



July 1, 2026

The Hon. Jennifer Grant
Alderpersion, Green Bay Common Council, District 1
100 N. Jefferson Street
Green Bay, WI 54301

Re: Concerning Pattern of the Inappropriate Issuance of Extra Ballots to Individual Voters

Alderpersion Grant:

Center for Election Confidence, Inc. ("CEC"), is a non-profit organization recognized as a key "civil society group"¹ that promotes ethics, integrity, and professionalism in the electoral process. CEC works to ensure that all citizens can vote freely within an election system of reasonable procedures that promote election integrity, prevent vote dilution and disenfranchisement, and instill public confidence in election systems and outcomes.

CEC writes because Green Bay has once again seen extra ballots mailed inappropriately and unlawfully to individual voters. CEC urges the Common Council to exercise its oversight authority to ensure that the City conducts an independent review of both extra-ballot incidents, publicly addresses the Clerk's apparent legal position that Wisconsin law does not prohibit the issuance of multiple ballots to the same voter, and implements corrective action sufficient to prevent similar failures in any future election. As a non-profit organization with noted expertise in these matters, CEC would welcome the opportunity to assist with the development of a productive solution to these issues as it has done for other jurisdictions facing similar issues.

After Clerk Celestine Jeffreys's office admitted that a duplicated ballot label batch caused 152 ballots to be issued and mailed twice during the April 2026 election, she told voters that the error would not be repeated due to the adoption of new procedures.² Yet, public reporting and the Clerk's own press release note that Green Bay again sent extra absentee ballots inappropriately to some voters for the August 2026 primary election. While the April 2026 incident was serious enough, this week's recurrence changes the posture of this matter, changing a one-time error into a concerning operational pattern. As before, the Clerk's response to these issues is unsatisfactory. Voters deserve more than press release platitudes pleading for cooperation and directing that they should simply trust that an opaque and (at the very least) under-documented process will somehow ensure "only one ballot per eligible voter will be tabulated."³

¹ Elena Patel, Brookings Institute (Dec. 30, 2025), <https://www.brookings.edu/articles/when-a-postmark-no-longer-tracks-mailing/>.

² *Green Bay printing error sends duplicate ballots to 152 voters*, NBC 26 (Green Bay, Wisc.) (Apr. 2, 2026, 4:25 p.m.), <https://www.nbc26.com/greenbay/green-bay-printing-error-sends-duplicate-ballots-to-152-voters>.

³ City of Green Bay, Wisc., Release: *The City of Green Bay Informs Residents of Certificate Label Printing Error*, City of Green Bay (Wisc.) Government Facebook Page (June 28, 2026, 5:02 p.m.), <https://www.facebook.com/GreenBayCity/posts/pfbid02yKW9Q2jrcqxbbsHvsZ5qbhpwgUT5x4BTAJAryqBvJpwUjhPe9eabcHmkbBWB6Qel>. See, e.g., Samantha Cavalli, *Green Bay sends duplicate absentee ballots to some voters for second time this year*, WBAY (June 29, 2026), <https://www.wbay.com/2026/06/29/green-bay-sends-duplicate-absentee-ballots-some-voters-second-time-this-year/>; Benjamin Yount, *Green Bay Clerk Once Again Mails Duplicate Ballots*, MacIver Inst. (June 29, 2026), <https://maciverinstitute.com/news/green-bay-clerk-once-again-mails-duplicate-ballots>; Jesse Lin, *Green Bay repeats duplicate ballot error ahead of August election*, Green Bay Press Gazette (June 29, 2026),

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While some facts remain unclear concerning the August 2026 primary election recurrence,⁴ the facts of the April incident are not materially disputed. Ms. Jeffreys's office mailed extra absentee ballots inappropriately to at least 152 Green Bay voters for the April 2026 election. The Clerk does not deny that her office issued extra ballots inappropriately.⁵ At least one voter returned both.⁶ These incidents put at risk the integrity of and confidence in the administration of Green Bay elections. At a minimum, Green Bay voters deserve clear answers to questions concerning the specific training, processes, procedures, and safeguards that failed, whether prior Wisconsin Elections Commission ("WEC") findings have been fully addressed, the impact of any WEC action in the ongoing complaint concerning the April 2026 extra ballot issue,⁷ and what training, supervision, discipline, or procedural reforms the City will implement going forward, as well as what process will be used to develop those reforms.

However, the Clerk's response to the April complaint before WEC is even more concerning.⁸ Rather than plainly acknowledging fault, Ms. Jeffreys argues that Wisconsin law "prohibits election fraud, not the inadvertent issuance of multiple ballots," and that the matter is moot because only one ballot per eligible voter was allegedly tabulated. In other words, Green Bay's chief election official appears to contend that the issuance of extra absentee ballots to the same voter is not itself a serious legal or administrative problem so long as the office later asserts that only one ballot was counted. That position should concern every member of the Common Council. The integrity of absentee voting, as well as voters' confidence in the process, depends not only on tabulation controls at the end of the process but on careful ballot-issuance controls at the beginning.

The reported August primary extra-ballot incident demonstrates why the Clerk's stated legal position concerning inappropriate transmission of extra ballots should not be left unaddressed. After the April complaint put WEC and the City on notice, the same category of failure occurred again. WEC has yet to require visible corrective action. WEC's inaction did not merely leave a legal dispute unresolved; it left Green Bay voters exposed to a repeat failure—a failure that has now recurred. WEC should now act promptly, but the City should not wait for WEC before engaging experts to conduct a publicly disclosed independent review and, following such a review, before developing and implementing corrective measures to prevent further recurrence.

Compounding the concern is the Clerk's history before WEC. WEC has previously found probable cause to believe Clerk Jeffreys violated the law or abused her discretion on multiple occasions.⁹ In both cases, a WEC order was required to force Clerk Jeffreys to bring her office's operations into compliance with the law.¹⁰ An operational trend in the Clerk's office has emerged: statutory requirements are misunderstood or not followed; violations or errors are characterized as inadvertent; and Green Bay voters are asked to accept after-the-fact assurances without full explanation, resolution, or transparency and without a guarantee that systems are in place to prevent the recording of multiple votes from a single voter.

<https://greenbaypressgazette.com/story/politics/elections/2026/06/29/green-bay-clerk-mailed-replica-ballots-again-ahead-of-august-election/90736666007>; Tony Langfellow, *Concerns mount as Green Bay mistakenly sends out duplicate ballots for the 2nd time*, Fox 11 News (Green Bay, Wisc.) (June 29, 2026), <https://fox11online.com/news/election/concerns-mount-as-green-bay-mistakenly-sends-out-duplicate-absentee-ballots-again>.

⁴ To CEC's knowledge the City has yet to confirm the specific number of duplicate ballots issued in error for the August 2026 primary election.

⁵ *Green Bay clerk sent duplicate absentee ballots*, Wisc. L. J./USA Today Network (Apr. 7, 2026), <https://wislawjournal.com/2026/04/07/green-bay-clerk-sent-duplicate-absentee-ballots/>.

⁶ *See Sipes v. Jeffreys*, Def.'s Resp. at 3, No. EL-26-12 (Wisc. Elec. Comm'n 2026).

⁷ *Sipes v. Jeffreys*, No. EL-26-12 (Wisc. Elec. Comm'n 2026).

⁸ *See Sipes v. Jeffreys*, Def.'s Resp., No. EL-26-12 (Wisc. Elec. Comm'n 2026).

⁹ *See Roeser v. Jeffreys*, No. EL 22-37 (Wisc. Elec. Comm'n 2023) (concerning Clerk Jeffreys' office's unlawful absentee-ballot return policy under Wis. Stat. § 6.87(4)(b)1); *Hogan v. Jeffreys*, No. EL 24-35 (Wisc. Elec. Comm'n 2024) (admission from Clerk Jeffreys that she had not been following the Election Day Registration audit requirements of Wis. Stat. § 6.56(3)).

¹⁰ *Id.*

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As demonstrated by recent events, a Clerk who does not recognize the seriousness of issuing extra absentee ballots cannot be trusted to prevent further recurrence without meaningful oversight. The reported August primary incident confirms the reality that this concern is no longer hypothetical. If Green Bay's chief election official holds this uninterested, indifferent, and *laissez-faire* view of Wisconsin election law and the absentee-ballot process—as though public confidence can be preserved by a self-appointed vanguard that merely offers assures voters that the procedural machinery of voting is working—the Council should not wait for an even higher-stakes election before acting.

Accordingly, CEC respectfully requests responses to the following:¹¹

1. Will the City conduct (or has the City conducted) an independent investigation into both the inappropriate transmission of extra absentee ballots during the April 2026 election and the inappropriate transmission of extra absentee ballots for the August 2026 primary election? How will such an investigation be (or how was such an investigation) staffed, conducted, reported, implemented, and overseen? If the City will not conduct (or has not yet conducted) such an investigation, why not?
2. What steps will the Common Council take to correct publicly the Clerk's apparent misapprehension of Wisconsin law concerning the issuance of multiple ballots to a single voter?
3. Especially in light of the prior WEC findings of Clerk Jeffreys's non-compliance with Wisconsin law, what corrective action, including, but not limited to, retraining, supervisory controls, or discipline, and what procedural reforms has the City considered (or will the City consider) in order to hold the Clerk's office accountable for these extra ballot inappropriate transmission incidents? How will the City (or how has the City) developed such corrective actions and procedural reforms? Who will advise the City (or who has advised the City) in such matters?
4. Will the City commission (or has the City commissioned) an independent review of the Clerk's election-administration procedures before the next election cycle? If not, why not?
5. Will the City formally request that WEC act promptly on the pending *Sipes* matter and explain what state-level guidance, remedial action, or oversight WEC has provided since the April extra ballot inappropriate transmission incident?

Capable election administration is not a partisan aspiration. It is a community good. When election officials understand the law, follow written procedures, welcome accountability, and prevent avoidable errors, confidence increases among all voters. Public confidence is not strengthened by dismissing election-administration failures. It is strengthened when leaders acknowledge problems plainly, examine whether existing personnel and procedures are equal to the responsibility, and act publicly to ensure the same failures do not recur. Green Bay voters are entitled to election administration that is fastidious before ballots are issued and accountable when compliance with the law is unmet or procedures fail—whether intentionally or not.

CEC respectfully requests your timely response to this correspondence and stands ready to discuss these matters with you or the Common Council as CEC may be helpful and at your convenience. As a non-profit organization

¹¹ Only the extent as may be required by law, CEC submits its requests pursuant to the Wisconsin Open Records Act, *codified at* Wisc. Stats. § 19.21 *et seq.* See also Wisc. Stats. § 19.31 (“In recognition of the fact that a representative government is dependent upon an informed electorate, it is declared to be the public policy of this state that all persons are entitled to the greatest possible information regarding the affairs of government and the official acts of those officers and employees who represent them.”).

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with noted expertise in these matters, CEC would welcome the opportunity to assist with the development of a productive solution to these issues as it has done for other jurisdictions facing similar issues.

Please direct your correspondence to Zach Humphreys at zhumphreys@electionconfidence.org.

Sincerely,

/s/ **Caleb J. Hays**

Chief Policy Counsel

Center for Election Confidence

CJH/zh

Enclosures:

Sipes v. Jeffreys, No. EL-26-12 (Wisc. Elec. Comm'n. 2026)

Verif'd Compl.

Def.'s Resp.

Complnt.'s Verif'd Reply

Complnt.'s Suppl. Letter (June 30, 2026)

CC:

The Hon. Eric Genrich, Mayor

The Hon. Joey Prestley, Alderperson, District 6

The Hon. Alyssa Proffitt, Alderperson, District 7

The Hon. Jim Hutchison, Alderperson, District 2

The Hon. Jim Ridderbush, Alderperson, District 8

The Hon. Bill Morgan, Alderperson, District 3

The Hon. Ben DeBaker, Alderperson, District 9

The Hon. Jon Shelton, Alderperson, District 4

The Hon. Ben Delie, Alderperson, District 10

The Hon. Doug Orlowski, Alderperson, District 5

The Hon. Melinda Eck, Alderperson, District 11

The Hon. Kathy Hinkfuss, Alderperson, District 12

The Hon. Jamie Wall, State Senator, District 30

The Hon. Ben Franklin, State Representative, District 88

The Hon. Ryan Spaude, State Representative, District 89

The Hon. Amaad Rivera-Wagner, State Representative, District 90

The Honorable Members, Wisconsin Elections Commission

The Hon. Meagan Wolfe, Administrator, Wisconsin Elections Commission

**State of Wisconsin
Before The Elections Commission**

IN THE MATTER OF THE COMPLAINT OF:

THERESA SIPES
2837 Parkwood Drive
Green Bay, WI 54313,

Complainant,

v.

CELESTINE JEFFREYS
Office of the City Clerk
100 N. Jefferson Street
Green Bay, WI 54301,

Respondent.

VERIFIED COMPLAINT

Complainant, by and through undersigned counsel, alleges the following:

1. Complainant is a qualified “elector” pursuant to Wis. Stat. chs. 5 and 6 within the City of Green Bay, Wisconsin. Ms. Sipes is also a member of the Republican Party of Brown County¹ (“RPBC”) Executive Board and currently serves as a Chief Election Inspector for the City of Green Bay.

2. Respondent is the Clerk of the City of Green Bay, Wisconsin. As City Clerk, Respondent is an “election official” pursuant to Wis. Stat. chs. 5 and 6 and is named in her official capacity. Respondent, appointed by Green Bay Mayor Genrich, is responsible for the administration of elections within the City, including the issuance and processing of absentee ballots, pursuant to Wis. Stat. chs. 6 and 7.

JURISDICTION

3. The Wisconsin Elections Commission (the “Commission”) has jurisdiction over this complaint pursuant to Wis. Stat. § 5.06(1), which provides that if “any elector of a jurisdiction or district served by an election official believes that a decision or action of the official or the failure of the official to act” violates Wisconsin election law, including violations related to “ballot preparation, election

¹ RPBC is the Brown County entity of the Republican Party of Wisconsin.

administration or conduct of elections,” such “elector may file a written sworn complaint with the commission” against the election official requesting relief.

4. This Complaint is timely under Wis. Stat. § 5.06(3) given that violations were identified only several days prior to this filing, the results of the violations are ongoing and the Spring Election has not yet occurred.

5. Pursuant to Wis. Stat. § 5.05(1), the Commission has general authority for the administration of chapters 5 through 12 of the Wisconsin Statutes and is empowered to ensure compliance with election laws by election officials, including municipal clerks and the Respondent herein.

6. The Commission is further vested with the authority to investigate such complaints, order compliance, and take appropriate remedial action. The Commission may, pursuant to Wis. Stat. § 5.06(2), investigate, hold a hearing, and order appropriate remedies.

COMPLAINT

7. In connection with the April 7, 2026, Wisconsin Spring Election (the “Spring Election”), in at least 152 instances, Respondent’s office mailed more than one absentee ballot to the same individual voter in violation of Wisconsin election law and creating substantial risk of confusion, double voting and increasing the opportunity for and possibility of fraud.

8. The illegal issuance of multiple absentee ballots to individual voters was widespread, impacting multiple wards throughout the City of Green Bay.

SUMMARY OF FACTS

9. On or about March 30, 2026, the RPBC, Complainant and the Republican Party of Wisconsin (“RPW”) received reports of a City of Green Bay voter who completed and returned an absentee ballot and shortly thereafter received another absentee ballot for the same election. (“Voter 1”). Voter 1 reportedly contacted Respondent’s office and was told that a system “glitch” had resulted in some voters receiving duplicate ballots.

10. In response to the report from Voter 1, RPW contacted Respondent to confirm that her office in fact sent multiple ballots to individual voters for the Spring Election and requested information to determine why ballots were illegally issued, the number of voters and wards impacted, and whether Respondent would take action to prevent the illegally issued ballots from being voted in the Spring Election.

11. On April 1, 2026, RPW received a second report of a voter receiving multiple absentee ballots for the Spring Election. This report involved another Green Bay voter in Ward 34 (“Voter 2”). Voter

2 made an online request for Respondent to mail a ballot for the Spring Election to a temporary Florida address. Again, Voter 2 received, completed and returned a ballot only to receive another ballot for that same Spring Election several days later at the same temporary Florida address.

12. Upon information and belief, neither Voter 1 nor Voter 2 completed or returned more than one ballot for the Spring Election, but instead, being very concerned about the illegal issuance of multiple ballots to individual voters and fearing the breadth of the illegal activity, both voters immediately reported the violations.

13. Having received no reply from Respondent, on April 2, 2026, RPW contacted the Commission to inform staff of the confirmed reports that individual Green Bay voters were issued multiple absentee ballots for the Spring Election. The Commission's Deputy Administrator promptly responded and indicated that he would also inquire about the allegations.

14. Despite RPW's direct inquiries days earlier, Respondent confirmed the issuance of multiple ballots to individual voters in a Fox 11 news article that was published at approximately 1:11 PM on April 2, 2026. Through that article, Respondent admitted that her office issued multiple ballots to at least 152 Green Bay voters. Respondent downplayed the seriousness of the situation and claimed that the issuance of multiple ballots to individual voters was a mistake caused by a snowstorm. <https://fox11online.com/news/political/green-bay-duplicate-absentee-ballots-mailed-2026-spring-general-election-city-clerk-celestine-jeffreys> (last accessed Apr. 4 2026) ("I really don't think it's acceptable for these type of things to happen, so I would hope that whatever the problem is, they would figure it out and make sure that it doesn't happen again,' [Alderman] Eck said.").

15. The Commission provided RPW with a substantive response after the Fox 11 article was published, confirming that Respondent admitted issuing multiple ballots to at least 152 Green Bay voters. The Commission acknowledged the seriousness of Respondent's actions and need for more information and a formal explanation but asserted that it could not "independently initiate a formal investigation outside the complaint processes that are established by law" and provided information on filing a sworn complaint.

16. Respondent finally replied to RPW later April 2nd, providing a list of impacted wards and a copy of a letter mailed to impacted voters. Critically, this communication did not include any details regarding how the illegally issued ballots would or could be tracked, identified, and handled at Green Bay Central Count on Election Day should any individual attempt to cast such ballot.

17. Having received little information on whether the illegal issuance of additional ballots can and will be mitigated, RPW sent a follow-up email on April 3, 2026, requesting further explanation, which remains outstanding as of the date of this Complaint.

APPLICABLE LAW

18. Providing only qualified voters with a single ballot is, of course, the foundation of every election in our democratic republic and the necessity that elections express the will of the electorate is undermined when ballot-issuance controls are either evaded, ignored or simply break down. Wis. Stat. § 5.01(1).

19. When allowing for qualified electors to vote absentee, the Wisconsin Legislature emphasized that there must be strict compliance with all absentee voting laws and procedures because “voting by absentee ballot is a privilege exercised wholly outside the traditional safeguards of the polling place.” Wis. Stat. § 6.84(1). All provisions of the absentee voting process, both requirements of the elector and the election official must therefore “be construed as mandatory” and strictly imposed “in order to ensure the integrity of the absentee ballot process.” Wis. Stat. § 6.84(2).

20. Wisconsin’s absentee voting framework is structured to ensure that only qualified electors receive and can cast only one ballot per election. Wis. Stat. § 6.86 provides that the municipal clerk shall issue one absentee ballot to each qualifying elector upon proper application. The statutory scheme does not contemplate or authorize the mailing of another absentee ballot to the same voter for the same election absent a valid spoiling request under Wis. Stat. § 6.86(5).

21. Wisconsin law places a strict duty upon municipal clerks to ensure that the principle of one vote per qualified elector is upheld, and ballot-issuance controls strictly administered:²

- a. Section 6.86(1)(ar), Wis. Stats., requires that a municipal clerk "shall not issue an absentee ballot unless the clerk receives a written application therefor from a qualified elector." The statute uses the singular, "an absentee ballot" upon "a written application," thereby expressly prohibiting the issuance of multiple absentee ballots to individual voters. The singular issuance of one ballot to one qualified voter is present throughout the absentee ballot issuing process in Wis. Stat. § 6.86.
- b. Wisconsin Election law strictly limits the possibility of issuing a second absentee ballot to narrow circumstances with specific procedures. Section 6.86(5), Wis. Stats., provides the

² See also, Wis. Admin. Code Ch. EL 12.

only mechanism by which a clerk may issue a replacement absentee ballot to a qualified elector. Under Wis. Stat. § 6.86(5), a clerk can only issue a replacement absentee ballot if “an elector returns a spoiled or damaged absentee ballot to the municipal clerk” and *only* then can the clerk subsequently “issue a new ballot to the elector” while further requiring that the clerk “shall destroy the spoiled or damaged ballot.”

22. Municipal clerks have a duty to properly administer elections and an appropriately high affirmative obligation to ensure proper ballot issuance procedure. Wis. Stat. § 7.15(1).

RESPONDENT’S VIOLATIONS OF LAW

23. Whether the issuance of these duplicate ballots resulted from willful conduct, reckless disregard for numerous statutory obligations, or gross negligence in the administration of the absentee ballot process, the result is the same: Respondent violated numerous Wisconsin election laws by circulating at least 152 unauthorized ballots into the public with little to no chain of custody, each capable of being completed, witnessed, and returned.

24. Specifically, Respondent not only violated her duty to properly administer Wisconsin’s Spring Election under Wis. Stat. § 7.15 and utterly failed to ensure proper ballot issuance procedures, but she further violated numerous portions of Wis. Stat. § 6.86 discussed above.

25. Respondent violated Wis. Stat. § 6.86(1)(ar) by issuing more than one absentee ballot to at least 152 individual voters who, upon information and belief, submitted a single application under which each voter was only eligible for a single ballot in the Spring Election.

26. The Legislature created exactly *one* exception for the issuance of another absentee ballot: the formal spoiling process under § 6.86(5), under which an elector affirmatively requests a replacement for a “spoiled or damaged absentee ballot”, but the law first requires that the elector return the original ballot to the clerk and that the clerk first destroy the original *before* issuing the replacement. The fact that the Legislature crafted this narrow, carefully controlled exception implies that all other issuance of duplicate ballots is prohibited. The express authorization of replacement ballots *only* if the original is first destroyed means that no other method of issuing another ballot to the same qualified elector for the same election is lawful.

27. Respondent’s issuance of multiple ballots to at least 152 individual electors bypassed every safeguard contained in §§ 6.86(5) and (6), placing two official but illegal ballots into circulation for each affected voter without any request by any elector and most importantly of all, without the return and destruction of the first ballot sent to that elector.

28. Respondent breached her duty under Wis. Stat. § 7.15 to administer elections and ensure that all procedures comply with applicable law. Violations of all election laws, but especially ballot-issuance violations of this magnitude, are extremely serious, require investigation, and any election officials responsible must be held accountable.

29. The issuance of multiple absentee ballots to individual voters by Wisconsin clerks is unfortunately not without precedent. In September 2024, the City of Madison Clerk's office mailed approximately 2,215 duplicate absentee ballots to voters across ten wards in advance of the November 2024 General Election. Upon information and belief, despite the scope of the Madison incident, no formal complaint was filed, no investigation was initiated by the Commission, and no corrective order was issued. The absence of any formal Commission action following the Madison incident may have contributed to a permissive environment in which municipal clerks, including Respondent, fail to treat the absentee ballot issuance process with the seriousness the law demands.

30. The Commission should use this Complaint as an opportunity to conduct a serious formal investigation and establish that the mailing of multiple absentee ballots to any individual voters violates Wisconsin law and will not be tolerated. Clear precedent from the Commission on this issue would provide necessary guidance to all municipal clerks statewide and help prevent future violations.

31. Regardless of whether the issuance of multiple absentee ballots to individual voters was the result of intentional action, reckless conduct, or gross negligence, the Commission should investigate the circumstances giving rise to these violations. At minimum, the Commission should:

- a. Initiate a formal investigation into the cause, the responsible election officials, and the full scope of the issuance of illegal absentee ballots, including the system “glitch” referenced by the Clerk’s office;
- b. Determine whether Respondent and/or any other City of Green Bay officials have implemented adequate safeguards to attempt to identify and segregate illegally issued ballots received at Green Bay Central Count on Election Day;
- c. Immediately order Respondent and/or the City of Green Bay to provide a detailed written plan for tracking and handling any duplicate ballots returned for the April 7, 2026, Spring Election;
- d. Determine whether any corrective action, including additional training, oversight, or other remedial measures, is warranted to prevent similar errors in future elections; and

- e. Take any additional action the Commission deems appropriate to ensure compliance with Wisconsin election law by Respondent and/or future clerks and for future elections.

PRAYER FOR RELIEF

32. WHEREFORE, Complainant respectfully requests that the Wisconsin Elections Commission:

- a. Accept this Complaint for filing under Wis. Stat. § 5.06;
- b. Conduct a thorough investigation into the foregoing allegations;
- c. Order Respondent and/or the City of Green Bay to provide a detailed written plan for tracking and handling any duplicate ballots returned for the April 7, 2026, Spring Election;
- d. Order such corrective and remedial action as the Commission deems necessary and appropriate to ensure compliance with Wisconsin election law by Respondent and/or future clerks and for future elections;
- e. Grant such other and further relief and/or take such further action as the Commission deems necessary and/or appropriate.

Respectfully submitted this 6th day of April, 2026.

NJB LAW & CONSULTING LLC

/S/ Signed electronically by Nicholas J. Boerke

Nicholas J. Boerke (WI Bar No. 1083216)

1045 W. Glen Oaks Lane

Suite 103

Mequon, WI 53092

Tel: 262-235-5300

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nick@njblaw.net

Verification of Complainant on following page.

VERIFICATION

I, Theresa Sipes, being first duly sworn upon oath, state that I personally read the above Complaint and that the above allegations are true and correct based on my personal knowledge and, as to those allegations stated on information and belief, I believe them to be true.


Theresa Sipes, Complainant
April 6th, 2026

STATE OF WISCONSIN)
) ss.
COUNTY OF Brown)

Subscribed and sworn to before me
this 6th day of April, 2026.




Notary Public, State of Wisconsin

My commission expires: Aug 4, 2028

**STATE OF WISCONSIN
BEFORE THE ELECTIONS COMMISSION**

THERESA SIPES,

Complainant,

v.

EL-26-12

CELESTINE JEFFREYS, in her capacity
as City Clerk of the City of Green Bay,

Respondent.

RESPONSE OF RESPONDENT CELESTINE JEFFREYS

Respondent Celestine Jeffreys, in her capacity as City Clerk of the City of Green Bay, by and through Assistant City Attorney Logan Wood, hereby submits the following response to the Complaint filed by Theresa Sipes with the Wisconsin Elections Commission (WEC).

INTRODUCTION

The Wisconsin Legislature has deemed that the absentee voting process “must be carefully regulated to prevent the potential for fraud or abuse...” Wis. Stat. 6.84(1). The municipal clerk is responsible for the administration of elections within the City, including the issuance of absentee ballots. Wisconsin law prohibits election fraud, not the inadvertent issuance of multiple ballots. The statute does not impose liability for inadvertent duplication in issuance, rather, it establishes the elector’s right to receive a ballot. While an instance of inadvertent duplication did occur in the City of Green Bay for the Spring 2026 election, Clerk Jeffreys put additional safeguards in place to ensure affected voters were notified, and more importantly, ensured that only one eligible ballot was tabulated per voter.

BACKGROUND

The City of Green Bay utilizes the WisVote data system to print ballot certificate labels and track absentee ballots. The Clerk’s office processes absentee ballot requests in batches through the

WisVote data system. This process requires the Clerk's office to first review and approve each new application for an absentee ballot. Once all new applications have been approved, a batch is created that generates a certificate label. Each batch contains two labels per request. Additionally, every certificate label contains a unique mailing ID associated with an individual's absentee ballot request, as well as the voter's information. One label is placed on the absentee ballot certificate envelope for the voter to return their sealed voted ballot, and one label is placed on the outer envelope being sent to the voter.

On March 15, 2026, a batch of certificate labels was created and intended to be processed on March 16, 2026. Due to snowstorm Elsa, City Hall was closed on March 16, 2026. City Hall reopened on March 17, 2026, the statutory deadline for municipal clerks to send absentee ballots to voters who had requested them. Therefore, all requests made prior to this date were to be mailed no later than March 17, 2026.

The March 15, 2026, batch of certificate labels were printed from the WisVote system on March 17, 2026. The certificate labels were printed on regular paper and then copied onto sheet labels due to a printing issue. The regular paper, along with the sheets of certificate labels, are clipped together and provided to a poll worker for processing. Once the labels are placed onto the appropriate envelopes, a copy of the regular paper for sheet labels is placed into a folder and retained for recordkeeping purposes. In this instance, the copy of the regular paper for the sheet labels was not placed into a folder. Unfortunately, due to that single administrative error, an election worker thought that batch had not been completed and duplicated the copying of the batch onto sheet labels. This resulted in the 152 absentee ballot requests from the March 15, 2026, batch being duplicated. Approximately 4100 absentee ballot requests were processed by the Clerk's office on March 17, 2026.

Beginning on March 23, 2026, through March 26, 2026, the Clerk's office received a few communications from voters informing them of the duplicate absentee ballot they received in the

mail. The Clerk began inquiring into how this could have occurred. Because each request contains a unique mailing ID, the Clerk was able to match the mailing ID to the batch created in WisVote on March 15, 2026. The March 15, 2026 batch identified the 152 affected voters who received a duplicate absentee ballot.

On March 30, 2026, the Clerk's office mailed a letter to all affected voters advising they were erroneously sent two identical absentee ballots and outlined appropriate next steps. Any calls received from affected voters were handled in accordance with the March 30, 2026 letter. There was one instance where a voter returned two ballots. The Clerk's office was able to reach the voter, who requested both ballots be spoiled and another be issued. This occurred on March 27, 2026, during the timeframe that IPAV was underway at City Hall.

Once IPAV concluded, the Clerk undertook additional safeguards to ensure that each eligible voter only had one eligible ballot tabulated. Those measures included a daily review of the absentee ballot log in comparison to each returned absentee ballot certificate envelope; a daily count of returned absentee ballot certificate envelopes against envelopes scanned in WisVote, by ward; a final review of absentee ballot certificate envelopes ward by ward; and additional checks by election inspectors running the tabulators at central count to ensure each ballot contained an assigned number given by election inspectors working central count.

ARGUMENT

A. This complaint allegations are moot.

The substance of the complaint from Theresa Sipes is the allegation that 152 duplicated ballots would create a "substantial risk of confusion, double voting and increasing the opportunity for and possibility of fraud." *See* Compl. ¶7, EL 26-12. This simply did not occur. The results of the April 7th, 2026, Spring Election reveal that there was minimal voter confusion, no double voting, and no increased risk of election fraud. By the complainant's own admission, voters were not confused and

did not double vote or commit election fraud. See *Id.*, ¶12 whereby “neither Voter 1 nor Voter 2 completed or returned more than one ballot for the Spring Election...” This is the result of Clerk Jeffreys working to identify the issue, coordinating messaging to provide notice to the impacted voters, and following established Wisconsin election laws in addition to Wisconsin Elections Commissions manuals and guidance to ensure that one ballot per eligible voter was tabulated. Given the fact that the Spring Election is over, and the fact that only one ballot per eligible voter was tabulated, there is no live controversy and a majority of the relief sought by the complainant would have no practical effect. Therefore, the issue before this Commission today is moot, and this complaint should be dismissed in its entirety. Mootness is a doctrine of restraint. *Matter of D.K.*, 2020 WI 8, 19, 390 Wis. 2d 50, 63-64, 937 N.W.2d 901, 907. “An issue is moot when its resolution will have no practical effect on the underlying controversy.” *Matter of Commitment of J.W.K.*, 2019 WI 54, 1, 386 Wis. 2d 672, 678, 927 N.W.2d 509, 513. Adjudicatory bodies should determine whether a controversy is moot prior to addressing the substantive issues of the case. See *Matter of Commitment of J.W.K.*, 2019 WI 54, 10-11, 386 Wis. 2d 672, 682–83, 927 N.W.2d 509, 515.

B. Clerk Jeffreys followed the statutory authority and duties required of all clerks.

Pursuant to Wisconsin Statute §7.15, the municipal clerk has “charge and supervision of elections and registrations” and is responsible for the proper administration of absentee voting. Absentee voting is authorized under Wisconsin Statute §6.86, which directs the clerk to issue an absentee ballot upon receipt of a valid application from a qualified elector. The statute does not impose liability for inadvertent duplication in issuance, rather, it establishes the elector’s right to receive a ballot. The right to receive a ballot extends to the right for an absentee voter to request a replacement ballot in the event of spoiled or damaged ballots. See Wis. Stat. 6.86(5). Clerk Jeffreys oversaw the spoilage of one voter’s absentee ballots. That voter returned both of their absentee ballots and chose to spoil both and receive a new ballot in accordance with Wis. Stat. 6.86(5).

It is worth noting that the complainant is mistaken when they assert that “...each voter is only eligible for a single ballot in the Spring Election.” *See* Compl. ¶25. It is possible for a voter to request a new ballot. In fact, absentee voters are eligible to request replacement ballots, and election day voters are able to return defective ballots and receive a new ballot, up to three (3) times. *See* Wis. Stat. 6.86(5) and 6.80(2)(c), respectively. This is due to the fact that voters may by accident or mistake, erroneously prepare their ballot. Generally, election statutes are not intended to punish people when they make mistakes. Instead, the statutes are designed to ensure that only one ballot per eligible voter is tabulated. That is exactly what happened here—only one ballot per voter was tabulated.

C. Relevant guidance from the Wisconsin Elections Commission

The Wisconsin Elections Commission (hereinafter “WEC”) has issued uniform guidance to clerks emphasizing the responsibility to “ensure that every election is conducted in a manner that is fair, transparent, and accessible to all”. Wisconsin Elections Commission, *Election Day Manual* (rev. Aug. 2024).¹ WEC materials, including absentee voting guidance published through Election Day Administration manual and Election Administration manual, note that “special procedures are in place to protect the elector and the integrity of the process.” *Id.*, at page 91. It is with this guidance that Clerk Jeffreys—upon discovering that 152 out of 6,467 total absentee ballot requesters received a duplicate ballot—notified each of the 152 voters in writing about the error and the appropriate next steps. These efforts ultimately resulted in zero duplicate absentee ballots being tabulated more than once.

¹ Wisconsin Elections Commission, *Election Day Manual for Wisconsin Election Officials*, August 2024, available at https://elections.wi.gov/sites/default/files/documents/ED%20Manual-August%202024_0.pdf.

D. Application to the facts

The legal standard to conduct an election that is fair, transparent, and accessible to all is not dependent on whether more than one ballot was issued to 152 voters, but rather, the adherence that each voter only has one ballot tabulated. The results of the April 7th, 2026 Spring Election are unequivocal in that zero of all 5,315 returned absentee ballots tabulated were duplicates. Upon discovery of the duplication, the Clerk acted promptly, and in accordance with statutory duties and WEC guidance. The affected batch of 152 voters was identified and isolated. In an effort to prevent confusion, the impacted electors were independently notified in writing and instructed to return only one ballot. Additionally, returned absentee ballots were reviewed and reconciled against voter records to confirm that only one ballot per elector was accepted. Finally, the Clerk ensured that the two electors who chose to spoil ballots were permitted to do so in accordance with standard absentee procedures. On Election Day, the Clerk then ensured that established absentee ballot processing procedures were followed to certify that no elector returned more than one ballot envelope, and that only one ballot per voter was tabulated. As a result of these steps taken, no elector voted more than once.

E. No violation of Wisconsin election law

It is important to note that Wisconsin law prohibits multiple voting, and not the inadvertent issuance of multiple ballots. See Wisconsin Statute §12.13 generally. That prohibition is not implicated here because no duplicate ballots were accepted or tabulated. All absentee ballots complied with the requirements of Wisconsin Statute §6.87.

F. Future considerations

The Clerk's office is committed to ensuring elections remain fair, transparent, and accessible to all citizens. In order to help prevent this situation from occurring again, the Clerk's office is enhancing protocols to ensure that all printed certificate labels documents are clearly marked to

identify date of printing and date of completion. Additionally, the Clerk's office is exploring technological upgrades to help improve efficiency in printing certificate labels for absentee ballots.

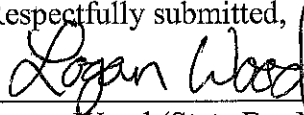
CONCLUSION

The Clerk fulfilled all duties under Wisconsin law and acted consistently with guidance from the Wisconsin Elections Commission. The administrative error was identified, disclosed, and corrected without impact on the integrity of the election.

Because no absentee ballot was tabulated more than once, no violation of Wisconsin election laws occurred. For the reasons stated in this response, this complaint should be dismissed in its entirety.

Dated this 23rd day of April, 2026.

Respectfully submitted,



Logan Wood (State Bar No. 1115482)

Attorney for Celestine Jeffreys, City Clerk

CITY OF GREEN BAY

100 N. Jefferson Street, Room 200,

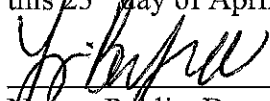
Green Bay, WI 54301

Telephone: (920) 448-3080

Facsimile: (920) 448-3081

Logan.Wood@greenbaywi.gov

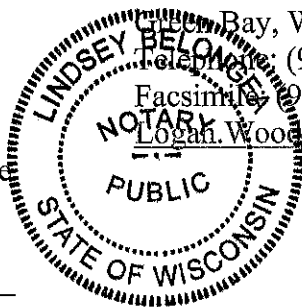
Subscribed and sworn to before me
this 23rd day of April, 2026.



Notary Public, Brown County

State of Wisconsin

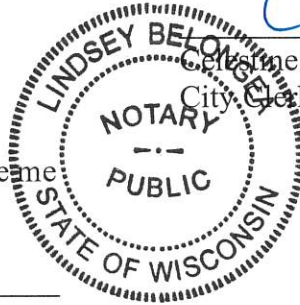
My commission expires 1/17/27

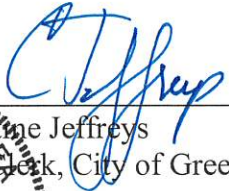


VERIFICATION

I, Celestine Jeffreys, being first duly sworn on oath, state that I personally read the above verified Response to the Complaint of Theresa Sipes, and that the above Response is true and correct based upon my personal knowledge.

Dated this 23rd day of April, 2026




Celestine Jeffreys
City Clerk, City of Green Bay

Subscribed and sworn to before me
this 23rd day of April, 2026.



Notary Public, Brown County
State of Wisconsin

My commission expires 1/17/27

**State of Wisconsin
Before The Elections Commission**

IN THE MATTER OF THE COMPLAINT OF:

THERESA SIPES,

Complainant,

v.

EL-26-12

CELESTINE JEFFREYS, in her capacity
as City Clerk of the City of Green Bay,

Respondent.

VERIFIED REPLY OF COMPLAINANT

Complainant Theresa (Terri) Sipes, by and through undersigned counsel, submits this Reply to the Response of Respondent Celestine Jeffreys (“Response”) filed on April 23, 2026.

INTRODUCTION

Rather than acknowledge fault, Respondent takes the extraordinary position that issuing at least 152 duplicate ballots is legal. She argues that Wisconsin law prohibits only multiple *voting*, not the multiple *issuance* of ballots. To support this outrageous claim, Respondent misapplies the spoiling statute, conspicuously omitting its central requirement: that *the original ballot is first returned by the voter and destroyed by the clerk before* any replacement ballot is issued.

The issuance of illegal ballots promptly acknowledged and corrected is one thing. A legal defense that reveals a clerk’s fundamental misunderstanding, or indifference to, the governing law and procedure is another thing entirely. A clerk who does not believe the law prohibits issuing duplicate ballots cannot be trusted to prevent it from happening again. The Response itself is perhaps more disqualifying than the conduct it defends. It should shock the conscience of each Commissioner and it reinforces the need for this Commission to investigate and take all action possible against Respondent.

DISCUSSION

The Response advances two primary arguments: (I) that the Complaint is moot because no duplicate ballot was allegedly tabulated, and (II) that the issuance of duplicate ballots is not a violation of law. Both are meritless.

I. THE COMPLAINT IS NOT MOOT

Respondent argues that the Complaint is moot because the Spring Election has concluded and, according to her, “only one ballot per eligible voter was tabulated.” RESP. at 3–4. This argument fails for many different reasons.

a. The Complaint seeks necessary and appropriate prospective relief.

A case is moot only when resolution would “have no practical effect on the underlying controversy.” *PRN Assocs., LLC v. DOA*, 2009 WI 53, ¶25, 317 Wis.2d 656, 766 N.W.2d 559. The Complaint does not seek only election-day relief. It expressly requests that the Commission investigate the cause of the violations, determine whether corrective action is warranted, order additional training or oversight, and take action to prevent similar violations in future elections. COMPL. ¶¶ 31(a)–(e), 32(a)–(e). These forms of relief remain fully available and would have practical, real-world consequences. The passage of Election Day does not moot a complaint seeking systemic remedies.

b. Respondent’s conclusory “no harm, no foul” theory has no basis in law.

Respondent’s position is that election law violations cannot be investigated or remedied absent actual fraud or double voting. That is not the law. WISCONSIN STAT. § 5.06 allows a complaint whenever an elector believes an election official’s “decision or action” or “failure . . . to act” violates the law. WIS. STAT. § 5.06(1). The statute does not require the complainant to prove that the violation changed an election outcome, resulted in fraud, or caused any other harm beyond the violation itself. The unlawful act is the issuance of 152 illegal ballots, whether or not further harm results in the form of fraud or double voting.

Furthermore, Respondent asks this Commission to accept, without any investigation, her own self-serving assertions that “there was minimal voter confusion, no double voting, and no increased risk of . . . fraud.” RESP. at 3. The Response further asserts unsubstantiated conclusions that the Respondent complied with “established Wisconsin election laws” including the Commission’s “manuals and guidance” and that “only one ballot per eligible voter was tabulated.” *Id.* at 4. Respondent is both the official who caused the violation *and* the official now asserting no harm resulted. She has conducted no independent audit. She has produced no evidence beyond her own say-so. The Commission should not dismiss a complaint based on a respondent’s unverified claim that her own violations caused no harm. That is precisely what investigations are for.

Respondent’s “no harm, no foul” argument ignores the entire reason why election laws and procedures exist—especially for absentee voting. The Legislature has expressly declared that

absentee voting "must be carefully regulated to prevent the **potential** for fraud or abuse." WIS. STAT. § 6.84(1) (emphasis added). The Supreme Court has reinforced this principle, holding that the **opportunity** for tampering is itself the harm, even absent evidence of actual fraud. *Teigen v. WEC*, 2022 WI 64 (quoting prior authority: "we have before us no evidence to indicate that any of [the ballots] were actually tampered with . . . but it is entirely obvious that the opportunity to do so was present").

Respondent admits that "special procedures" are required during the issuance of absentee ballots to "protect the elector and the integrity of the process." RESP. at 5. Even if no illegal votes resulted, the opportunity was undeniably present. The fact that Respondent scrambled to mitigate the potential consequences of her own violations and unilaterally claims her mitigation worked does not mean the violations did not occur. After all, at least one voter returned both ballots. RESP. at 3. The issuance of 152 duplicate ballots created precisely the "potential for fraud" that § 6.84(1) was designed to prevent.

c. Accepting the mootness argument would immunize ballot issuance violations.

This controversy is not moot, but even if it were, this matter should still be investigated and decided. In fact, the case cited in the Response emphasized that even if the underlying controversy is moot, the merits of a matter should still be addressed if it presents issues "of great public importance" or "capable and likely of repetition and yet evades review." *Portage Cty. v. J.W.K.*, 2019 WI 54, ¶12, 386 Wis. 2d 683-84, 927 N.W.2d 515. This is precisely such a case. The proper administration of elections is of great statewide public importance and ballot issuance errors can recur in any election cycle. In fact, the Wisconsin Court of Appeals recently held that it was appropriate to address the merits of a §5.06 challenge to ballot access more than a year after the election was decided and the winner was sworn in. *See Hess v. Wis. Elections Comm'n*, 2023AP1350 (Wis. App. Jul 30, 2024).

The window between ballot mailing and Election Day is too short to fully litigate a § 5.06 complaint before the election concludes. Moreover, the fundamental misunderstanding of ballot issuance law displayed in the Response makes future violations inevitable absent Commission action. If every complaint of this nature were dismissed simply because the election passed, no clerk could ever be held accountable for ballot issuance violations. That cannot be what the Legislature intended when it enacted § 5.06.

II. RESPONDENT’S CLAIM THAT CLERKS MAY LEGALLY ISSUE MULTIPLE BALLOTS IS WRONG AND DANGEROUS

Respondent’s most troubling argument—and the one that most clearly demonstrates why the Commission must act—is the assertion that “[t]he statute does not impose liability for inadvertent duplication in issuance, rather, it establishes the elector’s right to receive a ballot.” Resp. at 1. Respondent doubles down on this position, claiming that “Wisconsin law prohibits multiple voting, and not the inadvertent issuance of multiple ballots.” RESP. at 6.

This is flatly wrong. As set forth at length in the Complaint, Wisconsin’s absentee ballot statutes are structured around the fundamental principle that each qualified elector receives one—and only one—ballot per election. Section 6.86(1)(ar) provides that a clerk “shall not issue an absentee ballot unless the clerk receives a written application therefor from a qualified elector,” using the singular throughout. The entire statutory scheme—from application to issuance to return to processing—is built on a one-application, one-ballot, one-vote framework.

a. Respondent’s reliance on § 6.86(5) is fundamentally wrong.

Respondent cites the ballot spoiling statute, WIS. STAT. § 6.86(5), whereby “absentee voters are eligible to request **replacement** ballots” to claim that sending unsolicited duplicate ballots is legal. RESP. at 5 (emphasis added). Conflating legal replacement ballots issued under the safeguards of § 6.86(5) with illegal duplicate ballots is either incompetent or deliberately misleading. The Response itself illustrates the point. It offers this example as exoneration, but it proves the opposite:

Clerk Jeffreys oversaw the spoilage of **one** voter’s absentee **ballots**.
That **voter returned both** of their absentee **ballots** and chose to **spoil both** and receive a new ballot in accordance with Wis. Stat. 6.86(5).

RESP. at 4 (emphasis added).

Because this voter was illegally issued multiple ballots to begin with, the voter had to **return both** ballots (the original and the second illegally issued ballot) and **destroy both** ballots before the voter was issued a **replacement** ballot. Section 6.86(5) authorizes a replacement ballot **only** when: (a) the elector initiates the request; (b) the elector returns the spoiled or damaged ballot to the clerk; and (c) the clerk destroys the original ballot.¹ It does not authorize a clerk to mail multiple ballots to voters’ homes with no safeguards, no supervision, and no destruction of the

¹ WIS. STAT. § 6.80(2)(c) permits issuance of replacement ballots to Election Day voters but again requires the voter to first surrender the original ballot, which is then destroyed under the direct supervision of election inspectors.

prior ballot. The entire point of this process is to ensure that at no time do two (or more) live, votable ballots exist for the same elector—the exact situation that Respondent created here.

Here, none of the prerequisites for issuing a replacement ballot were met. There was no request and no ballot was returned or destroyed prior to a second ballot being issued to the same elector. Instead, Respondent unilaterally mailed a second ballot to at least 152 voters who already possessed a first ballot—placing two live, official, votable ballots in the hands of each affected elector. Respondent’s citation of § 6.86(5) does not support her position; it undermines it. The fact that the Legislature created this narrow, carefully safeguarded exception to the one-ballot rule confirms that all other issuance of additional ballots is prohibited.

In keeping with its mischaracterization of the law, the Response also intentionally mischaracterizes the Complaint—asserting that “the complainant is mistaken when they assert that ‘each voter is only eligible for a single ballot in the Spring Election.’” RESP. at 5. Complainant never argued that a voter may never receive a **replacement** ballot under the safeguards of § 6.86(5)—Respondent knows the 152 duplicate ballots were never intended as replacement ballots. As clearly stated in the Complaint, Wisconsin law “does not contemplate or authorize the mailing of another absentee ballot to the same voter for the same election **absent a valid spoiling request under Wis. Stat. § 6.86(5).**” COMPL. ¶20 (emphasis added). The disingenuous attempt to reframe the Complaint is a straw man.

b. Respondent’s position leads to an absurd and dangerous result.

Respondent repeatedly argues that “the legal standard . . . is not dependent on whether more than one ballot was issued . . . but rather, the adherence that each voter only has one ballot tabulated.” RESP. at 6. This argument collapses the critical distinction between ballot issuance controls and ballot tabulation controls—Wisconsin law requires both. Issuance controls (§ 6.86) exist to prevent unauthorized ballots from ever entering circulation. Tabulation controls (§§ 6.88, 7.52) exist as a second layer of protection. Respondent’s argument that only the second layer matters would render the first layer superfluous—a result the Legislature plainly did not intend.

Furthermore, the Legislature has expressly stated that absentee voting procedures “shall be construed as mandatory” and that “strict . . . rules” must be imposed “in order to ensure the integrity of the absentee ballot process.” WIS. STAT. § 6.84(2). The mandatory-construction and strict-compliance directives of § 6.84 apply to the ballot issuance process, not merely to whether a duplicate ballot was ultimately caught at tabulation.

The logical result of Respondent's position is untenable: a clerk could mail thousands of duplicate ballots but so long as the clerk later claims no duplicate was tabulated there is no investigation, no accountability, and no corrective action. The Commission must reject that result.

CONCLUSION

Respondent does not deny the core allegation: that her office mailed 152 duplicate absentee ballots to voters in violation of the procedures mandated by Wis. Stat. § 6.86. Instead, Respondent asks this Commission to look the other way because, in her own unverified assessment, no harm resulted. And she invites this Commission to adopt the legally unsupportable position that Wisconsin law does not prohibit clerks from issuing multiple ballots to voters. Respondent's position itself is grounds for concern about her understanding of Wisconsin election law and her fitness to administer future elections in compliance with the law.

Complainant respectfully renews her request that the Commission investigate the cause and scope of the violations, order appropriate remedial and corrective action, and establish clear precedent that the mailing of duplicate ballots violates Wisconsin law, whether intentional or not.

Respectfully submitted this 7th day of May, 2026.

NJB LAW & CONSULTING LLC

/S/ Signed electronically by Nicholas J. Boerke
Nicholas J. Boerke (WI Bar No. 1083216)
1045 W. Glen Oaks Lane, Suite 103
Mequon, WI 53092
Tel: 262-235-5300; Fax: 262-235-7870
nick@njblaw.net

[Verification on following page.]

VERIFICATION

I, Theresa Sipes, being first duly sworn upon oath, state that I personally read the above Verified Reply and that the above Verified Reply is true and correct based upon my personal knowledge.

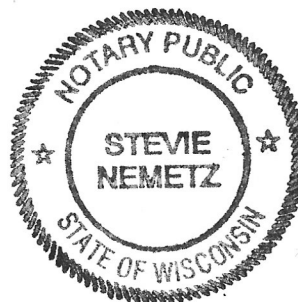

Theresa Sipes, Complainant
May 7, 2026

STATE OF WISCONSIN)
) ss.
COUNTY OF Brown)

Subscribed and sworn to before me
this 7 day of May, 2026.


Notary Public, State of Wisconsin

My commission expires: 4/18/27



June 30, 2026

Via E-Mail Only (elections@wi.gov)

Wisconsin Elections Commission
201 West Washington Avenue, Second Floor
P.O. Box 7984
Madison, WI 53707-7984

**Re: URGENT Supplemental Letter – *Sipes v. Jeffreys* EL-26-12
Ongoing and Additional Violations of Elections Law by Clerk Jeffreys**

Dear Commissioners and Administrator Wolfe:

Complainant's Reply in this matter warned:

“A clerk who does not believe the law prohibits issuing duplicate ballots cannot be trusted to prevent it from happening again” and that Ms. Jeffreys’ **“fundamental misunderstanding of ballot issuance law displayed in the Response makes future violations inevitable absent Commission action.”** REPLY, pp. 1, 3 (emphasis added).

This has been borne out—in record time. Less than three months later Ms. Jeffreys’ office again mailed duplicate absentee ballots to Green Bay voters — this time ahead of the August 11, 2026, Partisan Primary. **The Commission, and the City of Green Bay, cannot allow this to continue.**

I represent Complainant Theresa Sipes in the above-captioned matter¹ and submit this letter on behalf of Ms. Sipes so that the Commission has the most current information available for consideration at its quarterly meeting on July 9.

I. CLERK JEFFREYS’ CONTINUED VIOLATIONS OF ELECTIONS LAW

The additional violations are undisputed and acknowledged by Ms. Jeffreys’ own public statements and the contemporaneous reporting:²

By the end of the day on June 25, 2026, the City of Green Bay had mailed 5,084 absentee ballots in connection with the August 11, 2026, Partisan Primary. On June 27, 2026, City staff discovered that

¹ Complainant’s attorney remains Mr. Boerke, but as of June 1st he is a member of the national law firm, Chalmers, Adams, Backer & Wallen, LLC.

² See, e.g., Jesse Lin, *Green Bay repeats duplicate ballot error ahead of August election*, GREEN BAY PRESS GAZETTE (June 29, 2026) available at <https://www.greenbaypressgazette.com/story/news/politics/elections/2026/06/29/green-bay-clerk-mailed-replica-ballots-again-ahead-of-august-election/90736666007/>; Benjamin Yount, *Green Bay Clerk Once Again Mails Duplicate Ballots*, MACIVER INSTITUTE (June 29, 2026) available at <https://www.maciverinstitute.com/news/green-bay-clerk-once-again-mails-duplicate-ballots>.

June 30, 2026

Page 2

voters in at least eight wards received duplicate ballots. The City publicly disclosed the error, and Ms. Jeffreys again attributed the duplication to a certificate label printing error. This is the same general category of failure Ms. Jeffreys identified after the April incident and the same one she told the Commission had already been fixed.

The recurrence has appropriately prompted more concern within the City's own government. Green Bay Alder Melinda Eck has announced that she will introduce a Common Council resolution calling for an audit of the City's ballot-issuance procedures, on the view that a second failure in successive elections reflects "a problem with the procedure,"³ not merely an isolated mistake.

II. ACTION BY THE COMMISSION IS IMPERATIVE

This matter was never *only* about April 2026; it has always been and continues to be about election integrity and ensuring that elections are administered in accordance with the law.

In April, Ms. Jeffreys' office issued unauthorized duplicate ballots and defended that practice in her Response as lawful and harmless. As Complainant's Reply warned, her office has now repeated the violation, issuing more duplicate ballots in June ahead of the August Partisan Primary. This is exactly why Commission action is necessary now, and why these violations will continue with impunity if the Commission does not act.

Ms. Jeffreys asks the Commission to dismiss this matter as moot because the Spring Election had concluded and, in her own unverified assessment, no harm resulted. Whatever minimal weight that argument had is gone. The recurrence confirms what Complainant already argued: this dispute is "capable and likely of repetition and yet evades review" and presents an issue "of great public importance." *Portage Cty. v. J.W.K.*, 2019 WI 54, ¶12, 386 Wis. 2d 683–84, 927 N.W.2d 515. It can no longer credibly be characterized as an isolated, weather-related, fully remediated error. It is now a documented pattern.

The recurrence also shows that the corrective measures described in her Response either were not implemented or were inadequate. Ms. Jeffreys represented to the Commission that her office was "enhancing protocols" to address her April 2026 violations. RESP., pp. 6–7. Whatever measures were implemented did not prevent the violation from recurring within months. Ms. Jeffreys' own word was the sole basis for her April assurances, and those assurances did not hold. The Commission cannot rely on her unverified representations again.

³Tony Langfellow, *Concerns mount as Green Bay mistakenly sends out duplicate absentee ballots for 2nd time*, FOX 11 NEWS (June 29, 2026) available at <https://fox11online.com/news/election/concerns-mount-as-green-bay-mistakenly-sends-out-duplicate-absentee-ballots-again>.

June 30, 2026

Page 3

The stakes are higher still, with the November 3, 2026, General Election to follow. The Commission and the City of Green Bay cannot risk more embarrassment and the further erosion of confidence in our elections. The time to act is now.

III. REQUEST FOR IMMEDIATE ACTION

Complainant renews and supplements the relief requested in the Complaint and Reply. Complainant respectfully requests that the Commission:

1. Open a formal investigation into the cause and scope of both the April and June 2026 incidents as a single, continuing pattern of unlawful absentee ballot issuance;
2. As part of that investigation, require Ms. Jeffreys to produce the underlying City records—including WisVote batch and mailing logs and certificate label production records for both elections—and to provide a sworn, detailed accounting of the cause, scope, and number of voters affected by the incidents, including why the corrective measures represented in her April 2026 Response failed to prevent recurrence;
3. Accept this letter as a supplement to the record in EL-26-12, and take notice of the second incident and this letter when reviewing and deciding this matter;
4. Order corrective, remedial, or oversight action, independent of, and not limited to, Ms. Jeffreys' own representations, to ensure the integrity of ballot issuance in the City of Green Bay before the November 3, 2026, General Election; and
5. Take further action as the Commission deems it necessary or appropriate.

Thank you for your attention to this matter. Please do not hesitate to contact the undersigned with any questions.

Respectfully submitted,

CHALMERS, ADAMS, BACKER & WALLEN, LLC



Nicholas J. Boerke, Esq. (SBN 1083216)
Counsel for Complainant

cc (via electronic mail):

Celestine Jeffreys, City Clerk, City of Green Bay
Logan Wood, Assistant City Attorney, Counsel for Respondent
WEC Staff