



Manual on VULNERABILITY MAPPING

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भारत निर्वाचन आयोग
Election Commission of India
NirvachanSadan, Ashoka Road, New Delhi – 110001

“Greater Participation for a stronger Democracy”

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VULNERABILITY MAPPING HAS EMERGED AS AN INTEGRAL COMPONENT TO ENSURE FEARLESS AND SEAMLESS PARTICIPATION OF ELECTORS IN THE ELECTORAL PROCESS. SINCE 2007, THE ELECTION COMMISSION HAS USED THIS CONCEPT TO GREAT EFFECT. USING ALL PREVIOUS INSTRUCTIONS OF THE COMMISSION, THIS MONOGRAPH DELVES INTO THE ELEMENTS OF VULNERABILITY, ITS PLANNING AND EXECUTION IN THE FIELD. THIS MONOGRAPH IS CONSOLIDATION OF ALL PREVIOUS INSTRUCTIONS, WITH ADDED INPUT, FOR USES IN ALL FUTURE ELECTIONS.

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ABBREVIATIONS

ARO	Assistant Returning Officer
ASD	Absent, Shifted, Expired & Duplicate
ASI	Assistant Sub Inspector
ATR	Action Taken Report
CEO	Chief Electoral Officer
CPF	Central Police Force
DEO	District Election Officer
DM	District Magistrate
DSP	Deputy Superintendent of Police
ECI	Election Commission of India
EPIC	Electoral Photo Identity Card
LIB	Local Intelligence Bureau
LOR	Law and Order
LWE	Left Wing Extremism
MCC	Model Code of Conduct
NBW	Non Bailable Warrant
PASA	Prevention of Anti-Social Activities Act
PCCP	Patrolling-cum-collecting parties
PI	Police Inspector
PS	Polling Station
RO	Returning Officer
SDM	Sub Divisional Magistrate
SDPOs	Sub Divisional Police Officers
S.O.	Sector Officer
SP	Superintendent of Police
TDO	Taluka Development Officer
UT	Union Territory
VM	Vulnerability Mapping

I. Introduction

Vulnerability in the context of elections is defined as the susceptibility of any voter or section of voters, whether or not living in a geographically identifiable area, to being wrongfully prevented from or influenced upon in relation to the exercise of his right to vote in a free and fair manner, through intimidation or use of any kind of undue influence or force on the voter.

The exercise of Vulnerability Mapping (VM) in the context of the elections is to be undertaken with the objective of clearly identifying, in advance, such voters or section of voters who are likely to be “vulnerable”, the persons or other factors causing such vulnerability and taking adequate corrective action well in advance on the basis of such identification.

Since 2007, the Election Commission of India issued instructions regarding various measures to be taken to ensure free and fair elections. An atmosphere in which each and every elector is able to access the polling station without being obstructed or being unduly influenced by anybody is an important prerequisite to a free and fair election. In the interest of this prerequisite that is for ensuring a free, fair, and safe atmosphere for the voters at large, the Election Commission of India has devised tools for taking advanced, preventive and planned action. One such tool is the tool of Vulnerability Mapping (herein referred to as VM).

II. Instructions on Vulnerability Mapping

Taking due cognizance of the role being played by the muscle power in elections and taking into account of certain prevailing socio economic realities of electoral politics, the Commission initiated a mechanism called ‘*Vulnerability Mapping*’ in 2007. Subsequently, following series of instructions were issued to curb the menace of threat and intimidation at elections by identifying the locations within a polling station area vulnerable for such threat and intimidation:

Date of instruction	Number	Subject	Key components
12/10/2007	464/INST/2007-PLN-I	Measures to ensure free and fair elections – Prevention of intimidation to the voters of vulnerable sections of electorate – Mapping of Vulnerability - regarding.	<ul style="list-style-type: none">● Identifying vulnerable villages/ hamlets/ habitats● Preventive measures● Joint review of DEO and SP● Area domination● Reporting
16/10/2010	464/BR-LA/2010	General elections to Bihar Assembly – security cover for vulnerable areas - regarding.	<ul style="list-style-type: none">● Visit of Sector Magistrates and PCCP● Providing security cover to vulnerable voters

23/03/2011	464/INST/2011/EPS	General elections to Legislative Assembly to Assam, West Bengal, Kerala, Tamil Nadu and Puducherry - security cover for vulnerable areas - regarding.	<ul style="list-style-type: none"> ● Visit of Sector Magistrates and mobile State forces ● Providing security cover to vulnerable voters
30/12/2011	464/INST/2011/EPS	Vulnerability Mapping	<ul style="list-style-type: none"> ● Vulnerability Mapping ● Visit of Sector Officer ● Format VM-SO ● Format VM-RO ● Format VM-DEO
07/03/2014	76/INST/2014/EEPS	Expenditure Management	<ul style="list-style-type: none"> ● Formation of Village Level/ Ward Level Awareness Group ● To gather information of intimidation in area ● Creation of confidence building measures in the area
21/10/2015	464/L&O/2015/EPS	Instruction of Press Conference during elections - regarding	<ul style="list-style-type: none"> ● No Press Conference-Media briefing-sharing of details of deployment of security forces in public domain. ● Any information to media will be given by Commission or the CEO/s, if required.

The tool of VM has been effectively utilized since its inception and depending upon the emerging requirements, it has been modified/adapted from time to time. After over eight years of experience of utilizing this tool in all General Elections, Parliamentary and Assembly, the mechanism of VM has now become institutionalized. Drawing from these experiences and learning from the best practices from across the country, the series of instructions issued by the ECI on VM have now been consolidated and augmented further in a systematic framework in this monograph for more effective application in the field.

III. Legal framework:

1. Section 171C of the Indian Penal Code - Undue influence at elections is an electoral offence under section 171C of the Indian Penal Code. Any voluntary interference or attempt at interfering with the free exercise of any electoral right constitutes the crime of undue influence at an election.

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2. Section 123 (2) of the Representation of the People Act, 1951 – This section defines, any direct or indirect interference or attempt to interfere on the part of the candidate or his agent, or of any other person with the consent of the candidate or his election agent with the free exercise of any electoral right, as a corrupt practice.

Additionally, various other related provisions of IPC can be invoked by the enforcement agencies depending upon the offences those create vulnerability.

IV. Parameters of vulnerability

Every DEO/RO needs to collect input on the basis of present and past records concerning the elements of vulnerability in his/her district/constituency. Annexure-I provides a set of parameters to collect the input on vulnerability. The DEO/RO should collect such information atleast six months in advance and continue updating subsequently. After appointment of Sector Officer for the exercise of Vulnerability Mapping, this input needs to be provided to him/her. Suitable training capsule also needs to be organized to make him/her capable for the exercise of vulnerability mapping.

Other important parameters that are also to be taken into consideration by DEO/RO while carrying out vulnerability mapping exercise and while giving written briefs to Sector Officers include the following :

- i. **Pre-poll complaints:** Pre-poll complaints may be considered as an important input of Vulnerability Mapping. Complaints are important on many counts. It is a live phenomenon showing depth of political competitiveness much before the poll day. Complaints are not always genuine. However, number of complaints verified true by election machinery may be taken as an indicator of vulnerability. Pre-Poll complaints have usually two dimensions. One relates to MCC, the other relates to political rivalry of diverse nature primarily concerned with maintaining/consolidating/losing of political ground by leaders of political parties. Indeed, the second variety of activity starts taking place much before the Poll day. Complaints are a manifestation of tremors felt by political parties in the run-up to the elections.
- ii. **Act of political parties:** Number of complaints related to violation of MCC cases, prior to poll, are also important. Experience suggests that political parties are reluctant to take permission of household owners for wall-writing on private property. In rural areas, it is almost taken as granted. The voters may not muster courage to raise voices against the much organized body called political party, in particular, ruling political party. This creates sense of vulnerability in voters. Indeed, giving permission to political parties to allow private property put on graffiti may be silently forceful. In this context, the propensity of MCC violations has a strong bearing upon vulnerability of the Polling Station and shall, therefore, be taken into consideration in mapping of vulnerability.

The Sector Officer will use the proforma, as prescribed at Annexure-II, for checking and determining vulnerable areas, particularly in non-LWE areas during the visit to the Polling Station(s).

Besides the Sector Officer's VM report, the DEO must also ensure the following:

- i. **Cross-verification of vulnerability report:** There must be some additional mechanism of collecting, cross verifying and collating information at a relatively higher level of the Sub-divisional Magistrate (SDM). Some more inputs may be added thereon, from SDPOs/

other sources/ district intelligence inputs, making vulnerability plan rationalized and realistic. During General Assembly Elections, SDMs shall coordinate with ROs of the assembly constituencies within the sub-divisional jurisdiction.

- ii. **Other avenues for collecting inputs:** - The Commission has issued instructions that ROs will take into consideration **the worry lists** submitted by candidates before force is deployed. The interface in having inputs from political parties may be taken at the SDM level (and not below it) so that validation may be done at this level first before it goes up to the level of DEO/RO.
- iii. There shall be some channel **for information sharing from the voters** also, they being the largest stake holders. The helplines/Call centers/ Control Rooms shall be activated and given sufficient publicity. The Sector officers shall be well versed with these details.

V. **Three stages of vulnerability mapping (VM) exercise**

In all the Constituencies going to poll, the Vulnerability Mapping (VM) exercise shall be carried out without exception. The VM exercise takes place in three stages:

- i. **Identification of the voters**/voter segments (village/hamlets/ area wise) vulnerable to threat or intimidation
- ii. **Identification of the persons causing** such vulnerability
- iii. **Initiating preventive measures** against the persons responsible for causing vulnerability.

VI. **Action to be taken for vulnerability mapping:**

1. **Appointment of suitable sector officers and their responsibilities**

a) **Appointment process:**

Depending on the terrain and availability of manpower resources, one Sector Officer or Sector Magistrate, as per directions of the Commission, is to be appointed to supervise 10 to 12 Polling Stations, that can be covered in 1 to 2 hours. Since this is one of the most responsible positions; the best officers are to be identified. If required Central Govt. officers can also be deployed. All help, including vehicular, fuel, mobile phone support etc. if needed, shall be extended to the Sector Officer for this purpose.

It may be noted that Sector Officers are appointed to look after the VM work related to the specific sections, covered under each of the 10-12 Polling Station, hence this must not be construed as 10-12 Polling Station Locations. After announcement of election schedule till the poll process – Sector Officers shall be designated as Zonal Magistrates for the same area, at least 7 days before the poll day. They will be conferred with the powers of Special Executive Magistrates also. The CEO shall take appropriate action in consultation with the State Government to facilitate the conferment of the powers of the Special Executive Magistrate.

b) **Pre-poll responsibilities:**

The pre-poll responsibilities of the Sector Officers related to the Vulnerability Mapping include:

- i. Initiating VM exercise as per the timeline
- ii. Frequent visits for confidence building measures and fine tuning the VM
- iii. Identification of villages, hamlets and segments of voters vulnerable to threat and intimidation.
- iv. Identification of persons who make it vulnerable - It is not about numbers it is about names - Information to be given in prescribed format to the RO/DEO without having to disclose the source.
- v. Accountability for ensuring free access of voters for voting.
- vi. Contact points within the vulnerable community with their telephone numbers.
- vii. SO will act as Zonal Magistrate, therefore will be accompanied by the police officer.
- viii. Since SO will act as Zonal Magistrate, he will prepare a Zonal Magistrate Plan with a sketch map for PSs, list of telephone numbers of PSs and election related officers, police stations, list of responsible persons, list of anti-social elements etc.
- ix. Meeting with Labour inspectors and food and supply officers for identification of vulnerable areas.
- x. Meeting with heads of educational institution, specially residential institutions.
- xi. Interaction with factory/godown owners.
- xii. Meeting with RWA's/Gram pradhan/Sarpanch for confidence building.
- xiii. Sharing information with the beat constable.
- xiv. Knowledge about geography of the polling station/area.
- xv. Identify the distribution of electors in terms of caste, creed and religion.
- xvi. Identification of persons running printing press.

c) Poll day responsibilities:

On Poll day the Sector Officer is expected to:

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- i. Frequently check if the vulnerable sections identified earlier, are voting or not
 - ii. In case of any alarm in this regard he/she has to alert the RO and district administration immediately.
 - iii. He may also keep a check on vulnerable section with the help of flying squads.

The activities described above are illustrative only. Depending on the local sensitivities, the DEO/RO may add more activities for the purposes of VM.

2. Appointment of sector police officer and designated police officer at police station level

Every Police Station covers a certain area of the Assembly Constituency. For the purpose of VM; the SP of the district shall arrange for a policeman who will act as Sector Police officer, to accompany the Sector Officer and jointly conduct the exercise of VM in the given area. The Sector Police officer shall not be below the rank of Assistant Sub-Inspector or Head Constable of police.

For tracking the individual trouble mongers and for ensuring that the troublemakers are kept under watch, a specific officer shall be designated at Thana (Police Station) level for ensuring the proper law and order and peaceful poll. He will be called the Designated Police Officer for Vulnerability Mapping.

3. Training of sector officers & designated police officers

Basic amenities such as vehicle, fuel, phone etc. shall be provided to the Sector Officers. Magisterial powers shall be conferred on the appointed Sector Officers. Apart from these the Sector Officers and the Designated Police Officers shall be well trained on following aspects to make them able to carry out their duties smoothly. They shall be trained jointly and each shall be provided the following details during the training:

- i. Electoral roll of each of the PS; with hamlet name etc. to enable them to contact voters of every section in the part.
- ii. Polling Station wise Basic Minimum Facilities (last updated)
- iii. Voter turn-out (in last 2 general elections)
- iv. Gender ratio
- v. MCC violation cases (in last 2 general elections)
- vi. A route map of their area, giving the broad layout and location of polling stations falling in their sector (it could be a sketch map, need not be a scale map)
- vii. And other details as per Annexure-I

Their joint visit programme shall be drawn up and be provided at the time of training. During joint training session of RO & SDPO as well as of DEO & SP, the topic of VM shall be covered. RO & SDPO as well as DEO & SP shall take periodical joint review with these officers to monitor the work done by them and review the action taken on points highlighted during their joint visits.

4. Making law and order portal of state functional

As per the direction of the ECI instruction No.464/INST/2009/EPD dated 1/9/2009, every State is expected to give two reports daily to the Commission – Law and Order Report-1 (LOR-1) and Law and Order Report-2 (LOR-2). These reports are a cumulative gist of:

- Preventive action taken
- Seizure reports – illegal arms, liquor, drugs, etc.
- Vulnerable areas, persons and intimidators and action taken
- NBW cases
- Listed bootleggers
- PASA detainees
- Externment cases
- Bad characters
- Any related Media report

The detailing of each of the cases mentioned above shall be done on the law and order portal maintained by the State. This portal is expected to maintain PS- wise details of persons causing vulnerability and the action taken by the administration. This portal shall become functional well in time before the announcement of elections.

5. Identification of vulnerable areas/ segments/ villages/ hamlets

- i. The first stage in the exercise of Vulnerability Mapping by the Sector Officer or the Sector Magistrate has to be undertaken with immediate effect after the declaration of election by the Commission. Sector Officer and HC/ ASI/Police Officer shall take visit of every area jointly.
- ii. The journey programme for them will be decided jointly by the Returning Officer and Dy. Superintendent of Police/SDPO.
- iii. The Sector Officer and team his/her must visit every Locality/ Pocket in the area of every Polling Station in his/her Sector; hold widespread discussions with the local people, collect intelligence, and enlist the vulnerable households and families, as well as the persons and factors causing such vulnerability there.
- iv. While carrying out this exercise they shall take into account the past incidents and current apprehensions.
- v. After the visit, they will prepare information for all points covered in Proforma enclosed herewith in Annexure II, and also fill relevant forms at Annexure III, IV and V.

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- vi. The local police officer and local civil authorities such as TDO/ Mamlatdar/ Police Inspector etc. shall also be consulted and their inputs be taken in to account before finalizing the list/forms.
 - vii. The format at Annexure II is only meant as an enabler; and information collected may not be restricted to it. Additional information may be added, if it has a bearing on the vulnerability of the PS.
 - viii. Upon the arrival of the Observer in the Constituency, the DEO/RO shall hand over the details of polling station-wise Vulnerability Mapping of the relevant Assembly Constituency to the Observer (Please see Annexure VI and VII).
 - ix. The Observer will also visit such locations and interact with the voters and shall constantly monitor the developments.

6. Identification of the persons causing such vulnerability

This exercise of identifying the persons responsible for making the voters / villages vulnerable shall be undertaken polling station wise indicating the name of village, hamlet, names of the potential troublemakers, including their address, and so on. This work has to be done by maintaining complete confidentiality of the informers/source, if so desired.

7. Action against the persons responsible for causing vulnerability

- i. The DEO and the Superintendent of Police of the District shall hold a joint review on the subject and shall finalize a focused action plan to deal with the potential threats and intimidation points identified. The action plan may be included, inter-alia, binding the identified trouble mongers under appropriate section of the law, confiscation of arms, preventive detention if required, forcing their appearance in local police stations at reasonable intervals to ensure their good behaviour, placement of police pickets, regular confidence building visits etc.
- ii. The DEO and the SP shall initiate all preventive measures to ensure that intimidation/ obstruction do not really happen on the poll day.
- iii. It has to be ensured that all such measures are undertaken in absolutely non-partisan manner without fear or favour towards any particular party.
- iv. Names of contact persons from within the vulnerable groups shall also be identified and their contact numbers / mobile numbers, if any, shall be noted down.
- v. For tracking the individual trouble mongers and for ensuring that the troublemakers are kept under watch, the Designated Police Officer for Vulnerability Mapping is to be appointed in each Thana, as already mentioned.
- vi. EPIC snatching from Vulnerable Voters and the incidences of people being induced to deposit their EPIC on payment of money to prevent them from exercising their

franchise shall be stopped. The DEOs/SPs/ROs shall closely monitor the situation and promptly take all appropriate action in this regard.

- vii. DEO/SP shall initiate confidence-building measures to bolster the voters' confidence about the arrangements for free and fair poll.
- viii. DEO/SP shall undertake tours, preferably jointly, to such locations and meet the communities and explain the arrangements made for the free and fair poll.
- ix. Confidence building visits shall be made by other senior officers also. Joint visits by SDM/DySP; Tehsildar/PI will be very effective and shall be planned in the areas identified as most vulnerable. The visiting officers shall hold meetings with the vulnerable persons / groups and issue warning to the troublemakers that they will be tracked individually. These actions shall be taken in a focused manner.
- x. Joint patrolling by civil and police authorities:- There shall be joint patrolling of civil and police authorities starting from TEN days before the poll to TWO days before the poll [P(-10) to P(-2)]. Introducing presence of civil authorities of reasonably higher rank will instill confidence, other than providing important inputs for finalizing the Force Deployment Plan.
- xi. The DEO/RO shall interact with the candidates and the representatives of the political parties to gather regular feedback.
- xii. Regular feedback on the subject may also be obtained from the District Intelligence (L.I.B.).
- xiii. Where ever there is a cluster of such vulnerable pockets, the DEO shall arrange for dedicated police teams/squads and locate them at convenient locations in the vicinity, to be pressed into service for action on the day of poll without any loss of time. It shall invariably form part of the District Security Plan.
- xiv. Awareness generation among female voters: Awareness generation among female voters on voting without fear and influence is essential as they tend to be soft targets of intimidation and undue influence, not only from outsiders but also from the family within.
- xv. Formation of Village Level/ Ward Level Awareness Group (VAGs/WAGs) to mobilise them to gather information of intimidation in area & to create confidential building measures in the area (ECI instruction no.76/INSTRUCTIONS/2014/EEPS//Vol-IV dated 7th March,2014).
- xvi. Carry out 24 hours surveillance by FSTs, SSTs, VVTs.

8. Reporting formats

a. Reporting by Sector Officer:

The Sector Officer shall carefully fill the following formats:

- VM-2 (SO): Proforma for checking and determining vulnerability by Sector

Officer (Annexure II)

- VM-3 (SO): Polling Station wise Format for enlisting Vulnerable Localities / Pockets / Voter Segments and list of intimidators by Sector Officer (Annexure III)
- VM-4 (SO): Summary of Polling Station wise enlisting of Vulnerable Localities / Pockets / Voter Segments and of intimidators by Sector Officer (Annexure IV)
- VM-5(SO): Certificate by the Sector Officer / Sector Magistrate / Head Constable / Assistant Police Sub Inspector (Annexure V)

These formats are to be necessarily filled for each such locality / Pocket, while Sector Officer is touring the locality. The Sector Officer must retain copies of the filled in Formats and *submit all filled in Formats to the Returning Officer within 3 days of announcement of elections.*

In case no such vulnerable hamlet or village is identified Assembly Constituency, the DEO concerned shall obtain a certificate from the field functionaries from the Thana / block level and sub divisional level & from S.P. and finally submit a certificate to the CEO that no such vulnerable village or hamlet or voter segment is available / identified within this district. *Such certificates shall be sent within 5 days of announcement of elections.*

b. VM Report of the Returning Officer:

The RO of the constituency shall compile all above information and finalize the VM for the entire constituency and make it available to the DEO, *within 5 days of announcement of elections* after retaining a copy of the same, in the following format:

- Format VM-6 (RO): Summary of vulnerability and list of persons causing vulnerability by Returning Officer (Annexure VI)

c. VM Report of DEO:

The DEO, on the same lines, must collect the Formats VM/RO and prepare and make available, the Format 'VM/DEO' to the CEO within 7 days of announcement of election. The format prescribed for DEO reporting is:

- Format VM-7 (DEO): Report on identification of vulnerability, and action taken at district level (Annexure VII)

The CEO must compile all the district Formats VM/DEO of the State into a book and make this compliance available to the Commission within 10 days of announcement of elections.

9. Area domination plan for cpf and poll day deployment

- The Commanders / Assistant Commanders of the CPF shall be given a list of such

vulnerable locations by the DEO.

- Wherever CPF arrives in advance for area domination, special attention shall be given to such locations.
- On the day of poll, the Commanders/Assistant Commanders shall make it a point to visit such vulnerable pockets as a confidence building measure.
- In case they come across any obstruction they shall take note of it and immediately inform any of the electoral officials such as RO/DEO/SP/Observer/Sector Officer and keep a note of the time of their intimation.

10. Monitoring of vulnerable areas/persons on the day of poll

Following actions need to be taken to ensure that the vulnerable persons, if any, are able to vote without fear, threat or intimidation:

- At the time of dispatch of the polling parties from the dispatch canter, the RO shall brief the Presiding Officer concerned about the vulnerable locations within the polling station area.
- The Sector Officers shall submit a report indicating abnormally low percentage of voter turnout, if any, within any section/sections particularly, with reference to the vulnerable locations to the RO which may be used during the scrutiny etc.
- On the day(s) of poll, the Sector Magistrates and the mobile forces shall visit at least twice such villages/hamlets/dwelling areas which are identified as vulnerable areas and where there are reports of possible intimidation of the voters. The Sector Magistrates and mobile forces during their visit to these areas will ensure that wherever required, adequate security cover is provided to such vulnerable voters.
- During the poll, the Observers and other senior officers while visiting the polling station shall pay a special attention to this problem and find out whether any undue influence, intimidation/obstruction is being caused.
- The police patrolling parties shall keep track of the vulnerable locations and keep the control room informed. Wherever necessary, police pickets shall be established to ensure free and smooth access to all voters to cast their votes without fear.
- The Commanders/Assistant Commanders of the CPF shall make it a point to visit such vulnerable pockets as a confidence building measure on the day of polls. In case they come across any obstruction they shall take note of it and immediately inform any of the electoral officials such as RO/DEO/SP/Observer/Sector Officer and keep a note of the time of their intimation.
- Election staff (presiding and polling staff to be briefed wherever necessary to monitor vulnerable areas).

- Deployment of adequate force in the vulnerable areas.

11. Role of ro/deo/observers after the poll.

- The RO/DEO shall take the inputs on mass scale intimidation/ threat/obstruction, if any, into consideration while submitting their report after the poll.
- The Observers shall give their full attention to the issue of VM and verify it at every stage. A special mention of it shall be made about the issue in their final report. Apart from this, they shall make an intelligent reading of the Form 17A and the marked copy of the electoral roll used in the polling stations at the time of scrutiny of Form 17A, if ordered by the Commission, after the poll.

12. Accountability and confidentiality:

The Commission directs that accountability of various civil and police officials for Vulnerability Mapping and follow up at every stage shall be clearly defined with reference to each polling station/constituency. Severe disciplinary action will be initiated in case of dereliction of duty on the part of any police/civil officials in this matter.

It is advised not to conduct any kind of press conference or to furnish any type of details relating to Vulnerability Mapping, Vulnerable areas, hamlets, troublemakers etc. or any type of details relating to deployment of security forces for the purpose, in public domain during any election. Appropriate instructions to field machineries may be given in this regard. Any information to media about vulnerability, if required would be given only by the Commission or by the Chief Electoral Officers of the State/ UTs concerned on instructions of the Commission.

The Commission has made it very clear that in case of the ATR not being submitted by any DEO within the stipulated time, it may be brought to the notice of the Deputy Election Commissioner concerned by the CEO for immediate follow up action.

VII. TIMELINE FOR VULNERABILITY MAPPING:

Sr. No.	Activity	Time-limit
1	Collection & compilation of basis information on each AC by DEO/RO (as per Annexure-I)	Six months before the election
2	Updation of basic information by DEO/RO (as per Annexure-I)	Before handling over to Sector Officer
3	Appointment of Sector Officers & Police Sector Officers	About six to four months before the election.
4	Appointment of Designated Police Officer at police station level	About six to four months before the election.

5	Training of Sector Officers & Designated Police Officers & handling over of basic information of AC to Sector Officers by DEO/RO	Four to two months before the election
6	Making Law and Order Portal of State functional by ECI	Four months before the election.
7	Identification of vulnerable areas/ segments/ villages/hamlets, persons causing such vulnerabilities etc. in Annexure-I, II, III, IV & V	After the issue of Press Note by the Commission and before the issue of the gazette notification.
8	Identification of the persons causing such vulnerability	Within 5 days of issue of gazette notification
9	Submission of all VM reports in formats (in Annexure II, III, IV & V) to RO	Within 3 days of announcement of elections
9A	Compilation of all Sector Officers reports by RO and submission to DEO (in Annexure.VI)	Within 5 days of announcement of elections
9B	Compilation of VM reports of all ROs by DEO & submission to CEO (in Annexure VII)	Within 7 days of announcement of elections
10	Certificate of NO Vulnerable village/area in Assembly Constituency, by DEO to CEO	Within 7 days of announcement of elections
11	Compilation of VM reports of all DEOs and submission to ECI	Within 10 days of announcement of elections
12	Action against the persons responsible for causing vulnerability	At least before 5 days before day of poll.
13	Plan and execute joint confidence building visits by DM/SP; SDM/DySP; Tehsildar/PI in areas identified as most vulnerable.	Within 2 weeks prior to poll day
14	Pre-poll area domination by CPF	At least 3-5 days before poll day.
15	Strict vigil and monitoring of vulnerable areas/ persons by Observers, DEO/RO, SO, Police	On the Poll day

The exercise of Vulnerability mapping *shall begin six to four months in advance* so that District Magistrates/Superintendent of Polices are fully aware of the situation at the time the same is reviewed by the Commission. It may be noted that Vulnerability Mapping exercise is a pre-poll exercise therefore all activities as laid down are to be completed as per laid down schedule.

VM-1- INFORMATION ON EACH AC TO BE PROVIDED BY DEO/RO TO SECTOR OFFICER BEFORE HE/SHE UNDERTAKES THE EXERCISE OF VM

1. Number of election offences registered in the last parliamentary elections in the AC area (give details wherever required)
2. Number of election offences registered in the last assembly election in the AC area (give details wherever required)
3. Number of election offences registered in the last local body election in the AC area (give details wherever required)
4. Number of serious criminal offences registered in the area, if any, in the last one year (give details wherever required)
5. Model code of conduct violations if any in the last parliamentary election (give details wherever required)
6. Model code of conduct violations if any, in the last assembly elections (give details wherever required)
7. Details of re-poll if any in the last general election of parliament or assembly or any bye-election
8. Details of Prohibition laws related cases – period to be specified
9. Details of pre-poll complaints if any related to electoral rolls of the AC
10. Details of any other pre-poll complaints
11. Details of cases violating the Narcotic Drugs and Psychotropic Substances Act
12. Information regarding more than normal migration in the last 06 months to and from the AC area, if any
13. Voter turnout alongwith % in the last Parliamentary elections:
 - Male:
 - Female:
 - Overall:
14. Voter turnout alongwith % in the last assembly elections:
 - Male:
 - Female:
 - Overall:
15. Names of persons from AC area currently under externment or detained under PASA, (give the details, if the information is not sensitive).
16. No. of cases & details of important cases registered in the area under relevant State Excise Act :
 1. In the last parliament election.
 2. In the last Assembly election.
 3. In the last one year
17. Arms related information

(It is not clear whether this report is to be submitted for entire Sector or for each PS separately or for each village/locality separately.)

VM-2 (SO): PERFORMA FOR CHECKING AND DETERMINING VULNERABILITY BY SECTOR OFFICERS

Instructions for filling this format:

1. This is an illustrative format and shall serve as the initial guide for conducting vulnerability mapping.
2. Any number of other local issues that have implications on vulnerability of the concerned area can be added to this format.
3. The Sector Officer must not insist on disclosing the source/s of information if so desired by the informants; and in fact will be responsible for its confidentiality.

1 .	Name of Village/Hamlet/Locality	
2.	Name and No. of Assembly Constituency	
3.	Sector No.	
4.	Name and No. of Polling Station/s and Village and area included	
	Name and No. of Polling Station	The details of area included
5.	Whether clashes between two or more castes/communities/groups have occurred in the village/area during last one year? (if yes, details thereof)	
6.	Whether any incident/s have occurred in the village/area which have caused political rivalry or political scuffle between two or more castes/communities/groups on large scale? (if yes, details thereof and groups involved)	
7.	Whether any election related offences/incidents have occurred during last Assembly/ Parliamentary/Local body election? (if yes, details thereof)	
8.	Details of very serious offences like murder, rape, atrocity, rioting occurred/ registered during last one year in the village and person/ groups involved and area in which it occurred.	
9.	Name of person/s who have been externed or detained under PASA during last one year.	
10.	Name of person/s who are presently under externment or presently detained under PASA.	

11.	Whether incidents of clashes are likely to occur considering the political situation prevailing in the village/area and surroundings. (if yes, the reasons thereof and groups involved)
12.	Whether any caste/ group/ household has apprehension that they will be prevented from casting votes. (if yes, details of caste/ group/ household and from whom and which type of threat they have)
13.	General atmosphere from the perspective of women voters for casting of their votes.
14.	Whether women from any caste/community/ group/ household have fear that they would be prevented from casting votes. (If yes, details of such type of person/ household/ group and from whom and for what reason the fear they have.)
15.	Name and number of vulnerable polling station for any of the reason mentioned above.
16.	From which perspective the polling station is vulnerable? Whether vulnerability is caused by any person or group.
17.	Whether persons belonging to Nomadic tribes and/or to any excluded community are residing in the village? Whether they have been intimidated by somebody? Have any fear? If yes, by Whom? Give the name.
18.	Whether telephone number of police station, control room, police inspector and other important telephone numbers are provided by Sector Officers to vulnerable persons? (Yes/ No)
19.	Whether some points of contact within the vulnerable area/village has been identified so that information related to such developments can be tracked constantly. Details thereof
20.	Whether cases of temptation by candidate in form of cash, liquor, mobile recharge, lunch etc. have come to notice in the village during last two General Elections? (Please check in context of women and young voter).
21.	Name and number of polling stations which are not vulnerable.
22.	Other details, if any.
23.	Details of village people in whose presence the above mentioned review is carried out. (out of them, two elder people, two women and two youth and other people) – Note: These details are to be recorded only if the sources are ready to disclose their details.

No.	Name	Residence of which area in the village	Signature
1.			
2.			
3.			
4.			
5.			

Signature of Head Constable/ Assistant Sub Inspector Name: Designation: Tel. No.: Sector No. : AC No. :	Signature of Sector Officer Name: Designation: Tel. No.: Sector No. : AC No. :
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VM-3 (SO) – POLLING STATION WISE FORMAT FOR ENLISTING VULNERABLE LOCALITIES / POCKETS / VOTER SEGMENTS AND LIST OF INTIMIDATORS BY SECTOR OFFICER

Sector Officer to note the following before filling this format:

1. The Sector Officer / Sector Magistrate has to fill a different Format VM/SO-II A (Annexure-III) for each Polling station in his Sector; and as many formats VM –SO 11 A as is the number of Polling Stations in his Sector.
2. Each Format VM/SO-II A must contain the details for all Vulnerable Localities / Pockets / Voter Segments in one Polling Station area of the Sector.
3. It must be ensured and certified that no locality / pocket / Voter segment which is vulnerable has escaped or been missed from inclusion in this format for any polling station area.

Number and Name of the AC: _____

Sector No. : _____

Number and Name of the Polling Station: _____

I. Name of the Locality: _____

Date of Information: _____

A. List of Vulnerable House / Families

Sl. No	House no. / Family Name / other identifying details of the Household / Familwy which has Vulnerable Voters in the Locality	Number of Voters identified as Vulnerable in the House / Family identified in Col-2	Contact No. of the Household, if any	Action Taken / Proposed	Remarks
1	2	3	4	5	6
Total					

B. List of Persons to be Tracked / Prevented from Intimidating / Wrongly Influencing Voters:

Sl. No	Name of the Person	Contact No. & Address of the Person	Action Taken / Proposed	Remarks
1	2	3	4	5
Total				

II. Name of the Locality _____

Date of Information: _____

List of _____

List of _____

III. Name of Locality: _____

Date of Information: _____

List of _____

List of _____

IV CERTIFICATION BY THE SECTOR OFFICER/ SECTOR MAGISTRATE

It is hereby certified that no locality/ pocket/ voter segment which is 'vulnerable' from the point of view of the assembly elections, 2011 in the area of the polling station no._____, polling station name _____ which is included in my sector, has escaped or been missed from inclusion in this format.

Signatures of Sector Officer/ Sector Magistrate _____

Name and Mobile No. of the Sector Officer/ Sector Magistrate _____

ANNEXURE - IV (SECTOR WISE)

VM-4 (SO) – SUMMARY OF POLLING STATION WISE ENLISTING OF VULNERABLE LOCALITIES / POCKETS / VOTER SEGMENTS AND OF INTIMIDATORS BY SECTOR OFFICER

Sl. no	Subject	Total number
1.	Total number of Polling Stations allocated to Sector Officer	
2.	Total number of Polling Stations visited	
3.	Broad period of visit covering all Polling Stations	From____ to____
4.	Total number of households identified with vulnerable voters in all the PS put together	
5.	Total number of Voters identified as Vulnerable in all the PS put together	
6.	Total number of persons causing vulnerability identified in all the PS put together	

Signatures of Sector Officer/ Sector Magistrate _____

Name and Mobile No. of the Sector Officer/ Sector Magistrate _____

**VM-5 (SO): CERTIFICATE BY THE SECTOR OFFICER / SECTOR
MAGISTRATE / HEAD CONSTABLE / ASSISTANT POLICE SUB
INSPECTOR**

It is hereby certified that no locality / pocket / voter segment which is vulnerable from the point of view of the _____ elections, _____(year) which is included in my sector No. _____, has escaped or been missed from inclusion in this format; and that my report is based on my personal visit/s to the Polling Station areas.

Sector Police officer		Sector Officer/Sector Magistrate	
Signature		Signature	
Name		Name	
Designation		Designation	
Mobile number		Mobile number	

Date: _____

Place: _____

VM-6 (RO): SUMMARY OF VULNERABILITY AND LIST OF PERSONS CAUSING VULNERABILITY BY RETURNING OFFICER

Date: _____

Name of the District: _____

Number and Name of the AC: _____

A. AC Summary on Vulnerability

Sl. No.	No & Name of Polling Station	No. of Families / Households identified as Vulnerable in the PS area by the SO	Total Number of Voters identified as Vulnerable (in households identified as vulnerable) in the PS area in col.3	No. of Persons Causing Vulnerable in the PS area	Action Taken
1	2	3	4	5	6
Total					

B. List of Persons Causing Vulnerability in the AC

Sl. No.	Name of the Person Causing Vulnerability	Contact No. & address	PS nos. in which he is causing vulnerability	Action Taken / Proposed	Remarks in any
1	2	3	4	5	6
Total					

Signature of the Returning Officer: _____

Name of the Returning Officer: _____

VM -7 (DEO): REPORT ON IDENTIFICATION OF VULNERABILITY, AND ACTION TAKEN AT DISTRICT LEVEL

Date: _____

Name of the District: _____

Table A
Identification of Vulnerability and Action Thereon:

Sl. No	AC number and name	Total number of Polling Stations	Total number of Polling Station/s in whose area Vulnerable Persons / Families / Household have been identified	Total number of Vulnerable Voters identified in these Polling Station areas	Action being taken to prevent these Vulnerable Voters from being intimidated or wrong fully influenced before and during the poll
1	2	3	4	5	6
Total					

Table B
Report on Persons Causing Vulnerability:

Sl. No	AC number and name	Total number of Identified Persons	Details of Action Taken against Persons mentioned in col. 3 (Numbers)				Number of Persons out of those mentioned in col. 3 against whom no action has been taken	Reasons for no action as mentioned in col. 8
			Bound over	Externment	In Custody	Any other action (with description)		
1	2	3	4	5	6	7	8	9
Total								

Signature of the DEO _____

Name of the DEO _____

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भारत निर्वाचन आयोग

Election Commission of India

NirvachanSadan, Ashoka Road, New Delhi – 110001

“Greater Participation for a stronger Democracy”