

Combined authority mayoral elections in England

Guidance for candidates and agents

Part 4 of 6 – The campaign

April 2023

This document applies to combined authority mayoral elections in England. It does not apply to any other mayoral election or to district, borough, county, parish or elections to the Greater London Authority. Our guidance and resources for other elections can be accessed from our website at:

<https://www.electoralcommission.org.uk/i-am-a/candidate-or-agent>

Contents

Campaigning dos and don'ts	4
When can you start campaigning?	4
When does a person officially become a candidate?	4
During the campaign, you may	5
During the campaign, you should	6
During the campaign, you must not	7
Use of the electoral register and lists of absent voters ..	7
Restrictions on the use of the information contained in the electoral register and lists of absent voters	7
Applying for a copy of the electoral register and the lists of absent voters	8
Using schools and rooms for public meetings	9
Your election address	10
Content of the election address	11
Campaign publicity dos and don'ts	12
Using imprints	13
Polling day dos and don'ts	13
Maintaining the integrity of the election	14
List of offences	15
Bribery	15
Treating	15
Undue influence	16
Personation	16
False statements	16
False registration information and false postal/proxy voting application	17
False application to vote by post or by proxy	17
Multiple voting and proxy voting offences	17
Breaches of the secrecy of the ballot	17
Campaign publicity material	18
Racial hatred	18
Police officers as canvassers	18
Reporting allegations of electoral fraud	18
What if you have made a mistake?	19

The campaign

This document contains our guidance on campaigning at a combined authority mayoral election in England. It does not apply to any other type of mayoral election.

In this document, we use 'you' to refer to the candidate. We use 'must' to refer to a specific requirement and 'should' for items we consider to be minimum good practice, but which are not legal or regulatory requirements.

Deadlines mentioned in this document are generic and we have published a [generic election timetable on our website](#). If an election is called, you will be able to obtain a copy of the specific timetable for that election from the Combined Authority Returning Officer.

We are here to help, so please contact your local Commission office if you have any questions. See our [Overview document](#) for contact details.

This document does not cover [local authority mayoral elections](#) or elections for the [Mayor of London](#).

You can access guidance for those elections through our website.

Data protection legislation to the processing of all personal data.

Please contact the [Information Commissioner's Office](#) for further information about how the current data protection legislation affects you.

Campaigning dos and don'ts

When can you start campaigning?

1.1 You can start campaigning at any time. You do not have to wait until you are validly nominated to declare that you will run for election, ask people to support you or publish campaign material.

1.2 However, you should be aware that election spending limits apply from the day after the date a person officially becomes a candidate. For more information on election spending, please see [Part 3: Spending and donations](#).

When does a person officially become a candidate?

1.3 The earliest you can officially become a candidate is on the last day for the publication of notice of election on the 25th working day before the poll.

1.4 You will officially become a candidate on this day if on or before this date you have already declared yourself a candidate at the election (or another person has declared that you are a candidate).

1.5 If after this date you or others declare that you will be a candidate at the election, you will become a candidate on the date such a declaration is made, or on the date that you submit your nomination papers, whichever is the earlier.

1.6 Once you have officially become a candidate, you are entitled to a copy of the electoral registers for the whole of the combined authority area¹. You are also entitled to a copy of the lists of absent voters for the whole of the combined authority area you are standing in. In addition, you can use publicly funded rooms and schools for public meetings (see paragraph **1.20** below).

During the campaign, you may...

- Encourage people who are not on the electoral register to apply for registration. The deadline for registering to vote in time for the election is 12 working days before the poll². Individuals can register online at <https://www.gov.uk/register-to-vote>. You can find out more about who can register on our website <https://www.electoralcommission.org.uk/i-am-a/voter>
- Remind voters who wish to vote in person that they will be required to produce an accepted form of photographic ID to provide their identity before they will be issued with a ballot paper. Where an individual does not have or does not wish to use an accepted form of photographic ID, they can apply for a Voter Authority Certificate. For more information on the accepted forms of photographic ID and Voter Authority Certificates see [Part 5: Your right to attend key electoral events](#).
- Help voters with information about postal and proxy voting – you can find information at <https://www.electoralcommission.org.uk/i-am-a/voter> The deadline for applying for a postal vote for the election is 5pm on the 11th working day before the poll³. The deadline for applying for a proxy vote for the election is 5pm on the sixth working day before the poll⁴, although in some circumstances electors may apply for an emergency proxy up to 5pm on polling day⁵. An elector can apply for an emergency proxy if, after 5pm on the sixth working day before the poll, they have had a medical emergency or have been called away on business.

Completed registration or absent vote applications given to you or your campaigners should be sent on unaltered to the relevant Electoral Registration Officer within two working days of receipt.

You should never handle or take any completed ballot paper or postal ballot packs from voters.

During the campaign, you should...

- If you develop your own application forms, make sure they include all the required information, or the applications will be rejected. In particular, you must make sure that the signature and date of birth fields on postal and proxy application forms are in the correct format. You should use our absent voting application forms on <https://www.electoralcommission.org.uk/i-am-a/voter> as a guide. You should consider liaising with the Electoral Registration Officer(s) who may be able to provide you with forms you can use.
- Make sure your supporters follow the [Code of conduct for campaigners in Great Britain](#) – this will help them to avoid situations where their honesty or integrity could be questioned.
- Make sure your supporters are courteous when dealing with other candidates and their supporters.
- Be aware of the deadlines for appointing an election agent, and agents to attend postal vote opening sessions, polling stations and the count. Deadlines are set out in our guidance document [Part 2a: Standing as an independent candidate](#) and [Part 2b: Standing as a party candidate](#).
- Check our guidance on how postal vote openings, the voting process and the count will work so that you know what you can expect to happen and when (see [Part 5 – Your right to attend key electoral events](#)).
- Check that your systems for recording spending and donations are working. For more information on donations and election spending see [Part 3 - Spending and donations](#)

The Equality and Human Rights Commission have published guidance for political parties and candidates about how equality and human rights law affects election campaigning. A copy of their guidance can be found here:

<https://www.equalityhumanrights.com/en/publication-download/equality-and-human-rights-law-during-election-period-guidance-local-authorities>

During the campaign, you must not...

- Knowingly make a false statement about the personal character of a candidate⁶.
- Pay canvassers⁷. Canvassing means trying to persuade an elector to vote for or against a particular candidate or party.

1.7 More information on election offences and how to report these can be found later in this document (from paragraph **1.341.34**).

1.8 If either you or your election agent have made a mistake and have acted in contravention of the rules, you can apply for relief from the consequences of having made a mistake. See paragraph **1.62** for more information.

Use of the electoral register and lists of absent voters

1.9 Once you officially become a candidate as explained in paragraph **1.3** to **1.5**, you are entitled to receive a free copy of the electoral registers⁸. You are also entitled to the lists of people voting by post or proxy ('the lists of absent voters') for the whole of the combined authority area that you are contesting.

Registered political parties are entitled to receive a copy of the electoral register at any time.

Restrictions on the use of the information contained in the electoral register and lists of absent voters

1.10 The electoral register and lists of absent voters contain people's personal data and so their use is very carefully controlled.

Any person found breaching the restrictions on use of the electoral register could face an unlimited fine.

1.11 You can use them to:

- complete your nomination form
- help you campaign
- check that donations are permissible

1.12 You must not release to any person any details that appear only in the electoral register and not on the open register which is available for general sale. You must not use the electoral register and lists of absent voters for any other purpose not listed above⁹.

1.13 If you have supplied a copy of the electoral register or lists of absent voters to campaign workers, they must also comply with the requirements above.

1.14 You must ensure that you keep the electoral register secure and list of absent voters secure¹⁰. Once you no longer need the register and lists of absent voters for any electoral purpose, you should securely destroy any copies supplied to you as a candidate in accordance with the Information Commissioner's [guidelines](#).

Applying for a copy of the electoral register and the lists of absent voters

1.15 An Electoral Registration Officer will have been appointed for each local authority area that is part of the combined authority to maintain the electoral registers. Contact details are available on our website

<https://www.electoralcommission.org.uk/i-am-a/voter>. Copies of the electoral register and lists of absent voters can be obtained from the relevant Electoral Registration Officer.

1.16 The request must be made in writing¹¹ and we have made a [register request form](#) and an [absent voters' lists request form](#) available for this purpose on our website.

1.17 While requests must be made to the Electoral Registration Officer, you should also liaise with the Combined

There are two registers. Why?

Using information received from the public, registration officers keep two registers – the electoral register and the open register (also known as the edited register).

The electoral register

The electoral register lists the names and addresses of everyone who is registered to vote in public elections. The register is used for electoral purposes, such as making sure only eligible people can vote. It is also used for other limited purposes specified in law, such as detecting crime (e.g. fraud), calling people for jury service, checking credit applications.

The open register

The open register is an extract of the electoral register, but is not used for elections. It can be bought by any person, company or organisation. For example, it is used by businesses and charities to confirm name and address details. Electors can request not to have their name and address included in the open register.

Authority Returning Officer (CARO), who may have put arrangements in place to coordinate requests for all the registers and lists in the combined authority area.

1.18 The register and lists will be supplied in electronic format unless you specifically request a paper copy.

1.19 The version of the electoral registers and lists supplied will be the ones current at the time of your request. You may also request the updates to the electoral registers and lists that are published in the lead-up to the poll, including the list of newly registered electors when it is published five working days before the poll.

Using schools and rooms for public meetings

1.20 You may want to engage with the public at public meetings, promoting your views and responding to questions from the audience.

1.21 The Electoral Registration Officer of each local authority in England keeps a list of the location and availability of meeting rooms in their area. They will make this list available for inspection by candidates and election agents (and persons authorised by them) from the day the notice of election is published. Once you are a candidate as set out in paragraphs **1.3** to **1.5**, you will be able to use public rooms up until the day before polling day¹². Contact details for Electoral Registration Officers can be found <https://www.electoralcommission.org.uk/i-am-a/voter>.

1.22 You should contact the owner of the premises to make a booking, giving reasonable notice to reduce the risk of the request being refused.

1.23 There is no hire charge for using these rooms, but you must pay for any expenses incurred, such as heating, lighting and cleaning and for any damage to the premises.

Candidates' right to use rooms does not include hours during which a school is used for educational purposes. Equally, any prior letting of a meeting room must take precedence.

Your election address

1.24 An election address is a campaign statement that a mayoral candidate makes to persuade voters to vote for them¹³. Once validly nominated, a candidate is entitled to include an election address in a booklet produced by the CARO, which is sent to all registered electors in the combined authority area¹⁴.

1.25 While the CARO will pay the postage cost¹⁵, if you want your election address to be included in the booklet, you will have to pay a share of the production costs. Each candidate included in the booklet will be asked to contribute the same amount¹⁶. You should contact the Returning Officer to find out about the costs. If the contributions received exceed the costs incurred, the balance will be split equally among the candidates involved.

1.26 The booklet will contain the election addresses of all candidates who want to be included in it and who have contributed to the production cost of the booklet.

1.27 The order of the election addresses in the booklet will be decided by the CARO by drawing lots¹⁷.

1.28 If you want your election address to be included in the booklet, you must deliver the address to the CARO by the close of nominations, i.e. by no later than 4pm on the 19th working day before the poll¹⁸.

1.29 The address must comply with the CARO's requirements and those set out in the next section. If it does not, it will not be included in the booklet¹⁹.

1.30 If you withdraw before the deadline for withdrawals, the production costs will be returned to you²⁰.

The production costs of the booklet must be accounted for in your election spending returns. For guidance on accounting for your spending at these elections, see [Part 3: Spending and donations](#).

Content of the election address

1.31 An election address can only contain matters relating to the election²¹.

1.32 It must contain:

- a statement confirming that it has been prepared by your election agent²²
- the name and address of the election agent²³
- your name and address or if you have requested not to make your home address public, the relevant electoral area as given on your home address form²⁴

1.33 It must not:

- Contain any advertising material (other than material promoting the candidate as a candidate at the election)²⁵.
- Contain any other material appearing to be included with a view to commercial gain²⁶.
- Include any material referring to any other candidate²⁷.
- Be more than two sides of A5 paper. Where an address takes up two sides of A5 paper, you must supply a second version printed on one side of A5 paper. The CARO will use this single-side version if more than 15 candidates supply an election address²⁸.

1.34 It may contain:

- a photograph – provided you have submitted two identical photographs to the CARO, one of which you must have signed on the back²⁹

- a party emblem and description – provided you have a certificate of authorisation issued by or on behalf of the Nominating Officer of the party³⁰

1.35 In all cases, your election address must comply with the CARO's requirements – including layout, margins and use of colour – so that it can be reproduced in the booklet³¹.

1.36 The CARO will notify your election agent of a time and place where there will be opportunity to check and correct (if necessary) the proof copy of your election address³². However, if the agent does not use this opportunity, the CARO may make any corrections they think appropriate, and may proceed with the printing and distribution of the election booklet without referring to you or your agent³³.

Campaign publicity dos and don'ts

1.28 You must:

- Use imprints on all your printed campaign material and any electronic campaign material that is designed to be printed off locally³⁴. You should ensure the imprint is clear and visible.
- Comply with planning rules relating to advertising hoardings and large banners³⁵ – you should ask the relevant local authority for advice.
- Make sure that outdoor posters are removed promptly after the election – you must do this within two weeks of the election.

1.29 You should:

- Include an imprint on all non-printed campaign material, including websites.
- Consider how to make your campaign accessible to people who are visually impaired, have learning

difficulties or low literacy skills, or whose first language isn't English. You may want to make contact with disability groups in your local area for advice.

1.30 You must not:

- Produce material that looks like the poll cards sent to voters by the Returning Officer³⁶.
- Pay people to display your adverts (unless they display adverts as part of their normal business)³⁷.

Using imprints

What is an imprint?

An imprint should be added to all campaign material and, in the case of printed material, must be added by law to show who is responsible for its production³⁸. You should ensure that the campaign is transparent. You should ensure that your imprint is clear and visible

1.31 [Our factsheet on Candidate imprints](#) explains the rules you must follow if you are a candidate in this type of election.

Polling day dos and don'ts

1.32 You should:

- Make sure that any tellers working for you follow our [tellers' dos and don'ts](#) and any guidance issued by the local Returning Officers and the CARO.
- Make sure your campaigners follow the [Code of conduct for campaigners in Great Britain](#) which sets out what is, and is not, considered acceptable behaviour at polling stations and in the community.
- Comply with requests by polling station staff, local Returning Officers and the CARO about campaigning near polling stations. You should, however, be allowed to

Tellers are volunteers for candidates who stand outside polling stations and record the elector numbers of electors who have voted.

put your message to voters on polling day, including in public spaces outside polling places.

- Make sure that any agents who are attending polling stations, postal vote opening sessions or the count understand the rules about the secrecy of the ballot. For more information, see our documents setting out the secrecy requirements for [the poll](#), [postal voting](#) and [the count](#).

1.33 You must not:

- Campaign near polling stations in a way that could be seen by voters as aggressive or intimidating (for example, large groups of supporters carrying banners, or vehicles with loudspeakers or heavily branded with campaign material).
- Breach the requirements on secrecy of the ballot³⁹. This is an essential part of any modern democracy and breaches are taken seriously.
- In particular, if you (or your agents) are attending postal vote opening sessions, you must not seek to identify and publicise how votes have been marked on individual ballot papers.
- Before the close of poll, publish exit polls or any other data based on information given by people about how they voted after they have cast their vote, including a postal vote⁴⁰.

Maintaining the integrity of the election

1.34 As a candidate, you will be one of the key public faces of the election, and your conduct will be scrutinised in detail by your opponents, the media and voters. Voters should be able to trust that you will comply with the law and maintain the integrity of the election process.

1.35 The person who acts as your election agent is responsible for your campaign and, in particular, is legally responsible for its financial management.

1.36 You should also make sure that your supporters fully understand the law and know what they need to do to ensure that voters can participate freely in this election.

1.37 The police can only investigate allegations of electoral fraud where there is evidence to show that an offence has taken place, so you should always be able to substantiate any claims or allegations when you refer them to the police. You should also consider the impact on public trust and confidence of making false or unsubstantiated allegations about the conduct of other campaigners.

List of offences

1.38 You should be aware of a number of electoral and non-electoral offences, and should seek your own legal advice where necessary.

Bribery⁴¹

1.39 The offence of bribery includes where someone directly or indirectly gives any money or procures any office to or for any voter, in order to induce any voter to vote or not vote.

Treating⁴²

1.40 A person is guilty of treating if either before, during or after an election they directly or indirectly give or provide any food, drink, entertainment or provision to corruptly influence any voter to vote or refrain from voting. Treating requires a corrupt intent - it does not apply to ordinary hospitality.

Neither the CARO nor the Commission regulate these offences.

For details of how to report any allegations of electoral fraud see paragraph **1.56**.

Undue influence⁴³

1.41 A person is guilty of undue influence if they directly or indirectly make use of or threaten to make use of force, violence or restraint, or inflict or threaten to inflict injury, damage, harm or loss upon or against any person in order to induce or compel that person to vote or refrain from voting.

1.42 A person may also be guilty of undue influence if they impede or prevent any voter from freely exercising their right to vote – even where the attempt is unsuccessful.

1.43 Undue influence doesn't exclusively relate to physical access to the polling station. For example, a leaflet that threatens to make use of force in order to induce a voter to vote in a particular way could also be undue influence.

Personation⁴⁴

1.44 Personation is where an individual votes as someone else either by post or in person at a polling station, as an elector or as a proxy. This offence applies if the person that is being personated is living, dead or fictitious. Aiding, abetting, counselling or procuring the offence of personation is also an offence.

False statements

About a candidate's personal character or conduct⁴⁵

1.45 It is an offence to make or publish a false statement of fact about the personal character or conduct of a candidate in order to affect the return of a candidate at an election.

1.46 False statements that are not about a candidate's personal character or conduct are not illegal under electoral law, but could be considered as libel or slander.

1.47 It is also an illegal practice to make a false statement of a candidate's withdrawal in order to promote or procure the election of another candidate.

In nomination papers⁴⁶

1.48 It is an offence to knowingly provide a false statement on a nomination paper. For example, if you know you are disqualified from election you must not sign the consent to nomination.

False registration information and false postal/proxy voting application⁴⁷

1.49 It is an offence to supply false information on a registration, postal vote or proxy vote application form. False information includes a false signature.

False application to vote by post or by proxy⁴⁸

1.50 A person is guilty of an offence if they apply to vote by post or proxy to gain a vote to which they are not entitled or to deprive someone else of their vote.

Multiple voting and proxy voting offences⁴⁹

1.51 There are various offences regarding multiple voting and proxy voting, including voting by post as an elector or proxy when subject to a legal incapacity to vote and inducing or procuring another to commit the offence.

Breaches of the secrecy of the ballot⁵⁰

1.52 Everyone involved in the election process or attending certain proceedings must maintain the secrecy of the ballot. The Returning Officer will give a copy of the official secrecy requirements to everyone who attends the opening of postal votes or the counting of ballot papers, and to polling agents.

Neither the CARO nor the Commission regulate the content of campaign material and are not able to comment on the legality of any particular electoral material beyond what is covered in this guidance.

Campaign publicity material

1.53 Certain offences relate specifically to election campaign publicity material. Printed election campaign publicity material must contain an imprint⁵¹ and not resemble a poll card⁵². Campaign publicity material must not contain a false statement as to the personal character or conduct of another candidate⁵³.

Racial hatred

1.54 Under the Public Order Act 1986, it is an offence to publish or distribute threatening, abusive or insulting material that is intended to stir up racial hatred or which is likely to stir up racial hatred.

Police officers as canvassers

1.55 Members of a police force are not allowed to canvass and would be committing an offence if they did. Members of a police force may not persuade any person to vote or dissuade them from voting.

Reporting allegations of electoral fraud

1.56 If you are concerned that electoral fraud may have been committed, you should first speak to the Electoral Registration Officer, the relevant local Returning Officer or the CARO.

1.57 They may be able to explain whether or not electoral fraud has been committed, and can refer your concerns to the police if necessary. They can also provide you with the details of the police contact for the relevant police force so that you can report the allegation yourself.

1.58 You can find contact details of Electoral Registration Officers and local Returning Officers on <https://www.electoralcommission.org.uk/i-am-a/voter>

1.59 If you have evidence that an electoral offence has been committed you should contact the police **immediately**, using the 101 non-emergency number unless there is a crime in progress in which case you should use the standard **999** emergency line. Every police force has a dedicated Single Point of Contact Officer who will be able to provide advice to ensure that your allegations are properly investigated. You should be prepared to give them a statement and substantiate your allegation.

1.60 If you do not want to give a statement to the police, you can report your concerns anonymously on the [Crimestoppers website](#) or by calling Crimestoppers on 0800 555 111.

1.61 Please note that if your allegation relates to party, election or registered campaigner finance matters, such as spending or donations, then you should follow the advice given at the following link:
<https://www.electoralcommission.org.uk/who-we-are-and-what-we-do/our-enforcement-work/make-allegation>

What if you have made a mistake?

1.62 You may be able to apply for relief from the penalties of an offence which has been committed inadvertently, innocently or without your knowledge.

1.63 You should always seek independent legal advice when considering applying for relief.

1.64 For more information, you should contact the:

Election Petitions Office
Room E105
Royal Courts of Justice
Strand
London WC2A 2LL
Email: Election_Petitions@justice.gov.uk
Phone: 0207 947 6877

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- ¹ Representation of the People (England and Wales) Regulations 2001 (RPR 2001) reg.108
² Representation of the People Act 1983 (RPA 83) s.13B(1)-(3) and RPR
³ RPR 2001 reg.56
⁴ RPR 2001 reg.56
⁵ RPR 2001 reg.56
⁶ RPA 83 s.106
⁷ RPA 83 s.111
⁸ RPR 2001 reg.108
⁹ RPR 2001 reg.102 and 108
¹⁰ General Data Protection Regulations (GDPR) 2016 art. 5
¹¹ RPR reg.102
¹² RPA 83 s.96
¹³ Combined Authorities (Mayoral Elections) Order 2017 (CAM Order 2017) Schedule 5 para. 2
¹⁴ CAM Order 2017 Art 8
¹⁵ CAM Order 2017 art. 8 (2)
¹⁶ CAM Order 2017 Schedule 5 para. 8
¹⁷ CAM Order 2017 Schedule 5 para. 6
¹⁸ CAM Order 2017 Schedule 5 para. 5
¹⁹ CAM Order 2017 Schedule 5 para. 5
²⁰ CAM Order 2017 Schedule 5 para. 8(3)
²¹ CAM Order 2017 Schedule 5 para. 3
²² CAM Order 2017 Schedule 5 para. 3
²³ CAM Order 2017 Schedule 5 para. 3
²⁴ CAM Order 2017 Schedule 5 para. 3
²⁵ CAM Order 2017 Schedule 5 para. 3
²⁶ CAM Order 2017 Schedule 5 para. 3

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- ²⁷ CAM Order 2017 Schedule 5 para. 3
²⁸ CAM Order 2017 Schedule 5 para. 4
²⁹ CAM Order 2017 Schedule 5 para. 4
³⁰ CAM Order 2017 Schedule 5 para. 3
³¹ CAM Order 2017 Schedule 5 para. 4
³² CAM Order 2017 Schedule 5 para. 6
³³ CAM Order 2017 Schedule 5 para. 6
³⁴ Political Parties, Elections and Referendums Act 2000 (PPERA 2000) s.143 and RPA 1983 s.110
³⁵ Town and Country Planning (Control of Advertisements)(England) Regulations 2007
³⁶ RPA 83 s.94
³⁷ RPA 83 s.109
³⁸ PPERA 2000 s.143 and RPA 83 s.110
³⁹ RPA 83 s.66
⁴⁰ RPA 83 s.66A
⁴¹ RPA 83 s.113
⁴² RPA 83 s.114
⁴³ RPA 83 s.115
⁴⁴ RPA 83 s.60
⁴⁵ RPA 83 s.106
⁴⁶ RPA 83 s.65A
⁴⁷ RPA 83 s.13D
⁴⁸ RPA 83 s.62A
⁴⁹ RPA 83 s.61
⁵⁰ RPA 83 s.66
⁵¹ PPERA 2000 s.143 and RPA 83 s.110
⁵² RPA 83 s.94
⁵³ RPA 83 s.106