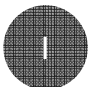


## Theme 13 - Vulnerability Mapping (VM)

### Guidance Plan

1. The PPT will explain the concept vulnerability, as distinct from critical and the concept of mapping and thus setup the framework for Vulnerability Mapping (VM). The importance of VM in ensuring free and fair election would be manifest and so also the fact that VM is an embedded part of the election planning itself.
2. The PPT will focus on the role and responsibility of DEO/RO and establish the fact that the entire setup of VM is controlled in its entirety by the DEO/RO. The functionaries involved being SO, designated police officer, Observer, CAPF, Use of FST/SST and Use of Village Awareness Groups (VAGs)
3. The distinction between pre-poll actions and responsibilities and thereafter, the poll-day will be explained.
4. The vital post-poll responsibility will be focussed upon.
5. The last part of the presentation is a series of tables/charts/graphics, summing up the timelines and flowcharts of the various activities and reports



**Part – A**

Concept of VM

# Reading/reference material

- DEMP
- VM-MANUAL-(<https://eci.gov.in/files/category/138-vulnerability-mapping/>)
- List of Critical Polling Stations of last election with details of issues
- Demographic details- Caste/Minorities
- Caste Matrix- Village/polling station wise

# Reading/reference material – Contd.

- Election offences/Statistics and crime record in VM-I format (AC wise)
- ‘Checklist for Sector officers/Magistrates’- (<https://eci.gov.in/files/file/32-sector-officers/>)
- Providing link/copies of ‘Handbook for Executive Magistrate’ and copies of CrPC (Chapter10) (<https://www.scribd.com/document/148117367/Handbook-for-Executive-Magistrates>)

# Understanding vulnerability

## **VM – Susceptibility-intimidation-undue influence-force on the voter:**

- “Susceptibility of any voter or section of voters, whether or not living in a geographically identifiable area, to be 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”

# Understanding Mapping – contd.

**Confidential/dynamic report of vulnerable areas of the constituency:**

- Listing and marking vulnerable areas/Pockets/ Villages/Polling Station on the constituency –map and including in the DEMP.
- The report is confidential and dynamic

# Vulnerable vs Critical

Difference/relation between vulnerable areas and critical areas:

Vulnerable	Critical
<ul style="list-style-type: none"><li>Specified in circular dated on 12<sup>th</sup> Oct 2007</li></ul>	<ul style="list-style-type: none"><li>Criteria explained in a separate letter of the same date &amp; revised on 24<sup>th</sup> Oct 2008</li></ul>
<ul style="list-style-type: none"><li>For Voters/Segment etc.</li></ul>	<ul style="list-style-type: none"><li>For polling station</li></ul>
<ul style="list-style-type: none"><li>Perception for upcoming election(Element of Subjectivity)</li></ul>	<ul style="list-style-type: none"><li>Based on last election (Objective)</li></ul>

The polling stations having vulnerable pockets are treated as critical.

# Parameters of VM

- Pre-Poll Complaints
- Act of political parties (Violations of MCC)
- Inputs from the worry lists by candidates
- Information sharing from the voters



# Legal framework

- **S 171C IPC:** Undue Influence at Elections- Whoever voluntarily interferes or attempts to interfere with the free exercise of any electoral right commits the offence of undue influence at an election.
- **S 123(2) RPA 1951:** 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 is a Corrupt Practice.

# Part – B

- Administrative setup and responsibilities down the line – entire responsibility with DEO/RO:
  - appointment of SO & Police Officers
  - Training of SO & Police Officers
  - Preparation of action plan

# Responsibilities of DEO/RO –

**1. When to Start-** 6 Months in advance

**2. What to do-**

I. Appointment letters and Identity Cards to SOs

II. Training-

- First training immediately after the appointment
- Second training after the announcement of election
- (Due to replacements)

III. Procuring and providing VM-I

IV. Providing copies of VM manual and ‘Checklist for Sector Officers’

V. Conferment of the powers of special executive magistrate to SO.



# Action plan

**Identifying Vulnerable areas – persons/factors causing vulnerability – corrective action**

To identify vulnerable voters/sections of voters

To identify the persons/factors causing such vulnerability and

To plan and take adequate corrective action well in advance

# Appointment of Sector Officers

## Appointment of SO

- One of the most responsible positions, so the best officers are to be identified, better if experienced & conversant of the area.
- To supervise 10 to 12 PSs.
- Central Govt. officers can be deployed.
- Should be equipped with vehicle, fuel, mobile phone, ID cards etc.
- Shall be designated as Sector/Zonal Magistrates.

# **Sector/designated police officer**

**Designated Police Official for VM – to work in coordination with SO – Police Official at Thana level:**

- Not below the rank of Assistant Sub- Inspector or Head Constable of police.
- Conduct joint exercise of VM with SO
- Tracking the individual trouble mongers ensuring that trouble makers are kept under watch
- Designated Police Officer at Thana (Police Station) Level for VM and ensuring Law and Order and peaceful poll.

# Training of SO/ designated police officers

**Training – supporting material/past record for guidance -**

Train jointly and provide following-

- i. PS wise AMF details
- ii. Voter turn out(last election)
- iii. Gender Ratio
- iv. Route map
- v. MCC violation cases(last election)
- vi. LOR-1 & LOR-2 (Law & Order Report)

# Part – C

- Pre-poll and Poll day responsibilities
  - DEO/RO/SP
  - SO
  - Designated Police Officer
  - Observer
  - CAPF
  - Use of FST/SST
  - Use of Village Awareness Groups (VAGs)
  - Utilization of other revenue and magisterial staff of the district
  - Reporting formats and frequencies



# Pre-poll responsibilities(SO)

**Identifying physical Infrastructure/accessibility of constituency areas – identification of pockets/persons -**

## **1. Frequent visits in sector for-**

- Checking the status of accessibility and Terrain/Road condition of the sector(PS wise) for inclusion in DEMP also.
- Checking the status of the network accessibility of respective Telecom service providers(PS-wise) for inclusion in DEMP also.
- Identification of vulnerable village and hamlets/segments.
- Identification of persons who make it vulnerable (Report in VM- 2 & 3).
- Identification of electors in terms of vulnerability
- To act as Sector/ Zonal Magistrate accompanied by police officer.
- prepare a Sector/Zonal Magistrate Plan.

Contd...

# Pre-poll responsibilities(SO) – contd.

**Techniques employed to create VM Report – confidence-building measures – confidentiality of informers:**

2. Have details of and meetings with -

- Contact person, source within the vulnerable community
- Labour Inspector and food and supply officers for identification of vulnerable areas.
- Heads of educational institution, specially residential institutions.
- Factory godown owners
- Persons running printing press
- With VAG members, RWAs, Gram Pradhan, Sarpanch for confidence building.

3. Prepare list PS wise with name of village, hamlet, potential troublemakers, their address, and so on. Maintain complete confidentiality of the informers/source.

4. After the visit submit reports in VM – 2 & 3 and summary in VM - 4

# Poll day responsibilities:

**SoP for Poll day – frequent visit to vulnerable pockets - remain alert to complaints – use FSTs**

- I. Frequent checking of the vulnerable sections identified earlier.
- II. In case of receiving alarming messages; RO and district administration be informed immediately.
- III. To keep a check on vulnerable sections with the help of FSTs.  
(Subject to change as per local requirements)

# Poll day responsibilities - Role of DEO/RO/SP – contd.

## Dealing with trouble mongers – joint visits to locations - preventive detention – confiscation of arms

- DEO/RO/SP- Names and contact details of persons within vulnerable group.
- DEO/SP- Prepare a **focused action plan** to deal with-
  - Binding identified trouble mongers
  - Confiscation of arms
  - Preventive detention
  - Appearance in local police station/police pickets etc.
- DEO/SP, RO/DySP, SDM/Tehsildar/Police Inspector- joint visits/rounds on such locations and meet the communities for confidence building.
- DEO/RO/SP shall also interact with candidates/political parties.

# **Poll day responsibilities - role of DEO/RO/SP – contd.**

## **Measures to gather inputs and take corrective actions to diffuse vulnerability:**

- Take regular feedback on each subject from District Intelligence(L.I.B)
- Deploy dedicated police teams in vulnerable pockets to locate voters at convenient places for fast movement on poll day (shall be included in District Security Plan).
- Form Village Level/ Ward Level Awareness Groups(VAGs/WAGs) to gather information of vulnerability and do confidence building.
- Ensure 24 hours surveillance by FSTs, SSTs, VVTs.
- Undertake required SVEEP measures.
- Measures are to be undertaken in non-partisan manner

# Poll day responsibilities - role of CPF – contd.

- DEO to provide list of vulnerable locations to CPF
- CPF Commanders to visit such vulnerable locations
- Area Domination & Flag March.
- To immediately report to RO/DEO/SP/Observer/Sector Officer if any obstructions.

# Poll day responsibilities - role of Observer – contd.

## Action by observer – visit vulnerable locations – constant monitoring:

- DEO/RO shall hand over the details of polling station-wise Vulnerability Mapping of Constituency to the Observer ( in annexure VM-6(RO) & VM-7(DEO)).
- The Observer shall visit vulnerable locations and interact with the voters.
- The Observer shall constantly monitor the development.

# **Poll day responsibilities - poll day monitoring – contd.**

**Measures to tackle vulnerability on real-time basis on poll day – visit atleast twice – adequate security deployment:**

- Briefing to presiding officers by RO at dispatch center
- SO report to RO of low % turnout at vulnerable PS
- Sector Magistrate/Mobile Forces visit at least twice
- Visit by Observer and Senior Officers
- Police patrolling to keep track, police pickets if needed
- CPF Commanders visit- if any obstruction report to RO/DEO/SP.
- Adequate security deployment



# Part – D

## Post poll responsibilities

# Post poll responsibilities - monitoring after the poll

## Post-poll stocktaking of vulnerability/intimidation:

- Take inputs on mass scale intimidation/threat/ obstruction
- Observer to pay full attention to the issue of VM and verify it at every stage
- Proper analysis of **Form-17 A** and Marked copy of Roll during scrutiny.

## **Post poll responsibilities - accountability and confidentiality – contd.**

**Need to maintain confidentiality regarding details of VM/sources of information – security deployment details not to go in public domain:**

- Accountability of various civil and police officials for Vulnerability Mapping of each polling station/constituency.
- No press conference/furnishing of details of VM, Vulnerable areas, hamlets, troublemakers & the sources of information or deployment of security forces in public domain.
- VM portion of DEMP- to be shared with concerned officials as separate handout
- Severe disciplinary action for dereliction of duty.

# Part – E

## Reports and timelines

# Reports flowcharts

Sl No	Format	Subject Matter	Sender/Receiver	Timeline
1	VM- I (Annexure-I)	Election Offences and Crime Record Statistics(AC wise)	SO $\Rightarrow$ DEO $\Rightarrow$ RO $\Rightarrow$ SO	
2	VM -2 (Annexure-II)	Vulnerable areas (Sector Wise)	SO $\Rightarrow$ RO	Submit within 3 days of announcement of election
3	VM-3 (Annexure-III)	People causing vulnerability(Sector Wise)	SO $\Rightarrow$ RO	Submit within 3 days of announcement of election

Contd...

## REPORTS FLOWCHART - contd

SI No	Format	Subject Matter	Sender/Receiver	Timeline
4	VM-4 (Annexure-IV)	Summary of Vulnerable/ polling stations(Sector Wise)	SO $\Rightarrow$ RO	Submit within 3 days of announcement of election
5	VM-5 (Annexure-V)	Sector Police Officer's report(Sector Wise)	SO $\Rightarrow$ RO $\Rightarrow$ DEO	Submit within 3 days of announcement of election
6	VM-6 (Annexure-VI)	Abstract of Vulnerable polling stations(AC)	RO $\Rightarrow$ DEO	submit within 5 days
7	VM-7 (Annexure-VII)	Abstract of vulnerable polling stations (Hold District)	DEO $\Rightarrow$ CEO $\Rightarrow$ ECI	submit within 5 days

CEO to compile and send to ECI within 10 days of announcement of election

# Timeline for VM

Sl. No	Activity	Timeline
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 handing 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 & handing over of basic information of AC to Sector Officers by DEO/RO	Four to two months before the election

Contd...

## Timeline for VM – contd.

<b>Sl. No</b>	<b>Activity</b>	<b>Timeline</b>
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 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 by SO (in Annexure II, III, IV & V) to RO	Within 3 days of announcement of elections

Contd...



## Timeline for VM – contd.

<b>Sl.No</b>	<b>Activity</b>	<b>Timeline</b>
10	Compilation of all Sector Officers reports by RO and submission to DEO (in Annexure.VI)	Within 5 days of announcement of elections
11	Compilation of VM reports of all ROs by DEO & submission to CEO (in Annexure VII)	7 days of announcement of elections
12	Certificate of NO Vulnerable village/area in Assembly Constituency, by DEO to CEO	7 days of announcement of elections
13	Compilation of VM reports of all DEOs by CEO for submission to ECI	10 days of announcement of elections

Contd...

## Timeline for VM – contd.

Sl.No	Activity	Timeline
14	Action against the persons responsible for causing vulnerability	before 5 days before day of poll.
15	Plan and execute joint confidence building visits/Flag March by DM/SP; SDM/DySP; Tehsildar/PI in areas identified as most vulnerable.	2 weeks prior to poll day
16	Pre-poll area domination by CPF	3-5 days before poll day.
17	Strict vigil and monitoring of vulnerable areas/persons by Observers/DEO/RO/SO/Police	On the Poll day

# Part – F

Hypothetical Situation for analysis

# Hypothetical situation for analysis

On the poll day in a parliamentary election there is information received telephonically that some voters of a particular segment are being prevented from approaching the polling station to vote.

- What possible action points are suggested ?
- write action points in chronological order