

Part G – Combination of polls

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1 Introduction

1.1 There are specific provisions in electoral legislation to deal with the combination of the poll at a UK Parliamentary general election with that at another election.



It should also be noted that the new UK Parliamentary constituencies come into force with the dissolution of the UK Parliament, and will contain whole local government wards. As a result the new boundaries mean that even more UK Parliamentary constituencies will cross two local authorities, which will require very close working relationships between (Acting) Returning Officers and Electoral Registration Officers and election teams in the respective local authorities.

1.2 This part considers issues around potential combination, including the role of the Returning Officers at the different elections, and highlights areas for consideration such as the impact of combination on postal voting, polling and counting processes.



Additional guidance addressing combination issues relevant to Returning Officers will be highlighted throughout this manual in a box like this one, with an exclamation mark **!** and a heading reading 'Combination'.

1.3 The key legislation regarding the arrangements for the combination of the poll at a UK Parliamentary general election with that at another election is set out in:

- Representation of the People (Combination of Polls) (England and Wales) Regulations 2004 (as amended by the Representation of the People (Combination of Polls) (England and Wales) (Amendment) Regulations 2006 and 2007)
- Representation of the People (Scotland) Regulations 1986
- European Parliamentary Elections Regulations 2004 (as amended by the European Parliamentary Elections (Amendment) Regulations 2009), Schedule 3: Modification of European Parliamentary Elections Rules for Combined Polls
- Local Elections (Principal Areas) (England and Wales) Rules 2006, Schedule 3: Rules for Conduct of an Election of Councillors of a Principal Area where the poll is taken together with the poll at a relevant Election or Referendum
- Scottish Local Government Elections Order 2007, Schedule 2: Modifications to the local government elections rules in Schedule 1 to apply where the poll at a local government election is taken together with the poll at another election under Section 15(1) or (2) of the Representation of the People Act 1985
- Local Elections (Parishes and Communities) (England and Wales) Rules 2006, Schedule 3: Rules for Conduct of an Election of Councillors of a

Parish or Community where the poll is taken together with the poll at a relevant Election or Referendum

1.4 This guidance does not provide details of arrangements for the combination of a UK Parliamentary election with a European Parliamentary by-election, an election to the Greater London Authority, or a referendum on local authorities' executive arrangements.

2 Combination arrangements

Combined or not combined

2.1 There are a number of instances where the polls at different elections held on the same day **must** be combined, where they **may** be combined and where they **may not** be combined. These are summarised below.

2.2 Circumstances where the polls **must** be combined:

- parish council and district council elections (where the parish or parish ward is coterminous with or situated within the district council ward)
- community council and county or county borough council elections (if the elections are for related electoral areas)
- UK Parliamentary general election and European Parliamentary general election
- UK Parliamentary general election and ordinary local government election
- European Parliamentary general election and ordinary local government election
- Scottish Parliamentary general election and ordinary local government election
- National Assembly for Wales general election and ordinary local government election

2.3 Circumstances where the polls **may** be combined:

- UK Parliamentary general election and European Parliamentary by-election
- UK Parliamentary general election and local government casual vacancy election
- UK Parliamentary general election and parish or community council casual vacancy election (where polling day is not the same as the ordinary day of election for local government elections)
- UK Parliamentary by-election and European Parliamentary by-election
- UK Parliamentary by-election and local government casual vacancy election (where polling day is not the same as the ordinary day of election for local government elections)
- UK Parliamentary by-election and parish or community council casual vacancy election (where polling day is not the same as the ordinary day of election for local government elections)
- European Parliamentary general election and UK Parliamentary by-election
- European Parliamentary general election and local government casual vacancy election
- European Parliamentary general election and parish or community council casual vacancy election

- European Parliamentary by-election and local government casual vacancy election (where polling day is not the same as the ordinary day of election for local government elections)
- European Parliamentary by-election and parish or community council casual vacancy election (where polling day is not the same as the ordinary day of election for local government elections)
- Scottish Parliamentary general election and local government casual vacancy election
- Scottish Parliamentary by-election and ordinary local government election
- Scottish Parliamentary by-election and local government casual vacancy election (if the elections are for related areas)
- National Assembly for Wales general election and local government casual vacancy election
- National Assembly for Wales by-election and ordinary local government election
- National Assembly for Wales by-election and local government casual vacancy election (if the elections are for related areas)

2.4 Circumstances where the polls **may not** be combined:

- UK Parliamentary general election and parish or community council election where polling day is the same as the ordinary day of election for district councillors, i.e. first Thursday in May
- European Parliamentary general election and parish or community council election where polling day is the same as the ordinary day of election for district councillors, i.e. first Thursday in May
- UK Parliamentary general election and Scottish Parliamentary general election
- UK Parliamentary general election and National Assembly for Wales general election
- UK Parliamentary general election and Scottish Parliamentary by-election
- UK Parliamentary general election and National Assembly for Wales by-election
- European Parliamentary general election and Scottish Parliamentary general election
- UK Parliamentary by-election and Scottish Parliamentary general election
- UK Parliamentary by-election and National Assembly for Wales by-election
- UK Parliamentary by-election and Scottish Parliamentary by-election
- UK Parliamentary by-election and National Assembly for Wales by-election
- European Parliamentary general election and National Assembly for Wales general election
- European Parliamentary general election and Scottish Parliamentary general election

- European Parliamentary general election and National Assembly for Wales general election
- European Parliamentary by-election and Scottish Parliamentary general election
- European Parliamentary by-election and National Assembly for Wales general election
- European Parliamentary by-election and Scottish Parliamentary by-election
- European Parliamentary by-election and National Assembly for Wales by-election

2.5 In the circumstances where polls may be combined, it is for the Returning Officers of the respective areas to agree that it is practicable for the polls to be combined. One of the key issues to be considered will be cost, as it will probably be more cost-effective to run the polls combined rather than separately. The costs should then be divided equally between the elections, except where any particular cost, such as the printing of ballot papers, can be attributed solely to one election. However, any decision regarding whether or not to combine where it is not required by law should not be based exclusively on cost and administrative issues, but should also consider the impact of combination on voters. The Fees and Charges Order will clarify how costs should be treated in the event of a combined election.

Postponement of any poll at parish or community council elections in England and Wales



If a UK Parliamentary general election is announced for the ordinary day of elections for councillors for local government areas in England and Wales, any poll at an election of parish or community councillors to be held on that day must be postponed for three weeks. This includes both 'ordinary' day elections and elections to fill casual vacancies on that day.

2.6 In the event that the election timetable for the parish or community elections has commenced before a UK Parliamentary general election is announced, the existing election timetable should be recalculated using the new day of election so that deadlines are revised, but any actions so far taken remain valid.

2.7 This is based on the provision in Section 16(1)(b) of the Representation of the People Act 1985,¹ which states that 'the date to which any such poll is so postponed shall be taken to be the ordinary day of election for the purposes of Sections 16(3) and 35(2) of the Local Government Act 1972 and the day of election for the purposes of any rules concerning the conduct of elections of such councillors...'

2.8 In practical terms, it is recommended that the postponement should be announced by publishing a new notice of election with the new date of the

¹ Section 16(1)(a), RPA 1985.

poll, and the new deadlines for registration and receipt of absent voting applications.²

2.9 In respect of nominations, as the date of the poll is postponed and not cancelled, any nomination paper that is valid for the original election remains valid for the new poll. The nomination process, including the deadlines, remains unaltered by the postponement of the poll.

2.10 When a parish or community council poll is postponed, the costs attributable to the postponement are paid out of the Consolidated Fund.³



Any claims for expenditure unavoidably incurred and attributable solely to the postponement should therefore be made to the Election Claims Unit when the claim for expenses is made. If there is any doubt as to what is or is not solely attributable to the postponement, the Election Claims Unit should be contacted for advice.

The Returning Officers

2.11 Where polls are combined, there will in some instances be different Returning Officers for each poll, although in many cases the Returning Officer will be the same person. This guidance has been written as if two different Returning Officers are involved. Where, however, the same Returning Officer is responsible for the administration of both polls, the identified actions will clearly fall to that person.⁴

2.12 The responsibility for a number of the required actions will fall to the Returning Officer for the primary election, e.g. if the UK Parliamentary general election is combined with a local government election, most of the functions of each election will fall to the (Acting) Returning Officer. **It is, however, important to note that it is the polls which are combined, and not every aspect of the elections.**

2.13 The functions in a combined poll that become the responsibility of the primary Returning Officer are:

- the notice of the situation of polling stations
- the issue of postal ballot papers (where it has been decided that the issue and receipt of postal ballot papers in respect of each election are to be taken together – see below)
- the provision of polling stations
- the appointment of Presiding Officers and Poll Clerks
- the equipment of polling stations
- giving the notification of the requirement of secrecy at polling stations
- the signature of certificates as to employment

² In accordance with Rule 3, Schedule 2, Local Elections (Parishes and Communities) Rules 2006.

³ Section 16(1)(c), Representation of the People Act 1985.

⁴ Regulation 5, Representation of the People Act 2004; Regulation 96, Representation of the People Act (Scotland) 1986.

- the authorisation to order the removal of persons from polling stations
- the separation and counting of ballot papers (counting in this sense means verification against the ballot paper accounts and not the counting of the votes – once the verification is complete, the papers for the other election are sealed away until that count is due to start)

2.14 The legislation sets out and separates the specific responsibilities for each Returning Officer in combined polls which, of course, must be respected. However, there should be a close working relationship between Returning Officers and their staff with regard to the undertaking of duties across the board. For example, while the responsibility for the provision of polling stations and polling station staff for the entire election rests with the primary Returning Officer, in practice, if any part of the electoral area falls outside their usual area, it is likely to be the case that the Returning Officer and their staff who are more familiar with that particular area will advise and assist the primary Returning Officer as necessary.

2.15 Agreement should be reached early in the planning stage about appropriate delegation and who is best placed to undertake the various duties imposed by law, including how this should be done. There should be continuous liaison between the Returning Officers and their respective members of staff throughout the whole election period.



The aim is to ensure a high-quality and consistent service across the electoral area. Therefore, it is vital for Returning Officers and their staff to cooperate fully – failure to do so may result in challenge to the outcome of the election.

Timetables

2.16 The timetable used at elections can differ depending upon the election type.

2.17 However, the timetable for a UK Parliamentary general election does not coincide with other timetables. The situation could arise where the notice of election for a local government election has been published starting the process and, up to two weeks later, the writ for a UK Parliamentary election is delivered starting that election. By the time of the receipt of the writ, nominations for the local government election will have closed and the statement of persons nominated would be about to be published.

2.18 In the situation where there is potential for a combined election, it is recommended that (Acting) Returning Officers:

- factor into their planning processes the issues that affect combined elections
- put procedures in place with contractors to vary any contracts that may have already been negotiated and any Service Level Agreements that are crucial to the effective running of the elections
- consider the impact on the voters and the candidates and agents

- review their resources and training strategy to identify any gaps in their planning assumptions

3 The franchise

3.1 The franchise for a UK Parliamentary general election is not the same as for other elections.

3.2 At a combined election, the same register of electors (and notices of alteration to the register as a result of the correction of clerical errors), together with the same list of votes marked by the Presiding Officer, list of voters with disabilities assisted by companions and list of tendered votes, may be used for both (or all) elections.⁵

3.3 Where a UK Parliamentary general election is combined with another election, it is essential that polling station staff pay particular attention to the identifying letters next to electors' names. These identifying letters indicate the election at which they can vote.



This issue is an important one to address during the training of polling station staff. The need for clear instructions cannot be overstated.

3.4 For example, overseas electors (with the letter 'F' next to their names) can vote at UK Parliamentary general elections but not local government elections, whereas European Union citizens (with either the letter 'G' or 'K' next to their names) can vote at local government elections but not at UK Parliamentary general elections. Where one register is to be used for both elections, the marks next to electors' names need to be carefully considered.



The Electoral Commission will produce a combined polling station handbook and quick guide covering the UK Parliamentary general election and English local government elections, which will contain the relevant franchise markers. (Acting) Returning Officers will be able to download these from the Commission's website at www.electoralcommission.org.uk/guidance/resources-for-electoral-administrators/uk-parliamentary-elections.

A list of possible marks next to the electors' names, together with an explanation of those electors' eligibility to vote, is covered in Part B of *Managing electoral registration in Great Britain*. You can download the manual from the Commission's website at www.electoralcommission.org.uk/guidance/resources-for-electoral-administrators/electoral-registration/managing-electoral-registration-services.

⁵ Paragraphs 13–16, Schedule 2, RPR 2004, as amended; Regulation 98(9)–(12), Representation of the People (Scotland) Regulations 1986.

4 Postal votes

4.1 Although it may be mandatory for two polls on the same day to be combined, the issue and receipt of postal ballot papers may be combined if all Returning Officers concerned agree.⁶

Combined issue of postal votes

4.2 If the issue and receipt of postal votes are combined, the numbers of all ballot papers issued to the elector must appear on the postal voting statement and on the 'A' ballot paper envelope. In addition, the colour of the respective ballot papers must be referred to in the postal voting instructions. The constituency and ward names should also appear on the 'A' and 'B' envelopes as additional information for delivery by Royal Mail or for voters returning their postal votes to the polling station.

Postal votes issued separately

4.3 Should it be decided to issue and receive postal votes separately, the changes from the single election procedure are minimal. The postal voting statements to be used for postal ballot papers are set out in the appropriate legislation.⁷

Other postal vote documentation

4.4 The other documentation produced at the issue of postal votes is the corresponding number list, the list of votes issued (which will then be used to produce the marked list of returned postal voting statements) and the statement as to postal ballot papers. Because the franchise for a UK Parliamentary general election is different from that for a local government election and so all electors voting by post may not be entitled to receive both ballot papers, it is particularly important to compile accurate lists of postal votes issued. Additionally, even if the issue is combined, there needs to be a separate statement as to postal ballot papers for each election.

⁶ Regulation 65, RPR 2001.

⁷ Schedule 2, RPR 2001; Schedule 3, RPR (Scotland) 2001; Appendix of forms, Schedule 2, Local Elections (Principal Areas) (England and Wales) Rules 2006; Scottish Local Government Elections Amendment Order 2009; Appendix of Forms, Schedule 2, European Parliamentary Elections Regulations 2004 (as amended).

5 Notices and ballot boxes

Notice of poll

5.1 The notice of poll for each election must state that the poll is being combined with another election and specify the details of that other election. This is in addition to the usual information, such as the situation of the polling stations and the description of the voters entitled to vote there, that must be included on the notice of poll.

Poll cards

5.2 The issue of poll cards is the responsibility of each Returning Officer, although poll cards can be combined if the Returning Officers agree.⁸ Where there is this agreement, the responsibility falls to the primary Returning Officer. Where combined poll cards are issued, information about both elections must be provided clearly stating the eligibility criteria and who can vote in elections.

Polling station notices

5.3 A notice giving guidance to voters has to be posted inside and outside every polling station. This form must be adapted to include information about all elections being held.

5.4 In addition to the guidance to voters notice referred to above, a notice also has to be placed in each polling booth, and this again has to be adapted to include information about all elections being held.

Ballot boxes

5.5 The same ballot box may be used for both or all elections. If the same ballot box is used for all elections and it is considered in any polling station that one ballot box might not be sufficient given the anticipated numbers of ballot papers, two or more can be used. In these circumstances, **every ballot box must be sealed prior to the polls commencing**. There is no provision in the rules for adding further ballot boxes after the polls have opened, so make sure sufficient boxes have been provided.

5.6 If it is decided that separate ballot boxes are to be used for each election, each box should be marked with the election it is to be used for as shown on the ballot paper, and there must be the words 'Please insert the **[colour of the ballot paper]**-coloured ballot papers in here'.

Where a UK Parliamentary general election in Scotland is combined with another election, the same ballot box shall be used for both elections.⁹

⁸ Paragraph 6, Schedule 2, RPR 2004; Regulation 98(4), RPR (Scotland) 1986.

⁹ Rule 29(A), PER, as modified by Regulation 98(5), Representation of the People (Scotland) Regulations 1986

6 The Poll

Marking the register

6.1 The same register of electors may be used at the polling station for both elections.

6.2 Where the franchise for the elections is the same, i.e. electors are eligible to vote at both elections, one mark may be placed against the respective entry in the register to confirm that both ballot papers have been issued. However, where an elector decides not to take both ballot papers, the register will need to be marked to indicate the contest for which the ballot paper was taken.

6.3 One reason for doing so is that an elector may visit the polling station early in the day, decide that they only wish to vote at one election and only ask for the ballot paper for that poll, but may then change their mind, return later in the day and ask for the ballot paper for the other election. If the same mark was put next to every elector's entry, irrespective of whether they took one or all ballot papers, the above would not be possible because the polling station register would show that that elector had already voted at all elections.

6.4 Where the franchise is different, e.g. at a UK Parliamentary general election combined with a local government election, and not all electors are eligible to vote at both elections, the register will indicate those electors who are only eligible to vote in the local election and should, therefore, be marked appropriately.

6.5 In addition to the same register of electors (and notices of alteration to the register as a result of the correction of clerical errors) being used at a combined election, it is also permissible to use the same list of votes marked by the Presiding Officer, list of voters with disabilities assisted by companions and list of tendered votes.

Corresponding number lists

6.6 Returning Officers must prepare a list containing the numbers and other unique identifying marks of all the ballot papers to be issued by them. The corresponding number list is prescribed, but in the case of combined elections Returning Officers may wish to use a form to the same effect.

6.7 The management of the marking of the corresponding number list in the polling station when two or more elections are combined will need careful consideration, particularly as electors may choose not to or may not be entitled to receive ballot papers for both elections. An example of a combined corresponding number list is included in the Appendices of forms in the relevant election rules.

Official mark on ballot papers

6.8 Although there is no mention of the official mark in the legislation governing combined polls, there is nothing to suggest that the same official mark cannot be used to validate all ballot papers irrespective of the election. The only caution would be in connection with official marks that have been used in the past. The same mark must not have been used in the previous seven years for the same constituency at a UK Parliamentary, Scottish Parliamentary or National Assembly for Wales election, or in the previous five years for a European Parliamentary or local government election.

6.9 When making a decision about the official mark, it is important to establish that the mark to be used is effective as a security device. Once applied to the production process, the printer will be producing 'live' ballot papers that must be secured at all times, either at the printer's premises or at the (Acting) Returning Officer's accommodation, to ensure the integrity of the election.

Return of postal votes to polling stations

6.10 Electors who choose to vote by post can, if they wish, hand in their votes at a polling station.

6.11 In the event that a UK Parliamentary general election is to be combined with a local government election and the issue and receipt of postal votes are combined, postal votes can only be delivered to those polling stations in the appropriate ward or division.

6.12 If, however, the Parliamentary boundaries and local government boundaries are not coterminous, then the respective (Acting) Returning Officer and Returning Officer for the two elections need to agree a procedure for opening, verifying and transportation of the ballot papers for their respective elections.

Close of poll

6.13 As with all elections, at the close of poll the Presiding Officer must make up into packets the various documents used in the poll. However, with combined polls, some items used will cover both elections while some will be separate for each.

6.14 The following must be made up into separate packets for each election:

- the unused and spoilt ballot papers
- the tendered ballot papers
- the certificates as to employment on duty on polling day

6.15 The following must also be made up into packets, but only one of each of these is required to cover both elections:

- the marked register (including any marked copies of notices of alteration)
- the corresponding number list(s)
- the list of tendered ballot papers
- the list of voters with disabilities assisted by companions
- the declarations of companions of people with disabilities
- the list of voters with disabilities assisted by the Presiding Officer



See Part F, 'After the declaration of result' for further information on retention, storage and inspection.

6.16 All of the above must be returned to the primary Returning Officer together with the ballot box(es) and a separate ballot paper account for each election.

7 The count and after

Attendance of counting agents

7.1 At a combined election, all counting agents appointed for both elections have the right to attend the separation of votes and the verification of the ballot paper accounts.¹⁰ Once the ballot paper accounts have been verified, however, only the counting agents appointed for the primary election can attend the counting of the votes for that election. Similarly, only those counting agents appointed for the counting of the votes for the secondary election can attend those proceedings.



At combined elections in Scotland, only the counting agents for the primary election are entitled to be present at the verification of ballot boxes for both or all of the elections, but where space permits, wider access should be considered to support transparency of the count.¹¹

Verification procedure and the count

7.2 Where it is decided to use one ballot box for each contest, as the ballot boxes are received from polling stations the Returning Officer for the primary election must:¹²

- open the ballot boxes, separate the papers for the two elections and count the number of ballot papers for each
- verify each ballot paper account
- if the issue and receipt of postal votes have been combined, count the postal ballot papers that have been correctly returned, separate and count them for each election and record the number of postal ballot papers counted for each election
- pack up the ballot papers for the secondary election and pass them to the Returning Officer responsible for counting them, along with the relevant ballot paper accounts and the statement as to the verification of those ballot papers
- mix the primary election ballot papers from different ballot boxes and the postal votes and then count the votes in the normal way

7.3 Where it is decided to use two ballot boxes, one for each contest, as the ballot boxes are received from polling stations the Returning Officer for the primary election must:

¹⁰ Rule 22, Schedule 2, Representation of the People Regulations 2004.

¹¹ Regulation 98(18), Representation of the People (Scotland) Regulations 1986; Paragraph 17, Schedule 2, Scottish Local Government Elections Order 2007.

¹² Rule 22, Schedule 2, Representation of the People Regulations 2004.

- open the ballot boxes for each contest, including the postal vote boxes
- verify each ballot box
- verify each ballot paper account for each contest
- re-seal the secondary election ballot boxes and pass them to the Returning Officer responsible for counting them
- mix the primary election ballot papers from different ballot boxes and the postal votes and then count the votes in the normal way

7.4 The Returning Officer responsible for the secondary election, having received the items listed above, must:

- open the receptacles containing the ballot papers
- if the issue and receipt of postal ballot papers have not been combined, count those postal votes that have been correctly returned and record the numbers
- mix the postal ballot papers with all the other ballot papers and count the votes in the normal way

Death of a candidate

7.5 The procedure to be followed when a candidate dies depends on the type of election and on the status of the candidate.

7.6 At a UK Parliamentary general election, if a candidate standing on behalf of a registered political party dies, the poll for that election should be countermanded or abandoned. However, for any other election that was to have been combined with the countermanded or abandoned poll should continue.

7.7 If a UK Parliamentary candidate standing as either an 'Independent' or with no description dies, the UK Parliamentary election will not be countermanded or abandoned, and so the combined election should continue.

7.8 In all other cases, if a candidate at either or any of the combined elections dies, the election affected by the death of a candidate is abandoned or countermanded as appropriate, but their death will not affect the other elections, which will continue.

Expenses

7.9 Where polls are combined, the costs of holding the combined polls (excluding any cost that can be clearly attributed to one of the elections) and any cost attributed to their combination must be divided equally between the

elections.¹³ These costs would include, for example, the payments to polling station staff and, if combined, the costs of the issue and receipt of postal votes and the production and delivery of poll cards.

7.10 With regard to the verification and count, the separation of the ballot papers is clearly a combined function and the cost should be apportioned equally between the elections. However, the costs of verifying the ballot paper accounts and counting the ballot papers should be allocated to each individual election. This principle should be adopted throughout the cost allocation process.

7.11 Further advice on the apportioning of costs can be obtained from the Ministry of Justice or the Scotland Office.

¹³ Section 15(4), Representation of the People Act 1985.