

Part E – Verifying and counting the votes

Senedd and Police and Crime
Commissioner elections: guidance for
Returning Officers

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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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Updates to this document

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Contents

1 Principles for an effective verification, count and results collation...	1
Verification and count	1
Results collation	2
2 Preparing for the verification and counts.....	4
Planning for the verification and counts.....	5
Timing of the verification and counts	6
Staffing	6
Layout and equipment at the verification and count venue(s)	7
Communicating during the verification and counts	8
Managing attendees	9
Ensuring the security of ballot papers.....	10
3 Attendance at the verification and count(s)	12
Who can attend?	12
Controlling admission	13
Counting agents	14
Accredited observers.....	14
Commission representatives	15
The media	15
4 Receipt of polling station materials and sealed boxes of postal ballot papers	16
Receipt of sealed boxes of postal ballot papers	17
5 Verification	18
6 The count.....	23
Counting the votes.....	23
Mixing	23
Sorting and counting.....	23
Doubtful ballot papers.....	25
Reconciliation	28
Provisional result/local totals and recounts	30
Equality of votes	31
Declaring the results and local totals	32
7 Calculation of the regional result and the allocation of seats	34
Timing of the results collation	34

Who can attend?	35
Communicating during the results collation	36
Calculating the regional result	36
Declaration of the regional result.....	38

1 Principles for an effective verification, count and results collation

Verification and count

1.1 You should ensure that your verification and count arrangements can deliver the key principles for an effective verification and count, which are as follows:

- All processes are transparent, with a clear and unambiguous audit trail.
- The verification produces an accurate result. This means that the number of ballot papers in each box either matches the number of ballot papers issued as stated on the ballot paper account or, if it does not:
 - the source of the variance has been identified and can be explained, and/or
 - the box has been recounted at least twice, until the same number of ballot papers is counted on two consecutive occasions
- The count produces an accurate result, where:
 - for the constituency count at the Senedd election, the total number of votes cast for each candidate and rejected votes matches the total number of ballot papers given on the verification statement for the constituency
 - for the regional count at the Senedd election, the total number of votes cast for each party and individual regional candidate and the rejected votes matches the total number of ballot papers given on the verification statement for the regional election within the constituency
 - For the Police and Crime Commissioner (PCC) election:
 - at the first count, the total number of first preference votes cast for each candidate and rejected votes matches the total number of ballot papers given on the verification statement for the election.

ⁱ In the case of a PCC election with two candidates, the count produces an accurate result where the total number of votes cast for each candidate and rejected votes matches the total number of ballot papers given on the verification statement for the election.

- at the second count, where required, the ballot papers on which a first preference vote was given to those candidates who did not remain in the contest equals: the total number of ballot papers containing a valid second preference vote for a continuing candidate, plus the total number of ballot papers containing a second preference vote for a candidate not remaining in the contest, plus the rejected ballot papers at the second count.
- The verification and count are timely.
- The secrecy of the vote is maintained at all times.
- The security of ballot papers and other stationery is maintained at all times.
- The communication of information at the verification and count is clear and timely.

1.2 In addition to considering how to ensure that your processes will enable you to meet the key principles, you will need to consider other relevant practical factors that will affect the organisation and timing of the verification and count, such as:

- the geography of the constituency
- the size of the constituency
- size and capacity of venues
- cost
- transparency for candidates, agents and observers

1.3 You will also need to take into account any guidance or directions from the Police Area Returning Officer (PARO).



Guidance for PAROs on the verification, count and results collation is included in our [Guidance for Police Area Returning Officers: Delivery of key processes](#). Guidance for PAROs on planning for the election is included in our PARO our [PARO Planning guidance](#) document.

Results collationⁱⁱ

1.4 If you are also the RRO, the same principles of transparency, accuracy, timeliness, integrity and communication set out above should underpin the planning for and delivery of the results collation.

ⁱⁱ Unless otherwise stated, we use ‘results collation’ throughout this guidance to refer collectively to the processes the Regional Returning Officer (RRO) will follow to receive and collate results from Constituency Returning Officers (CROs) and the subsequent calculation and allocation of regional seats.

1.5 The figures to be used for the allocation of regional seats will provide the basis for an accurate result where: the sum of the votes cast for each party and individual candidate and the rejected votes for all constituencies in the region, matches the sum of the total number of ballot papers given on the verification statement for the regional election in each constituency.

1.6 The allocation of regional seats will be accurate where: correct constituency and regional figures are received from CROs across the region, and you as RRO carry out the d'Hondt calculation based on these figures. Once the d'Hondt calculation has been completed, you as RRO will allocate seats to the correct parties and individual regional candidates.

1.7 The time it will take for all CROs in the region to complete their Senedd election counts will directly impact on the timing of the results collation. When developing your assumptions for the timing of the results collation you will need to consider relevant practical factors such as:

- the geography of the region as a whole
- the number and size of constituencies within the region
- the impact of the PCC election and any other polls taking place in the region



Further guidance for RROs on results collation can be found in paragraphs **7.1 - 7.41**

2 Preparing for the verification and counts

2.1 This chapter covers the general considerations you will need to make when preparing for the verification and counts in your area.

2.2 There are a variety of methods for arranging verification and count processes. At the Senedd elections, it is for you as CRO, in discussion with the RRO to decide which approach is most appropriate for your local circumstances. At the PCC elections, it is for you as LRO, in discussion with the PARO, to decide which approach is most appropriate for your local circumstances.

2.3 If you are also the RRO or the PARO, you should be satisfied that the verification plans of CROs and LROs in your region or police area are designed and managed sufficiently to secure an accurate result in which everyone can have confidence.

2.4 In either case, your project plan should include your arrangements for the management of the verification and counts.



This guidance should be read alongside our [verification and count toolkit](#), which covers the more practical aspects of running the verification and counts, as well as the decisions you will need to make on how best to manage these processes.

We recognise that there is no ‘one-size-fits-all’ approach which can be applied to running the verification and count process at an election. Every area has its own set of local circumstances that will influence the decisions that you must make in running the verification and count processes. The toolkit we have developed has been designed to ensure consistency of outcomes, following the principles set out in **Chapter 1**, while providing flexibility in recognition of varying local circumstances.

2.5 At the Senedd elections, as CRO, you are responsible for the counting of votes for both the constituency election and that part of the regional election that is included within the constituency¹.

2.6 If you are also the RRO, you are responsible for collation and calculation of the number of votes given for each individual candidate and political party in the regional election, and calculation of the allocation of seats for the electoral region and declaration of the regional result².

2.7 At the PCC election, as LRO, you are responsible for the counting of the votes for your voting area (unless the PARO has given notice that they will take on responsibility for this) and the transmission of the local total for the voting area to the PARO³.

2.8 If you are also the PARO, you are responsible for the collation and calculation of votes given for each candidate across the PCC voting area and the declaration of the result⁴. You may also give notice that you are taking on the responsibility for the counting of the votes⁵.



Information about roles and responsibilities can be found in [Part A - Roles and responsibilities](#) of the Commission's guidance and in our [PARO Planning guidance](#) document.

Planning for the verification and counts

2.9 As set out in [Part B – Planning and organisation](#), to plan effectively for the election you should prepare a project plan that is treated as a 'living document', keeping it under regular review, and using it to monitor progress.



If you are also the RRO, your plan should additionally cover the resourcing and management of the results collation, including the development of a protocol for the transmission and receipt of the Senedd election results from CROs. Guidance on results collation is contained in paragraphs [7.1 - 7.41](#).

2.10 You should keep your plan for the resourcing and delivery of the verification and count under review, taking into account the particular context of the elections.

2.11 You should review your assumptions to ensure they continue to be realistic and robust, including your assumptions on turnout, the number of parties and candidates, speed and capability of count staff and expected timing for completing the various count stages. Such a review will help inform a realistic assessment of whether you will be able to deliver your overall plan, and whether and when it may be necessary to implement contingency plans. In all cases your plan should be flexible enough to allow you to respond if any of your assumptions change, covering what contingency actions you will take in such circumstances.

2.12 To help build confidence in your plans for the verification and count, you should, as a minimum, share information on your plans with local political parties, elected representatives and prospective candidates. To help manage expectations you should also identify in advance those decisions about the management of the count to be taken in consultation or agreement with parties, candidates and agents, and make clear to them on what basis you will be making decisions. This may include, for example, decisions on recounts and the suspension of the count. While you should seek input from those affected or interested to inform your decision-making, ultimately the responsibility for making decisions remains with you.

2.13 The following sections in this chapter set out the legal requirements and provide general guidance on:

- the timing of the verification and count

- staffing and training
- equipment and layout of venues
- managing attendees
- communicating during the verification and count
- security of ballot papers

Timing of the verification and counts

2.14 Our [timing of election counts report](#) sets out the overarching principle that should underpin decision-making in relation to the timing of election counts, that is, the need to ensure accurate results in which voters, candidates and political parties have confidence.

2.15 For both the Senedd and PCC elections, the counting of votes must begin as soon as practicable after the close of poll⁶.



At the PCC election, the PARO can direct as to the time by which the verification of ballot papers must start. You should engage with the PARO at an early stage to discuss and develop timings for all of the verification and count processes.

2.16 You should engage with local political parties, candidates and agents as part of your decision-making process, so that there is a well-informed local dialogue about the timing of the counts in the context of the local circumstances. Decisions on the timing of the counts should be taken before the notice of election is published and those with an interest, including local political parties and broadcasters, should be informed at an early stage.

2.17 There may well be an expectation among parties, candidates and the media that the results will be declared as soon as possible after the close of poll. Working closely with the PARO and, where you are not also the RRO, the RRO, as appropriate, you will need to plan carefully how to manage the expectations of parties, candidates and the media.

2.18 The period of time specified for the counts to take place should be such that you can resource and conduct well-run processes within it, ensuring accurate results in which voters, candidates and agents can have confidence. You will need to take this into account when identifying the options for the timing of the verification and counting of the votes.

2.19 Your plan should identify key points during the count process at which you will review progress against the expected schedule. This progress review should be used to keep candidates and agents, as well as the RRO and the PARO as appropriate, informed of progress at the count.

Staffing

2.20 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 the verification and count are timely.

2.21 It is important you ensure there are the right number of competent, skilled and knowledgeable staff – and that each member of staff is clear about their role – so that the count is run efficiently and effectively and according to the principles in **chapter 1 - Principles for an effective verification and count**. You should also ensure there is an appropriate number of reserve staff in case of staff absence on the day of the count.

2.22 You should ensure that staff receive appropriate training and instructions to allow them to carry out their duties effectively and in accordance with the law. Training should include what staff should look for when examining ballot papers to determine which should be included in the count.



To be able to achieve the outcome set out in [performance standard 1](#), you will need to put in place appropriate resources to ensure the verification and count are timely.

To demonstrate that the outcome can be met you will need to set out how the verification and count is to be organised and managed, including the process you followed to arrive at your decision.



Further guidance on staffing the verification and count and the training of verification and count staff can be found in [Part B – Planning and organisation](#).

Layout and equipment at the verification and count venue(s)

2.23 So that those attending the counts can have confidence that the count process is well-managed and can have confidence in the results, you should ensure that all your processes are transparent, with everything at the verification and count carried out in clear view of all those entitled to attend.

2.24 Layout plans of your verification and count venue(s) should also be prepared. A good layout will be informed by the verification and count model you decide to adopt, consideration of the workflows you intend to follow and the space you will have available.

2.25 You should ensure that all equipment, including the equipment to be used to transmit information and local totals to the RRO and the PARO as appropriate, is set up and tested in advance of the verification and count. You should also ensure that you have contingency arrangements in place in case of equipment or power malfunction.



Further guidance on selecting verification and count venues can be found in [Part B – Planning and organisation](#). For practical guidance on how to lay out your 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 Returning Officers](#)'.



To be able to achieve the outcome set out in [performance standard 2](#), you will need to ensure 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.

To demonstrate that the outcome can be delivered you will need to have in place a layout plan of the count and have in place information to be provided to attendees at the count.

Communicating during the verification and counts

2.26 Good communication, both at party, candidate and agent briefings in advance of the verification and count and at the event itself, allows those present to properly scrutinise all of the processes and will help to build confidence in the administration of the verification and count.. Providing information on the process can also help to lower the number of queries raised by parties, candidates and agents – in particular from new or inexperienced parties, candidates or agents – thus reducing the pressure on staff.

2.27 You should produce and distribute an [information pack](#) to anyone attending the count containing, for example, information on the facilities, the processes and what those in attendance can expect to see. A checklist of key information to include can be found at Appendix 5 of our [verification and count toolkit](#). You should liaise with the RRO and the PARO as appropriate to ensure that the pack also includes relevant information on how the Senedd regional election and PCC election results will be calculated and declared.

2.28 You should also ensure that there are timely and co-ordinated communications throughout the verification and count, for example by using a public address system, to ensure that information is communicated in a way that allows those in attendance to fully understand what is happening where and when and alerts candidates and agents to any particular processes at which their attendance is required (e.g. the adjudication of doubtful ballot papers). Announcements should be made in English and Welsh.

2.29 To ensure transparency of communication between counting staff and other attendees at the count (including counting agents) you should make clear in instructions to those attending the count that any questions should be communicated via count supervisors rather than counting assistants.

2.30 Also, if agents or observers are dissatisfied in any way with the manner in which the proceedings are being carried out, the opportunity should always be available for them to make direct representations to you at the earliest opportunity so that any concerns may be considered, explanations and reassurances given, and any corrective action taken if necessary.



To be able to achieve the outcome set out in [Performance standards for EROs](#), 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.

To demonstrate that the outcome can be delivered you will need to have a layout plan of the count and have in place information to be provided to attendees at the count and arrangements to communicate progress at the count.

2.31 You should consider the following when determining what information you will provide to anyone attending the verification and count on the processes to be followed, and how you will provide it:

- Placing information posters and boards throughout the verification and count venue, which show the key members of staff and provide an overview of the procedures to be followed in order to help attendees identify what is happening and where. You may wish to provide pictures of yourself and your key staff to help attendees identify you at the count. This information could also be provided in advance of the count, for example, as part of an information pack.
- Providing a layout plan of the venue, indicating the key areas of interest for counting agents and observers.
- Appointing a member of staff to respond to queries and to act as liaison between candidates, agents, observers and key staff.
- Providing a hand-out listing all ballot box numbers and the names of the polling stations they relate to.
- Providing a copy of the template verification and count paperwork that will be used to communicate the outcome of the verification and count, with an indication of the level at which the information will be provided (e.g. ward level / polling district level) – to be followed by provision of the actual verification statements and statements of results for the Senedd elections and of the local totals for the PCC election.

2.32 You should distribute an information pack to everyone attending the count.



For practical guidance on communicating information at the verification and count venue, see our verification and count resource '[Planning for an effective verification and count: a toolkit for Returning Officers](#)'.

Managing attendees

2.33 Your plans should include mechanisms for managing the expectations of those attending the verification and count, so all attendees know what to expect and what their role is. They should also cover how you will maintain the secrecy of the vote throughout the verification and count.

2.34 You should ensure that all attendees at the count, including candidates, their guests, election agents, counting agents, observers and the media, are briefed on and fully understand the process for conducting the count and the standards of behaviour which are expected of them at all times. You should make clear in both written and face-to-face briefings for attendees that you will be excluding attendees from the count venue if their behaviour interferes with the effective conduct of the count⁷. This should help count staff to carry out verification and count activities without interference from counting agents and other observers.

2.35 You should also decide on a policy for the use of mobile phones and photography / filming in the verification and count venue and provide this information in advance to those who are entitled to attend.

2.36 Tickets or admission passes should be issued to everyone entitled to attend the count, except for accredited observers and Commission representatives who will be wearing pink or silver accreditation badges. You should give consideration to issuing different-coloured tickets or passes to identify the different categories of attendees. This may be particularly helpful at combined polls for easily distinguishing who can attend specific verification and count processes.

2.37 You should liaise with the police to check that their plans for managing the public space outside the count venue will enable people entitled to attend the count to enter and leave the venue freely and without obstruction.



See **Chapter 3 – Attendance at the verification and count** for further guidance on who is entitled to attend the verification and count.

Ensuring the security of ballot papers



To be able to achieve the outcome set out in [performance standard 1](#), you will need to maintain the secure storage of ballot papers at all times.

To demonstrate that the outcome can be delivered you will need to have in place arrangements for securely storing ballot papers.

2.38 You should take all necessary steps to ensure the security of ballot papers and relevant stationery from the close of poll through to the declaration of the results, particularly where ballot papers need to be transported from the verification to the count or where a break in proceedings means the ballot papers need to be stored between the conclusion of the verification and the commencement of the count.

2.39 You should ensure the security of the ballot papers at all times. If you need to store ballot papers, you must store them in sealed ballot boxes in a secure place, allowing agents to attach their seals to the ballot boxes.⁸ You should always open the sealed ballot boxes in clear view of any candidates

and agents present, so they can satisfy themselves that nobody has interfered with the ballot papers and the ballot boxes.

2.40 You should liaise with your local police Single Point of Contact (SPOC) when deciding on the most appropriate method for ensuring secure storage.

2.41 You should also brief candidates and agents about your arrangements, so that they can have confidence in the integrity of the count.



For practical information on ensuring the security of ballot boxes and ballot papers see our verification and count resource '[Planning for an effective verification and count: a toolkit for Returning Officers](#)'.

3 Attendance at the verification and count(s)



To be able to achieve the outcome set out in [performance standard 2](#), you will need to ensure 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.

To demonstrate that the outcome can be delivered you will need to have a layout plan of the count, and have in place information to be provided to attendees at the count and arrangements to communicate progress at the count.

Who can attend?

3.1 Those who are entitled to be present at the verification will include those who are entitled to be present at the verification for both polls. Once the verification has been completed, while only those who are entitled to observe the relevant count are entitled by right to be present at the counting of the votes for that particular election, you can also permit others to attend (see paragraph **3.9** below).

3.2 The following people are entitled by law to attend the verification and count at the Senedd elections:

- you, as CRO, and your staff
- the RRO and their staff
- candidates (and one other person chosen by each of them)
- election agents (or a sub-agent on their behalf)
- counting agents
- Commission representatives
- accredited observers
- any other person permitted by you, as CRO, to attend (see paragraph **3.9** below)⁹

3.3 As CRO, you must give notice in writing to the RRO of the time and place at which the verification and counting of the Senedd regional votes will start¹⁰. You must also give notice in writing to counting agents at both the Senedd and PCC elections of the time and place at which the verification and counting of votes will start¹¹.



Paragraph **7.6** below provides details of who can attend the collation of regional results.

3.4 The following people are entitled by law to attend the verification and count at the PCC election:

- you and your staff
- the PARO and their staff
- candidates
- one guest per candidate
- election agents (or a sub-agent on their behalf)
- counting agents
- Commission representatives
- accredited observers
- any other person permitted by you to attend (see paragraph 3.9 below)¹²

3.5 As LRO, you must give counting agents notification of the time and place at which the verification and counting of votes will start¹³ and, where applicable, notice of the time and place at which the count of the second preference votes will begin¹⁴, if required.

3.6 You must give counting agents reasonable facilities for overseeing the verification and counting of the votes¹⁵. You should also ensure that anyone else who is entitled to attend has an unrestricted view of the proceedings, while also ensuring that they will not be able to interfere with the work of your staff.

3.7 You should take all necessary steps to ensure that anyone attending does not interfere with or compromise the secrecy of the vote. You must make such arrangements as you think fit to ensure that all attendees are provided with a copy of the relevant [secrecy requirements](#) for Senedd elections and PCC elections as appropriate¹⁶.

3.8 There is no requirement for those attending to arrive by a certain time, and so those entitled to attend should be admitted whenever they arrive. Also, a procedure should be in place so that any attendee who wishes to leave and return later is not prevented from doing so.

3.9 You can, at your discretion, permit other people to attend the proceedings if you are satisfied that it will not impede the efficient verification or counting of votes and, in the case of the count, you have either consulted the election agents in advance or thought it impracticable to do so¹⁷.

Controlling admission

3.10 You should provide lists of those people entitled to attend the verification and count to those on duty at the entrance, and instruct security staff to check the tickets or passes of anyone seeking to attend.

3.11 However, security staff should also be briefed that Commission representatives and accredited observers do not need to provide advance notification of where they intend to observe and therefore may not appear on their list but are nevertheless entitled to access the verification and count

venue on production of their observer or Commission representative identification badge.

3.12 You should, for health, safety and security reasons, record the names of everyone who actually attends the verification and count.



Further guidance on accredited observers and Commission representatives, including a quick guide to the observer badge types, can be found in [Part B – Planning and organisation](#).

Counting agents



Guidance on the appointment of counting agents can be found in [Part C – Administering the poll](#).

3.13 You must give counting agents reasonable facilities for overseeing the verification and counting of the votes, and provide them with relevant information¹⁸. In particular, where votes are counted by sorting the ballot papers according to candidate (or, in the case of the regional election, by registered party and individual regional candidate), and then by counting each set of ballot papers, the counting agents are entitled to satisfy themselves that the ballot papers are correctly sorted¹⁹.

Accredited observers

3.14 Electoral observation is a legitimate and valuable part of the electoral process, and care should be taken not to hinder or obstruct any observers. While you are permitted to limit the number of observers who may be present at any one time during the verification and count, you should exercise caution in doing so. You are not entitled to bar all observers from the verification and count, only to limit the number of observers present at any one time, and this discretion must be exercised reasonably²⁰.

3.15 Should you suspend access, or remove an accredited observer from the verification or count, you should ensure there is an audit trail to support your decision. A template [observer access restrictions log](#) is available for this purpose.

3.16 You must have regard to the [Commission's Code of practice for observers](#) when managing the attendance of observers²¹. Should you experience any issues with observers attending the count, contact your [local Commission team](#) at the earliest opportunity.



Further guidance on accredited observers can be found in [Part B – Planning and organisation](#).

Commission representatives

3.17 Commission representatives are entitled to attend the verification and count and to observe your working practices²². They can ask questions of your staff and of agents, but will not do so if this would obstruct or disturb the conduct of proceedings. You are not allowed to limit the number of Commission representatives at the verification and count.

The media

3.18 You should include space and opportunity for the media to report on the results of the elections. You have discretion to decide which representatives of the media you allow to attend²³. As with all attendees, you must ensure that media representatives do not interfere with the process or compromise the secrecy of the vote²⁴.

3.19 You should ensure that your public relations team are present to deal with media enquiries. You should make sure that they know who to approach if they are asked any technical electoral questions.

3.20 In addition to making practical arrangements for their attendance, any early contact with the media should also include an explanation of the processes to be followed and the expected finish and declaration times for each count.

3.21 If media representatives are accredited by the Commission as observers and are attending in such a capacity, they have the same rights and obligations as any other accredited observer. Like any other observers, they are required to have regard to the [Commission's Code of practice for observers](#) and should abide by any decision that you make on the use of mobile telephones, cameras and other recording equipment.

3.22 To assist you and your public relations team we have produced, jointly with the national TV news broadcasters, some ['tips for managing the media at the count'](#).



For practical guidance on liaising with the media, see our verification and count resource '[Planning for an effective verification and count: a toolkit for Returning Officers](#)'.



If you are also the RRO, your plan should cover attendance during the results collation. Further guidance on results collation is contained in paragraphs **7.1 - 7.41**.

4 Receipt of polling station materials and sealed boxes of postal ballot papers



To be able to achieve the outcome set out in [performance standards 1](#) [and 2](#), you will need to ensure 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 have in place arrangements to maintain a clear audit trail of the count processes.

4.1 In preparation, you should produce templates of all documents which will be completed at the verification and counts to provide a clear audit trail. Further guidance on maintaining a clear audit trail of the count processes can be found throughout this part, in **Chapter 5 - Verification** and in **Chapter 6 - The counts**.

4.2 The correct and orderly receipt of ballot boxes and materials from polling stations is a key component of an accurate verification process. Your team of staff receiving materials from polling stations should use a checklist to ensure that all ballot boxes and ballot paper accounts are accurately accounted for, as well as any packets containing postal votes handed in at polling stations.

4.3 Where Presiding Officers are required to transport the ballot boxes to the verification venue, it should be made clear to the staff receiving the ballot boxes that no Presiding Officer should be allowed to leave until their ballot box(es) and all of the documents and packets have been received and checked off by the designated staff member and, wherever possible, a cursory check of the ballot paper accounts has been made. Staff receiving ballot boxes should be instructed to ensure that they have the ballot paper account for each ballot box.

4.4 Following receipt, the ballot paper accounts can be taken to the staff dealing with the management of the ballot box verification process and all of the materials received back from polling stations can be released by receiving staff to the relevant teams, which allows the process of the verification of the unused ballot papers and the opening of postal votes to commence.

4.5 The sacks containing the documents that need to be stored, such as sealed corresponding number lists, should be separated from those containing items that will be reused, such as general stationery items. The packets and parcels from polling stations should be organised in such a way as to enable easy location of any packet.

4.6 All packets of spoilt and unused ballot papers must be opened and counted and then resealed²⁵, with the numbers counted supplied to those staff members responsible for the verification process. You are prohibited

from opening the sealed packets of tendered ballot papers, but you must open and then reseal the packet containing the tendered votes list in order to check the list against the ballot paper accounts²⁶.

4.7 You are not permitted to open the sealed packets containing the corresponding number lists and certificates of employment, the marked copies of the register and the lists of proxies. You should ensure that the materials that you must keep sealed are placed in a designated and secure area for the duration of the verification and counts.

Receipt of sealed boxes of postal ballot papers

4.8 Postal ballot papers previously received and opened will have been processed and should be brought to the verification venue in sealed ballot boxes, with an accompanying ballot paper account for each postal ballot box. Staff receiving the postal ballot boxes should use a checklist to ensure that all postal ballot boxes and postal ballot paper accounts are accurately accounted for.

4.9 All packets and ballot boxes containing postal ballot papers must also be subject to verification in the same way as any ballot box from a polling station²⁷. As these will often be some of the first boxes being verified, they present an opportunity to create confidence in the process and in the count as a whole.

5 Verification

5.1 Verification has two main purposes - to ensure and demonstrate that all ballot papers issued at polling stations and all returned postal ballot papers have been brought to the count, and to provide the figure with which the count outcome should reconcile. You should keep both purposes in mind when conducting the verification process.

5.2 The training of Presiding Officers in the completion of ballot paper accounts, coupled with ballot paper accounts produced in a clear, easy-to-complete format, should help to provide a firm foundation for the verification process.



Information on the training of polling station staff is provided in [Part B – Planning and organisation](#).

5.3 The verification of the used, unused and spoilt ballot papers is a legal requirement²⁸, and is central to the declaration of accurate results. The verification of the Senedd and PCC election ballot papers is carried out by the CRO.

5.4 You must verify each ballot paper account and draw up a statement as to the result of the verification for each election²⁹. The statements are a record of the number of ballot papers expected and the number of ballot papers counted, along with an explanation for any variances.

5.5 Any agent present at the verification may make a copy of the statements, you should make available copies for the agents present once the verification has been completed and you should, on request, supply a copy of the statements to any agent present. The verification statements are a key communication tool that will help to ensure that candidates and agents are confident that the processes at the verification and counts are transparent and that they will produce accurate results.

5.6 Where separate ballot boxes have been used for different polls, the ballot boxes from the same polling station should be verified either simultaneously at adjacent tables or one after the other at the same table.

5.7 The law provides that a ballot paper shall not be rendered invalid simply because it has been put in the ‘wrong’ box³⁰. You should therefore ensure that you have in place a procedure to move transparently any ballot papers which have been placed in the ‘wrong’ ballot box by electors to the correct ballot box during verification.

5.8 If electors have been asked to place all of their ballot papers in the same box:

- a. the ballot papers must be sorted into their respective contests³¹

- b. the verification procedure should be completed for each separate election (i.e. completed for the Senedd election and for the PCC election)
- c. the verification statements must include the total number of postal ballot papers separately from the total number verified for each election as a whole³²
- d. once the verification of all ballot boxes from polling stations and of all postal vote ballot boxes for each of the contests is complete and the verification statements produced, the ballot papers for the PCC election must be placed into containers, sealed and securely stored until the counting of votes³³

5.9 If electors have been asked to use different ballot boxes for each poll:

- a. the different ballot boxes should be verified at the same time, either at adjacent tables simultaneously or one after the other at the same table
- b. any ballot paper placed in the ‘wrong’ box should be moved to the correct ballot box
- c. the verification statements must include the total number of postal ballot papers separately from the total number verified for each election as a whole³⁴
- d. once the verification of all ballot boxes from polling stations and of all postal vote ballot boxes for each of the polls is complete and the verification statements produced, the ballot papers for the PCC election must be separated, placed into containers, sealed and stored securely until the counting of votes³⁵

5.10 As with all aspects of the verification and count process, transparency is key and the process followed should be clear to all present.

5.11 The candidates and the agents for each of the polls may be in attendance at the verification of the ballot boxes. Where containers of verified ballot papers are sealed for storage to be counted later, candidates and agents for the poll the ballot papers relate to have the right to add their own seals.

5.12 The key stages of the verification process are as follows:

- a. Staff must open the packets of unused ballot papers and ascertain the number of ballot papers that were not issued by noting the number of books and number of ballot papers remaining in any part book of ballot papers inside the packet. The packets of spoilt ballot papers must also be opened and the number of papers must be counted. Both unused and spoilt ballot paper packets must be resealed after they have been counted³⁶.

- b. Staff must break the seals and open the ballot boxes in the presence of any counting agents and observers that are present³⁷. When a box has had a seal attached by an agent at the close of the poll, particular care should be taken to show to any agents and observers present that this seal is still intact prior to it being broken. The ballot papers should be carefully tipped onto the table, ensuring that none have fallen onto the floor and that the box is empty.
- c. The ballot papers must be kept face up at all times during the verification and count³⁸.
- d. You should ensure that the empty box is shown to the agents and observers so that they can be satisfied that it is indeed empty. The counting assistants should then unfold the ballot papers and count them into bundles³⁹. Accuracy at this stage is vital, so bundles should be passed to another assistant for rechecking. Any tendered ballot papers that have been mistakenly placed in the ballot box should be removed and handed to the supervisor.
- e. The total given on the ballot paper account must be compared against the number of ballot papers counted and recorded as being present inside the ballot box⁴⁰. You must compare the unused and spoilt ballot papers, as well as the tendered votes list, against the figures on each ballot paper account⁴¹. The total number of ballot papers in the ballot box should agree with the total on the ballot paper account, and reconcile with the total number of unused ballot papers.

5.13 If a ballot paper account does not reconcile, you should undertake the following procedure and document the outcome on the appropriate verification statement:

- a. Make a full check of the arithmetic on the ballot paper account and the number of unused ballot papers. Check the other packets of returned materials and any polling station logbook to try to identify any reason for missing or additional ballot papers. Ensure that returned postal ballots have not been added to the number of votes cast in the polling station. You should consider contacting the Presiding Officer to ask them to try to explain any discrepancies.
- b. Check the record of issued ballot boxes to see if more than one ballot box was issued to the polling station and ensure that all boxes allocated to the station are opened and accounted for.
- c. Check the ballot boxes for all contests for all polling stations within the same polling place. The verification of the ballot paper accounts for the other polling stations within that location may indicate a compensating error due to electors placing their ballot paper in the 'wrong' box or in a box from the wrong polling station. If the compensating errors all balance, the verification can be deemed to be successful.

- d. If the ballot box is from a single polling station or if there is no compensating error in the figures from the other polling station(s) in that polling place, recount the ballot papers in the box at least twice or until the same figure is achieved on two consecutive occasions.
- e. If, after following the procedures outlined above, any discrepancy still remains, use the number of ballot papers counted and recounted by the count staff as the verified figure and make an appropriate note on the ballot paper account.
- f. Add the verified total and the variance between that and the number on the ballot paper account to the statement as to the result of the verification, if possible with an explanation of why that variance has occurred, and discuss this with any agents and observers present.

5.14 Verification can only be completed once postal ballot papers, including those received at polling stations, have been opened and processed, and have been through the verification process⁴².

5.15 You must ensure that a verification statement for each election, containing the result of the verification of each ballot box is completed⁴³. The statements must in each case include the total number of postal ballot papers verified and the total number of ballot papers verified for each election as a whole⁴⁴. You should sign the statements and any agent present may make a copy of the statements as to the result of the verification. You should make copies available for the agents present once verification has been completed and you should, on request, supply a copy of the statements to any agent present.

5.16 As LRO, you must send a copy of the verification statement for the PCC election to the PARO. The PARO will provide you with guidance on how this should be done.

5.17 If, on completion of the verification, you do not proceed immediately to the counting of the votes, you should place the ballot papers and other documents in secure packets under your own seal and the seals of any agents present who wish to affix their own seals. You should record the serial numbers of seals and provide a list to agents if requested.

5.18 You should take all necessary steps to ensure the security of the ballot papers and the relevant stationery during any break in the verification and count proceedings.

5.19 Where the PCC count is to take place at a different venue to the verification, you must place all the verified ballot papers into secure packets, such as ballot boxes, for transportation to the count venue⁴⁵. These packets must be marked with the name of your voting area and the name of the police area⁴⁶. You may need to liaise with the PARO regarding specific arrangements for transporting verified ballot papers to the count venue. In addition, you must produce a record of all the packets of verified ballot papers that you are transporting to the PCC count venue and the contents of each of these. You must deliver this record, the ballot paper accounts and a copy of

the final statement as to the result of the verification to the PCC count venue along with the packets of verified ballot papers⁴⁷.

5.20 You should agree with the PARO the arrangements, including the names of personnel involved, for the delivery of the packets for the PCC election. Once the packets of the verified ballot papers have arrived at the count venue the PARO may require you to verify the contents of each packet before the counting of these votes is commenced.

5.21 Further guidance on ensuring the security of ballot boxes can be found in paragraph 2.35 above and our verification and count resource '[Planning for an effective verification and count: a toolkit for Returning Officers](#)'.

6 The count

Counting the votes

6.1 For both the Senedd elections and the PCC election, the counting of votes must begin as soon as practicable after the close of poll⁴⁸. The verification of the ballot papers for all contests in the constituency - the Senedd constituency and regional elections and the PCC election - must have been completed before the counting of any votes can begin⁴⁹.

6.2 Where there has been a break in proceedings - for example, where the counting of votes does not immediately follow verification - all sealed boxes should be opened in full view of any candidates and agents that are present. When a box has had a seal attached by an agent, particular care should be taken to show to any agents present that this seal is still intact prior to it being broken.

6.3 All count processes should be transparent. You should provide appropriate opportunities for those who are entitled to observe and to object to doubtful ballot paper adjudication decisions. This should include ensuring that bundles of counted ballot papers are stored in full sight of counting agents in a way which allows them to monitor progress throughout the count.

Mixing

6.4 You must mix the ballot papers so that ballot papers from each ballot box are mixed with ballot papers from at least one other ballot box from the same poll, and mix the postal ballot papers with ballot papers from at least one other ballot box from the same contest before sorting and counting the votes⁵⁰.

6.5 You should keep the ballot papers for each poll separate from one another.

Sorting and counting

6.6 Ballot papers for all polls must be kept face upwards throughout the counting process in order to prevent the number and other unique identifying mark on the back of the ballot paper being seen⁵¹. The ballot papers should be visible at all times to any candidates, agents and observers present.

The Senedd elections and a PCC election with only two candidates

6.7 Counting assistants should sort the ballot papers into votes for each candidate or registered political party (as appropriate). Any doubtful ballot papers should be placed aside for adjudication.

6.8 The number of votes given for each candidate or registered political party should then be counted⁵² and placed into bundles of a predetermined number, e.g. bundles of 20, 25, 50 or 100. A slip or card bearing the

candidate's name, or the name of the political party, together with the number in the bundle, should be attached to the front. It may be helpful to colour-code the slips. The bundles should then be recounted by another counting assistant in order to ensure the accuracy of the bundle.

6.9 Before removing any bundles from the counting assistants, supervisors should flick through the bundles in order to ensure that all of the votes in the bundle are marked in the same way.

6.10 It is unlikely that the number of votes in the final bundle will equal the predetermined bundle number, and so a note should be made of the number of votes in those incomplete bundles and attached to the front of the bundle.

PCC election with three or more candidates

6.11 If there are three or more candidates, the Police and Crime Commissioner is elected using the Supplementary Vote (SV) electoral system. In the SV system, voters can cast a first and second preference vote for the Police and Crime Commissioner.

6.12 At the **first count**, only the first preference votes are counted.

6.13 At the end of the first count, you must inform the PARO of your local totals. The PARO will then collate the totals for the whole of the police area. If a candidate obtains more than 50% of the total number of valid first preference votes across the whole of the police area, they will be declared elected. If no candidate obtains more than 50% of the total number of valid first preference votes across the whole of the police area, the top two candidates (or more if there is a tie) remain in the contest while the rest are eliminated. The PARO will inform you whether a second count is needed.

6.14 You will not be able to ascertain with certainty which candidates will remain in the contest until the PARO has calculated the totals for the whole of the police area. Your voting area may have strong support for a candidate that is then eliminated once all the local totals have been collated. This should be kept in mind when taking any actions in preparation for the second count.

6.15 In preparation for the **second count**, you will need to sort the ballot papers into:

- ballot papers on which a first preference vote was given to one of the candidates remaining in the contest – these **are not counted again** at the second count
- ballot papers rejected at the first count
- all other ballot papers containing a valid first preference vote, sorted by:
 - those containing a second preference vote for one of the continuing candidates, sorted by candidate
 - those containing a second preference vote for a candidate who is not continuing in the contest (these do not form part of the second count, but the total number of ballot papers should be counted for audit purposes and packaged separately)
 - those ballot papers requiring adjudication

6.16 You must then count all ballot papers containing valid second preference votes for the continuing candidates⁵³.

6.17 At the end of the second count, you must inform the PARO of your local totals⁵⁴. The PARO will then collate the totals for the second count for the whole of the police area, and add these to the total number of first preference votes each of those candidates received. The candidate with the highest total number of votes will be declared elected, and the PARO will inform you of the result⁵⁵.

Doubtful ballot papers

6.18 You should adjudicate doubtful ballot papers regularly as the count proceeds: the adjudication of doubtful ballot papers should not be left until the end of the count.

6.19 You should have regard to the Commission's booklet on doubtful ballot papers for the [Senedd elections](#) and for the [PCC election](#) throughout the adjudication process. The booklets contain examples of allowed and rejected votes and the key principles to be followed in the adjudication of doubtful ballot papers.

6.20 Examples of allowed and rejected ballot papers are also set out on the doubtful ballot papers placemats which you should have on display at the count for candidates, agents and observers to refer to. There are different versions of the doubtful ballot paper placemats as set out below:

- [Senedd constituency election](#)
- [Senedd regional election](#)
- PCC election with only [two candidates](#)
- PCC election with three or more candidates - [standard placemat](#)
- PCC election – supplementary placemats to support counting assistants identifying valid first and second votes - [simple allowed](#) and [first preference only](#)

6.21 When adjudicating doubtful ballot papers, you should:

- always be clear and consistent
- take time to ensure that a considered decision is given in every case
- determine whether the intention of the voter clearly appears on the ballot paper

6.22 As part of this, you will need to:

- consider the whole of the ballot paper
- consider whether the way a ballot paper has been marked means that
 - at the Senedd constituency election and at a PCC election with two candidates, a vote for one candidate is clearly apparent
 - at the Senedd regional election, a vote for one party or individual regional candidate is clearly apparent
 - at a PCC election with more than two candidates:

- at the first count, a first preference vote for one candidate is clearly apparent
- at the second count, a second preference vote for one candidate is clearly apparent

6.23 At the **Senedd elections**, the legislation provides that you must reject a ballot paper:

- that does not bear the official mark (not the unique identifying mark)
- on which votes are given:
 - at the Senedd constituency election, for more than one candidate
 - at the Senedd regional election, for more than one registered party or individual regional candidate, or for a registered party and an individual regional candidate
- on which anything is written or marked by which the voter can be identified (except the printed ballot paper number or other unique identifying mark)
- that is unmarked or void for uncertainty⁵⁶

6.24 At the **PCC election**, the legislation provides that you must reject a ballot paper at the **first count** which:

- does not bear the official mark (not the unique identifying mark)
- contains more than one first preference vote
- has any writing or mark by which the voter can be identified (except the printed ballot paper number or other unique identifying mark), or
- is unmarked
- is void for uncertainty as to the first preference vote⁵⁷

6.25 Only ballot papers with a valid first preference vote can move forward to the second preference count⁵⁸.

6.26 At the **second count**, you must reject a ballot paper which:

- does not contain the official mark (not the unique identifying mark)
- contains more than one second preference vote
- has any writing or mark by which the voter can be identified (except the printed ballot paper number or other unique identifying mark)
- is unmarked as to the second preference vote
- is void for uncertainty as to the second preference vote⁵⁹

6.27 However, for both the Senedd elections and the PCC election, the legislation states that unless the way the ballot paper is marked identifies the voter, a ballot paper on which the vote is marked in the following ways must not be rejected if the voter's intention is clear:

- elsewhere than in the proper place
- otherwise than by means of a cross, or
- by more than one mark⁶⁰

6.28 In addition, ballot papers displaying any of the following may require further consideration:

- any ballot paper with anything unusual about it (for example, any ballot paper that appears to have been altered, either with a clearly different writing instrument or with correction fluid)
- any ballot paper torn or damaged in any way

6.29 Ballot papers that appear to be altered, either with a clearly different writing instrument or with correction fluid, should be treated as 'doubtful' and put forward for adjudication, where you must decide on their validity in the presence of candidates, agents and observers. Those that are subsequently declared as valid must be counted and included in the total number of votes cast for the appropriate candidate or party (as applicable).

6.30 Your decision on any question arising in respect of a ballot paper is final and can only be challenged by way of an election petition⁶¹. You must draw up a statement for each contest at the Senedd elections showing the number of ballot papers rejected and for what reason⁶². For the PCC election, a statement of rejected ballot papers must be prepared after the first count and, if there is a second count, at the end of the second count⁶³.

6.31 You should therefore have a system in place throughout the adjudication process for sorting the rejected ballot papers into the following headings:

The Senedd elections and a PCC election with only two candidates:

- want of official mark
- writing or mark by which voter can be identified
- unmarked
- void for uncertainty
- on which votes are given
 - for more than one candidate at the Senedd constituency election and PCC election
 - for more than one registered party or individual regional candidate, or for a registered party and an individual regional candidate at the Senedd regional election

PCC election with three or more candidates

- want of the official mark
- writing or mark by which voter can be identified
- void for uncertainty
- at the **first count**:
 - voting for more than one candidate as to the first preference vote
 - unmarked as to the first preference vote
- at the **second count**:
 - voting for more than one candidate as to the second preference vote
 - unmarked as to the second preference vote

6.32 You should have regard to the Commission’s guidance and any additional guidance issued by the RRO or the PARO to ensure accurate and consistent categorisation of rejection for reporting on the statements.

6.33 Each rejected ballot paper must have the word ‘rejected’ marked on it, and the words ‘rejection objected to’ must be added if a counting agent objects to your decision⁶⁴. Although observers should be able to observe this process, unlike agents, they do not have the right to object to the rejection of a ballot paper.

6.34 A copy of the statement of rejected ballot papers should be placed in the package for rejected ballot papers.

Cut ballot papers

6.35 You may come across instances where voters have cut or torn off part of the ballot paper. Whether or not such an extract of a ballot paper can be counted will depend on whether it contains the official mark.

6.36 If it does, the ballot paper can be accepted as a valid vote, provided you are satisfied that:

- the intention of the voter is clear
- none of the grounds for rejection apply



See Chapter 6 of [Part D: Absent voting](#) for guidance on how to deal with cut ballot papers at postal vote openings.

Reconciliation

6.37 Once all of the ballot papers have been sorted and any doubtful ballots adjudicated, the key task of reconciliation can begin.

6.38 In all cases, you should be satisfied that any result or totals (as appropriate) reflect the ballots received and so if the figures do not reconcile, the following procedure should be undertaken in order to try to identify and rectify the discrepancy:

- Check the storage area and check to ensure that all ballot boxes have been opened and are empty.
- Check all floors and surfaces for ballot papers that may have been dropped in the count venue.
- Re-check the verification figures and reconciliation for calculation mistakes.
- Ensure that all rejected ballot papers have been accounted for.
- Check that all bundles and part bundles have been counted.
- Consider recounting the ballot papers in the bundles.

6.39 You should also carry out any other checks you deem necessary.

Reconciliation at the Senedd elections and at a PCC election with only two candidates

6.40 All of the bundles and part bundles of ballot papers showing a valid vote for each candidate or party (depending on the contest) must be counted⁶⁵. The total for each candidate or party (as appropriate) should then be added to the total number of rejected ballot papers, and this figure should match exactly the figure giving the total number of ballot papers obtained at the end of the verification process.

6.41 At the Senedd elections, if the two figures agree you should proceed to the process of consulting the candidates and agents who are present on the provisional result. For the PCC election, once satisfied, you should proceed to the process of consulting the PARO on the provisional local total as well as informing the candidates and agents present. The PARO will advise you of the processes that are in place for considering the provisional local total and dealing with requests for recounts.

6.42 If the figures do not agree, you should follow the procedure in paragraphs **6.37** and **6.38** above.

Reconciliation at a PCC election with three or more candidates

6.43 At the **first count**, all of the bundles and part bundles of ballot papers showing a valid first preference vote for each candidate must be counted⁶⁶. The total for each candidate should then be added to the total number of rejected ballot papers, and this total figure should match exactly the figure giving the total number of ballot papers obtained at the end of the verification process. If the two figures agree, you should proceed to the process of consulting the PARO on the provisional local total as well as informing the candidates and agents present. The PARO will advise you of the processes that are in place for considering the provisional local total and dealing with requests for recounts.

6.44 At the **second count**, where required, all of the bundles and part bundles of ballot papers showing valid second preference votes for each remaining candidate must be counted⁶⁷. The ballot papers on which a first preference vote was given to those candidates who did not remain in the contest should equal: the total number of ballot papers containing a valid second preference vote, plus the total number of ballot papers containing a second preference vote for a candidate not remaining in the contest, plus the rejected ballot papers at the second count.

6.45 If the figures reconcile, you should proceed to the process of consulting the PARO on the provisional local total as well as informing the candidates and agents present. The PARO will advise you of the processes that are in place for considering the provisional local total and dealing with requests for recounts.

6.46 If at any point the figures do not agree, you should follow the procedure in paragraphs **6.37** and **6.38** above.

Provisional result/local totals and recounts

6.47 You should be satisfied that the number of votes for each candidate or party (as appropriate) is accurate before proceeding to a provisional result or local total (as appropriate).

6.48 All processes should be undertaken within the framework of maximum openness and transparency implemented throughout the various stages of the count so that all candidates and agents can have confidence in the processes and the provisional result/local totals provided.

6.49 At the Senedd elections, once satisfied, you should advise candidates and agents of the provisional result and seek their agreement on the announcement of the result. You should make clear that the candidates and agents (or, in respect of a regional election, the election agent of a registered political party standing nominated or an individual candidate or their election agent) are entitled to request a recount⁶⁸. In addition, for the regional election, you should make it clear that it is not possible to request a recount at the regional level, only at the constituency level.

6.50 At the PCC election, once satisfied, you should proceed to the process of consulting the PARO on the provisional local total as well as informing the candidates and agents present at the conclusion of each count and seek agreement before moving on to the next count or declaring the local totals, as appropriate. The PARO will advise you of the processes that are in place for considering the provisional local total and dealing with requests for recounts, or the PARO may direct you to recount the votes after being informed of the provisional local totals if they have reason to doubt the accuracy of the counting of the votes in your area⁶⁹. If a recount has been directed, once that recount is complete, the provisional local total process should begin again. You should make clear to the candidates and agents that first preference votes can only be recounted at the first count; only the second preference votes can be recounted at the second count.

6.51 For both the Senedd elections and the PCC election, you must give the appropriate candidates and agents sufficient time to digest the provisional result/local totals before proceeding with the declaration⁷⁰. It is at this point that candidates and agents may request to have the votes recounted or, following a recount, recounted again⁷¹.

6.52 You must consider any recount request but may refuse if, in your opinion, the request is unreasonable. You may, however, consider offering the candidates and agents the opportunity to inspect the bundles of the ballot papers as a means of reassuring them that the result/local total is accurate.

6.53 If you agree to recount the votes, the candidates and agents present should be informed before the recount commences and briefed on the

processes you are going to follow. As with the original count, any recount should be carried out in full view of those present. You are entitled to reconsider which ballot papers should be rejected during the recount (or any further recount)⁷². At the Senedd election you should inform the RRO that a constituency recount is taking place, making the RRO aware will ensure that they can communicate what is happening to those present at the allocation of regional seats.

6.54 The candidates and agents should be consulted on the revised provisional result/local totals in the same way as they were consulted on the provisional result/local totals at the conclusion of the original count.

6.55 It is possible to have more than one recount. Again, it is for you to consider any request, and you may refuse if in your opinion the request is unreasonable.

Equality of votes

6.56 At the Senedd constituency election, when two or more candidates with the most votes have the same number of votes and the equality of votes is between candidates who are in first place, you must decide between the candidates by lot⁷³.

6.57 Whichever candidate wins the lot is treated as though they had received an additional vote that enables them to be declared elected⁷⁴.

6.58 There is no requirement to draw lots where one candidate is elected by a majority of votes and the equality of votes is between other candidates who are not in first place and therefore cannot be elected.

6.59 The method of drawing lots is for you to decide. Examples of types of lot include:

- ballot papers, each marked with a vote for one of the candidates with the same number of votes, placed in a container, such as an empty ballot box, mixed around, and then one drawn by you
- slips of paper with the candidates' names on them, placed in sealed envelopes, shuffled and then drawn by you

6.60 You should make an announcement that you intend to proceed with the drawing of lots between the candidates having an equal number of votes, explaining precisely what is about to happen and the method to be used. Candidates, agents, Commission representatives and accredited observers should be present during any preparation and the actual drawing of lots.

6.61 If you use the first method described above, you should, in full view of any candidates and agents, and in the presence of Commission representatives and accredited observers, fold and place a previously counted ballot paper for each of the candidates with the same number of votes in an empty ballot box. An assistant should raise the box to a height where you are unable to see the papers inside the box, but are still able to reach inside to pick one. After mixing, you should draw one of the ballot papers from the box,

open it, and read out loud the name of the candidate with the vote marked against their name. That candidate is then adjudged to have been allotted an additional vote.

6.62 Similar preparations should be made should you decide to use any other method of drawing lots.

6.63 A statement should be added to the notice of constituency result, in both English and Welsh, to the effect that: ‘Following an equality of votes, lots were drawn and, as a consequence, an additional vote was allotted to [insert candidate’s name]’.

6.64 At the Senedd regional election, if two or more parties and/or individual regional candidates have polled the same number of votes in the constituency, there is no requirement for the CRO to draw lots. You should explain to the candidates and agents that the totals for the constituency will be transmitted to the RRO for inclusion in the calculation to allocate the regional seats.

6.65 At a PCC election, if two or more candidates at the end of either the first count or second count have polled the same number of votes in the voting area, there is no requirement for the LRO to draw lots. You should explain to the candidates and agents that the totals for the voting area will be transmitted to the PARO for inclusion in the calculation of the result for the police area.

Declaring the results and local totals

Senedd constituency election

6.66 As CRO you must prepare a statement, in English and Welsh, setting out the total number of votes given for each candidate, the description (if any) of each candidate and the number of rejected ballot papers given under each heading. Once the statement is prepared you must declare the result of the constituency election and then notify the RRO of the result⁷⁵.

Senedd regional election

6.67 As CRO, you must prepare a statement, in English and Welsh, setting out the total number of votes given for each party and individual candidate, the description (if any) of each party or individual candidate and the number of rejected ballot papers given under each heading. Once the statement is prepared and after submitting the results for the regional election in your constituency to the RRO, you must then announce the local result for the regional election in your constituency.



Further guidance for RROs on results collation and declaring the regional result can be found in paragraphs 7.1 - 7.41

PCC election

6.68 As LRO, you must prepare a statement at the conclusion of each count⁷⁶. At the **first count**, this statement must include the total number of first preference votes, the number of first preference votes given for each candidate, the total number of ballot papers used and the number of rejected ballot papers under each heading⁷⁷. At the **second count**, this statement must include the number of second preference votes given to each remaining candidate and the number of rejected votes under each heading⁷⁸. You must provide each statement to the PARO and declare the local totals at the end of each count once you have been authorised to do so by the PARO⁷⁹.

6.69 The following factors should be taken into account when making declarations:

- Decide on the exact location in the venue where public announcements and declarations will take place and who will be on the platform at these times. The platform should be accessible for all those who need to get up on it. You could make use of display boards to provide a suitable backdrop for the announcement of results/local totals.
- Any announcement equipment should be in place and checked before the proceedings begin.
- Double-check that the result/local total is accurate, and that it is written in the form of words for oral delivery in order to avoid any errors. You may need to repeat the declaration so that those in attendance are able to hear the detail clearly, particularly where there is noise from those attending.
- You should take steps to provide media representatives in attendance with a written copy of the results at the time the announcement is made as this will help them to ensure that their transmission of figures is accurate.

6.70 When a candidate has used their commonly used name, you should use both their full name and their commonly used name when declaring the result/local totals.

6.71 Once a result is declared, it is final and cannot be amended. The power to correct procedural errors does not empower you to correct an incorrect result once it has been declared.



Further guidance on giving public notice after the elections, including delivery of certificates to the Clerk of the Senedd, is provided in [Part F – After the declaration of results](#).

7 Calculation of the regional result and the allocation of seats

7.1 As RRO, you should ensure that you put in place a results collation process to enable you to collate the information you need from CROs across the region in order to be able to calculate the regional result and allocate the seats. Throughout this chapter we use ‘you’ to refer to the RRO.

7.2 It is for you to determine how best to manage this process in your region. Your project plan should include plans to deliver the calculation of the result and the allocation of seats. Whatever processes and systems you use, you should ensure that they meet the principles set out in **chapter 1**.

7.3 You should decide on the process and mechanism you will use to collate constituency and regional results from CROs in order to calculate the regional result and carry out the allocation of seats. You should also consider what you may need to put in place to support these processes, including protocols, mechanisms and systems, and ensure that they are followed consistently and build contingencies into your plans in case any facility, building or technology that you intend to use becomes unavailable.

7.4 You should develop and implement protocols as necessary for the communication of information between CROs and you as RRO, including the communication of the constituency and regional results.

7.5 You should liaise with CROs in planning and developing the process for collating constituency and regional results, and provide them with guidance on how this will work in practice. You should produce and share in advance with CROs templates of all documents which you will require them to complete during the collation of results (whether electronically or in hard copy) to ensure that all information is recorded and transmitted in a consistent way and to provide a clear audit trail. Any system used should have a contingency in case of any problems or system failures.

7.6 You should also make arrangements for testing the process and any supporting systems you intend to use, which should include at least one rehearsal of the process involving your staff and CROs and their staff in order to ensure that everyone involved understands and is familiar with how the process works and what their responsibilities are, and to enable any issues to be identified and resolved before the event itself.

Timing of the results collation

7.7 You cannot start the allocation of regional seats until you have received both the constituency and regional results from all CROs in your region⁸⁰. You should liaise with the CROs in your region to develop an estimate of their

expected finishing times. This information will feed into your planning assumptions about the timing of the allocation of regional seats and declaration of the regional result and will therefore help you to manage expectations of parties, candidates, agents and the media.

7.8 You should ensure that you have in place the appropriate resources to enable the results collation to be administered effectively, with the allocation of regional seats completed in a timely way once you have received the constituency and regional results from all CROs in your region.

Who can attend?

7.9 You should ensure that all processes are transparent and carried out in full view of those who are entitled to attend, with information provided to attendees on the processes to be followed.

7.10 The following people are entitled by law to attend the calculation of results and allocation of seats at the Senedd regional election:

- you and your staff
- the CROs for any constituency in the region
- individual regional and party list candidates (and one person chosen by each of them)
- election agents (or a person acting on the election agent's behalf)
- counting agents
- Commission representatives
- accredited observers
- any other person permitted by you, as RRO, to attend (see paragraph 7.15 below)

7.11 You must give notice in writing to the election agents and to each CRO in your region of the place and time at which you will carry out the results collation, together with such other information as you consider appropriate⁸¹.

7.12 There is no requirement for those attending to arrive by a certain time, and so those entitled to attend should be admitted whenever they arrive. Also, a procedure should be in place so that any attendee who wishes to leave and return later is not prevented from doing so.

7.13 You should provide lists of those persons entitled to attend to those on duty at the entrance to the results collation and instruct security staff to check the tickets or passes of anyone seeking to attend.

7.14 However, security staff should also be briefed that Commission representatives and accredited observers do not need to provide advance notification of where they intend to observe and therefore may not appear on their list but are nevertheless entitled to attend on production of their observer or Commission representative identification badge.

7.15 You can, at your discretion, permit other people to attend the proceedings if you are satisfied that it will not impede any part of the process

and you have consulted the election agents in advance or thought it impracticable to do so.

7.16 For health, safety and security reasons, you should record the names of everyone who actually attends the results collation.

Communicating during the results collation

7.17 Good communication, both at candidate and agent and media briefings in advance of the event and at the event itself, will allow those present to properly scrutinise the proceedings and will help to build confidence that the result is accurate. Providing information on the processes to be followed can also help to lower the number of queries raised by candidates and agents, the media and other attendees.

7.18 You should ensure that you have prepared appropriate information to explain the processes you are going to follow to any candidates, agents, observers and media who are present. As a minimum you should explain your role as RRO and identify, where appropriate, your deputies and key staff and explain their roles. You should also explain how the process will work, including how this relates to the verification and counting of votes across the region, and set out the key stages in the process.

7.19 You should keep attendees informed about what is happening throughout the process. You should consider at what stages in the process you will provide updates and information to those present, and put in place processes to ensure that you are able to do this in practice.

7.20 You should have in place a media plan for the calculation of the regional result and the allocation of seats. In addition to making practical arrangements for their attendance, your early contact with the media should include an explanation of the processes to be followed and the expected time of the result declaration. You should include space and opportunity for the media to report on the result. You have the discretion to decide which representatives of the media you allow to attend.

Calculating the regional result

7.21 You must make arrangements for calculating the result and allocating the regional seats as soon as practicable after you receive the statement of regional results and notification of the elected constituency candidate from each CRO⁸².

7.22 You must calculate the total number of votes given for each political party and individual regional candidate by adding together the votes given for each registered party or individual regional candidate in all constituencies in the region. You must also calculate the number of constituency seats won in the region by each party⁸³.

7.23 You must allocate the seats within the region based on a calculation using the modified d'Hondt formula⁸⁴.

7.24 The modified d'Hondt formula sees the number of votes cast in the regional election for each party or individual regional candidate divided by the number of constituency seats they have gained **plus one**.

7.25 The first regional seat is allocated to the party or candidate who has the largest figure after you have performed this calculation. To allocate the second to fourth regional seats, the calculation is repeated, but each time the number that the regional vote figure must be divided by will be the total number of seats already won (regional and constituency), **plus one**.

7.26 The seats each party is entitled to are filled by the candidates in the order in which their names appear on their party list.

7.27 Individual regional candidates will win a seat if their total is the highest at any stage in the calculation. If they win, they are removed from the rest of the calculation as they cannot win a second seat

7.28 Once an individual candidate has been allocated a seat, or a party has been allocated as many seats as there are candidates on its list, they are removed from the calculation for the allocation of the remaining seats.

7.29 The following table gives a worked example:

	Party 1	Party 2	Party 3	Party 4	Result
Constituency seats won across the region	4	0	2	2	
Total votes cast at the regional election	116,151	63,769	61,777	56,479	
1 st Regional seat	$\div 5 = 23,230$	$\div 1 = \mathbf{63,769}$	$\div 3 = 20,592$	$\div 3 = 18,826$	Party 2 is allocated a seat
2 nd Regional seat	$\div 5 = 23,230$	$\div 2 = \mathbf{31,884}$	$\div 3 = 20,592$	$\div 3 = 18,826$	Party 2 is allocated a seat
3 rd Regional seat	$\div 5 = \mathbf{23,230}$	$\div 3 = 21,256$	$\div 3 = 20,592$	$\div 3 = 18,826$	Party 1 is allocated a seat
4 th Regional seat	$\div 6 = 19,358$	$\div 3 = \mathbf{21,256}$	$\div 3 = 20,592$	$\div 3 = 18,826$	Party 2 is allocated a seat
Total Regional Members	1	3	0	0	

Total representation	5	3	2	2
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7.30 If two or more parties and/or individual regional candidates are tied with the highest totals at any stage where a seat is being allocated, the rules set out in paragraph **7.34** below must be applied.

7.31 Seats won by each political party are allocated to candidates in the order in which their names appear on the list submitted by that party at nomination.

7.32 Where every candidate on a party list is allocated a seat, that party is removed from any further calculations of the remaining seats.

7.33 You must show each individual regional candidate and their election agent and the election agent for a party standing in the region (or, in their absence, a candidate on the party's list) who are present on conclusion of the calculation, the provisional result of the allocation and offer them the opportunity to request that you make a recalculation before you declare the result⁸⁵. You may refuse any such request if, in your opinion, the request is unreasonable. You should be transparent in showing your working and should explain the way the calculation works to the candidates and agents present. You should also explain that candidates and agents are not permitted to request a recount of votes at this stage.

Equality of votes

7.34 If two or more parties and/or individual regional candidates are tied with the highest totals at any stage where a seat is being allocated, the following rules must be applied⁸⁶:

- If there are enough seats yet to be allocated, all the tied parties and/or individual regional candidates must be allocated a seat.
- If there are not enough seats, you must restart the whole calculation for the region from the beginning, but before doing so you must add one vote to the number of votes given for each party or individual regional candidate who were tied. You should record this fact in your result notice.

7.35 If this would still result in two or more parties or individual candidates having the highest regional figure you must decide between them by lot. Examples of types of lot are suggested at **6.58** above.

Declaration of the regional result

7.36 Having completed all of the above processes for the calculation and allocation of seats, you must make a declaration stating which political parties and individual regional candidates have been allocated seats. In the case of political parties, you must also give the name of the party list candidate who

will fill each seat. As soon as practicable, following the declaration you must also provide public notice as to the result of the election⁸⁷.

7.37 The factors detailed in paragraphs **6.67 - 6.70** should be taken into account when making the declaration of the result.



Guidance on giving public notice and on informing the Clerk of the Senedd of the candidates who have been elected is provided in [Part F – After the declaration of results.](#)

¹ Rules 54 to 62, Assembly Elections Rules (Schedule 5, National Assembly for Wales Representation of the People) Order 2007 (2007 Order)).

² Rules 63 and 64, Assembly Elections Rules.

³ Rules 51 to 57, PCC Elections Rules (Schedule 3, Police and Crime Commissioner Elections Order 2012 (2012 Order)) and regulation 3(3)(e), Police and Crime Commissioner Elections (Functions of Returning Officers) Regulations 2012.

⁴ Rules 58 to 62, PCC Elections Rules and regulation 3(2)(d), Police and Crime Commissioner Elections (Functions of Returning Officers) Regulations 2012.

⁵ Regulation 3(4), Police and Crime Commissioner Elections (Functions of Returning Officers) Regulations 2012.

⁶ Rule 54(1)(a), Assembly Elections Rules and rule 51(2), PCC Elections Rules (as modified by paragraph 41, Schedule 4, 2012 Order).

⁷ Rule 54(6)(a), Assembly Elections Rules (as modified by paragraph 19(2), Schedule 4, 2007 Order) and rules 48(5) and 51(5)(a), PCC Elections Rules (as modified by paragraph 38, Schedule 4, 2012 Order).

⁸ Rule 52(2) Assembly Elections Rules.

⁹ Rules 54(5) and 55(1)(b), Assembly Elections Rules (as modified by paragraph 20, Schedule 4 and Schedule 4A, 2007 Order).

¹⁰ Rule 54(1)(b), Assembly Elections Rules.

¹¹ Rule 54(1)(b), Assembly Elections Rules.

¹² Rule 51(4), PCC Elections Rules.

¹³ Rule 51(2), PCC Elections Rules.

¹⁴ Rule 60(2)(a), PCC Elections Rules.

¹⁵ Rule 51(6), PCC Elections Rules.

¹⁶ Rule 39(b), Assembly Elections Rules and 32(1)(b), PCC Elections Rules.

¹⁷ Rule 54(6), Assembly Elections Rules (as modified by paragraph 19, Schedule 4, 2007 Order) and Rule 51(5), PCC Elections Rules.

¹⁸ Rule 54(7), Assembly Elections Rules and rule 51(6), PCC Elections Rules.

¹⁹ Rule 54(8), Assembly Elections Rules and rule 51(7), PCC Elections Rules.

²⁰ Section 6E(1), Political Parties, Elections and Referendums Act 2000 (PPERA).

²¹ Section 6F(7)(c), PPERA.

²² Sections 6A and 6B PPERA; rule 54(5)(e), Assembly Elections Rules and rule 51(4)(f), PCC Elections Rules..

²³ Rule 54(5) and (6), Assembly Elections Rules and rule 51(3)(b) and (5), PCC Elections Rules.

²⁴ Ibid.

²⁵ Rule 55(12), Assembly Elections Rules.

²⁶ Ibid.

²⁷ Rule 55(1)(c), Assembly Elections Rules.

²⁸ Rule 55(1) of the National Assembly for Wales Elections Rules (Assembly Elections Rules) (Schedule 5 to the National Assembly for Wales (Representation of the People) Order 2007), as modified by paragraph 20 of Schedule 4.

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- ²⁹ Ibid.
- ³⁰ Rule 55(2), Assembly Elections Rules.
- ³¹ Rule 55(1)(a) and (d), Assembly Elections Rules, as modified.
- ³² Ibid.
- ³³ Rule 55(1)(d) and (e), Assembly Elections Rules and Rule 55(1)(e), Assembly Elections Rules.
- ³⁴ Rule 55(1)(a) and (c), Assembly Elections Rules, as modified.
- ³⁵ Rule 55(1)(e), Assembly Elections Rules.
- ³⁶ Rule 55(12), Assembly Elections Rules.
- ³⁷ Rule 55(1)(a), Assembly Elections Rules, as modified.
- ³⁸ Rule 55(11), Assembly Elections Rules and Rule 52(5) PCC Elections Rules..
- ³⁹ Rule 55(1)(a) and (d), Assembly Elections Rules, as modified.
- ⁴⁰ Rule 55(1)(b), as modified, and rule 55(12), Assembly Elections Rules.
- ⁴¹ Ibid.
- ⁴² Rule 55(1)(c), Assembly Elections Rules, as modified.
- ⁴³ Rule 55(12), Assembly Elections Rules.
- ⁴⁴ Rule 55(12), Assembly Elections Rules.
- ⁴⁵ Rule 55(1)(d) and (e), Assembly Elections Rules and Rule 55(1)(e), Assembly Elections Rules.
- ⁴⁶ Rule 50, PCC Elections Rules.
- ⁴⁷ Rule 50, PCC Elections Rules.
- ⁴⁸ Rule 54(1), Assembly Elections Rules and rule 51(2) of the PCC Elections Rules (Schedule 5 to the Police and Crime Commissioner Elections Order 2012, as modified by paragraph 41(3) of Schedule 4).
- ⁴⁹ Paragraph 20 of Schedule 4 (Assembly Election Rules) amends Rule 55 of the conduct rules for combined elections as applied by Schedule 4A of the 2007 Order, as inserted by the National Assembly for Wales (Representation of the People) (Combination of Polls and Amendment) Order 2015 and paragraphs 41(3) and 42(3) of the Police and Crime Commissioner Elections Order 2012).
- ⁵⁰ Rule 55(2A), Assembly Elections Rules, as modified and rule 52(2), PCC Elections Rules.
- ⁵¹ Rule 55(11), Assembly Elections Rules and Rule 52(5), PCC Elections Rules.
- ⁵² Rule 55(2A), Assembly Elections Rules and Rule 52(3), PCC Elections Rules.
- ⁵³ Rule 60(2)(b), PCC Elections Rules.
- ⁵⁴ Rule 60(2)(c) and (d), PCC Elections Rules.
- ⁵⁵ Rule 60(2)(e), PCC Elections Rules.
- ⁵⁶ Rule 58(1), Assembly Elections Rules.
- ⁵⁷ Rule 53(1), PCC Elections Rules.
- ⁵⁸ Rule 60(3), PCC Elections Rules.
- ⁵⁹ Rules 53(1) and 60(3) to (5), PCC Elections Rules.
- ⁶⁰ Rule 58(2), Assembly Elections Rules and rule 53(2) to (4), PCC Elections Rules.
- ⁶¹ Rule 59, Assembly Elections Rules and rule 56, PCC Elections Rules.
- ⁶² Rule 58(5), Assembly Elections Rules.
- ⁶³ Rule 53(7), PCC Elections Rules.
- ⁶⁴ Rule 58(4), Assembly Elections Rules and rule 53(6), PCC Elections Rules.
- ⁶⁵ Rule 55(2A), Assembly Elections Rules and Rule 52(3), PCC Elections Rules.
- ⁶⁶ Rule 53(2) PCC Elections Rules.
- ⁶⁷ Rule 60(2)(b), PCC Elections Rules.
- ⁶⁸ Rule 56(1), Assembly Elections Rules and Rule 54(2), PCC Elections Rules
- ⁶⁹ Rule 55, PCC Elections Rules.
- ⁷⁰ Rule 56(2), Assembly Elections Rules and Rule 54(4) PCC Elections Rules.
- ⁷¹ Rule 54(4), PCC Elections Rules.
- ⁷² *Fermanagh and South Tyrone*, [2010] NIQB 113 (Morgan LCJ at paragraph 43).
- ⁷³ Rule 60, Assembly Elections Rules.
- ⁷⁴ Ibid.
- ⁷⁵ Rule 61(1), Assembly Elections Rules.
- ⁷⁶ Rule 57(1), PCC Elections Rules.
- ⁷⁷ Rule 57(1), PCC Elections Rules.
- ⁷⁸ Rule 57(1), PCC Elections Rules.

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- ⁷⁹ Rule 57(2), PCC Elections Rules.
- ⁸⁰ Rule 63(1), Assembly Elections Rules.
- ⁸¹ Rule 62(2), Assembly Elections Rules.
- ⁸² Rule 63(1), Assembly Elections Rules.
- ⁸³ Rule 23(2), Assembly Elections Rules and section 8(3)(a) and (4) GOWA 2006.
- ⁸⁴ Government of Wales Act 2006.
- ⁸⁵ Rule 63(7), Assembly Elections Rules.
- ⁸⁶ Section 9(8), GOWA 2006.
- ⁸⁷ Rule 64(1)(d), Assembly Elections Rules.