedly no longer in circulation, one that involves pre-printed ballots for voters to complete by hand and feed into tabulators, starts by sending each district one tabulator and two EPBs and augments as needed.

We agree that the Superintendent of Elections should keep backup machines for emergencies. The practice of reserving backups for emergencies makes strategic

sense and appears to be the customary practice of counties comparable to Burlington County. We also support the Superintendent’s targeting a voting-machine allocation that provides one voting machine for every 750 eligible voters in a polling room, which often includes more than one polling district. By tying the allocation to the number of eligible voters assigned to a particular polling room, as opposed to the number of election districts in a polling room, the Superintendent’s calculation avoids issues flowing from unbalanced election districts, discussed below.

## **2. Voting Process**

Several aspects of the voting process caused delays at the polls.

First, when a poll worker activated a voting session on the BMD, the touchscreen asked whether the ballot was *Regular* or *Provisional*, regardless of the ballot type. Although it made no difference whether the poll worker selected *Regular* or *Provisional*—because the activation code, not the poll worker’s selection, dictated what ballot appeared—the prompt confused poll workers and slowed the process. The Superintendent of Elections plans to have Dominion remove this *Regular-Provisional* prompt before the upcoming primary election.

Second, after entering the voter’s activation code on the touchscreen, some poll workers stayed in the booths and spent time reading aloud long instructions that appeared on the screen, instead of exiting the booth so that the voter could vote in private. The scripted index cards mentioned above would remind poll workers to exit the booths immediately after entering the activation code.

Third, many voters removed their ballots from the printer before the ballots were finished printing, not realizing that the ballots printed double-sided, a feature enabling the tabulator to read ballots inserted face up or face down. The premature removal required a poll worker to “spoil” the ballot—that is, cancel the ballot so that the voter can redo the ballot-marking process and cast the vote. The Superintendent of Elections, in collaboration with the other election offices, should assess whether the risk of delays from printing a double-sided ballot outweighs the value of being able to insert a ballot into the tabulator face up or face down. If the election offices choose to continue double-sided printing, the Board of Elections should include on the above index card an instruction for poll workers to remind each voter to wait for the ballot to finish printing on both sides before removing it from the printer.

Fourth, sometimes the printer ran out of toner or ink while printing the ballot, botching the ballot-markings. When the botches were obvious, the voter had a poll worker spoil the ballot. Unnoticed botches created issues at the tabulation step, discussed below. Poll worker training should teach poll workers how to monitor printers' toner and ink levels so that they can timely replace the cartridges.

Fifth, when the tabulator detects an ambiguous mark on a ballot, it rejects the ballot. Sometimes poll workers misdiagnosed tabulation rejections as problems with the tabulators, rather than problems with the ballots due to, for instance, ambiguous marks from printers whose toner or ink had depleted.

Finally, when a tabulator accepts a ballot, it discharges the ballot into the ballot bag located inside a locked compartment beneath the tabulator. Ordinarily, the ballot bag collects ballots throughout the day without issue. But in the 2024 general election, Burlington County Clerk's Office printed the ballots on 22-inch paper, the largest size, to fit the many contests that day. The 22-inch paper piled higher faster than expected, jamming up the tabulator-discharge process. The Superintendent of Elections proposes that going forward, the poll workers should remove the ballot bag when setting up, allow the ballots to fall into the compartment, and when packing up, one Democratic and one Republican poll worker together can collect the ballots from the compartment and place them into the ballot bag.

## **F. Redistricting**

**Recommendation 6:** The Board of Elections, in collaboration with the other election offices, should readjust as soon as possible the boundary lines of any election district in which voters cast “more than 750 or less than 250 votes” in “any two consecutive general elections,” apportioning at most 750 registered voters to each district, in accordance with N.J.S.A. § 19:4-13.

Some of Burlington County's election districts have become too unbalanced and reportedly have not been updated since at least 2018. When a county has an election district in which voters cast “more than 750 or less than 250 votes” in “any two consecutive general elections,” the county must readjust district boundary lines,

rebalancing the affected districts to at most 750 registered voters each.<sup>16</sup> Burlington County has several election districts ripe for redistricting.

The redistricting process involves all election offices. The Board of Elections redraws the boundary lines; the Superintendent of Elections administers the adjustments of registered voters; the County Clerk uses the new registrations to mail out sample and vote-by-mail ballots; and the municipal clerks, as their townships' election officials, consult on the demographics of their towns. For redistricting to work, the offices must collaborate with one another at all steps of the redistricting process.

Burlington County will soon finish the process of redistricting five towns, with several more expected to follow. We support the commencement of this process and recommend that, after the June primary election, the election offices revisit the task for completion in 2026. In the meantime, Burlington County election offices must ensure, with several targeted notifications, that voters affected by redistricting know whether their polling location has changed.

#### **G. Polling Place Accessibility and Privacy**

**Recommendation 7:** The Board of Elections should revamp its approach to the selection of polling places that provide the convenience, accessibility, and privacy required under the law.

The location, parking, and facilities of some polling buildings strained elderly and disabled voters' ability to vote, according to many complaints that voters submitted to Burlington County. Some locations' parking lots had poor lighting and too few spots, with no public officials directing traffic. The overflow of parking forced voters to park on adjacent grassy areas or distant side streets, crowding residential neighborhoods and sometimes blocking cars from dropping off voters who could not walk the distance to the poll location. Once in line, several elderly and disabled voters had nowhere to sit and rest from the hours of waiting. Nor did all locations allow voters to access the restrooms, which were reportedly locked. When they finally entered the polling places at some locations, voters found themselves crammed into small rooms, standing in illogically formed lines that

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<sup>16</sup> N.J.S.A. § 19:4-13.

clogged the entranceway and posed safety concerns. The cramped space also made it harder for voters to hide their ballots when moving from the voting booths to the tabulators, raising privacy concerns.

Mindful of these reports, we recommend that the Board of Elections work with the municipal clerks to assess whether all the current polling locations can accommodate longer voting lines resulting from the new, multi-step voting process, in accordance with accessibility and fire-safety rules. The municipal clerks should also coordinate with local personnel and law enforcement to ensure that polling locations provide access to entrances, restrooms, and seating so that all voters can participate in the voting process. And Burlington County should maintain an active Voting Accessibility Advisory Committee to aid in these efforts.<sup>17</sup>

## **H. Polling Place Preparation**

**Recommendation 8:** The Board of Elections should work with municipalities to set up the polling locations, no later than the day before the election, in ways that maximize flow in and out of the locations.

The layout of some polling places caused needless delay. Before the polls opened on election day morning, poll workers wasted time figuring out by trial and error how to lay out the polling places. And oftentimes, the layout obstructed flow and created safety hazards like clogged doorways and uncovered cables along the floor.

Instead of relying on poll workers for arrangement, the Board of Elections should collaborate with municipal clerks on how to lay out the polling rooms methodically. Then, after the Superintendent of Elections delivers the carts to the polling places, the municipal clerks should work with their deputies, along with other local officials like those in the department of public works, to access the polling places and lay out the rooms as planned, setting up tables and chairs and positioning voting machines generally where they should be in the room on election day. The extra effort from officials who best know these locations will give the poll workers a head start on election day morning.

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<sup>17</sup> N.J.S.A. § 19:8-3.7.

That head start can make all the difference. The sooner poll workers open the polls, the sooner they can identify technical issues, and the sooner the Superintendent of Elections can dispatch personnel to troubleshoot them. The Superintendent estimates that personnel can travel from the election offices to any polling location within an hour. So poll workers, who must arrive by 5:15 a.m. but should arrive earlier, cannot afford to lose time arranging the equipment.

## **I. Technology and Support**

**Recommendation 9:** The Superintendent of Elections should take steps to minimize the time spent on responding to and resolving technological issues at polling places.

During elections, the Superintendent of Elections dispatches “rovers” who provide technical support to polling places. The rovers include employees from Dominion, Tenex, and Election Support & Services (ESS), another technical-support provider. On election day in 2024, the Superintendent spread 28 rovers across base locations, each within 15 minutes of a polling place, plus two “traveling rovers.” Dominion provided 23 of the rovers.

For the 2025 elections, the Superintendent of Elections plans to have 50 rovers covering zones of three or so polling places per rover, overlaid with some Dominion rovers for additional coverage in larger areas. Compare that plan with Bergen County’s practice of dividing the county into six zones and placing two county rovers, plus some Dominion rovers, in each of them. The Superintendent also plans to have the rovers monitor polling places in real time and report issues back to the election office.

To ramp up human capital, the Superintendent of Elections plans to dispatch staff from both the Superintendent’s office and the County’s information technology department, on top of the Dominion and ESS rovers. The Superintendent also plans to use the *Election Response*, a Tenex solution for intaking complaints of technical issues, coordinating responses, and tracking rovers’ locations in the field.

We support the Superintendent’s plan to increase the number of rovers dispatched on primary and general election days. To put it in perspective, Bergen County, which uses the same type of voting machines as Burlington County, requested 45 rovers from Dominion to cover the county’s roughly 247 square miles.

Burlington County, which covers 820 square miles, dispatched 23 Dominion rovers on election day. We also support the Superintendent’s plan to train its elections personnel on troubleshooting technical issues with voting equipment so that the personnel can assist as rovers on voting days. The Superintendent should explore whether ESS can help train personnel.

Dominion recommends that each of its county-customers use at least one of its more senior, full-time rovers, called “lead” rovers, on election day. A lead rover costs roughly twice what a standard rover costs per day. On election day in November 2024, Burlington County had one lead rover. It might consider having another lead rover in future elections.

## **J. Early Voting**

**Recommendation 10:** The Board of Elections, in collaboration with the Superintendent of Elections, should alleviate election day turnout by maximizing early voting.

During early voting, voters may vote at any early voting site in the county.<sup>18</sup> In 2024, although the Board of Elections could have opened 10 polling locations eligible for reimbursement by the State,<sup>19</sup> it opened only seven. We recommend that, for early voting, the Board open 10 polling locations in areas that, considering geographic landscape and population distribution, will maximize voter participation.

For line management, Tenex offers a *wait time* solution that tracks check-ins at polling places so that a county can post estimated wait times online for voters to check. During early voting in November 2024, the Board, despite one administrator’s initial resistance, eventually approved the use of the *wait time* solution. Though the Board chose not to use the solution on election day due to concerns about a lack of training, a handful of poll workers who worked during early voting used it again on election day, enabling their locations to report wait times. Going forward, the Board administrators and the Superintendent plan to use the *wait time* solution from the start, according to the County personnel we interviewed.

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<sup>18</sup> N.J.S.A. § 19:15A-1(b)(1).

<sup>19</sup> N.J.S.A. § 19:15A-1(b)(1).

To reduce the number of voters at polling locations on election day, the Board of Elections should also consider opening polling places for as long as possible during early voting.<sup>20</sup>

### **K. Emergency Ballots**

**Recommendation 11:** The County Clerk’s Office should evaluate the number of emergency ballots provided to municipalities on election days.

For the primary and the general election, New Jersey law requires the County Clerk to provide municipal clerks with only a minimum of 30 emergency ballots and only an “appropriate number” of provisional ballots per district.<sup>21</sup> Poll workers use an emergency ballot when “a voting machine fails to operate” for a voter who “is properly registered and qualified to vote.”<sup>22</sup> By contrast, a provisional ballot is used when, among other instances, the voter’s eligibility to vote in that district cannot immediately be verified.<sup>23</sup> Though the County Clerk used to help prepare provisional ballots before elections, poll workers now print provisional ballots as needed at the polling places.

On election day in November 2024, Burlington County saw an unusually high use of emergency and provisional ballots. When voting machines and tabulators showed signs of operational issues, poll workers turned to emergency ballots. When connectivity issues slowed ePollbook check-ins, poll workers resorted to printing provisional ballots. In preparation for worst-case scenarios, the County Clerk should evaluate each municipality’s need for more than the minimum number of emergency ballots.

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<sup>20</sup> N.J.S.A. § 19:15A-1 (“Each early voting site in a county or municipality shall be open for early voting on Monday through Saturday from *at least* 10 AM to 8 PM, and on Sunday from *at least* 10 AM to 6 PM. Any voter who is on line at the time scheduled for the closing of an early voting site shall be permitted to vote.” (emphasis added)).

<sup>21</sup> N.J.S.A. §§ 19:48-7, 19:53B-1 to -21 (emergency ballots), 19:53C-1 to -21 (provisional ballots).

<sup>22</sup> N.J.S.A. §§ 19:53B-3(a), 19:53B-5.

<sup>23</sup> N.J.S.A. §§ 19:53C-1, 19:53C-3.

## **L. Coordination Among Election Offices on Election Days**

**Recommendation 12:** Top leadership from each of Burlington County’s election offices should work in the same room on primary and general election days.

On election day in November 2024, not all lead election officials worked in the “war room,” the central workspace that the offices set up for election day. The reasons for the absences varied: the Democratic administrator was on medical leave; the Republican administrator was onsite but worked somewhere else. In all events, the absence of personnel made it difficult to handle, for one thing, the flood of incoming calls from poll workers and voters asking for help. Callers often sought information beyond the authority of the personnel who answered, requiring input from someone with authority who was not always present. For another, the gap between leadership led to disconnects on important, time-sensitive matters such as, perhaps most exemplary, the status of legal efforts to keep the polls open past 8:00 p.m. To speed up the time it takes to resolve complaints and to stay aligned on developments, election officials with knowledge and final authority must all work in the same room on election days.

## **M. Municipal Clerks as Local Election Officials**

**Recommendation 13:** Burlington County election offices should embrace municipal clerks’ roles as their townships’ local election officials.

Municipal clerks, as their townships’ local election officials,<sup>24</sup> have the knowledge, experience, and resources needed for Burlington County to thrive in nearly all of the above areas: poll worker recruitment; poll worker training; advanced poll workers; voter education; deployment of voting machines; redistricting; accessibility and privacy of polling places; preparation of polling places; technology and support; and early voting and mail-in ballots.

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<sup>24</sup> N.J.S.A. § 40A:9-133(e)(3).

## **1. Poll Worker Recruitment, Voter Education, and Redistricting**

Municipal clerks have relationships with their towns' voters, businesses, and organizations. Burlington County election offices should leverage these relationships for three tasks: recruiting poll workers, educating voters, and redistricting boundary lines.

For poll worker recruitment, the value of municipal clerks' local relationships is obvious. For voter education, municipal clerks can use their platforms—at town council meetings or through periodicals, for instance—to publicize voter resources like the “How to Vote” video, upcoming open houses, early and mail-in voting, and sample ballot barcodes that voters can use to speed up the check-in process at polling places. And before redistricting, the Board of Elections must confer with municipal clerks, who know the demographics of their towns' voter populations more deeply than what appears on paper.

## **2. Poll Worker Training and Technology and Support**

Municipal clerks can serve as an early line of defense against technical difficulties with the voting machines. Municipal clerks should thus receive training on how to troubleshoot the most common technical difficulties. In addition to receiving their own training, municipal clerks should also attend poll worker training so that they see what issues give poll workers the most trouble and prepare accordingly.

## **3. Advanced Poll Workers**

Many municipal clerks know their towns' strongest poll workers. The Board of Elections should invite municipal clerks to participate in the selection of advanced poll workers. The Board should also encourage municipal clerks to meet with their local advanced poll workers, the week before the primary and general elections, to discuss the voting process and how to address likely issues. These meetings would require the Board to provide municipal clerks the contact information for local advanced poll workers, which the Board stopped providing in recent years.

#### **4. Preparation, Accessibility, and Privacy of Polling Places**

In addition to the preparation discussed in § III.H above, the Board of Elections should work with municipal clerks to meet with police departments to plan for unexpected circumstances like nearby construction and the need for temporary ADA<sup>25</sup> accommodations at private buildings on election day.

#### **5. Regular Communications Between County and Municipal Election Officials**

Burlington County's election offices and municipal clerks should have open lines of communication throughout the year. County offices should send municipal clerks regular updates and timelines on election preparations. Shortly after certifying an election, Burlington County election officials should meet with the municipal clerks to discuss issues and solicit feedback on matters such as the number of voting machines deployed and the most common interruptions in the voting process.

To be sure, the street runs both ways. Take Hainesport Township, where the last check-in time was just before 1:00 a.m. on November 6, and where voter turnout of 61% fell short of the County average. No one disputes that the Superintendent of Elections sent too few voting machines to the town's only polling location, which housed five election districts for roughly 5,300 registered voters. But according to data provided by the Superintendent of Elections, the town never responded to any of the Superintendent's offers to provide more equipment before the election. Nor did any of the town's personnel attend any of the Superintendent's open houses where poll workers and municipal clerks could familiarize themselves with the new machines. Thus, the County election offices' and municipal clerks' communication efforts must align.

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<sup>25</sup> The Americans with Disabilities Act.

## N. Cooperation Among County Election Offices

**Recommendation 14:** Burlington County election offices must increase communication, coordination, and collaboration with one another at all steps of the elections process.

Burlington County election officials had warning of the problems that could—and did—plague the November 2024 election. Days after the 2024 primary election, a municipal clerk emailed County election officials about problems with the new election process: “I think we all knew introducing the new machines would be challenging but I feel like many if not most of the issues could have been avoided with better communication and training not just for the Clerks but poll workers as well.” The clerk then asked “to get a meeting scheduled between all of your offices and the Burlington County Municipal Clerks to go over the challenges we faced so that hopefully come November things won’t be a complete disaster.” We reviewed a copy of this email. The County election offices later held an open house for municipal clerks to visit the County election building and learn about the voting equipment.

Despite the warning, a culture of territorialism in the County election offices prevented the communication, collaboration, and coordination necessary to prepare for the November 2024 election. Interviewees uniformly reported or strongly implied that interoffice, and sometimes intraoffice, constructive criticism is largely met with defensiveness or even personal attacks. Election officials no longer meet on a regular basis; some officials reportedly will not work together at all. The extent to which the work environment affected the election offices’ ability to prepare for and administer the November 2024 general election will be a focus of our final, comprehensive report.

## **IV. RECOMMENDED INTERIM ACTIONS**

### **A. Recruitment of Poll Workers**

- 1. April 14, 2025** – Recommended deadline for the Board of Elections administrators to provide the County Commissioners and the Superintendent of Elections with an update on the status of their recruitment efforts.
- 2. April 18, 2025** – Recommended deadline for the Board of Elections to contact Burlington County’s municipal clerks to arrange the mass distribution of a poll worker recruitment flyer for the primary elections in June, to the extent advisable by counsel.

### **B. Training of Poll Workers**

- 1. April 25, 2025** – Recommended deadline for the Board of Elections to secure additional training from Dominion.
- 2. May 1 to June 8, 2025** – Recommended timespan for the Board of Elections to hold at least 12 additional instructional sessions of 25 poll workers per session.

### **C. Advanced Poll Workers**

- 1. May 30, 2025** – Recommended deadline to assign two advanced poll workers to each of the 151 polling places.
- 2. May 30, 2025** – Recommended deadline for the Board of Elections to provide advanced poll workers and municipal clerks with the binders for the primary election day.
- 3. May 28 to June 8, 2025** – Recommended timespan to provide additional training for all advanced poll workers close in time to the primary election.

### **D. Voter Education**

- 1. April 21, 2025** – Recommended deadline for Burlington County election offices to prepare a plan, with deadlines, for voter

education efforts, including through County webpages, social media, print media, and in-person events.

2. **April 25, 2025** – Recommended deadline for the Burlington County election offices to prepare a plan for the distribution of the “How to vote” video.
3. **May 1, 2025** – Recommended deadline for the Superintendent of Elections, in collaboration with the Board of Elections and with authorization from the County Commissioners, to prepare a plan for open houses before the primary election. Open houses should have at least four BMDs and five ePollbooks for poll workers to handle, along with instructions on the setup, activation, and closedown of the machines.

#### **E. Voting Equipment and Process**

1. **April 14, 2025** – Recommended deadline for the Superintendent of Elections to secure enough voting machines to cover the new election districts and maintain backup inventory for emergencies on election day.
2. **April 14, 2025** – Recommended deadline for the Superintendent of Elections to evaluate whether, or to what extent, the length of the ballot paper will affect the voting process.
3. **April 21, 2025** – Recommended deadline for the Superintendent of Elections to invite input from municipal clerks on the number of voting machines allocated to their towns’ polling places.
4. **April 28, 2025** – Recommended deadline for the Superintendent of Elections to follow up with municipal clerks for input on the number of voting machines allocated to their towns’ polling places.
5. **May 20, 2025** – Recommended deadline for the Burlington County election offices to provide the Superintendent of Elections with seal logs, emergency ballots, totems, binders, and provisional bags.

6. **May 27, 2025** – Recommended deadline for the Superintendent of Elections to send a final reminder for input from municipal clerks on the number of voting machines allocated to their towns’ polling places.

**F. Redistricting**

1. **May 1, 2025** – Recommended deadline for Board of Elections, in collaboration with the Clerk’s Office, to notify redistricted voters of their new polling location in the five redistricted municipalities.
2. **August 1, 2025** – Recommended deadline for the Board of Elections, in collaboration with the Superintendent of Elections, to identify all towns needing redistricting in 2026.

**G. Preparation, Accessibility, and Privacy of Polling Places**

1. **May 14, 2025** – Legal deadline for the Board of Elections to certify the polling places under N.J.S.A. § 19:8-4.
2. **May 14, 2025** – Recommended deadline for the Board of Elections, in collaboration with the Burlington County information technology department, Superintendent of Elections, and municipal clerks, to visit each polling location and confirm that, among other things, (1) it has enough available parking; (2) it complies with ADA requirements or, if it does not, can be made compliant with the addition of temporary accommodations; (3) it has adequate electrical outlets, Internet access points, heating and cooling, entrances and exits, lighting, and restrooms; (4) it will not be affected by road construction or repairs planned on voting days; (5) it will not be made inaccessible by an increase in traffic during peak voting times; and (6) for privately owned locations, the owner will be accessible and cooperative during the election cycle.

3. **June 2, 2025** – Recommended deadline for the Board of Elections, in collaboration with the municipal clerks, to double-check for any road construction or repairs planned on days.
4. **June 2, 2025** – Recommended deadline for the Board of Elections, in collaboration with the municipal clerks, to confirm that polling locations requiring temporary ADA accommodations (e.g., call bells or ramps) will have them for voting days.
5. **June 5, 2025** – Recommended deadline for the Board of Elections, in collaboration with the municipal clerks, to confirm that polling locations requiring temporary ADA accommodations (e.g., call bells, ramps, seating areas) will have them for the primary election day.

#### **H. Technology and Support**

1. **May 1, 2025** – Recommended deadline for the Superintendent of Elections to secure 40 rovers for the primary election day.
2. **May 15, 2025** – Recommended deadline for the Superintendent of Elections to secure all 50 rovers for the primary election day.
3. **May 15, 2025** – Recommended deadline for the Burlington County election offices, in collaboration with Tenex, to finalize the Tenex package for the ePollbooks.
4. **June 2, 2025** – Recommended deadline for the Superintendent of Elections to train all rovers for the primary election.
5. **June 2, 2025** – Recommended deadline for the Superintendent of Elections to assign each rover to a zone of polling locations for the primary election day.

#### **I. Early Voting**

1. **May 1, 2025** – Deadline for the Board of Elections to prepare a list of at most 10 polling locations for early voting in the primary election.

**J. Municipal Clerks**

1. **July 11, 2025** – Recommended deadline for Burlington County election offices to meet with municipal clerks, two weeks after the secretary of state certifies the gubernatorial primary election results, to review all problems that occurred in connection with the primary voting process and to collaborate on solutions to those problems well before the November general election.

**K. Coordination**

1. **April 21, 2025** – Recommended deadline for each Burlington County election office to identify deadlines that affect other offices and share them with one another.

**V. CONCLUSION**

Mindful of the important public interest in free and fair elections, we issue this report with interim recommendations in time to ensure a more organized, more effective primary election in Burlington County. Our final, comprehensive report with factual findings and any amended recommendations will follow.

## **LIST OF INTERVIEWS**

We have completed the following interviews in connection with our review:

1. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (Feb. 13, 2025)
2. Telephone Interview with Dennis Culnan, Jr., Vice President, Stevens & Lee Pub. Affairs (Feb. 21, 2025) (lobbyist for Dominion)
3. Telephone Interview with Todd Wirth, Mgmt. Specialist, Burlington Cnty. Admin. Off. (Feb. 21, 2025)
4. Telephone Interview with Nancy Erlston, Mun. Clerk, Florence Twp. (Mar. 4, 2025)
5. Telephone Interview with Mary Field, Mun. Clerk, Burlington Twp. (Mar. 5, 2025)
6. Telephone Interview with Patricia Clayton, Mun. Clerk, Edgewater Park Twp. (Mar. 5, 2025)
7. Telephone Interview with Amy Cosnoski, Mun. Clerk, Pemberton Twp. (Mar. 6, 2025)
8. Telephone Interview with Kim White, President, Burlington Cnty. Mun. Clerks' Assoc. (Mar. 6, 2025)
9. Videoconference Interview with Linda Hughes, Republican Admin'r, Burlington Cnty. Bd. of Elections (Mar. 7, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
10. Videoconference Interview with Claudia Castro Branch, Democratic Admin'r, Burlington Cnty. Bd. of Elections (Mar. 7, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
11. Telephone Interview with Joanne Schwartz, Cnty. Clerk, Burlington Cnty. Clerk's Off. (Mar. 7, 2025)

12. Telephone Interview with Jalen Singleton, Deputy Clerk, Burlington Cnty. Clerk's Off. (Mar. 10, 2025)
13. Telephone Interview with Robert Giles, Vice President of Certification and Compliance, Dominion Voting Sys., Inc. (Mar. 10, 2025), in the presence of counsel, Lindsey Kurtz, Gen. Counsel, Dominion Voting Sys., Inc.
14. Interview with Kelly Blood, Deputy Registrar Machine Coordinator, Burlington Cnty. Superintendent of Elections, in Willingboro Twp., N.J. (Mar. 11, 2025)
15. Interview with Deniz Sims, Deputy Registrar, Burlington Cnty. Superintendent of Elections, in Moorestown Twp., N.J. (Mar. 11, 2025)
16. Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections, in Moorestown Twp., N.J. (Mar. 11, 2025)
17. Telephone Interview with Philip Warren, Deputy Clerk, Burlington Cnty. Clerk's Off. (Mar. 12, 2025)
18. Telephone Interview with Martha Hagerty, Former Poll Worker, Burlington Cnty. (Mar. 12, 2025)
19. Interview with Mark Demo, Member, Citizens for N.J. Election Integrity, in Newark, N.J. (Mar. 18, 2025)
20. Interview with Michael McKitish, Member, Citizens for N.J. Election Integrity, in Newark, N.J. (Mar. 18, 2025)
21. Interview with Cheryl Capri, Member, Citizens for N.J. Election Integrity, in Newark, N.J. (Mar. 18, 2025)
22. Telephone Interview with Christine Spigel, Poll Worker, Burlington Cnty. (Mar. 19, 2025)
23. Telephone Interview with Kelley Halewicz, President, Bergen Cnty. Mun. Clerks' Assoc. (Mar. 21, 2025)
24. Telephone Interview with Lindsey Kurtz, Gen. Counsel, Dominion Voting Sys., Inc. (Mar. 21, 2025)

25. Videoconference Interview with Linda Hughes, Republican Admin'r, Burlington Cnty. Bd. of Elections (Mar. 25, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
26. Videoconference Interview with Edith Santos, Educ. Specialist, Burlington Cnty. Bd. of Elections (Mar. 26, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
27. Telephone Interview with Nicole DiRado, Admin'r, Union Cnty. Bd. of Elections (Apr. 2, 2025)
28. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (Apr. 2, 2025)
29. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (Apr. 4, 2025)
30. Telephone Interview with Debra Francica, Superintendent of Elections, Bergen Cnty. Superintendent of Elections (Apr. 4, 2025)
31. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (Apr. 5, 2025)
32. Telephone Interview with Patricia Spango, Superintendent of Elections, Essex Cnty. Superintendent of Elections (Apr. 7, 2025)

## LIST OF MATERIALS

We have reviewed the following materials in connection with our review:

1. Media and Public Literature
  - a. Kaitlyn McCormick, *Why did it take so long to vote in Burlington County? Officials look into complaints.*, Courier Post (Nov. 7, 2024, 12:10 PM)<sup>26</sup>
  - b. Kaitlyn McCormick, *Wait in long lines to vote? Here's how to share your experience with Burlington officials.*, Courier Post (last updated Nov. 14, 2024, 5:04 AM)<sup>27</sup>
  - c. Brandon Goldner et al., *Voters in Burlington County, New Jersey demand changes after waiting for hours at polling sites*, CBS News (Nov. 6, 2024, 6:56 PM)<sup>28</sup>
  - d. *Judge extends polling location hours in Burlington County due to long wait times*, ABC Action News (Nov. 5, 2024, 7:53 PM)<sup>29</sup>
  - e. TaRhonda Thomas et al., *Burlington County voters face long lines after technical glitch on Election Day*, ABC Action News (Nov. 6, 2024)<sup>30</sup>

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<sup>26</sup> Available at <https://www.courierpostonline.com/story/news/politics/elections/2024/11/07/why-polling-burlington-county-long-lines-on-presidential-election-day-new-voting-machines-used/76095853007/>.

<sup>27</sup> Available at <https://www.courierpostonline.com/story/news/politics/elections/2024/11/14/why-did-voting-in-burlington-county-election-take-so-long-new-jersey-voters-input/76229283007/>.

<sup>28</sup> Available at <https://www.cbsnews.com/philadelphia/news/burlington-county-new-jersey-polling-sites/>.

<sup>29</sup> Available at <https://6abc.com/live-updates/election-2024-live-updates-philadelphia-region-kamala-harris-donald-trump-focus-pennsylvania/15508066/entry/15514596/>.

<sup>30</sup> Available at <https://6abc.com/post/nj-election-2024-burlington-county-new-jersey-voters-face-long-lines-technical-glitch/15513630/>.

- f. Trish Hartman, *Officials reviewing Burlington County voting procedures after hours-long lines on Election Day*, ABC Action News (Nov. 6, 2024)<sup>31</sup>
- g. Staff, *Burlington County Voters Urged to Bring Sample Ballots to the Polls*, TAPinto Mt. Laurel (Oct. 24, 2024, 5:10 p.m.)<sup>32</sup>
- h. Elizabeth A Meyers, *Election Alert: Polls to Stay Open Until 9:00 PM on Election Day*, TAPinto Bordentown (Nov. 5, 2024, 8:41 PM)<sup>33</sup>
- i. Elizabeth A. Meyers, *Why the Wait? Voters Ask for Answers to Hours-Long Lines at the Polls*, TAPinto Bordentown (last updated Nov. 6, 2024, 5:57 PM)<sup>34</sup>
- j. Kristin Antonello et al., *Burlington County Announces Comprehensive Review of Elections Procedures, Seeks Voters' Input*, TAPinto Bordentown (Nov. 13, 2024, 11:00 AM)<sup>35</sup>
- k. Bill Bonvie, *Election Day Meltdown of Countywide Voting Process Causes Crisis of Confidence in Entire System's Integrity*, Pine Barrens Tribune (Nov. 7, 2024)<sup>36</sup>
- l. Douglas D. Melegari, *Burlington County Voters Outraged as Voting Plagued by Reports of Technical Issues*,

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<sup>31</sup> Available at <https://6abc.com/post/officials-reviewing-burlington-county-voting-procedures-after-hours-long-lines-election-day/15519068/>.

<sup>32</sup> Available at <https://www.tapinto.net/towns/mount-laurel/sections/elections/articles/burlington-county-voters-urged-to-bring-sample-ballots-to-the-polls>.

<sup>33</sup> Available at <https://www.tapinto.net/towns/bordentown/sections/elections/articles/election-alert-polls-to-stay-open-until-9-00-pm-on-election-day>.

<sup>34</sup> Available at <https://www.tapinto.net/towns/bordentown/sections/elections/articles/why-the-wait-voters-ask-for-answers-to-hours-long-lines-at-the-polls-2>.

<sup>35</sup> Available at <https://www.tapinto.net/towns/bordentown/sections/elections/articles/burlington-county-announces-comprehensive-review-of-elections-procedures-seeks-voters-input>.

<sup>36</sup> Available at <https://www.pinebarrenstribune.com/articles/featured-stories/election-day-meltdown-of-countywide-voting-process-causes-crisis-of-confidence-in-entire-systems-integrity/>.

*Inadequate Number of Machines and No Accommodations for Disabled, Exacerbated By Use of New Voting Machines in Presidential Election Year, Creating 2 to 6 Hour Wait*, Pine Barrens Tribune (Nov. 7, 2024)<sup>37</sup>

- m. Bill Bonvie, *How Assurances Went Awry: What We Know So Far That Made Election Day in Burlington County Such an ‘Intolerable’ Debacle*, Pine Barrens Tribune (Nov. 14, 2024)<sup>38</sup>
- n. Douglas D. Melegari, *County Recognizes ‘Error’ with Ballot Count Led to Results Showing 102 Percent Turnout in Southampton District, Discovered by Tribune*, Pine Barrens Tribune (Nov. 14, 2024)<sup>39</sup>
- o. Douglas D. Melegari, *Dem County Commissioner, in Light of Finger-Pointing, Says He’ll Take ‘Full Blame’ for Voting System Meltdown, Calls for ‘Forensic Analysis’*, Pine Barrens Tribune (Nov. 21, 2024)<sup>40</sup>
- p. Bill Bonvie, *One Voter’s ‘Rejection’ After Precisely Following Instructions Adds Yet Another Frustration to Burlco’s Big Election Day Bust*, Pine Barrens Tribune (Nov. 21, 2024)<sup>41</sup>

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<sup>37</sup> Available at <https://www.pinebarrentribune.com/articles/featured-stories/burlington-county-voters-outraged-as-voting-plagued-by-reports-of-technical-issues-inadequate-number-of-machines-and-no-accommodations-for-disabled-exacerbated-by-use-of-new-voting-machines-in-pres/>.

<sup>38</sup> Available at <https://www.pinebarrentribune.com/articles/featured-stories/how-assurances-went-awry-what-we-know-so-far-that-made-election-day-in-burlington-county-such-an-intolerable-debacle/>.

<sup>39</sup> Available at <https://www.pinebarrentribune.com/articles/featured-stories/county-recognizes-error-with-ballot-count-led-to-results-showing-102-percent-turnout-in-southampton-district-discovered-by-tribune/>.

<sup>40</sup> Available at <https://www.pinebarrentribune.com/articles/featured-stories/dem-county-commissioner-in-light-of-finger-pointing-says-hell-take-full-blame-for-voting-system-meltdown-calls-for-forensic-analysis/>.

<sup>41</sup> Available at <https://www.pinebarrentribune.com/articles/featured-stories/one-voters-rejection-after-precisely-following-instructions-adds-yet-another-frustration-to-burlcos-big-election-day-bust/>.

- q. Douglas D. Melegari, *BurlCo Legal Department Maintains County Board of Elections, Superintendent of Elections Office Are ‘Separate’ from County*, Pine Barrens Tribune (Nov. 27, 2024)<sup>42</sup>
- r. Douglas D. Melegari, *Burlington County Commissioner Sides with Public Calls for Outside Probe into Election Day Debacle as Challengers, Poll Workers Come Forward with Staggering New Claims*, Pine Barrens Tribune (Dec. 5, 2024)<sup>43</sup>
- s. Douglas D. Melegari, *BurlCo Commissioners Retain Independent Special Counsel to Review Nov. Election Fiasco*, Pine Barrens Tribune (Jan. 16, 2025)<sup>44</sup>
- t. David Wildstein, *Huge lines in Burlington County, with some voters waiting hours; Attorney General wants to keep polls open until 9 PM*, N.J. Globe (Nov. 5, 2024, 5:48 PM)<sup>45</sup>
- u. David Wildstein, *After massive lines, Burlington Democrats and Republicans seek investigation*, N.J. Globe (Nov. 6, 2024, 3:49 PM)<sup>46</sup>

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<sup>42</sup> Available at <https://www.pinebarrenstribune.com/articles/featured-stories/burlco-legal-department-maintains-county-board-of-elections-superintendent-of-elections-office-are-separate-from-county/>.

<sup>43</sup> Available at <https://www.pinebarrenstribune.com/articles/featured-stories/burlington-county-commissioner-sides-with-public-calls-for-outside-probe-into-election-day-debacle-as-challengers-poll-workers-come-forward-with-staggering-new-claims/>.

<sup>44</sup> Available at <https://www.pinebarrenstribune.com/articles/featured-stories/burlco-commissioners-retain-independent-special-counsel-to-review-nov-election-fiasco/>.

<sup>45</sup> Available at <https://newjerseyglobe.com/local/huge-lines-in-burlington-county-with-some-voters-waiting-hours/>.

<sup>46</sup> Available at <https://newjerseyglobe.com/local/after-massive-lines-burlington-democrats-and-republicans-seek-investigation/>.

- v. U.S. Election Assistance Comm’n, Best Practices for Election Technology (June 2022)<sup>47</sup>
  - w. U.S. Election Assistance Comm’n, 9 Tips to Manage the Voting Process Better (July 2014)<sup>48</sup>
  - x. Burlington Cnty. News Release, *[ARCHIVED] What Burlington County Voters Should Know Before Going to the Polls on Election Day* (Nov. 1, 2024)<sup>49</sup>
  - y. Burlington Cnty. News Release, Burlington County Commissioners Support Bi-Partisan Call for Elections Review (Nov. 6, 2024)<sup>50</sup>
2. Materials from the Burlington County Solicitor’s Office
- a. Voting System Agreement by and between Dominion Voting Systems, Inc., and Burlington County, N.J. (SOE)
  - b. Emailed complaints from voters to the Burlington County Clerk, Superintendent of Elections, and Board of Elections
  - c. Meeting Minutes from November and December 2024 and January 2025
3. Materials from the Burlington County Superintendent of Elections
- a. Summary of Emails-2024 Elections, Dawn Addiego, SOE0001.pdf
  - b. Acronyms0001.pdf

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<sup>47</sup> Available at [https://www.eac.gov/sites/default/files/electionofficials/security/Best\\_Practices\\_for\\_Election\\_Technology\\_508.pdf](https://www.eac.gov/sites/default/files/electionofficials/security/Best_Practices_for_Election_Technology_508.pdf).

<sup>48</sup> Available at [https://www.eac.gov/sites/default/files/eac\\_assets/1/28/ManageTheVotingProcessBetter\[4\]-Compliant.pdf](https://www.eac.gov/sites/default/files/eac_assets/1/28/ManageTheVotingProcessBetter[4]-Compliant.pdf).

<sup>49</sup> Available at <https://www.co.burlington.nj.us/CivicAlerts.aspx?AID=2341&ARC=4512>.

<sup>50</sup> Available at <https://www.co.burlington.nj.us/CivicAlerts.aspx?AID=2343>.

- c. Election Day Last Check-In Reports0001.pdf
- d. Municipal Clerk, BOE and Dominion Input.pdf
- e. Election Day Average Poll Book Check-In Times0001.pdf
- f. Detailed Reports0001.pdf
- g. Summary of Machines Evaluation0001.pdf
- h. Redistricting Reports0001.pdf
- i. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Mar. 19, 2025, 14:35 ET) (on file with author)
  - i. Burlington NJ November 2024 Push Notification Messages.csv
  - ii. IMG\_4490.jpg
  - iii. IMG\_4491.jpg
  - iv. IMG\_4488.jpg
  - v. IMG\_4489.jpg
- j. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Mar. 19, 2025, 14:39 ET) (on file with author)
- k. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 2, 2025, 15:03 ET) (on file with author)
  - i. Rover quotes
- l. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 5, 2025, 11:14 ET) (on file with author)

- i. OPRA BINDER TABLE OF CONTENTS.docx
  - ii. 1\_Readable Version of OPRA (Nov 2022).pdf
  - iii. 2\_Electronic Records and OPRA - General.pdf
  - iv. 3\_OPRA Special Service Charge.pdf
  - v. 4\_NJ\_OPRA\_HANDBOOK\_6TH\_EDITION\_2020.pdf
  - vi. 5\_RETENTION\_DISPOSITION\_SCHEDULE\_SOE.pdf
  - vii. 6\_RETENTION\_DISPOSITION\_SCHEDULE\_COUNTY\_CLERK.pdf
  - viii. 7\_TITLE\_19\_FAQ.docx
- m. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 5, 2025, 11:16 ET) (on file with author)
- i. TENEX BINDER TABLE OF CONTENTS.docx
  - ii. 1\_ELECTION\_DAY\_EARLY\_VOTING\_BINDER.docx
  - iii. 2\_HOW TO DO THE L&A TESTING.docx
  - iv. 3\_HOW TO EDIT POLL LOCATION IN TOUCHPADS.docx
  - v. 4\_HOW TO FILE THE 1ST VOTER CREDIT OUT OF 2ND VOTER CREDIT.docx
  - vi. 5\_HOW TO INSTALL ELECTION FROM APP.docx
  - vii. 6\_HOW TO PUSH ELECTION PACKAGE IN PRECINT CENTRAL.docx
  - viii. 7\_HOW TO REGISTER THE TOUCHPAD.docx

- ix. 8\_HOW TO REMOVE ELECTION FROM APP.docx
- x. 9\_HOW TO SEND MESSAGE TO POLLWORKERS.docx
- n. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 5, 2025, 11:17 ET) (on file with author)
  - i. Payroll and Time Requests.docx
  - ii. Purchase Orders.docx
  - iii. Stipends.docx
  - iv. Early Voting Grant.docx
- o. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 5, 2025, 11:18 ET) (on file with author)
  - i. Daniels law Instructions0001.pdf
  - ii. Daniels law Online Portal0001.pdf
  - iii. Daniels law Pending Redactions Review & Confirmation Process0001.pdf
  - iv. Daniels law Portal0001.pdf
  - v. Daniels law Request Function0001.pdf
  - vi. Daniels law Request Return Function0001.pdf
  - vii. Daniels law Search Assistant0001.pdf
- p. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 5, 2025, 11:20 ET) (on file with author)

- i. EAC Effective Poll Worker Training Workshop NJAEO.pdf
  - ii. Election Center - New Jersey VR SOPs 2025 v 3-2 w notes.pdf
  - iii. How-to-Write-and-Maintain-Effective-Standard-Operating-Procedures\_TEG.pdf
  - iv. SOP Docs - 2-2024.docx
  - v. SOP-Checklist\_TEG.pdf
  - vi. SOP-Template\_TEG.dotx
- q. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 7, 2025, 14:26 ET) (on file with author)
- i. Dominion suggestions0001.pdf
- r. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 8, 2025, 15:50 ET) (on file with author)
- i. deadline.docx
- s. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 8, 2025, 15:51 ET) (on file with author)
- i. Tenex deadline.docx
- t. Email from Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (Apr. 8, 2025, 17:02 ET) (on file with author)
- i. ELECTION\_EQUIPMENT\_SURVEY UPDATED 4-8-25.pdf

- u. Binder: 2024 General Election SOE
  - i. Acronyms
  - ii. Reports and Summaries
  - iii. Outreach 2024
  - iv. SOE Emails to Municipal Clerks - May 7, 2024
  - v. SOE Emails to Municipal Clerks - October 2, 2024
  - vi. Emails - Responses to Additional Machines Requests from the SOE
  - vii. Poll Worker Open House Sign Up Sheets
  - viii. Poll Worker Open House Attendees By Location
  - ix. Early Voter Check-In
  - x. Rover Bases
  - xi. SOE Staff Testimonials
  - xii. State News - See highlights for other Counties
  - xiii. National News
  - xiv. General 2024 Post Election Machines/Printer Repair
- v. Binder: 2024 General Election SOE (2)
  - i. Voter and Poll Worker Emails in Dawn Addiego's Email
  - ii. Voter and Poll Worker Emails in SOE Email
  - iii. Voter and Poll Worker Emails in 2024Elections Email
- w. Burlington County Board of Elections District Pollworker Handbook (rev. Sept. 5, 2024)

4. Materials from the Edgewater Park Municipal Clerk
  - a. Email from Patricia Clayton, Mun. Clerk, Edgewater Park, to Alexander J. Gacos, Attorney, Connell Foley LLP, et al. (Mar. 6, 2025, 14:29 ET) (on file with author)
    - i. Voting machine discrepancy for Primary 2024.pdf
    - ii. Suggested Polling place set up provided.pdf
    - iii. Voting Machine Dimension.pdf
    - iv. Email exchanges after Primary.pdf
    - v. Ballot draw email exchanges-confusion.pdf
    - vi. Email to all three County Elections dept after General Election.pdf
    - vii. Submission on behalf of Clerks to County and Commissioners.pdf
5. Materials from the Burlington County Municipal Clerks' Association
  - a. FBC Facility Use Polling Diagram.pdf
  - b. Docs from K. White 2025-03-04.pdf
  - c. Emails between municipal clerks before, during, and after election day in November 2024.
6. Materials from the Pemberton Township Municipal Clerk
  - a. Email from Amy Cosnoski, Mun. Clerk, Pemberton Twp., to Alexander J. Gacos, Attorney, Connell Foley LLP (Mar. 10, 2025, 15:10 ET) (on file with author)
    - i. Email from County, Need for More Machines.pdf
    - ii. Email Chain with Linda Hughes Election Night.pdf

7. Materials from the Burlington County Clerk's Office
  - a. Email from Philip Warren, Deputy Clerk, Burlington Cnty. Clerk's Off., to Linda Hughes, Republican Admin'r, Burlington Cnty. Bd. of Elections, et al. (Mar. 12, 2025, 11:26 ET) (on file with author)
  
8. Materials from Citizens for New Jersey Election Integrity
  - a. 0244-25.1 - BOE Election Day Communications.pdf
  - b. 01-28-2025\_Meeting-Minutes.pdf
  - c. county recon summary - Burlington.xlsx
  - d. 09-17-2024\_Meeting-Minutes.pdf
  - e. 11-5-2024\_Meeting-Minutes.pdf
  - f. 11-20-2024\_Meeting-Minutes.pdf
  - g. Review of Burlington County Nov 24 General Election - Schedule A.pptx
  - h. Review of Burlington County Nov 24 General Election - Schedule C.pptx
  - i. SOE 017-25 - Schedule B - Allocation of Election Day Machines.xlsx
  - j. SOE 017-25 - Schedule B - Allocation of Machines.pptx
  - k. 12-10-2024\_Meeting-Minutes.pdf
  - l. 12-26-2024\_Meeting-Minutes.pdf
  - m. 0243-25.1 - SOE Election Day Communications.pdf
  - n. Burlco Dominion Contract.pdf
  - o. Complaint, Bethany Murranko, et al. v. Mercer County Board of Elections, et al., Docket No. MER-L-324-24 (N.J. Super. Ct. Law Div. Feb. 14, 2024)

- p. 09-17-2024-Board of Elections Meeting-Recording.mp4
- q. 11-5-2024-BOE-Meeting-part1.mp4
- r. 11-5-2024-BOE-Meeting-part2.mp4
- s. Demo 0319-25.1 Comms to 2024Election Email Box.pdf
- t. Schedule D - Burlington Poll Book Check Ins by Hour - Election Day.xlsx
- u. 01-28-2025-Board of Elections Meeting-Recording.mp4
- v. 02-14-2025-Board of Elections Meeting-Recording.mp4
- w. Email from Mark Demo, Member, Citizens for N.J. Election Integrity, to Alexander J. Gacos, Attorney, Connell Foley LLP, et al. (Mar. 26, 2025, 11:51 AM) (on file with author)
  - i. Recommendations for Improvements to the Burlington County Voting Process.docx

**9. Materials from the Bergen County Municipal Clerks' Association**

- a. Email from Kelley Halewicz, President, Bergen Cnty. Mun. Clerks' Assoc., to Alexander J. Gacos, Attorney, Connell Foley LLP (Mar. 21, 2025, 12:57 ET) (on file with author)
  - i. Talking Points for Poll Workers at each station.docx
  - ii. Invitation to Schools-Primary 2025.pdf
- b. Email from Kelley Halewicz, President, Bergen Cnty. Mun. Clerks' Assoc., to Alexander J. Gacos, Attorney, Connell Foley LLP (Mar. 24, 2025, 13:45 ET) (on file with author)
  - i. 03-24-2025 Election district sandwich board signs.jpg
  - ii. 03-25-2025 Vote today signs.jpg

10. Materials from the Union County Board of Elections
  - a. PE2025 First Timer's Poll Worker Training Schedule.pdf
  - b. Hs-voter-registration-week-flyer-1.pdf
11. Materials Requested from the Board of Elections on March 28, 2025 (No Response to Date)
  - a. Training materials and any supplemental materials for poll workers, advanced poll workers, municipal clerks, or anyone else
    - i. Slideshow used during instructional sessions (2024 and 2025 versions)
    - ii. Video that the Board of Elections made for poll workers, as opposed to the "How to vote" video for voters
    - iii. Board of Elections poll worker handbook
    - iv. Any other materials sent to poll workers in preparation for election day
  - b. Troubleshooting materials received from the vendors
  - c. Incident reports from the primary and general elections in 2024
  - d. Board of Elections analysis for determining towns to redistrict
  - e. Dates of poll worker trainings in 2024 and, if available, the anticipated dates of trainings in 2025