constitute /ˈkɒnstɪjuːt/ verb

(formal) to be considered to be sth

***Smear tactics hit local polls:***

**Mr Elrafihi, 25, who is running for council for the first-time as a Labor-member candidate for the North-East Ward, spent yesterday with the Victorian Electoral Commission and police. He was told the appropriation of his letterhead may constitute defamation.**