

# Part B – Planning and organisation

UK Parliamentary general election and  
local government elections in England  
on 7 May 2015: guidance for (Acting)  
Returning Officers

In this guidance we use 'must' when we refer to a specific legal requirement. We use 'should' for items we consider to be recommended practice, but which are not legal requirements.

## Translations and other formats

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# 1 Planning for the elections

1.1 To plan effectively for the elections, you should prepare a project plan, treat it as a 'living document', keep it under regular review, and use it to monitor progress.

1.2 You should ensure that your planning supports the delivery of the following outcomes:

- voters are able to vote easily and know that their vote will be counted in the way they intended
- it is easy for people who want to stand for election to find out how to get involved, what the rules are, and what they have to do to comply with these rules, and they can have confidence in the management of the process and the result



To be able to achieve the outcome set out in [performance standard 1](#), you will need to develop and implement robust project planning processes. This should include evaluating the planning for and delivery of previous polls and identifying lessons learnt, updating plans as required. To demonstrate that the outcome can be delivered you will need to have in place project planning documentation which is kept under regular review and which reflects lessons learned from previous polls. This part of the guidance sets out what this project planning documentation should cover.

The Commission has produced a [template project plan](#) that you may wish to use and adapt to fit your local circumstances. The template includes a number of example deliverables and tasks including all of those that should be included to be able to demonstrate that the outcomes set out in the performance standards can be delivered. In addition to the deliverables and tasks identified in the template you should also add in any other deliverables and tasks you identify as necessary, including ones specific to your local circumstances.

1.3 Before starting your detailed planning, you should set out what you want to achieve and what success would look like. Your project plan should include clearly defined objectives and success measures. The Commission has provided some sample aims and suggested tools that will allow you to measure the extent to which the conduct of the elections has been successful as part of the template project plan.

1.4 If you have not already done so, you should evaluate the planning for, and delivery of, previous polls and identify what worked well and what did not, which should inform your planning. Your project plan for the elections should also include a plan to evaluate procedures post-election and identify lessons learnt. Further guidance on reviewing election procedures can be found in [Part F – After the declaration of results](#).

1.5 You should ensure that your planning reflects the changes that have taken place both in legislation and the landscape since the last equivalent polls in 2010. For an overview of these changes, see chapter 2 of [Part A – \(Acting\) Returning Officer role and responsibilities](#).



Where the poll for a parish council election is scheduled for the same day as a UK Parliamentary general election, it must be combined with the UK Parliamentary general election and any polls which may also be taking place for the principal area.

### **Cross-boundary constituencies**

If, as (Acting) Returning Officer ((A)RO), you are responsible for a constituency that crosses local authority boundaries, this will have practical implications for the management of key processes and you should reflect this in your planning. For example, you will be responsible for verifying signatures and dates of birth on postal voting statements returned by electors from one or more other local authority areas as well as from your own local authority area; you will also be responsible for the provision and equipment of polling stations for the entire constituency and will need to decide how to manage this, including how you will ensure you have up-to-date information about the polling places that have been designated for use in other local authority areas. You should liaise with the Electoral Registration Officer (ERO), the local government Returning Officer (RO) and other relevant elections staff from the other local authority area(s) in your planning for the delivery of the polls.

1.6 Your project plan should cover contingency planning and business continuity arrangements. The continuity arrangements should include provisions to cover loss of staff and loss of venues during the election period. Guidance on developing continuity arrangements for these specific processes is provided in the relevant sections throughout this part of the guidance.

1.7 You should also have contingency plans in place in case an early UK Parliamentary election is called under one of the provisions of the Fixed Term Parliament Act.

1.8 Your project plan should also identify the resources required. Once the fees and charges for the UK Parliamentary general election and the budget from your local authority have been set, you should reconcile projected costs for activities against the available budget. You should take all necessary steps to ensure that the local authority makes the necessary resources available to you to enable you to discharge your functions.

1.9 The Commission has published a [timetable](#) containing the statutory deadlines as set out in the election rules which can be used to assist you in your planning.

1.10 You should also prepare a risk register, treat it as a 'living document' and keep it under regular review, using it to monitor the risks and document any changes in risk, as well as ensuring that mitigating actions are identified and are being taken forward as appropriate. Your risk register should identify the following:

- Any difficulties and problems that may occur, and the actions taken to mitigate them.
- The seriousness of any risk by indicating both the likelihood of the risk occurring and the impact of the risk if it did occur.

1.11 The Commission has developed a [template risk register](#) that you may wish to use. The template provides some example risks and suggestions for mitigating those risks. In addition to the risks identified in the template you should also identify any other risks, including ones specific to your local circumstances, and how you would mitigate those.

## 2 Staffing

2.1 Your project plan should include identification of staffing requirements, including any necessary recruitment arrangements. It is essential that you identify the staff you will need and make the necessary appointments at the earliest opportunity.

2.2 You should seek advice from your council's human resources department as necessary to ensure that the methods used to identify, recruit and employ staff are robust and comply with all legal requirements.

2.3 Following an assessment of the performance of staff used at previous electoral events, you may wish to write to staff used previously at an early stage in the planning process to check their availability.

### Project team

2.4 You should establish a project team to support you in carrying out your functions and in delivering well-run elections. In addition to yourself, your project team should include:

- any appointed deputies
- other elections staff members
- any other key personnel you consider appropriate

#### **Cross-boundary constituencies**

If, as (A)RO, you are responsible for a constituency that crosses local authority boundaries, your project team should include the ERO, the local government RO and other relevant electoral services staff members from the other local authority area(s) to enable effective liaison in the planning and delivery of the polls.

#### **Neighbourhood planning referendums**

At a neighbourhood planning referendum that crosses local authority boundaries, your project team should include the other Counting Officers and the Chief Counting Officer to enable effective liaison in the planning and delivery of the polls.

2.5 The project team should have a clear remit and understanding of the tasks to be carried out. At the planning stage, a schedule of meetings should be prepared, and a record of each meeting should be kept as an audit trail of what was discussed and of any decisions made.



## Deputies

2.6 You should ensure that deputy arrangements are in place in case you are unable to act personally as (A)RO or local government RO. You may appoint deputies to discharge all or any of your duties. Any appointed deputies should have the skills and knowledge required to carry out the functions they have been assigned. Appointments should be made in writing and should include details of the functions that the deputy is authorised to exercise on your behalf. The acceptance should also be made in writing.

2.7 A Deputy (A)RO is liable, in the same way as the (A)RO, for a breach of official duty.

### **Cross-boundary constituencies**

If, as (A)RO, you are responsible for a constituency that crosses local authority boundaries you should consider whether you want to delegate some of your functions in full or in part to a senior officer at the other local authority/authorities.

### **Neighbourhood planning referendums**

At a neighbourhood planning referendum that crosses local authority boundaries, the Chief Counting Officer may appoint deputies to discharge any or all of their functions. Any appointments must be made in writing.

## Elections staff

2.8 Elections staff, with their experience of running elections, should be part of the project team. You should assess whether the team is adequately staffed or whether you will need to recruit any additional staff to support the effective delivery of the elections.

## Electoral Registration Officer

2.9 In your role as ERO you will need to have available the relevant registration and absent voting data for the elections. There will be updates to the data at a number of points within the election timetable, as, in your role as ERO, you must publish two interim election notices of alteration as well as the final election notice of alteration. The Commission has published a [timetable](#) which contains the dates related to the publication of these notices.

### **Cross-boundary constituencies**

If, as (A)RO, you are responsible for a constituency that crosses local authority boundaries you should liaise closely with the ERO and elections staff at the other local authority/authorities to put in place arrangements for the transfer and receipt of data, including any updates following the publication of

the interim and final election notices of alteration. As part of developing these arrangements, you will need to establish how you will manage the data you receive in practice, including whether your software system can process data received from the other local authority/authorities, particularly where they use a different electoral management software system. Further information on practical issues relating to absent voting in cross boundary constituencies can be found in [Part D – Absent voting](#).

## Support staff

2.10 You should identify support staff and ensure they are available to assist with any public enquiries you may receive in the run-up to the election. You should set up a dedicated team (or train front reception or call centre staff) to deal with a range of basic enquiries, such as questions about whether or not a person is registered to vote, postal and proxy voting and the location of polling stations.

2.11 Any staff who will be dealing with public enquiries should receive training to deal with such enquiries and be provided with responses to frequently-asked questions, as well as a list of the locations of polling stations and key dates in the election timetable. The Commission has developed a template of [FAQs for front line staff](#) which shows the types of questions you can expect to receive in the election period and you can adapt to fit your local circumstances. A process should be in place for the escalation of more complex enquiries to the elections team.

2.12 As ERO you should consider whether you will need to appoint any additional support staff to assist with the processing of registration and absent vote applications in the lead-up to the elections – and in particular in the lead-up to the registration deadline on the 12<sup>th</sup> working day before the poll (20 April 2015).



Further information on processing registration and absent vote applications in the lead-up to an election can be found in [Part 4 - Maintaining the register throughout the year](#) and [Part 5 – Absent voting](#) of the Commission's guidance for EROs.

## Staff for specific election processes

2.13 As well as establishing your project team and support staff, you will need to appoint staff to help you undertake the various election processes. You should identify staffing requirements and put processes in place for recruiting the necessary staff. You should have access to a database of staff used at previous elections. Staff can also often be recruited from among council employees. Local authorities can permit their staff to work on the UK Parliamentary election, but are not required to do so.

2.14 As there is no age restriction for staff working on specific election processes, you could liaise with local further and higher education

establishments to identify young people who could be recruited to work at polling stations or at the verification and count, which could also help to boost their engagement with the democratic process.



Information on the payment of fees to staff after an election can be found in [Part F – After the declaration of result](#).

## Polling station staff

2.15 You must appoint and pay a Presiding Officer and such Poll Clerks as may be necessary to staff each polling station. This cannot be any person who has been employed by or on behalf of a candidate in or about the elections.

2.16 In order to ensure that voters can receive a high-quality service, when deciding on the allocation of electors and staff to polling stations you will need to ensure that polling stations are properly staffed, giving consideration to the factors set out in paragraph **2.20** below.

2.17 At a combined poll, the Commission recommends the following ratios (which exclude postal voters) when allocating electors and staff to polling stations:

- A polling station should not have more than 2,500 electors allocated to it.
- In addition to a Presiding Officer, there should be one Poll Clerk for polling stations with up to 750 electors.
- One additional Poll Clerk should be appointed for polling stations with up to 1,500 electors.
- One further Poll Clerk should be appointed to a polling station with up to the maximum of 2,500 electors.

2.18 These ratios are recommended minimum levels: there may be circumstances in which you wish to employ a higher number of staff.

2.19 It is important that when allocating electors and staff to polling stations the reasoning behind the decisions on allocation can be explained. Each decision should be taken on a case-by-case basis and not for the constituency as a whole.

2.20 In deciding on the allocation of electors and staff to polling stations, as a minimum you should consider:

- any particular local circumstances such as population increases and demographic trends
- levels of postal voters
- projected turnout – as a minimum you should assume that the turnout will be not less than the turnout at the last equivalent polls

- voter throughput and flow, including how the voter will move through the voting process from entering to exiting the polling station
- any local or national issues which may affect turnout
- the impact the combination of polls will have, such as on the time taken to issue ballot papers and for voters to complete more than one ballot paper

2.21 This list is not exhaustive, and you should also consider any other factors that you consider appropriate.



To be able to achieve the outcome set out in [performance standard 1](#), you will need to decide on the allocation of electors and staff to polling stations, giving consideration to the factors set out in this guidance, in order to ensure that polling stations are properly staffed so that voters can receive a high-quality service. To demonstrate that the outcome can be delivered you will need to set out the approach you have taken to allocating electors and staff to polling stations.

2.22 There are different options open to you for deploying staff within polling stations. Your plans should be sufficiently flexible to allow you to deploy staff to respond to specific issues that may arise throughout polling day. While voters in a queue at their polling station at 10pm must be issued with a ballot paper, it is still important that sufficient staff are in place to enable the delivery of a high-quality service to voters throughout polling day. You will, however, need to be prepared to respond if there is a queue at one or more polling stations in your area at 10pm. The Commission's [handbook for polling station staff](#) outlines the procedures to be followed throughout polling day and at the close of poll.

### Example

If you have 1,200 electors allocated to a polling station, you should appoint one Presiding Officer and two Poll Clerks to that polling station, and decide what roles the staff at that polling station should carry out.

So, for example:

- all three staff could be involved in the issuing process, or
- one member of staff could act as an information officer to provide information to voters and to be available to respond to any questions from voters, while the other two staff members carry out the issuing process.

Although you should decide on what roles the staff at each polling station should carry out, it might be necessary to adapt this at different points in the day, for example, at any particularly busy points. It is therefore essential to retain flexibility to allow you to adapt to changing circumstances throughout polling day.

If the polling station is located in a polling place which contains multiple polling stations, one or more members of staff could be used as an information officer covering all of the polling stations and to assist with directing voters to the correct polling station. Also, staff from one polling station in the polling place could potentially be used to assist staff in another polling station within that building if required, for example as a result of a high number of voters attending one of the stations at a particular time when the other station is quiet.

2.23 While appointing 'stand-by' staff may not always be practical or feasible within your budget, you should nevertheless be able to deploy staff flexibly on polling day to respond to specific issues that may arise.

2.24 You may also consider appointing part-time Poll Clerks to provide assistance at expected peak polling hours or in the run-up to 10pm. In addition, you could appoint a team of back-up polling station staff to be deployed at peak times to specific polling stations or to respond to specific issues that may arise throughout polling day or at the close of poll. If parts of the constituency are not easily accessible, it may be helpful to have teams positioned in different parts of the area.

2.25 To be able to deploy staff flexibly on polling day, staff will need to be trained appropriately. Further guidance on training can be found in chapter 3 - Training.

## Polling station inspectors

2.26 Polling station inspectors play an important role in the effective management of the polls. They provide an essential communication link between you and your polling station staff including dealing with queries and problems arising at polling stations on polling day.

2.27 You should make arrangements to appoint polling station inspectors to visit and inspect polling stations on your behalf on polling day. In deciding on the allocation of polling station inspectors to polling places, you should consider:

- the geography of the area and travelling distance between polling places
- the number of polling stations in each polling place
- the experience of polling station staff at each polling station
- expected turnout levels and any particular local circumstances
- the number of visits polling station inspectors will be expected to make to each polling station during the day

2.28 Polling station inspectors should ensure that all of their assigned polling stations are properly set up in such a way as to take account of voter needs and contribute to the smooth running of the polling station, and are fully equipped and accessible to all voters.

2.29 The polling station inspector should work with the Presiding Officers and other polling station staff to identify and deal with any problems arising throughout polling day and at the close of poll, and should escalate any issues to you as appropriate.

2.30 The polling station inspector may be involved in liaising with the electoral registration office regarding polling day amendments to the register and emergency proxy applications. In these instances, you should have a process in place for communicating any changes, and should advise polling station inspectors of their role in it, if any.

2.31 For initial visits, polling station inspectors should aim to visit all of their allocated polling stations as quickly as possible in order to be able to re-assure you that all stations have opened on time and are operating effectively.

2.32 Subsequent visits throughout the day can be used for a variety of purposes including collecting postal votes, answering any questions that polling station staff may have, to check that all notices remain properly displayed and to deliver any missing or additional equipment that is required. Polling station inspectors should therefore carry with them spare equipment and stationery in case of any shortages or missing items. This should include polling station handbooks and quick guides, ballot papers, equipment, stationery and other items such as forms, envelopes and copies of the register of electors.

2.33 You should provide polling station inspectors with instructions as to their role and a checklist of tasks that they should carry out. A [checklist that may be given to polling station inspectors](#) for them to complete during their polling station visits is available. This document also contains a list of what each polling station inspector should receive prior to polling day.

2.34 Beyond highlighting any issues, completed checklists can also be used to inform an evaluation of the suitability of polling stations as part of the post-election review process.

## Postal vote issue and opening staff

2.35 You should identify staffing requirements for your postal vote issuing and opening sessions. The following staff may be required:

- specially trained supervisory staff
- clerical staff
- IT staff

2.36 The number of different polls taking place and your decision on whether to do a combined or separate issue of postal votes may have an impact on the number of staff required for the issuing (if this is to be done in-house) and opening of postal votes, and you will need to plan for this accordingly.



Further guidance on factors to consider in determining whether or not to combine the issue of postal votes is provided in [Part D – Absent voting](#).

2.37 You should take into account the total number of current postal voters and projected turnout of postal voters when deciding on your staffing arrangements. For planning purposes, as a minimum you should assume that the turnout of postal voters will be **not less** than the turnout of postal voters at the last equivalent polls. Also, your review of previous electoral events will give you an indication of how robust your previous staffing assumptions were.

2.38 This assessment may need to be revised after you have the final postal voters' lists. In any event, you should build sufficient flexibility and contingency into your staffing arrangements to deal with a last-minute increase in numbers of postal voters, an unexpected increase in turnout, or varying volumes of postal votes being returned on different days. The leaders' televised debates, for example, may have an impact on the pattern and volume of returns and this should be part of your considerations when determining your staffing requirements. Your arrangements also need to be such that you can ensure you can effectively manage those postal votes delivered to polling stations on polling day.

2.39 Even if you decide to outsource all or part of the postal vote issuing process you should designate a member of the project team to monitor outsourced work and the work of the contractor, and specifically to attend those parts of the issuing process that have been contracted out. This person should monitor the work of the contractor, which should include carrying out tasks such as spot checks to ensure that the postal ballot packs are being correctly collated and that those postal votes that need to go overseas are being prioritised. Further guidance on managing contractors and suppliers can be found in Chapter 5, below.

2.40 How the verification of personal identifiers is to be carried out, including how much of this process is automated and how much of it needs to be done manually, will impact on the numbers of staff you will require for opening returned postal votes. You must have arrangements in place to enable the checking of 100% of postal vote identifiers.



Further guidance on the postal vote issue and opening processes are provided in [Part D – Absent voting](#).

## Verification and count staff

2.41 In order to ensure that voters can have confidence that their votes will be counted in the way they intended, you will need to put in place appropriate



resources to ensure that the verification and counts are timely and that the processes to be followed are designed and managed in such a way as to secure an accurate result with a clear audit trail.

2.42 You should identify the number and type of staff you will require to run your verification and count for the elections, and make the necessary appointments as soon as possible.



The Commission has produced guidance on the verification and count process.

Guidance on the principles of an effective verification and count process is contained in [Part E – Verifying and counting the votes](#).

For practical guidance on the verification and count process, see our verification and count resource '[Planning for an effective verification and count: a toolkit for \(Acting\) Returning Officers at the May 2015 polls](#)'.



To be able to achieve the outcome set out in [our performance standards](#), you will need to put in place appropriate resources to ensure the verification and count are timely and to ensure the verification and count processes are designed and managed to secure an accurate result, with a clear audit trail. To demonstrate that the outcome can be delivered you will need to set out how the verification and counting is to be organised and managed, including the process you followed to arrive at your decision.

You will need to ensure that count processes are transparent, with everything at the verification and count carried out in clear view of all those entitled to attend, with information provided to attendees on the processes to be followed.

2.43 When developing your plans for staffing the verification and count, you will need to bear in mind that there is a requirement under the legislation to take reasonable steps to begin counting the votes in the UK Parliamentary election as soon as practicable and within four hours of the close of poll. There will also be an expectation among candidates, parties and the media for results to be declared as soon as possible and this too will need to be kept in mind in determining staffing requirements.

2.44 For processes commenced immediately following the close of poll, you should wherever possible not use staff who have been on polling duty all day.



### **Mayoral election**

As mayoral elections are conducted using the supplementary vote electoral system, where there are three or more candidates, there will potentially be two count stages. You should consider how you will arrange your verification and count processes in these circumstances and assess the likely time required for these procedures and the staff you will need for each stage of the process.

## 3 Training

3.1 Your project plan should contain a plan for training which identifies the training needs of both permanent and temporary staff.

3.2 While training activities for temporary staff may not take place until shortly before the election, planning for those activities should start at the earliest opportunity.

3.3 It is vital that each member of the team, whether permanent or temporary, understands their particular role and any statutory obligations associated with the work they are undertaking. All staff should receive training on the legislative requirements and responsibilities relevant to their role, as well as training on ensuring equal access and good customer care.

3.4 You should also develop methods of evaluating the training sessions and materials in order to inform future planning. If you have training personnel within your local authority they may be able to assist you with this process.

### Presiding Officers, Poll Clerks and polling station inspectors

3.5 Presiding Officers, Poll Clerks and other front line staff are frequently the only members of your staff that voters will meet in person. It is therefore essential that such staff are trained to understand their role and to perform their duties professionally and effectively, and are able to provide a high standard of customer care. It is important for such staff to be able to communicate well with all voters, and so accessibility issues should be covered in training sessions for all external facing staff. You will also need to ensure that polling station staff are trained to set-up polling stations in such a way that takes account of voter needs.



To be able to achieve the outcome set out in [performance standard 1](#), you will need to ensure that access needs are taken into account when planning for and setting up polling stations and polling station staff are trained to set-up polling stations in such a way that takes account of voter needs. To demonstrate that the outcome can be delivered, you will need to make an assessment regarding access needs, identifying any problems and actions taken to remedy these and you will need to have in place guidance/training to be provided to polling station staff.

3.6 All polling station staff should be required to attend a face-to-face training session. The training session should address:

- the tasks to be carried out ahead of polling day
- the setting up and management of the polling station

- who can attend a polling station and the procedures to be followed on polling day itself
- the need for polling station staff to be customer-focused and to offer assistance to all voters, including disabled voters
- the security of election stationery, including returned postal votes
- the procedures to be followed at the close of poll
- health and safety issues

3.7 A [template PowerPoint briefing for polling station staff](#) is available, which can be used for your polling station staff training sessions and updated with any additional local information you consider necessary. A [quiz for polling station staff](#) and [role play exercises and scenarios](#) that you can use as a mechanism for testing and embedding learning are also available.

3.8 Additionally, given the importance of ensuring that the ballot paper accounts are completed correctly in order to provide an audit trail of the number of ballot papers issued and to provide the foundation for an accurate verification process, an [exercise on completing the ballot paper accounts](#) is available, which you can use at your training sessions.

3.9 A [template graphical guide to packaging materials at the close of poll](#) is also available, which you could adapt and provide to polling station staff.

3.10 For flexible resourcing to be able to work effectively, you should train Poll Clerks and Presiding Officers in such a way as to ensure that both have the technical knowledge to carry out each other's roles if required and as far as the law permits.

3.11 Polling station inspectors should receive the same training as polling station staff in order for them to be able to be deployed flexibly and carry out polling station duties if required. You should also provide an additional briefing for polling station inspectors, covering items that are specific to their role.

3.12 Both polling station staff and polling station inspectors should be given a copy of the Commission's [handbook for polling station staff](#) and [polling station quick guide](#), and be instructed to read both ahead of polling day and to bring their copies with them on polling day itself. Polling station inspectors should be given spare copies of the handbook and quick guide that they can provide to polling stations in the event of polling station staff forgetting to take their copies on polling day.

3.13 In addition, you should provide polling station staff and polling station inspectors with contact numbers for use in the event of any problems. As well as numbers for the electoral services office, this should include a contact number for the police.

## Postal vote issue and opening staff

3.14 You should make arrangements for the briefing of all postal vote issue and opening staff. Briefings on the particular procedures to be followed may be provided to postal vote issue and opening staff immediately prior to commencement of the issuing or opening processes. All staff should, however, be provided with guidance notes in advance.

3.15 Also, you should consider training supervisory staff a day or two in advance of the issuing or opening session so that they are fully aware of their duties and what will be expected of them.

3.16 Whether you are issuing in-house or have contracted out the issuing of postal votes, you should ensure that supervisory staff are appropriately trained to carry out the required quality assurance checks.

3.17 Supervisory staff at postal vote openings should be trained to ensure that the opening procedures and the verification process are correctly followed and an audit trail is maintained.

3.18 Any person who will be undertaking the verification of postal vote identifiers and has been delegated the authority by you to make decisions on postal voting statements should be provided with a copy of the [Commission and Forensic Science Service guidance on signature checking](#), and be instructed to follow it. You should also consider whether any additional training may be appropriate for anyone undertaking this role.

## Verification and count staff

3.19 You should make arrangements for the briefing of all verification and count staff so that they are fully aware of their duties and what will be expected of them. All briefings should, as a minimum, cover the procedures relevant to the roles.

3.20 Prior to the start of the verification and count proceedings, you should undertake a walk-through of the procedures you are expecting everyone to follow so that everyone is aware of what is expected of them at each stage, and how the different roles relate to each other.



Guidance on the principles of an effective verification and count process is contained in [Part E – Verifying and counting the votes](#).

For practical guidance on training staff prior to the verification and count process, see our [Verification and count resource](#).

## 4 Venues

4.1 Your project plan should cover the identification of suitable venues for all processes.

4.2 Identifying appropriate venues for all of the various election activities should be done as early as possible. The managers of these premises should be contacted at an early stage and informed of the relevant dates, and the necessary booking arrangements made. These activities, done at an early stage in the planning process, will highlight where venues are not available and should allow sufficient time to act on the information and identify alternative premises.

4.3 As part of your review of previous electoral events, you should have undertaken an evaluation of the suitability of venues used. The results of this should be used to inform your planning and to ensure that any identified barriers to access can be overcome.

4.4 Under the Equality Act 2010, service providers have a duty to make reasonable adjustments to avoid putting people with disabilities at a substantial disadvantage compared to people who are not disabled. In order to comply with the duty, you should work closely with people who have a particular expertise in relation to access to premises or facilities for disabled people. The equalities officer at your local authority should be able to provide you with advice and assistance.

4.5 Contingency arrangements should be put in place for all venues to address the risk of the loss of a venue. As part of this you should prepare a list of alternative venues, including making arrangements for the use of stand-by portable polling stations/mobile vehicles and alternative venues for the issue and opening of postal votes and the verification and count if necessary. Staff should be briefed on contingency arrangements: for example in the case of the loss of a polling station on polling day, they could be advised to set up a temporary polling station in their car until alternative arrangements can be made. You should ensure that any changes made to venue location are communicated to candidates, agents, electors and any others as appropriate.

## Polling stations

4.6 You should undertake an evaluation of the suitability of the polling stations you are intending to use.

4.7 Ideally, you will have the choice of a range of fully accessible buildings, conveniently located for electors in the area, with owners willing to hire them out for polling station use at low cost. Unfortunately, in practice, this is often not the case and in some areas there may be little choice available.

4.8 In order to ensure that voters can receive a high-quality service you will need to ensure that access needs are taken into account when planning for and setting up polling stations. As part of your planning, you should ensure that any additional equipment you have identified as required to make the polling station accessible will be delivered and set up in good time for the opening of the poll.

4.9 You should work closely with people who have particular expertise in relation to access to premises. You should be able to demonstrate that an assessment has been conducted of the polling stations to be used at the election. Where access problems exist, you should document the problems, identify potential improvements and record any action taken to try to remedy these problems.

4.10 Schools that are publicly-funded, including academies and free schools, may be used as polling stations free of charge, and the legislation allows you to require a room in such schools for use as a polling station. You are also entitled to use, free of charge, any publicly-funded room as a polling station. You will, however, need to pay for any lighting, heating, etc., costs incurred when using such rooms as polling stations. You should liaise with the relevant schools and managers of publicly-funded rooms at the earliest opportunity to confirm that you want to use certain rooms within their premises as polling stations.

4.11 It is essential that polling stations provide sufficient space for voting to take place.



Further information on polling station voting, including polling station set-up, can be found in [Part C – Administering the poll](#).

## Last-minute changes to polling stations

4.12 There may be circumstances (e.g., flooding, fire, vandalism) when a change of polling station is required at short notice. As part of your planning, you should compile a list of stand-by or portable polling stations that could be used in such circumstances. As local authorities are responsible for designating polling places and polling districts, you should designate a new polling station within the same polling place as far as is possible and practical. As the location of a polling station within a polling place is your responsibility, there is no need to seek council approval for such a change.

4.13 If, however, there is a need to change the polling place, council agreement will be required. If delegation procedures are in place, you should follow these and contact the person or persons who are entitled to make changes to the scheme of polling places.

4.14 You should amend the notice of situation of polling stations to reflect any changes to your polling stations.

4.15 There are a number of mitigating measures you can take to ensure that electors who are affected by a late change to a polling station are able to vote with minimum disruption. You should have a protocol for what to do in case of a last-minute change. As a minimum, you should:

- if time allows, send out a letter to all affected electors informing them of the change to their polling station
- if time allows, use the local media to disseminate information to the affected electors – for example, through issuing press releases
- put up signs at the old polling station informing electors about the change, including directions to the new one
- display clear and visible signage at the new polling station

## Postal vote issue and opening venues

4.16 You should take into account the following key factors when selecting venues for postal vote issuing and opening sessions:

- lessons learnt from previous electoral events
- volume of postal ballot packs to be issued
- estimated volume of returned postal votes
- intended workflows
- IT requirements
- security and storage requirements
- disabled access, both to and within the venues



Guidance on the layout of postal vote issue and opening venues can be found in [Part D – Absent voting](#).

## Verification and count venue

4.17 You should ensure that the verification and count processes are designed and managed to secure an accurate result, with a clear audit trail and that they are transparent, with everything carried out in clear view of all those entitled to attend. Therefore, when selecting the venue for your verification and count, you should consider the following points:

- lessons learnt from previous electoral events
- access arrangements for vehicles and parking
- entrances for those entitled to attend and staff, and for the delivery of the ballot boxes
- disabled access, both to and within the venue
- size of the venue taking into account the space required to conduct the verification and count processes, sufficient storage space for parcels,

ballot boxes and other equipment, and adequate space for those entitled to attend and observe proceedings at the count

- lighting within the venue
- platform or stage for announcing the results, and for making regular announcements throughout the proceedings
- acoustics within the venue
- internal and external IT and communication systems
- facilities for those attending the verification and count
- media requirements
- furniture requirements: if there are insufficient tables and chairs in the venue, for example, these will need to be hired or acquired from another location
- security and storage requirements
- contingency arrangements to address the risk of a loss of venue



Further guidance on preparing for the verification and count can be found in [Part E – Verifying and counting the votes](#).

For practical guidance on the verification and count venue(s) and a checklist of useful materials, see our verification and count resource '[Planning for an effective verification and count: a toolkit for \(Acting\) Returning Officers at the May 2015 polls](#)'.



# 5 Managing contractors and suppliers

5.1 You can outsource particular work required to deliver the election, but not the responsibility for ensuring compliance with the rules and regulations.

5.2 Do not automatically assume that outsourcing is your only and best option. You should make an assessment of the need to outsource, and your decision should be taken as part of an assessment of the costs, risks and benefits of outsourcing work, as compared to in-house delivery by your staff. Your review of previous electoral events and consideration of the specific requirements for the election will help to inform your decision as to whether or not to outsource a particular function or task.

5.3 If outsourcing is considered appropriate, your project plan should cover the management of contractors and suppliers and the development and management of contracts.



To be able to achieve the outcome set out in [performance standard 1](#) you will need to put in place arrangements to manage contractors and suppliers to ensure that the work is delivered as required by the specification. To demonstrate that the outcome can be delivered, you will need to have in place arrangements for the management of contractors and suppliers.

## Procurement

5.4 Where a decision has been made to outsource, you should commence the procurement process as soon as possible. Your local authority will have adopted standing orders or regulations relating to procurement and contracts. You should take advice from relevant staff at your local authority on the procedures to be followed and legal requirements for procuring supplies and services. You will also need to have regard to the requirements of the Fees and Charges Order and related guidance.

5.5 All stages of the procurement process should be documented and the risks of outsourcing should be clearly acknowledged, with contingency arrangements identified and built into the process.

5.6 Good public procurement practice recommends obtaining at least three written quotations from prospective suppliers. Some local authorities may, however, have a standing list of approved contractors who have already been through a tendering process and in some instances it may be more effective and economical to use such existing contractors and systems.

5.7 The Commission has produced a [contract management checklist](#) designed to highlight key considerations relevant to outsourcing work and managing contracts.

5.8 A detailed specification of requirements is essential for effective procurement, and should be developed for all outsourced work. Suppliers should be able to provide robust information on how they are going to deliver the work as required by the specification.

5.9 When evaluating the bids received, the final price in the suppliers' proposals should not be the only consideration in choosing a contractor. The focus should be on 'value for money', with the final decision being a judgement based on the best combination of the cost of the goods or service and the ability to meet your requirements as laid out in the specification. Work needs to be completed on time and to a high standard, and therefore each bid should be carefully considered to assess exactly what it offers.

5.10 You should take steps to ensure that the selected contractor understands the requirements and has the experience and suitability to undertake the work being outsourced. The [contract management checklist](#) sets out the minimum steps you should take to be satisfied that the company will have the capacity to complete any contracted work on time and to the standard required.

5.11 Contractors may sub-contract work out and you should give prior written consent before sub-contractors are to be used. You should ensure that any sub-contractors are aware of the specific requirements as detailed in the specification.

5.12 Once you have made your final decision, you should notify unsuccessful applicants and be prepared to debrief them should they request it.

5.13 You should have a formal, written contract in place with every contractor to which you have outsourced a function or task. It is essential that statutory requirements and their implications are fully explained wherever contractors are used, and that these requirements are explicitly stated in the contract for any work. Contracts should be developed with advice from other departments of the local authority, for example, legal services and procurement. Experienced managers in these fields can be used to ensure that appropriate and rigorous procurement and contract management procedures are followed, thereby minimising risk.

## Contract management

5.14 The key to effective contract management is continuous and open lines of communication with the contractor, underpinned by clear and robust provisions in the contract as to the quality and timescales expected and required.

5.15 In order to assist contractors and suppliers in delivering the work on time, it is essential to keep to agreed timescales for providing the information or data they need to do the job. If there is slippage, for example because of the time required to process bulk last minute postal vote applications, you should advise the contractors as soon as possible.

5.16 You should document all stages of the process. In particular, you should keep a formal record in order to be able to demonstrate that the processes are undertaken in accordance with the law.

5.17 Any variations from the agreed specification could result in a breach of legislation and any such breach is the personal responsibility of the RO, so any variations should be formally documented and signed off by you or by someone authorised to act on your behalf.



Further guidance on what to consider if you have outsourced the postal vote issue can be found in [Part D – Absent voting](#).

## Royal Mail

5.18 You should already be in contact with your Royal Mail account manager, and you should continue to liaise with them on a regular basis. At an early stage in your planning process you should take steps to ensure that any business reply licences you hold are up to date.



More information on working with Royal Mail in respect of postal voting can be found in [Part D – Absent voting](#).

## Finding printers

5.19 If you decide that you need to outsource production and are having difficulty finding a suitable printer, the British Printing Industries Federation may be contacted for assistance:

British Printing Industries Federation  
Farringdon Point  
29 – 35 Farringdon Road  
London EC1M 3JF  
Tel: 0845 250 7050  
[www.britishprint.com](http://www.britishprint.com)

# 6 Maintaining the integrity of the election

6.1 In order to ensure that voters can have confidence that their vote will be counted in the way they intended, you will need to have in place plans and processes to identify any patterns of activity that might indicate potential electoral fraud. Your plans should include specific steps to deal with any potential electoral fraud, and should also identify how you will communicate your approach to maintaining electoral integrity.

To be able to achieve the outcome set out in [performance standard 1](#), you will need to have in place processes to identify any patterns of activity that might indicate potential integrity problems, including what steps are to be taken to deal with any such problems. To demonstrate that the outcome can be delivered, you will need to have in place processes for dealing with integrity problems.

## Offences

6.2 There are a number of offences specified in electoral law. Information on these offences can be found on the [Commission's website](#).

## Assessing and managing the risk of electoral fraud

6.3 You are uniquely placed to identify incidents and patterns of activity that might indicate electoral fraud in your area. Effective early action to address possible fraud could help to avoid costly police investigations or legal challenges to the results of elections.

6.4 You should ensure that you have mechanisms in place to assess the risk of electoral fraud in your area, including considering:

- Whether there has been a history of allegations of electoral fraud in the area, including in specific local government wards
- Whether there are specific elections which are likely to be particularly close and hard fought.
- Whether there are marginal seats which would need only a relatively small swing in the number of votes to change control.
- Whether the overall outcome of the local government election (e.g. political control of a local authority) could be decided by a change in a relatively small number of seats.
- Whether there are contests which are based on strong personal disagreements as well as political arguments.

- Where there is a highly mobile population with a frequent turnover of electors.
- Where there are electors who may be more vulnerable because of low levels of literacy and/or English language ability.

6.5 Your plans for managing the risk of electoral fraud in your area will need to reflect any specific local risks you have identified in addition to any general fraud prevention and detection plans.

6.6 Your plans should also set out mechanisms for monitoring indicators of possible electoral fraud. Although there are no definitive signs of possible electoral fraud, you should be aware of and consider all the data which is available to you, including:

- Whether there have been unusual patterns in registration or absent vote applications at previous elections.
- Whether there have been unusual patterns of rejected ballot papers, including rejected postal ballot packs, at previous elections.
- Whether there is any unusual pattern of registration or absent vote applications in the period leading up to the elections.

6.7 In some cases, where there is a significant risk of electoral fraud allegations, you should also consider communicating your approach to tackling fraud in advance of polling day to provide reassurance to voters and campaigners.

6.8 The Commission has produced a [code of conduct for campaigners](#) which sets out a summary of the law and offers advice about how these individuals should conduct themselves during an election or referendum campaign. There may be merit in obtaining local sign-up to the code by all candidates standing for election. We acknowledge that some ROs may identify the need to develop and seek agreement to local codes of conduct which go beyond the terms proposed in this Code, in order to address specific local risks. The Commission will support those ROs who have consulted appropriately and secured local agreement to such codes.

## Dealing with allegations of electoral fraud

6.9 Every UK police force has a named single point of contact officer (SPOC) for election-related crime. Your local police force SPOC will be a key partner to help you to ensure that any possible instances of fraud are quickly identified and dealt with. You should make sure that you are clear who your SPOC is and how you can contact them.

6.10 You should establish and maintain contact with your SPOC from the outset of your pre-election planning process, with regular contact scheduled in your project plan. Early discussions with your SPOC should cover your mechanisms for identifying possible fraud and what actions should be taken where any suspicions arise. If you have any problems establishing contact with your SPOC, please contact your local Commission team.

6.11 You should discuss your plans for maintaining the integrity of the election with your police single point of contact officer (SPOC) at the earliest opportunity. The Commission has produced a [checklist of topics that should be considered](#) at any pre-election planning meeting between you and your SPOC. You should, as part of this meeting, consider the possibility of any joint publicity work that can be carried out with the police, for example, jointly running poster campaigns within the constituency to highlight what can be done to help detect and prevent electoral fraud.

6.12 As part of your early liaison with your SPOC you should establish an agreement about the division of responsibilities between you and your SPOC, so that there is early clarity about each other's roles. In particular, you should agree with your SPOC an approach for referring allegations of fraud you may receive for further investigation where appropriate.

6.13 In addition, you should agree a mechanism for handling evidence, so that the police can carry out any forensic analysis, where necessary.

6.14 The police will investigate any allegations of fraud until, following consultation with the Crown Prosecution Service (CPS), they are either satisfied that no further action is necessary or appropriate, or they forward the case file to the CPS for prosecution. The police should keep you and, where appropriate, the ERO informed of the progress of the case.

6.15 The Commission and the Association of Chief Police Officers have supported the College of Policing to produce a [manual of guidance for policing elections](#), which is also available to download from our website.



More information for EROs on identifying suspicious registration and absent vote applications can be found in [Part 5 – Absent voting](#), of the Commission's guidance for EROs.

## Dealing with allegations of financial offences

6.16 Candidates and agents, and political parties are subject to a financial regime under electoral legislation. Any queries from candidates and agents on election spending should be referred to your [local Commission office](#).

## Security

6.17 Your project plan should include a review of security arrangements with the local police. You should also consider any security risks as part of your contingency planning exercise and include these in your risk register.

6.18 Your security arrangements should prevent unauthorised access to or use of the ballot papers during all stages of the production process and storage between printing and the poll.

6.19 You should also take all necessary steps to ensure the security of ballot boxes and relevant stationery from the close of poll through to the declaration of the results, particularly where there is a break in proceedings. Where the whole or any part of the period between 7pm and 9am on the next day is excluded, you have a legal duty to place the documents under your seal and to take proper precautions for the security of the papers and documents. You should liaise with your SPOC on this.

6.20 Whichever method of storage you choose, it should be such that you can be satisfied that you have taken all necessary steps to ensure that ballot boxes and other items are kept securely at all times and cannot be interfered with.

6.21 In addition, you should take all necessary steps to ensure that police officers (which can now include police community support officers) attend at polling stations or call in during polling day, as appropriate, and discuss any security issues relating to any other aspects of the process including community safety for voters.

# 7 Communications

## Raising awareness

7.1 You must take such steps as you think appropriate to encourage the participation of electors in the election, and in carrying out such activity you must have regard to any guidance issued by the Electoral Commission.

7.2 We are planning to develop new advertisements to encourage people to register in time for the May polls. In your role as ERO, it is important that you carry out public engagement activity ahead of the registration deadline for the May 2015 elections.

7.3 Online registration in particular brings greater opportunities to engage local residents in the democratic process and to boost the levels of registration among under-registered groups, with the UK Parliamentary election providing a strong hook for your local public engagement activity. And you do not need to do this on your own – opportunities for working with local partners who can reach out to voters in under-registered groups in your area could be a valuable part of your engagement work locally.



General guidance to EROs on working with partners is contained in chapter 5 of [Part 1 of the Commission's IER guidance](#).

7.4 When planning your public awareness activity you should consider and document:

- the identification of your target audience
- the objectives and success measures of the activity
- risks – identification and mitigation
- resources - financial and staffing

7.5 The Commission will be running a public awareness campaign focusing on encouraging registration ahead of the May 2015 elections. The campaign will involve mass media advertising and working with partners to encourage them to spread the registration message. We will provide advertising templates that can be used locally.



## Cross-boundary constituencies

Where your UK Parliamentary constituency covers more than one local authority area you should ensure that you liaise with the ERO and electoral services staff from the other local authority/authorities to develop a coordinated plan for public awareness activity across the constituency.

## Information to electors

7.6 Public awareness activity that provides essential information to electors to enable them to take part in the elections should reach as wide an audience as possible. You will need to identify appropriate methods of communication (for example posters, written information, flyers, raising at community meetings and with partners) and you should seek advice and from relevant staff at your local authority, including experts in the communications department.

7.7 Information required by electors in order to successfully participate may include:

- Details of the elections themselves
- the date and hours of poll
- the location of polling stations
- any key deadlines (e.g. deadlines for applying for postal or proxy votes)
- how to vote (i.e. how to mark the ballot paper)
- assistance available to electors (e.g. information for disabled voters)
- how votes are counted
- how the result will be made known

7.8 It is important that public awareness activity provides information that enables electors to take part in the elections. You may also however have plans to run activity to encourage registration ahead of the deadline. If so, priority audiences for registration activity will be unregistered individuals and those who were unconfirmed through data-matching and who have not registered under the new system. Of these, those who previously had postal votes are a particular priority to reach because they are at risk of not being able to vote in their preferred way if they do not register under IER.

7.9 You should ensure that all outgoing communications provide appropriate contact details to allow anyone to respond and obtain further information.



The Commission has provided templates and tools on [our website](#) to support your public awareness work on providing information on elections. These will be updated ahead of the May 2015 elections. There is also a frequently asked questions page on [About My Vote](#), which will have FAQs relating to the elections and which people should be directed to, for example by providing a link from your own web pages to the About My Vote website. The web address for the FAQs page is [www.aboutmyvote.co.uk/faq.aspx](http://www.aboutmyvote.co.uk/faq.aspx).

### **Mayoral election**

At a Mayoral election you are required to produce a booklet containing candidates' election addresses and arrange for delivery of it to every eligible elector. Further information on this can be found in Part C – Administering the poll.

## **Media liaison**

7.10 Media liaison should be included in your communication plans to support the delivery of the elections across your area. You should ensure that stakeholder coordination and communication is embedded throughout your planning, with particular arrangements in place for working with the media, this should include:

- strategies for dealing with both proactive communication and media liaison in relation to specific events such as the counting of votes and result declaration
- dealing with general media enquiries
- reactive handling of any issues that arise in relation to the elections, for example allegations of electoral fraud or malpractice

7.11 It is important that media communication is properly managed in order to maintain public confidence that the elections are being well-run. To achieve this effectively there should be a clear process in place for the area to be followed by you and, in the case of cross-boundary constituencies, the relevant staff at the other authority and your communications team(s) to respond to any issues that arise.

# 8 Accredited observers and Commission representatives

8.1 Observers accredited by the Commission are entitled to observe:

- the issue and receipt of postal ballot papers
- the poll
- the verification and counting of the votes

8.2 Your project plan should include processes to manage potential enquiries from observers and to support their attendance at the electoral processes they are entitled to attend. This should include providing observers with information on the location and timing of the above processes.

8.3 Commission representatives are also entitled to observe these processes and, in addition, are entitled to observe your working practices.

8.4 Accredited observers and Commission representatives do not need to give advance notification of where they intend to observe, but will carry with them a photographic identification card issued by the Commission.

## Quick guide to the observer badge types

Observer badge type	Who are they?	Access
 <p>The Electoral Commission Rebecca Brown Commission Representative</p>	Electoral Commission representatives	Same as candidates and agents, plus access to the issue of postal votes, and working practices of the (A)RO, local government RO and ERO
 <p>The Electoral Commission Jane Doe Valid from 04/04/20XX Valid to 31/12/20XX 150 Accredited Observer</p>	Observers accredited by the Commission	Same as candidates and agents, plus access to the issue of postal votes

8.5 If you are in doubt about the status of a particular individual seeking to gain access to election processes, you can check the registers of observers on the [Commission's website](#).

8.6 You have a legal duty to have regard to the [Commission's Code of practice for observers](#) when managing the attendance of observers. Observers will have agreed to comply with the standards of behaviour set out in the Commission's Code of practice. If you think there has been a breach of the Code of practice, please inform your [local Commission office](#).