

**DISTRICT OF COLUMBIA
BOARD OF ELECTIONS**

In the Matter of	)	
Jacqueline Threadgill	)	Administrative
	)	Order #26-019

AMENDED MEMORANDUM OPINION AND ORDER

Introduction

This matter came before the District of Columbia Board of Elections (“the Board”) on April 1, and July 17, 2026. It concerns a recommendation by the Board’s General Counsel that the Board refer Jacqueline Threadgill for criminal investigation. Chairman Gregory McCarthy and Board members Karyn Greenfield and Michael Wakefield presided over the July 17th hearing.¹ The Board’s General Counsel, Terri Stroud, was also present.

Background

As a result of a Voter Participation Project report issued by the Election Registration Information Center (“ERIC report”), the Board’s Office of General Counsel (“OGC”) became aware of evidence that ballots were cast in the name of Jacqueline Threadgill in the D.C. 2024 General Election (“GE”) and in the 2024 GE in Maryland.² The D.C. ballot was cast in person on Election Day, November 5, 2024. The Maryland ballot was cast by mail on October 15, 2024. In light of the ERIC report findings, Board staff reviewed the signatures on the Poll Pad for the D.C. mail ballot cast in Ms. Threadgill’s name against the handwriting provided on the return envelope for the Maryland ballot issued to Ms. Threadgill. The Board’s staff concluded that printed handwriting on the Maryland ballot resembled the handwriting in the D.C. Poll Pad.

¹ The earlier proceeding was held before Gary Thompson, former Board Chair, and Member Greenfield.

² Those elections covered the U.S. Presidential race. Such evidence of voting twice presented the prospect of, *inter alia*, violations of 52 (“Voting and Elections”) U.S. Code § 10307 (“Prohibited Acts”).

Based on this evidence, the Board's Office of General Counsel ("OGC") opened an investigation targeted at Ms. Threadgill. OGC scheduled a prehearing conference and attempted to notify Ms. Threadgill of that proceeding by mail at the D.C. address that was in her D.C. voter file and at the Maryland address for her that was provided by that jurisdiction. Ms. Threadgill did not appear at the prehearing conference. OGC then sent certified mail notice to Ms. Threadgill that her case would be presented to the Board during the Board's regular meeting in March.³

At the Board's March meeting, Ms. Threadgill's case was called but she did not appear. Accordingly, the General Counsel advised that her office would seek referral of this matter to the D.C. Office of Attorney General ("OAG") at the Board's next regular meeting.

At the Board's regular meeting on April 1, 2026, Ms. Threadgill's case was presented and again she did not come forward. The Board then heard from the General Counsel's Office with respect to the facts of the matter. The General Counsel attorney assigned to the matter described and requested admission into the record of evidence that tended to show that Ms. Threadgill voted twice in the same election.

Following the presentation of this and other similar enforcement matters, the General Counsel made a recommendation that the matter be referred to the OAG for further investigation and possible prosecution, provided however that her office would delay referral to give Ms. Threadgill an opportunity to seek reconsideration.⁴ The Board Chair made a motion to accept the General Counsel's recommendation. The motion was duly seconded and passed unanimously.

³ According to USPS tracking information, the letter to Ms. Threadgill at her D.C. address was delivered and left with an individual. The letter to her Maryland address was delivered to a mail/reception area for that address.

⁴ 3 D.C.M.R. 429 sets forth the Board's rules for seeking reconsideration of an order. Under those rules, reconsideration must be sought by motion within ten days of the order. If that deadline is missed, a party seeking reconsideration would have to ask for leave to file a motion for reconsideration.

Promptly following the issuance of the Board’s written referral order, OGC sent Ms. Threadgill that order and took no action for several weeks to allow Ms. Threadgill time to seek reconsideration of that order. After not hearing from Ms. Threadgill, OGC reached out to OAG about the process for referring election law violators to that prosecutorial office. Upon review of several representative Board referral matters, the OAG advised OGC on June 16, 2026 that it had concluded that it did not have jurisdiction over the election law violations at issue and that the U.S. Attorney’s Office (“USAO”) for D.C. was the appropriate law enforcement agency for referral.

In light of the OAG’s guidance, OGC again reached out to Ms. Threadgill and provided notice that the General Counsel would be seeking to revise her recommendation to the Board in this matter during the Board’s meeting scheduled for July 17, 2026. The notice explained that the General Counsel would be requesting that the case be referred to the USAO instead of the OAG.

At the Board July 17, 2026 meeting, the General Counsel requested reconsideration of this matter for the purpose of modifying her earlier enforcement recommendation.⁵ She requested that the Board amend its April 2, 2026 written order so as to vacate the referral to the OAG and instead to direct prompt referral of this matter to the USAO for D.C. Member Greenfield moved that the Board’s April 2, 2026 written order be modified to align with and require such referral. The motion was duly seconded and passed unanimously.

Discussion

Voting twice in the same election can trigger prosecution for violating a number of election laws.⁶ The Board’s enforcement powers with respect to criminal election law matters include referral to the OAG for investigation and prosecution. *See* D.C. Code § 1–1001.18(a)-(b).

⁵ Notification of the Board’s proceeding on reconsideration in her case were sent to Ms. Threadgill by email.

⁶ *See* 52 U.S. Code § 10307(e) (prohibiting double voting) and D.C. Official Code § 1-1001.09(g)(1) (providing that no person shall vote twice in an election) and D.C. Official Code § 1-1001.14(a) (penalties for violating D.C. Official

The record before us contains evidence indicating that Ms. Threadgill illegally voted twice in the 2024 GE, once in Maryland and once in D.C. The last ballot cast was in D.C.. a fact that we have relied upon to determine where the offense of double voting occurred. Absent an innocent explanation, the evidence is sufficient to support a finding of various election law violations.

That said, the capacity of the Board's OGC to investigate election law violations is limited. The OGC has made multiple attempts to contact Ms. Threadgill and has been unable to complete its investigation. The statutory power of the Board to refer matters to prosecutorial authorities suggests that the law is intended to allow the Board to rely on prosecutorial investigatory resources in ferreting out election fraud. Reluctant to take such serious action, we provided Ms. Threadgill with another opportunity to come forward in response to the earlier April 2, 2026 version of this order. Again, Ms. Threadgill did not cooperate in resolving this matter. Accordingly, we have little choice other than to refer her for criminal investigation.

In light of the OAG's recent conclusion, our responsibility to enforce the election laws requires that we correct our April 2026 decision to refer this matter to the proper prosecutorial authority. Accordingly, we must revise our April 2026 order to substitute the USAO for the OAG.

Conclusion

For the reasons indicated above, it is hereby:

ORDERED that the modified recommendation of the General Counsel is **ACCEPTED**, and it is

Code §1-1001.09(g)(1). *See also*, with respect to the oath voters take at the time of voting whereby they affirm that they satisfy the qualifications for being a registered voter, including residency requirements, D.C. Code § 1-1001.14(a) (criminalizing "make any false representations as to the person's qualifications for . . . voting") and § 1-1001.14(a-1)(1)(D) (criminalizing fraudulently cast a ballot) and 52 U.S. Code § 10307(c) (prohibiting knowingly or willfully giving false residency information for the purpose of establishing eligibility to register or vote in elections to fill federal offices).

FURTHER ORDERED that the Board's direction at the April 1, 2026 hearing that Ms. Threadgill be referred to the D.C. Office of Attorney General is vacated, it

FURTHERED ORDERED that the Board's Office of General Counsel shall forthwith refer Jacqueline Threadgill to the U.S. Attorney's Office for D.C. for investigation and possible prosecution.

The Board issues this amended written order today, which is consistent with its oral ruling rendered on July 17, 2026.

A handwritten signature in black ink, appearing to read 'G McCarthy', is positioned above a horizontal line.

Gregory McCarthy
Chairman
Board of Elections