

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

FINAL REPORT

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I. EXECUTIVE SUMMARY

On election day in November 2024, Burlington County experienced widespread and, to a large extent, avoidable delays at polling places across many of its 40 municipalities—delays so severe that many voters were forced to wait longer than six hours to cast their votes, with some voters casting ballots as late as 3:00 a.m. the next day. For many elderly and disabled residents, parents, and working voters, standing in line for hours simply was not practical. These voters instead chose to avoid the unprecedented delays by not voting at all. Public data show that only 62% of registered voters in Burlington County cast ballots, below the statewide average of 65% and well below the County's 2016 general election voter turnout of 72%.

In response, the Burlington County Board of Commissioners retained Connell Foley LLP as independent special counsel on January 30, 2025. Our charge was twofold: (1) review and analyze the 2024 general election voting process to identify the factors that contributed to the delays, and (2) make recommendations to ensure the most efficient, transparent voting process going forward.

In fulfilling that mandate, we examined both Burlington County's preparations for the 2024 general election and its real-time responses to issues that arose on election day. Though our review has required a retrospective lens, the primary purpose of our task is forward-looking: identify weaknesses in Burlington County's elections process and propose workable fixes. Our goal: to issue a final report identifying what went wrong, why it happened, and how to prevent similar problems in future elections so that no voter is left disenfranchised due to lengthy, preventable delays in the voting process on election day.

By March 2025, with the June primary approaching, we shared several preliminary findings and recommendations with elections officials, particularly around poll worker recruitment and training. County elections officials assured us that corrective plans were underway.

In April 2025, we submitted an interim report outlining the central problems we had identified, along with practical recommendations to address them in time for the primary. The report was grounded in 32 interviews with individuals from across the election process, including county election staff, municipal officials, third-party vendors, election officials from other counties, and members of a citizen-led

watchdog group. Most had direct relevant knowledge of Burlington County’s 2024 election process.

In addition, we reviewed thousands of documents, including voter turnout data, polling place check-in logs, machine-deployment records, municipal correspondence, and a large volume of voter complaints. We also conducted an on-site inspection of the County elections building to observe the start-to-finish process of voting-machine preparation, deployment, and closedown.

After submitting our interim report, we continued our review to bolster our preliminary findings and to track whether the County election offices had acted on our recommendations for the 2025 primary elections and, if they had not, why. As part of that effort, we conducted 33 additional interviews, some as follow-ups, but most with new individuals, including 14 poll workers. We also reviewed additional records—including first-time voter data, updated machine-deployment records, poll worker training materials, polling place setup diagrams, rover materials, and diagnostic reports from the 2025 primary elections—and evaluated an online poll worker training platform used successfully by another county.

As for the substance of our interim report, although interviewees differed on the relative weight of the problems we identified, none disputed the accuracy of our findings. And most agreed with our proposed solutions.

This final report builds on our interim report. It refines and buttresses our prior analyses, incorporates new evidence, and highlights post-interim report developments, including improvements made by the County’s election offices. It also offers updated and additional recommendations aimed squarely at ensuring that future elections in Burlington County are accessible, efficient, and secure.

For purposes of this final report, we have identified the following factors that contributed to the inordinate delays and related problems surrounding the 2024 elections process:

- **A lack of effective 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 materially hindered effective communication, coordination, and collaboration among election officials. Only through such cooperation can the County prepare for, administer, and improve the County's elections processes going forward.

- **The late rollout of new voting machines in a presidential year without an earlier pilot program.** 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, at least some voters would have used the new machines already. Burlington County ultimately opted not to move forward with the pilot program.
- **Election districts' being 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, by some accounts the Board of Elections had not engaged in any significant redistricting effort in more than two decades ago.
- **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 allow them to have hands-on practice with the new voting machines. As a result, 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 “advanced poll workers” to polling places: 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 were sufficiently familiar with the voting process or the voting machines to adequately fill that role.

- **Voters’ and poll workers’ aversion to new, unfamiliar technology.** The new voting machines, although not overly complicated, modernized the voting session. The modernization was not received well by all voters or 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 could have helped alleviate the delays.
- **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 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 the 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 manner that streamlines the voting process. Polling places that were not arranged well saw more confusion, congestion, and, as a result, delays. 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, a less experienced team of rovers from the voting machines' manufacturer, Dominion Voting Systems, Inc., stymied the resolution of technical problems with the machines at certain 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 to the County election officials, some being new hires, according to County personnel.
- **Decentralized structures, inconsistent protocols, and the end of routine progress checks have eroded accountability across election offices.** The division between the Board of Elections and the Superintendent of Elections has fostered unhealthy tensions, stalled needed improvements, and complicated the implementation of consistent policies.

Below we provide a brief background of Burlington County's election administration and voting technology, followed by our recommendations. To their credit, Burlington County's election officials have implemented or begun to

implement several of these recommendations. We also annex a list of references that form the bases for our recommendations.

As the annexed list of materials shows, most of the materials not publicly accessible came from the County election offices. The County Clerk’s Office, which plays a relatively limited role in the lead-up to election day, had few materials to contribute. Still, the County Clerk and her staff were forthcoming, making themselves very accessible for interviews.

The Superintendent of Elections provided a substantial amount of documentation and responded promptly to requests for additional information. Her office remained readily accessible throughout our review.

The Board of Elections, through legal counsel, cooperated with interview requests. Following the release of the interim report, we also asked the Board’s counsel to share an open invitation with any employees who wished to speak with us. Those who do not appear in the list of interviews after April 9, 2025, either were not requested specifically or declined our open invitation. We also obtained a range of documents from the Board of Elections, including poll worker training guides, vendor troubleshooting instructions, incident reports, and training schedules, as well as records tracking each poll worker’s training and assignment history. These records, combined with attendance logs from open houses hosted by the Superintendent of Elections, offer insights into how many workers experienced the new voting machines before the November 2024 election—and how many had not. The comprehensive data from these sources helped shape our recommendations for future training priorities.

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.¹ 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.² The Board, among other things, selects and maintains polling locations, trains poll workers, counts vote-by-mail and provisional ballots, serves as the county Board of Canvassers alongside the County Clerk, and conducts recounts.³ The Board of Elections also readjusts election districts and their boundary lines.⁴

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.

Post-Interim Report Improvement By County: In May 2025, the Board of Elections hired two deputy administrators—one Democratic, one Republican—to support their respective party’s administrators.

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.⁵

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

² N.J.S.A. §§ 19:6-17, 19:6-18.

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

⁴ N.J.S.A. §§ 19:4-13, 19:4-14.

⁵ 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.

B. Voting Technology and Equipment in Burlington County

In August 2023, Burlington County purchased new voting machines to replace its old fleet of machines, and in early 2024, the County received the new 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.⁶ 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 modernized 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, which voters use to fill out and print their ballots;⁷ 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) for one voter at a time, and requires a separate tabulator; a *double*, which has two BMDs (two touchscreens and two printers) for 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, or the equivalent of 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 that internet connection, the Superintendent of Elections supplies polling places with WiFi routers called *Cradlepoints* as their trade name. Nearly everyone we interviewed who worked with the voting machines during the November 2024 election—including those who expressed concerns—agreed that the machines functioned as designed.

⁶ N.J.S.A. § 19:15A-1(a) (requiring tabulation of a “voter-verifiable paper ballot” for early voting).

⁷ The *BMD* is commonly referred to as the *voting machine*.

III. 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 are 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.⁸ Currently, 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.

Post-Interim Report Improvement By County: For years, the recruitment of poll workers in the County has followed a distinctly partisan pattern: each side of the Board of Elections—Democratic and Republican—divides the towns among its staff, assigning one employee from each party to oversee outreach in a given town. Though this structure ensures political balance, it has historically lacked coordination. Employees from opposing parties rarely collaborated, even when working in the same town.

The Board's newly appointed deputy administrators conveyed a desire to expand bipartisan public outreach, signaling a shift toward greater cooperation between partisan counterparts, consistent with our interim recommendation that called for increased cooperation within the election offices.

⁸ 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 individual voting session by adding a digital touchscreen. Not all poll workers had operated, or even seen, the new machines in person before election day. The lack of familiarity, coupled with some poll workers' general aversion to handling new technology, contributed to delays at numerous polling places on election day.

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.

For example, the Board of Elections can develop new channels to recruit professionals through relationships with larger employers in the greater county area. For another, the Board can invite superintendents of school districts in the County to participate in a program for high school students aged 18 and over to serve as poll workers.⁹ 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.

Post-Interim Report Improvement By County: As part of their public engagement ahead of the November election, the Board's deputy administrators say they intend to prioritize outreach at events that draw attendees who are more likely to be comfortable handling unfamiliar technology—student fairs at Rowan College at Burlington County among them.

As we previously recommended, the Board could significantly broaden its recruitment pipeline by leveraging the networks of municipal clerks, who often

⁹ N.J.S.A. § 19:6-2.

maintain ties with local employers. Tapping into those relationships is essential to maintaining a diverse and reliable pool of poll workers.

3. Shifts of Poll Workers on Election Day

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 should consider dividing the election day into two shifts for certain poll workers, on a case-by-case basis. This accommodation would likely help improve poll worker performance and attract more candidates given the shorter shifts.¹⁰ The Board of Elections might also provide poll workers with more breaks throughout 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.”¹¹ 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.”¹² 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.”¹³

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.

¹⁰ N.J.S.A. § 19:6-9.1.

¹¹ N.J.S.A. § 19:50-1.

¹² N.J.S.A. § 19:50-1.

¹³ N.J.S.A. § 19:50-1 (emphasis added).

1. Form and 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, October; for the June primary election, May. Union County, in comparison, began 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, 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 can build out its current training schedule of morning and afternoon sessions, interspersed with some 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.

As part of the training of poll workers, we strongly recommend that the Board of Elections create an online, self-paced training platform to replace the lecture portion of in-person training. The Board should require all poll workers to complete the online training before serving in any election. For poll workers undergoing recertification, in-person sessions should focus exclusively on hands-on operation and troubleshooting of voting equipment. The online platform should include instructional videos on machine preparation and voter interaction, as well as end-of-module assessments and explanations. Poll workers should be able to access the platform on their smartphones and use it as often as needed. Ideally, this new training system would integrate with the existing online portal that the Board of Elections uses to share resources with poll workers.

If, due to budgetary or other constraints, 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.

Note: In our interim report, we recommended beginning sessions in “September or October” for the November general election and in “April or May” for the June primary election. After further review, including dozens of additional interviews, we now recommend starting training no earlier than four weeks before election day. The tighter timeline will help keep the material fresh and relevant when poll workers report for duty.

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 should provide training in some of the outlying towns within the County, the largest land mass county in New Jersey. The Union County Board of Elections, for example, held 17 instructional sessions across five towns between May 21 and June 8 in preparation for the 2025 primary election.

Post-Interim Report Improvement By County: Board of Elections personnel report they are considering the use of additional sites throughout the County for poll worker training.

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, limits the number of poll workers who can receive training each year, and risks fatiguing the employee who shoulders all of the training responsibilities.

The Board’s current practice of conducting separate training sessions for each political party was also criticized by interviewees. A consensus among poll workers

we interviewed favors a bipartisan approach, which would foster uniform instruction and enrich the sessions with a broader range of experiences and skillsets. We see no compelling reason—and have heard none—to justify the continuation of partisan training sessions.

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 to allow various employees to train poll workers irrespective of party affiliation.

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.

The Board of Elections may benefit from adopting a model already in use in Bergen County, where officials have engaged a vendor-certified consultant to design and implement poll worker training programs. To offset costs, the Superintendent of Elections could consider allocating resources toward this initiative, given its potential to reduce the frequency of technical issues requiring onsite assistance, while also reducing the time and costs associated with hiring rovers and support staff.

Before engaging outside consultants, the County should first leverage existing personnel. Staff from the Superintendent’s office—who already assist with equipment setup and serve as rovers on election day—are well positioned to provide hands-on, machine-specific instruction. Using these employees in training sessions, with appropriate compensation, may offer a more cost-effective alternative to third-party trainers.

4. Training Curriculum

The Board of Elections’ 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 poll workers' 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.

Some poll workers have observed that their colleagues lack confidence when faced with equipment issues. To address this lack of confidence, training programs should shift their emphasis from best-case scenarios to the practical realities of election day. Prioritizing hands-on instruction in troubleshooting common technical issues could help reduce hesitation and minimize disruptions at polling places. Such preparation is essential to ensuring smoother operations and more responsive support when problems 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 closure. 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.¹⁴

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.

One poll worker we interviewed found that treating the role with a heightened sense of urgency can significantly improve the flow of voters and reduce delays at polling sites. By promptly guiding voters to available booths, streamlining machine instructions for efficiency, and addressing technical issues with focused, immediate attention, poll workers can help maintain steady throughput and minimize disruptions.

The Board of Elections should incorporate this operational mindset into training sessions and pre-election communications. Instilling a disciplined, time-sensitive approach—like that seen in emergency response or high-volume customer

¹⁴ N.J.S.A. § 19:50-1.

service environments—could enhance performance under pressure and ensure smoother election day operations.

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, arrive at the polling places on time and immediately begin setting up, and strive to maximize voter flow throughout the election day.¹⁵

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 the ability to use the voting machines.¹⁶

Post-Interim Report Improvement By County: The Board of Elections will now compensate poll workers for attending training, but only if they go on to serve in the election.

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 sufficiently understood the voting process or the machines to fulfill the responsibilities associated with that role.

The Board of Elections should recruit advanced poll workers for election day from the poll workers who worked during the early voting period. According to several interviewees, early voting poll workers consistently performed at a higher

¹⁵ N.J.S.A. §§ 19:52-3, 19:53A-7(a).

¹⁶ 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”).

level on election day, suggesting that they are well-suited to take on the advanced roles.

Additionally, because the new voting machines take longer to set up than the old ones, and because the polling places often see a rush of voters right at the opening, the Board of Elections should urge advanced poll workers to arrive by 5:00 a.m. The extra time will give rovers more room to troubleshoot setup issues and help ensure that the polls open on time and without delay.

The Superintendent of Elections, working with the Board of Elections, has looked for ways to simplify the setup and closedown processes for poll workers. One option: turning step-by-step instructions and troubleshooting cards into laminated magnets placed directly on the voting machines, making the guidance visible and easy to follow. The Superintendent and the Board should continue exploring practical ways to streamline these processes.

The Board of Elections reports that it 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.

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.

We emphasize the importance of the collaboration between the Superintendent and the Board. The Board, which oversees the poll workers, can flag challenges that poll workers face with machine-related tasks and report those challenges to the Superintendent. The Superintendent then may modify certain procedures as needed. Such modifications mean little, however, if poll workers do not know about them. So, after making any procedural change, the Superintendent must promptly inform the Board so that the Board can notify and properly train the poll workers.

Post-Interim Report Improvement By County: As planned, the Board of Elections strengthened the advanced poll worker program for the 2025 primary election by expanding training, increasing responsibility, and granting greater authority.

D. Voter Education

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

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 voter-education events 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 repeatedly 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.

We have seen the local distribution of door hanger flyers to promote vote by mail in Burlington County. This type of direct messaging, straightforward and effective in design, should be used by election offices for other voter outreach initiatives, in addition to the sample ballot distributions, as part of the repeated messaging necessary to inform the public about the election resources the County provides. These voter-education efforts can ensure that by the time voting begins, residents will be able to readily identify exactly when, where, and how they can cast their ballots.

The County should also improve efforts to inform voters about the distinct responsibilities of its various election offices. Voters often face confusion over whether to direct questions or concerns, particularly during high-turnout periods. A clearer platform, outlining which offices oversee registration, equipment, or polling logistics, could streamline the process, reduce confusion, and ensure that voters receive timely assistance.

On voting days, all polling places should have poll worker “greeters” who monitor lines, shepherd voters to the shorter 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.

Post-Interim Report Improvement By County: Our interim report also tasked poll worker “greeters” with shepherding voters to the correct district lines. Following our report, the Superintendent of Elections began programming voting machines to allow voters from any district to check in on any ePollbook at the polling place, eliminating the issue of voters’ waiting in the wrong district lines.

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 two BMDs and one tabulator.

Instead of deploying the County’s entire inventory of BMDs each major election day, the Superintendent of Elections tended 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 had 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 for, say, a court-ordered recount. 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.

Post-Interim Report Improvement By County: To maximize the use of available voting equipment, the Superintendent of Elections will reserve only tabulators for post-election review or quarantine, excluding BMDs, which play no meaningful role in those processes. This policy will also simplify logistics by freeing up voting machines for use during both early voting and election day.

For future elections, including the 2025 primary election, the Superintendent of Elections plans to continue to deploy a triple cart or its equivalent 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 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. 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.

On election day, the Superintendent of Elections should monitor voter throughput to assess whether polling places are adequately equipped to handle turnout. Throughput, in this context, refers to the number of voters processed per hour and offers a practical metric for evaluating performance and anticipating bottlenecks.

To calculate throughput, officials should divide the total number of ballots cast—including provisional ballots—by the number of hours polls have been open. Comparing this rate at regular intervals can help identify trends, such as surges or slowdowns. To estimate how long it will take to process the remaining voters, officials can divide the projected number of voters still expected by the most recent hourly throughput rate.

Poll workers should use these evaluations to pinpoint the source of delays—whether due to equipment limitations, check-in procedures, or voter flow—and adjust staffing or resources accordingly to maintain steady operations.

Post-Interim Report Improvement By County: The Superintendent of Elections used the 1:750 machine-voter ratio to determine the baseline allocation of voting machines during the 2025 primary elections, according to correspondence sent to municipal clerks ahead of the election.

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 planned to have Dominion remove this *Regular-Provisional* prompt before the 2025 primary election.

Post-Interim Report Improvement By County: Before the 2025 primary elections, the Superintendent of Elections had Dominion remove the *Regular-Provisional* prompt described above. Dominion implemented the change through a software update, a more efficient process than the hardware updates required by some other voting machine brands.

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 could 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 and quickly replace the cartridges.

Fifth, in preparation for election years with higher anticipated voter participation—typically, presidential and gubernatorial years—the Board of Elections also should consider instructing advanced poll workers to replace toner cartridges at set intervals throughout the day. Given budget constraints, the Board might limit this instruction to polling places with historically high in-person voter turnout.

Sixth, 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 been 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. Before elections using larger ballots prone to tabular jams, advanced poll workers should receive special instructions on how to transfer ballots from the open compartment into the ballot bag in the most secure way possible.

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 overhauled in many years—by some accounts, decades. 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.¹⁷ 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 and notifies the affected 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.

The Board of Elections currently has no formal, standard procedure for redistricting election districts. Even county personnel, including those with expected expertise, could only speculate about the last time the County undertook significant redistricting, as opposed to isolated redistricting or periodic re-warding of towns. According to its meeting minutes, the Board acknowledged that countywide redistricting had not occurred in 25 years.¹⁸

Although the need for redistricting had been on the Board’s radar for some time, best practices counseled against such processes in 2024, a presidential year. In the aftermath of the November 2024 election, however, redistricting became a priority.

Earlier this year, the Board redistricted five towns: Chesterfield, Medford Township, Mount Laurel, Shamong, and Southampton. The Board identified these towns based on data from a statewide voter registration system, as well as observations and discussions with municipal clerks about population growth and upcoming development.

¹⁷ N.J.S.A. § 19:4-13.

¹⁸ See Meeting Minutes, Burlington Cnty. Bd. of Elections (Mar. 11, 2025), https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_03112025-566 (“The Board discussed that the last time the entire county had been redistricted was 25 years ago, while re-warding and individual towns have been done since then.”).

The voter registration system contains comprehensive data on each election district, including the number of registered eligible voters (active, inactive, pending), the total votes cast in each election, and the voting means (in person or by mail). Using this data, the Board selected towns that met at least one of the following three criteria in the past three election years: (1) towns where districts had either more than 750 or fewer than 250 votes cast in an election; (2) towns with an election district of more than 1,200 registered eligible voters; (3) towns with an election district of more than 1,500 registered eligible voters.

The first criterion stems from the statutory requirement that the Board of Elections adjust district boundaries when the number of votes cast in a district exceeds or falls below the 750/250 threshold. The second and third criteria are based on the Board’s authority to “revise or readjust” an election district when voters experience “serious inconveniences” due to the size or shape of a district, or when the district has an unreasonably large or small number of voters compared to other districts.¹⁹

The Board considered data from the last three years, because voter turnout follows a cyclical pattern: it peaks in presidential years and tends to decline in the gubernatorial years and the two following years. A sample that includes only a high-turnout year, such as a presidential year, and a low-turnout year, such as the year before a presidential year, might not reflect a true need for redistricting. To account for this, the Board analyzed data from 2024 (a presidential year), 2023 (the lowest-turnout year), and 2022 (the second lowest-turnout year).

Ultimately, the Board administrators selected towns that met the first criterion: towns where districts had either more than 750 or fewer than 250 votes cast in an election. During its public meeting on January 28, 2025, the Board of Elections authorized the administrators to begin the redistricting of Chesterfield, Medford Township, Mount Laurel, Shamong, and Southampton.²⁰

¹⁹ N.J.S.A. § 19:4-14.

²⁰ Meeting Minutes, Burlington Cnty. Bd. of Elections (Jan. 28, 2025), https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_01282025-556.

To assist with redistricting, the Board hired Remington & Vernick Engineers, a consulting firm with experience in this area.²¹ The firm, which has worked with the State and several counties, was chosen partly for the quality of its metes-and-bounds maps, which one interviewee described as more readable than those from other firms. Remington & Vernick, after gathering information from the Board administrators and municipal clerks about geographical demographics, expected population growth, and upcoming development, drafted options of boundary lines for election districts in each of the affected towns.

The Board administrators then presented Remington & Vernick's options at the Board's public meeting on March 11, 2025, where the Board approved a redistricting plan for each of the five affected towns.²² The Superintendent of Elections then updated the voter rolls and mailed a notice to each affected voter with details of his or her new election district. In April and May 2025, the Board adjusted several polling locations due to the redistricting.²³

Looking ahead, the Board plans to redistrict additional towns by early next year, with Remington & Vernick expected to be engaged by this December. On the advice of legal counsel, the Board would not disclose what towns are under consideration or the total number of towns the Board expects to redistrict. This lack of transparency, coupled with the lack of formal, standard procedure for redistricting election districts, has the capacity to create confusion on the parts of voters, poll workers and election officials. The County can and should adopt some form of system that timely identifies when redistricting is necessary and responds accordingly.

²¹ Meeting Minutes, Burlington Cnty. Bd. of Elections (Jan. 28, 2025), https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_01282025-556. Public bidding laws exempt "goods and services necessary or required to prepare and conduct an election." N.J.S.A. § 40A:11-5(1)(l).

²² Meeting Minutes, Burlington Cnty. Bd. of Elections (Mar. 11, 2025), https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_03112025-566.

²³ Meeting Minutes, Burlington Cnty. Bd. of Elections (Apr. 15, 2025), https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_04152025-577; Meeting Minutes, Burlington Cnty. Bd. of Elections (May 13, 2025), https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_05132025-583.

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 hindered 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 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, multistep 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.²⁴

To improve voter flow and line management, the Board of Elections should train poll workers to contain bottlenecks, if necessary, at the check-in step, the first stage of the voting process. Containing lines at the check-in stage, rather than the BMD or tabulator stages, will create a single line outside the polling location, reducing congestion inside the polling place and minimizing the time between

²⁴ N.J.S.A. § 19:8-3.7.

checking in, entering the voting booth, and scanning the ballot. This arrangement will allow voters to proceed more smoothly—and more privately—as they cast their ballots. But as the check-in line grows, it may stretch outside the building. So the Board, in collaboration with municipal clerks, must plan to shield voters in line from inclement weather.

To promote a smooth and inclusive experience for all, polling places should assign specific poll workers and equipment to assist voters who may need additional time or attention. When possible, the poll workers monitoring lines should offer these voters a designated waiting area with seating. There, poll workers can explain the voting process, answer questions, and provide support as needed. We encourage voters in line to show courtesy by letting these individuals move ahead when practical. But if others object, poll workers should track the voters' original places in line and ensure the voters are called to vote when their turn comes.

Post-Interim Report Improvement By County: Before the 2025 primary elections, Board of Elections personnel visited polling locations to assess whether the rooms could accommodate the new, larger voting machines while maintaining an unobstructed voting process.

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 of polling rooms, the Board of Elections should collaborate with municipal clerks on how to lay out the polling rooms methodically and to create a diagram of the layout. 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.

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. Poll workers, who must arrive by 5:15 a.m. but should arrive earlier, cannot afford to lose time arranging the equipment.

Post-Interim Report Improvement By County: We reviewed emails showing that personnel from the Superintendent of Elections provided municipal clerks with diagrams of optimal polling place layouts. The personnel also offered direct assistance in mapping arrangements tailored to individual voting sites.

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 substantially 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 only 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.

During the 2025 primary elections, poll workers continued to have issues setting up temporary Cradlepoints to get ePollbooks online before the polls open, a recurring problem that has real bottlenecking consequences. Rather than rely on Cradlepoints for connectivity, Burlington County should invest in permanent WiFi at all polling locations. Fewer delays and smoother openings will allow a more reliable voting experience.

<p>Post-Interim Report Improvements By County: First, during the 2025 primary elections, the Superintendent of Elections dispatched more than 50 rovers, composed of employees from Dominion and staff from both the Superintendent's</p>
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office and the County’s IT department. Each rover covered three polling places within a 10-minute radius.

Second, the Superintendent used the Tenex *Election Response* solution, reportedly with much success.

Third, the Superintendent, with help from the County’s IT department, established a dedicated “municipal clerk hotline,” a phone line giving municipal clerks direct access to the County’s election war room.

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.²⁵ In 2024, the Board of Elections could have opened 10 polling locations eligible for reimbursement by the State.²⁶ 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 in early voting and, in turn, reduce the number of voters who appear at the polls on election day. Optimizing the early voting process will necessarily reduce potential delay at the polling places on election day.

Post-Interim Report Improvement by County: For early voting in the 2025 primary elections, the Board of Elections opened nine polling locations. For the 2025 general election, the Board must open a tenth.

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

²⁵ N.J.S.A. § 19:15A-1(b)(1).

²⁶ N.J.S.A. § 19:15A-1(b)(1).

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.

Post-Interim Report Improvement by County: During early voting in the 2025 primary elections, the Board of Elections and the Superintendent of Elections used the Tenex *wait time* solution.

Before the 2025 general election, the County should do more to publicize the website where voters can check estimated wait times at each location.

To further 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.²⁷

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.²⁸ Poll workers use an emergency ballot when “a voting machine fails to operate” for a voter who “is properly registered and qualified to vote.”²⁹ By contrast, a provisional ballot is used when, among other instances, the voter’s eligibility to vote in that district cannot

²⁷ 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)).

²⁸ N.J.S.A. §§ 19:48-7, 19:53B-1 to -21 (emergency ballots), 19:53C-1 to -21 (provisional ballots).

²⁹ N.J.S.A. §§ 19:53B-3(a), 19:53B-5; *but see* N.J. Dept. of State, Div. of Elections, N.J. Early Voting Emergency Ballot Guide 3 (May 7, 2025), <https://www.nj.gov/state/elections/assets/pdf/guidelines/2025/2025-0507-nj-guideline-early-voting-emergency-ballot.pdf> (instructing to use emergency ballots if “*all* voting machines fail to operate” (citing N.J.S.A. § 19:53B-3) (emphasis added)).

immediately be verified.³⁰ 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, which tends to slow down the voting process at the polling place. 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.

Post-Interim Report Improvement By County: For the 2025 primary elections, the County Clerk's Office provided polling places with additional emergency ballots.

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.

³⁰ N.J.S.A. §§ 19:53C-1, 19:53C-3.

Another example requiring coordination: The Board of Elections strives to assign a mix of experienced and inexperienced poll workers to each polling place, in part so that newer poll workers can learn from seasoned colleagues. Despite these efforts, some locations inevitably end up with a higher allocation of less experienced poll workers. In these cases, the Board should request support from the municipal clerks and Superintendent of Elections staff during the setup and closedown stages to ensure that operations run smoothly and in compliance with all requirements.

Post-Interim Report Improvement By County: County elections personnel consistently reported that on the primary election day in 2025, the County’s war room was fully staffed with election officials and personnel from both parties.

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,³¹ 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.

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

³¹ N.J.S.A. § 40A:9-133(e)(3).

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 and their staff 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 ADA³² accommodations at private buildings on election day.

³² The Americans with Disabilities Act.

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.

In the past, when County election offices met with municipal clerks, they convened all clerks at once. The large group made it difficult to have productive discussions about needed improvements, particularly ones specific to each town. To improve productivity, the Board of Elections and the Superintendent of Elections should meet at least once a year with all municipal clerks, in smaller groups, to debrief each other regarding the previous election and prepare for the next election.

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.

O. Accountability of Election Officials

Recommendation 15: To improve accountability, efficiency, and cross-functional collaboration, Burlington County should consolidate the oversight of election administration and require leadership to implement standard operating procedures, convene goal-driven meetings across offices, and report regularly to the Board of Elections and public on progress.

Several aspects of the Board of Elections and the Superintendent of Elections have stifled both accountability and productivity.

1. Decentralized Structures of Election Offices

The structure of the election offices—a Board with two co-equal administrators, whose staff have divided assigned responsibilities, and an independent Superintendent who serves as the custodian of voting equipment—inherently stifles productivity by delaying decision-making. This serves to foster territorialism over tasks, deterring colleagues from participating in cross-functional projects or sharing ideas, leading to tension, resentment, and casting of blame among staff, with little accountability at the leadership level.

We were not specifically commissioned to determine accountability for the November 2024 election, but the lack of any accountability certainly contributed to the factors causing the voting delays on that day. Apportioning fault among the leadership would be difficult due to the division of authority among the offices and the officials. Neither Board administrator holds more authority than the other, leading to deadlocks in decision-making, and the Board's operations frequently intersect with those of the Superintendent, the most obvious example being that the Board trains poll workers on how to handle equipment prepared and deployed by the Superintendent. The division clearly invites conflict and leaves room for apathy.

In theory, having co-equal Democratic and Republican administrators should ensure bipartisan oversight and support for the Board's operations. In practice, however, responsibilities are often divided along party lines, and a non-collaborative culture has led each side to stay in its own partisan lane. As a result, too often neither side publicly questions how the other side carries out its duties, even when concerns may be warranted.

Under the circumstances, a better structure would involve a single leader overseeing the administration of the Board's and the Superintendent's responsibilities, a model adopted to some extent by more than half of New Jersey's counties.³³ To maintain bipartisanship, the office would appoint a deputy from the opposing party. That structure would enable leadership to act on ideas and allow the Board—and indirectly the voters—to hold someone accountable for inaction or ill-advised actions. These options represent only a few possibilities; the County may consider other forms of oversight to evaluate whether election offices are effectively using resources to maximize voter participation. But in the current form, the buck stops with nobody below the Burlington County Commissioners.

2. Standard Operating Procedures

The County election offices lack standard operating procedures (SOPs) for any function. The absence creates confusion about office responsibilities, erodes

³³ For information on the 12 counties without separate superintendents of election, see N.J. Dept. of State, Div. of Elections, Cnty. Election Officials (last visited Aug. 14, 2025, 2:22 PM), <https://nj.gov/state/elections/vote-county-election-officials.shtml>.

institutional knowledge as employees leave, and forces staff to repeatedly reinvent the wheel, often learning by trial and error.

The election offices should develop SOPs not only for routine business, such as job roles and responsibilities, but also for exceptional situations, such as responding to a court order that extends voting hours on election day. To strengthen these procedures, the election offices should also share their SOPs with one another to gain outside perspective and identify potential improvements.

3. Regular Structured Meetings and Progress Checks

The leaders of each election office should convene regular, structured meetings with clearly defined objectives and goals. Each meeting should include focused discussion on how to achieve those goals and conclude with a concrete action plan and specific follow-up items for the next meeting.

Leadership must hold election officials to account for putting these recommendations into practice. That means regularly checking on their progress and pressing for answers when improvements stall. The Board of Elections could use this report as a framework for tracking progress and holding private and public discussions on the issues identified here.

IV. SUMMARY OF RECOMMENDED ACTIONS

A. Recruitment of Poll Workers

- 1. Board of Elections** – Have administrators and staff work with their partisan counterparts on recruitment efforts, including attending events and contacting larger employers.
- 2. Board of Elections** – To ensure accountability at the County level, the Board of Elections administrators should provide the County Commissioners, the Superintendent of Elections, and the County Clerk with periodic updates on the status of their recruitment efforts.
- 3. Board of Elections** – Work with Burlington County’s municipal clerks to arrange the mass distribution of a poll worker recruitment flyer by April for primary elections and by

September for general elections, to the extent advisable by counsel.

B. Training of Poll Workers

1. **Board of Elections** – Begin poll worker training in May for the June primary election and in October for the November general election.
2. **Board of Elections** – Schedule Saturday instructional sessions for poll workers at times that do not overlap with their children’s extracurricular commitments.
3. **Board of Elections** – Develop an online, self-paced training platform.
4. **Board of Elections** – Secure additional training from Dominion or another vendor.
5. **Board of Elections** – Hold at least 12 additional instructional sessions of 25 poll workers per session approximately one month before each election.
6. **Board of Elections** – Schedule offsite training in outlying towns.
7. **Board of Elections** – Work with the Superintendent of Elections to facilitate poll workers’ attendance at “open houses” hosted by the Superintendent.
8. **Board of Elections** – Use staff from the Superintendent’s office to help provide hands-on, machine-specific instructions, or consider engaging a vendor-certified consultant to design and implement poll worker training programs.
9. **Board of Elections** – Conduct bipartisan poll worker training.
10. **Board of Elections** – Focus training programs on troubleshooting common technical issues, rather than operating in best-case scenarios.

C. Advanced Poll Workers

- 1. Board of Elections** – Recruit advanced poll workers for election day from the poll workers who worked during the early voting period.
- 2. Board of Elections** – Urge advanced poll workers to arrive at the polling places by 5:00 a.m. and immediately begin setting up.
- 3. Board of Elections** – Flag challenges that poll workers face with machine-related tasks and work with the Superintendent of Elections to overcome those challenges.
- 4. Board of Elections** – Provide advanced poll workers and municipal clerks with binders the week before every election day.
- 5. Board of Elections** – Provide additional training for all advanced poll workers within two weeks before every election day.

D. Voter Education

- 1. All Burlington County Election Offices** – Prepare a plan, with deadlines, for repeated voter-education efforts, including through County webpages, social media, print media, and in-person events.
- 2. All Burlington County Election Offices** – Prepare a plan for the distribution of the “How to vote” video.
- 3. Superintendent of Elections** – In collaboration with the Board of Elections and with authorization from the County Commissioners, prepare a plan for open houses before every 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. Superintendent of Elections** – Develop a plan for monitoring voter throughput on election days.

2. **Superintendent of Elections** – Secure enough voting machines to cover new election districts and maintain backup inventory for emergencies on election days.
3. **Superintendent of Elections** – Evaluate the impact of ballot length on the voting process far enough in advance of each election, allowing the Board of Elections enough time to train poll workers on any necessary adjustments.
4. **Superintendent of Elections** – Invite input from municipal clerks on the number of voting machines allocated to their towns’ polling places, with at least two follow-up reminders, before every primary and general election.
5. **All Burlington County Election Offices** – Timely provide the Superintendent of Elections with seal logs, emergency ballots, totems, binders, and provisional bags.

F. Redistricting

1. **Board of Elections** – In collaboration with the Superintendent of Elections, identify all towns needing redistricting in 2026 and engage the outside engineering firm by December 31, 2025.
2. **Board of Elections** – Approve the redistricting plans by March 1, 2026.
3. **Superintendent of Elections** – In collaboration with the Board of Elections and the Clerk’s Office, timely notify redistricted voters of their new polling location in the five redistricted municipalities.

G. Preparation, Accessibility, and Privacy of Polling Places

1. **Board of Elections** – Timely certify the polling places in accordance with N.J.S.A. § 19:8-4.
2. **Board of Elections** – In collaboration with the Burlington County information technology department, Superintendent of Elections, and municipal clerks, 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. **Board of Elections** – In collaboration with the municipal clerks, verify in advance any planned road construction or repairs on election days to prevent disruptions.
4. **Board of Elections** – In coordination with the municipal clerks, ensure that polling locations requiring temporary ADA accommodations (e.g., call bells and ramps) are properly installed ahead of early voting periods and election days.
5. **Board of Elections** – In collaboration with the municipal clerks, ensure that polling locations with historically high voter turnout have means of protecting voters in line from inclement weather.

H. Technology and Support

1. **Superintendent of Elections** – Secure 50 rovers for primary and general election days, and timely train them, and assign a zone of polling locations to each rover.
2. **Superintendent of Elections** – Work with the County’s IT department to establish a dedicated “municipal clerk hotline” before elections.
3. **Superintendent of Elections** – Work with the County’s IT department to install and maintain permanent WiFi at all polling locations.

4. **All Burlington County Election Offices** – In collaboration with Tenex, timely finalize the Tenex package for the ePollbooks.

I. Early Voting

1. **Board of Elections** – Open 10 polling locations for early voting in the primary and general elections.
2. **All Burlington County Election Offices** – Widely publicize through mailings, door hanger flyers, and a website the locations of early voting sites and estimated wait times for both early voting days and on election day at each site.

J. Municipal Clerks

1. **All Burlington County Election Offices** – Meet with municipal clerks, in small groups, two weeks after the secretary of state certifies the results of every primary and general election, to review any issues that arose during the voting process and work collaboratively on solutions, ensuring that necessary adjustments are implemented well before the next major election.

K. Coordination

1. **All Burlington County Election Offices** – Identify deadlines that affect other offices and share them with one another.
2. **Board of Elections** – Arrange backup support from municipal clerks and the Superintendent of Elections at polling locations with a higher allocation of less experienced poll workers.

L. Accountability

1. **All Burlington County Election Offices** – Develop standard operating procedures for routine business and exceptional situations.
2. **All Burlington County Election Offices** – Convene for regular, structured meetings with clearly defined objectives and goals, and conclude with actionable plans and specific follow-up items for future meetings.

V. CONCLUSION

All our findings and recommendations share a central theme: cooperation among election officials drives organized, effective, and reliable elections. It also will ensure that the process functions more smoothly and that the outcome reflects the true will of the people. In a time when public trust in our institutions is paramount, it is crucial that every step—from educating voters to training poll workers to deploying the voting machines—helps to reinforce that trust by making sure that every eligible voter can participate. Upholding the integrity of free and fair elections is not just a matter of procedure. It is a cornerstone of our democracy.

Respectfully submitted,

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Dated: September 7, 2025

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)
33. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (Apr. 17, 2025)
34. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (Apr. 24, 2025)

35. Telephone Interview with Robin Haskell, Poll Worker, Burlington Cnty. (Apr. 30, 2025)
36. Telephone Interview with Frank Farrow, Poll Worker, Burlington Cnty. (Apr. 30, 2025)
37. Telephone Interview with Deborah Sarcone, Challenger, Candidate, Former Poll Worker, Burlington Cnty. (Apr. 30, 2025)
38. Telephone Interview with David Katz, Poll Worker, Burlington Cnty. (Apr. 30, 2025)
39. Telephone Interview with Kathleen McCaffrey, Poll Worker, Burlington Cnty. (Apr. 30, 2025)
40. Telephone Interview with Abid Shafi, Poll Worker, Burlington Cnty. (May 1, 2025)
41. Telephone Interview with Joe Countryman, Poll Worker, Burlington Cnty. (May 1, 2025)
42. Videoconference Interview with Mark Demo, Member, Citizens for N.J. Election Integrity (May 1, 2025)
43. Videoconference Interview with Michael McKitish, Member, Citizens for N.J. Election Integrity (May 1, 2025)
44. Videoconference Interview with Cheryl Capri, Member, Citizens for N.J. Election Integrity (May 1, 2025)
45. Telephone Interview with Carl Vogel, Poll Worker, Burlington Cnty. (May 1, 2025)
46. Telephone Interview with Ruth Myers, Poll Worker, Burlington Cnty. (May 2, 2025)
47. Telephone Interview with Frederick Weiss, Poll Worker, Burlington Cnty. (May 5, 2025)
48. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (May 6, 2025)

49. Telephone Interview with Jeanne Hauser, Poll Worker, Burlington Cnty. (May 6, 2025)
50. Telephone Interview with Stacie Sulzberg, Poll Worker, Burlington Cnty. (May 12, 2025)
51. Videoconference Interview with Heather Cheesman, Chairperson, Burlington Cnty. Bd. of Elections (July 9, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
52. Telephone Interview with George Nikita, Secretary, Burlington Cnty. Bd. of Elections (July 9, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
53. Videoconference Interview with Jamie Borden, Member, Burlington Cnty. Bd. of Elections (July 10, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
54. Videoconference Interview with Reva Foster, Member, Burlington Cnty. Bd. of Elections (July 10, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
55. Telephone Interview with Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections (July 14, 2025)
56. Telephone Interview with Philip Warren, Deputy Clerk, Burlington Cnty. Clerk's Off. (July 15, 2025)
57. Telephone Interview with Jalen Singleton, Deputy Clerk, Burlington Cnty. Clerk's Off. (July 15, 2025)
58. Telephone Interview with Sherry Marnell, Mun. Clerk, Mount Holly Twp. (July 15, 2025)
59. Telephone Interview with Rebecca Miller, Deputy Republican Amin'r, Burlington Cnty. Bd. of Elections (July 16, 2025), in the

presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.

- 60.** Telephone Interview with Michelle Zeno, Deputy Democratic Amin'r, Burlington Cnty. Bd. of Elections (July 17, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
- 61.** Telephone Interview with Ashley Fagan, Data Specialist, Burlington Cnty. Bd. of Elections (July 22, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
- 62.** Telephone Interview with Susan Onorato, Mun. Clerk, Shamong Twp. (July 25, 2025)
- 63.** Telephone Interview with Meredith Riculfy, Mun. Clerk, Mount Laurel Twp. (July 28, 2025)
- 64.** Telephone Interview with Sam Seltner, Off. Manager, Burlington Cnty. Bd. of Elections (Aug. 6, 2025), in the presence of counsel, Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off.
- 65.** Telephone Interview with Joanne Schwartz, Cnty. Clerk, Burlington Cnty. Clerk's Off. (Aug. 25, 2025)

LIST OF MATERIALS

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

1. Media and Public Sources
 - 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)³⁴
 - 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)³⁵
 - 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)³⁶
 - d. *Judge extends polling location hours in Burlington County due to long wait times*, ABC Action News (Nov. 5, 2024, 7:53 PM)³⁷
 - e. TaRhonda Thomas et al., *Burlington County voters face long lines after technical glitch on Election Day*, ABC Action News (Nov. 6, 2024)³⁸

³⁴ 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/>.

³⁵ 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/>.

³⁶ Available at <https://www.cbsnews.com/philadelphia/news/burlington-county-new-jersey-polling-sites/>.

³⁷ Available at <https://6abc.com/live-updates/election-2024-live-updates-philadelphia-region-kamala-harris-donald-trump-focus-pennsylvania/15508066/entry/15514596/>.

³⁸ 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)³⁹
- g. Staff, *Burlington County Voters Urged to Bring Sample Ballots to the Polls*, TAPinto Mt. Laurel (Oct. 24, 2024, 5:10 p.m.)⁴⁰
- 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)⁴¹
- 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)⁴²
- j. Kristin Antonello et al., *Burlington County Announces Comprehensive Review of Elections Procedures, Seeks Voters' Input*, TAPinto Bordentown (Nov. 13, 2024, 11:00 AM)⁴³
- 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)⁴⁴
- l. Douglas D. Melegari, *Burlington County Voters Outraged as Voting Plagued by Reports of Technical Issues*,

³⁹ Available at <https://6abc.com/post/officials-reviewing-burlington-county-voting-procedures-after-hours-long-lines-election-day/15519068/>.

⁴⁰ Available at <https://www.tapinto.net/towns/mount-laurel/sections/elections/articles/burlington-county-voters-urged-to-bring-sample-ballots-to-the-polls>.

⁴¹ Available at <https://www.tapinto.net/towns/bordentown/sections/elections/articles/election-alert-polls-to-stay-open-until-9-00-pm-on-election-day>.

⁴² 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>.

⁴³ Available at <https://www.tapinto.net/towns/bordentown/sections/elections/articles/burlington-county-announces-comprehensive-review-of-elections-procedures-seeks-voters-input>.

⁴⁴ 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)⁴⁵

- 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)⁴⁶
- 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)⁴⁷
- 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)⁴⁸
- 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)⁴⁹

⁴⁵ Available at <https://www.pinebarrenstribune.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/>.

⁴⁶ Available at <https://www.pinebarrenstribune.com/articles/featured-stories/how-assurances-went-awry-what-we-know-so-far-that-made-election-day-in-burlington-county-such-an-intolerable-debacle/>.

⁴⁷ Available at <https://www.pinebarrenstribune.com/articles/featured-stories/county-recognizes-error-with-ballot-count-led-to-results-showing-102-percent-turnout-in-southampton-district-discovered-by-tribune/>.

⁴⁸ Available at <https://www.pinebarrenstribune.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/>.

⁴⁹ Available at <https://www.pinebarrenstribune.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)⁵⁰
- 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)⁵¹
- s. Douglas D. Melegari, *BurlCo Commissioners Retain Independent Special Counsel to Review Nov. Election Fiasco*, Pine Barrens Tribune (Jan. 16, 2025)⁵²
- 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)⁵³
- u. David Wildstein, *After massive lines, Burlington Democrats and Republicans seek investigation*, N.J. Globe (Nov. 6, 2024, 3:49 PM)⁵⁴

⁵⁰ 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/>.

⁵¹ 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/>.

⁵² Available at <https://www.pinebarrenstribune.com/articles/featured-stories/burlco-commissioners-retain-independent-special-counsel-to-review-nov-election-fiasco/>.

⁵³ Available at <https://newjerseyglobe.com/local/huge-lines-in-burlington-county-with-some-voters-waiting-hours/>.

⁵⁴ 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)⁵⁵
- w. U.S. Election Assistance Comm’n, 9 Tips to Manage the Voting Process Better (July 2014)⁵⁶
- x. Burlington Cnty. News Release, *[ARCHIVED] What Burlington County Voters Should Know Before Going to the Polls on Election Day* (Nov. 1, 2024)⁵⁷
- y. Burlington Cnty. News Release, Burlington County Commissioners Support Bi-Partisan Call for Elections Review (Nov. 6, 2024)⁵⁸
- z. Press Release, U.S. Attorney’s Off., D.N.J., U.S. Attorney’s Office Announces Task Force to Preserve and Protect the Integrity of Elections (Apr. 29, 2025)⁵⁹
- aa. Josh Bakan, *Burlington County Works To Avoid Repeat Of Election Day Disarray: Here’s How*, Patch Media (last updated May 15, 2025, 4:44 PM)⁶⁰
- bb. Ryan Hughes et al., *How Burlington County prepared for New Jersey primary election – new voting equipment*,

⁵⁵ Available at https://www.eac.gov/sites/default/files/electionofficials/security/Best_Practices_for_Election_Technology_508.pdf.

⁵⁶ 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).

⁵⁷ Available at <https://www.co.burlington.nj.us/CivicAlerts.aspx?AID=2341&ARC=4512>.

⁵⁸ Available at <https://www.co.burlington.nj.us/CivicAlerts.aspx?AID=2343>.

⁵⁹ Available at <https://www.justice.gov/usao-nj/pr/us-attorneys-office-announces-task-force-preserve-and-protect-integrity-elections>.

⁶⁰ Available at <https://patch.com/new-jersey/cinnaminson/burlington-co-works-avoid-repeat-election-issues-heres-how>.

- more locations*, CBS News Phila. (June 10, 2025, 5:07 PM)⁶¹
- cc. Celeste E. Whittaker, *Gallery: Polling places around Burlington County greet voters*, Courier Post (June 10, 2025, 2:25 PM)⁶²
- dd. David Wildstein, *Judge issues temporary restraints against Cherry Hill progressive Dems*, N.J. Globe (June 23, 2025, 3:13 PM)⁶³
- ee. Grant Gross, *NJ Judge Issues Mixed Order on Use of E-Voting Machines*, N.Y. Times (Feb. 3, 2010)⁶⁴
- ff. Andrew W. Appel et al., *The New Jersey Voting-machine Lawsuit and the AVC Advantage DRE Voting Machine*, (January 2009)⁶⁵
- gg. *Report to the Office of the Attorney General: Sequoia AVC Advantage D10 Voter-verified Paper Record System Re-assessment*, New Jersey Institute of Technology Center for Information Age Technology (Dec. 22, 2007)⁶⁶
- hh. Meeting Minutes, Burlington Cnty. Bd. of Elections (Jan. 28, 2025)⁶⁷

⁶¹ Available at <https://www.cbsnews.com/philadelphia/news/burlington-county-voting-lines-new-jersey-primary-election/>.

⁶² Available at <https://www.courierpostonline.com/picture-gallery/news/2025/06/10/gallery-voters-in-burlington-county-cast-ballots-on-primary-day/84134188007/>.

⁶³ Available at <https://newjerseyglobe.com/local/camden-dems-file-lawsuit-to-fill-vacant-cherry-hill-county-committee-seats/>.

⁶⁴ Available at <https://archive.nytimes.com/www.nytimes.com/external/idg/2010/02/03/03idg-nj-judge-issues-mixed-order-on-use-of-e-voting-machi-76460.html>.

⁶⁵ Available at https://www.usenix.org/legacy/event/evtwote09/tech/full_papers/appel.pdf.

⁶⁶ Available at https://www.nj.gov/state/elections/assets/pdf/voter-criteria/vvpr-hearing-reports-06-07-08/Advantage_Retesting_Final_Report_12.22.07.pdf.

⁶⁷ Available at https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_01282025-556.

- ii. Meeting Minutes, Burlington Cnty. Bd. of Elections (Feb. 14, 2025)⁶⁸
- jj. Meeting Minutes, Burlington Cnty. Bd. of Elections (Mar. 11, 2025)⁶⁹
- kk. Meeting Minutes, Burlington Cnty. Bd. of Elections (Apr. 15, 2025)⁷⁰
- ll. Meeting Minutes, Burlington Cnty. Bd. of Elections (May 13, 2025)⁷¹
- mm. Meeting Minutes, Burlington Cnty. Bd. of Elections (June 10, 2025)⁷²
- nn. Caltech/MIT Voting Tech. Project, VTP Toolkit (last visited Aug. 26, 2025, 1:34 PM)⁷³
- oo. U.S. Election Assistance Comm’n, Voter Toolkit (Mar. 11, 2022)⁷⁴
- pp. U.S. Election Assistance Comm’n, Election Mgmt. Guidelines (2d ed. 2023)⁷⁵
- qq. U.S. Alliance for Election Excellence, Voting Time Estimator (last visited Aug. 26, 2025, 1:36 PM)⁷⁶

⁶⁸ Available at https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_02142025-559.

⁶⁹ Available at https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_03112025-566.

⁷⁰ Available at https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_04152025-577.

⁷¹ Available at https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_05132025-583.

⁷² Available at https://co.burlington.nj.us/AgendaCenter/ViewFile/Minutes/_06102025-591.

⁷³ Available at <https://web.mit.edu/vtp/>.

⁷⁴ Available at <https://www.eac.gov/voters/voter-toolkit>.

⁷⁵ Available at <https://www.eac.gov/election-officials/election-management-guidelines>.

⁷⁶ Available at <https://electionexcellence.org/resources/voting-time-estimator/>.

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
 - 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_OPRASpecialServiceCharge.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_BINDE
R.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)
- x. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 11:01 ET) (on file with author)
 - i. HOW TO VOTE BURLINGTON.png
 - ii. Preferred Set-Up of Polling Location0001.pdf
- y. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 11:04 ET) (on file with author)
 - i. Wrightstown.doc
- z. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 11:51 ET) (on file with author)
 - i. 2024 & 2025 POLLING PLACE ALLOCATION COMPARISON FOR REDISTRICT.xlsx

- ii. 1ST TIME VOTERS FOR THE 2024 GENERAL ELECTION.xlsx
- aa. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 13:47 ET) (on file with author)
 - i. Checklist for Hands on Training Final Draft(Lines).docx
 - ii. Rover Checklist, Final Draft with Lines.docx
- bb. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 17:55 ET) (on file with author)
 - i. Bass River.doc
 - ii. Beverly City.doc
 - iii. Bordentown City.doc
 - iv. Bordentown Twp.doc
 - v. Burlington City.doc
 - vi. Burlington Twp.doc
 - vii. Chesterfield.doc
 - viii. Cinnaminson Twp.doc
 - ix. Delanco.doc
 - x. Delran.doc
 - xi. Eastampton Twp.doc
 - xii. Edgewater Park.doc
- cc. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to

Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 17:56 ET) (on file with author)

- i. Fieldsboro.doc
- ii. Florence Twp.doc
- iii. Hainesport.doc
- iv. Lumberton.doc
- v. Mansfield Twp.doc
- vi. Mapleshade.doc
- vii. Medford Lakes.doc
- viii. Moorestown.doc
- ix. Mt. Holly.doc
- x. Mt. Laurel.doc
- xi. New Hanover.doc
- xii. North Hanover.doc

dd. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 17:58 ET) (on file with author)

- i. Palmyra.doc
- ii. Pemberton Boro.doc
- iii. Pemberton Twp.doc
- iv. Riverside Twp.doc
- v. Riverton Boro.doc
- vi. Shamong.doc
- vii. Southampton Twp.doc

- viii. Springfield Twp.doc
- ix. Tabernacle.doc
- x. Washington Twp.doc
- xi. Westampton Twp.doc
- xii. Willingboro.doc
- xiii. Woodland Twp.doc
- xiv. Wrightstown.doc
- ee. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 6, 2025, 18:34 ET) (on file with author)
 - i. Burlington City.doc
 - ii. Chesterfield.doc
 - iii. Cinnaminson.doc
 - iv. Evesham.doc
 - v. Medford Twp.doc
 - vi. Mt Laurel.doc
 - vii. Pemberton Twp.doc
 - viii. Tabernacle.doc
 - ix. Willingboro.doc
- ff. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 8, 2025, 16:50 ET) (on file with author)
 - i. 2 Memo to Clerks (Close of Registration).doc
 - ii. 5 Clerk Machine Dates.doc

- iii. PWOH Primary 2025.xlsx
- gg. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 14, 2025, 14:26 ET) (on file with author)
- hh. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 15, 2025, 8:32 ET) (on file with author)
 - i. Medford Twp.doc
 - ii. Evesham.doc
 - iii. Mt. Laurel.doc
- ii. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 15, 2025, 10:34 ET) (on file with author)
 - i. Invitation to Clerks.pdf
- jj. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (June 13, 2025, 11:56 ET) (on file with author)
 - i. PWOH Primary0001.pdf
- kk. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (June 13, 2025, 13:59 ET) (on file with author)
- ll. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (June 17, 2025, 13:50 ET) (on file with author)
 - i. CaseLaw0001.pdf

- mm. Email from Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (July 14, 2025, 17:15 ET) (on file with author)
 - i. Gusciora re Final Order.pdf
- nn. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (July 15, 2025, 15:17 ET) (on file with author)
 - i. MCOH 2025 PRIMARY.xlsx
 - ii. Staff Rover Reports0001.pdf
 - iii. IT Rover Reports.xlsx
 - iv. PRIMARY ROVER BAGS.docx
 - v. Dominion & ESS Rover Reports0001.pdf
 - vi. 6 clerk email QR, set-up.docx
 - vii. Replacing Toner Cartridge (5x7).docx
 - viii. Clearing a Paper Jam 2.docx
- oo. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (July 15, 2025, 15:21 ET) (on file with author)
 - i. 2025 Primary Election Early Voting Incident Description.xlsx
 - ii. 2025 Primary Election Day Incident Description.xlsx
- pp. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (July 15, 2025, 15:26 ET) (on file with author)

- i. Conversation w Rebecca0001.pdf
- ii. Lumberton-Bobbie Quinn email0001.pdf
- qq. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (July 15, 2025, 15:27 ET) (on file with author)
- rr. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (July 15, 2025, 15:27 ET) (on file with author)
- ss. Email from Diana Crook, Confidential Admin. Assistant, Burlington Cnty. Superintendent of Elections, to Alexander J. Gacos, Attorney, Connell Foley LLP (July 15, 2025, 15:27 ET) (on file with author)

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.
 - d. Email from Kim-Marie White, President, Burlington Cnty. Mun. Clerks' Assoc., to Alexander J. Gacos, Attorney, Connell Foley LLP (June 18, 2025, 13:36 ET) (on file with author)
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
 - x. Email from Mark Demo, Member, Citizens for N.J. Election Integrity, to Alexander J. Gacos, Attorney, Connell Foley LLP (May 1, 2025, 14:31 ET) (on file with author)
 - i. November 24 Turnout - Burlington Deep Dive (1).xlsx
- 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 from the Burlington County Board of Elections
 - a. Email from Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off., to Alexander J. Gacos,

Attorney, Connell Foley LLP (July 9, 2025, 11:11 ET) (on file with author)

- i. 2025 Polling Place Accessibility Checklist, N.J. Dept. of State, Div. of Elections
- b. Email from Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off., to Alexander J. Gacos, Attorney, Connell Foley LLP (Aug. 29, 2025, 12:10 ET) (on file with author)
 - i. 2024 General poll worker assignments.xlsx
 - ii. 2024 Training Attendance.xlsx
 - iii. 2025 Training Attendance.csv
 - iv. 2024 Primary poll worker assignments.xlsx
- c. Email from Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off., to Alexander J. Gacos, Attorney, Connell Foley LLP (Aug. 29, 2025, 12:13 ET) (on file with author)
 - i. Advanced Pollworker Guide Primary 2025 -4-16-2025_8.29.25.pdf
 - ii. Boardworker Handbook 2024 General_8.29.25.pdf
 - iii. Boardworker Handbook 2025 Primary-02-04-2025_8.29.25.pdf
- d. Email from Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off., to Alexander J. Gacos, Attorney, Connell Foley LLP (Aug. 29, 2025, 12:16 ET) (on file with author)
 - i. Burlington County Boardworker-2024full_8.29.25.pdf
- e. Email from Levi Klinger-Christiansen, Deputy Attorney Gen., N.J. Attorney Gen.'s Off., to Alexander J. Gacos,

Attorney, Connell Foley LLP (Aug. 29, 2025, 12:22 ET)
(on file with author)

i. Burlington County Boardworker -Updated 2025
NEW -2024 Print_8.29.25.pdf

ii. Class Primary Calendar 2025.pdf

f. Email from Levi Klinger-Christiansen, Deputy Attorney
Gen., N.J. Attorney Gen.'s Off., to Alexander J. Gacos,
Attorney, Connell Foley LLP (Aug. 29, 2025, 12:24 ET)
(on file with author)

i. Muni-Clerks-Meeting-2024_8.29.25.pdf

ii. Voting Booth Instructions - ICX BMD ICP - NJ
v1_Manual Activation 4-22.pdf

12. Materials from Deborah Sarcone

a. Photograph

13. Materials from Carl Vogel

a. Email from Carl Vogel, Poll Worker, Burlington Cnty., to
Alexander J. Gacos, Attorney, Connell Foley LLP (Apr.
30, 16:03 ET) (on file with author)

14. Materials from Frank Farrow

a. Email from Frank Farrow, Poll Worker, Burlington Cnty.,
to Alexander J. Gacos, Attorney, Connell Foley LLP (May
1, 2025, 14:16 ET) (on file with author)

15. Materials from Frederick Weiss

a. Email from Frederick Weiss, Poll Worker, Burlington
Cnty., to Alexander J. Gacos, Attorney, Connell Foley
LLP (May 6, 2025, 10:27 ET) (on file with author)

i. 2024 General Election Interim report-FAW
Edits.pdf

16. Materials from Todd Wirth

- a. Email from Dr. Felicia Hopson, Burlington Cnty. Comm'r, Burlington Cnty., to Todd Wirth, Mgmt. Specialist, Burlington Cnty. Admin. Off. (June 27, 2025, 13:12 ET) (on file with author)
- b. Email from Sherry Marnell, Mun. Clerk, Mount Holly Twp., to Burlington Cnty. Election Bd., et al. (June 17, 2025, 14:24 ET) (on file with author)
- c. Email from Bobbie Quinn, Deputy Twp. Admin'r, Mun. Clerk, Lumberton Twp., to Dawn Addiego, Superintendent of Elections, Burlington Cnty. Superintendent of Elections, et al. (June 26, 2025, 16:05 ET) (on file with author)