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

Introduced as a tool to curb muscle and money power though threat and intimidation for voters and to create secured environment for electors especially belonging to minority communities and economically weaker society to access the polling stations without being obstructed or being unduly influenced or intimidated by anybody to exercise the franchise with any fear or favors.

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 or her 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 vulnerability

Objective:

Objective of the Vulnerability Mapping in the context of elections is to identify such voters or sections of voters who are vulnerable or likely to be vulnerable, the persons or other factors causing such vulnerability and taking adequate corrective measures well in advance based on such identification.

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

LEGAL FRAMEWORK

▶ **S 171C IP**C: 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.

▶ S 171B(1) IPC: Whoever gives a gratification to any person to exercise any electoral right, accepts any gratification , commits the offence of bribery.

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

INSTRUCTION ON VM

▶ As stated the concept of Vulnerability Mapping was initiated in year of 2007 taking due cognizance of the role being played by the muscle power in elections and taking into account certain prevailing socio-economic realities of electoral politics. A number of instructions were issued in this regard from time to time. Now, the **Commission has issued a consolidated instruction No. 464/L&O/2023/ EPS(VM) dated 21.06.2023 on Vulnerability Mapping, Critical Polling Stations and preventive measures.**

STAGES OF VM

The VM exercise takes place in three stages:

▶ Identification of the voter's/voter segments, village/hamlets/ area wise vulnerable to threat or undue influence

▶ Identification of the persons causing such vulnerability using muscle/ money power

▶ Initiating preventive measures against the persons responsible for causing vulnerability.

vulnerable vs Critical

Difference/relation between vulnerable areas and critical areas:

Vulnerable	Critical
■ Specified in instruction dated 21st June 2023	■ Criteria explained in the same instruction
■ For Voters/Segment etc.	■ For polling station
■ Pro-active Pre poll exercise to check muscle power against weaker section of voters (Element of Subjectivity)	■ Based on last election and current situation (Objective)

The polling stations having vulnerable pockets are treated as critical P.S.

Parameters of VM

▶ VM-1(Annexure-1) in the instruction dated 21.06.2023 provides a set of parameters to collect the input on Vulnerability Mapping and DEO should collect such information at least six months before the date of poll fixed for the last held General Election from RO/SDM of each Assembly segment and continue updating it.

▶ Pre-Poll Complaints-

(a) MCC including the misuse of money power to bribe voters in cash/kind

(b) Political rivalry of diverse nature

▶ Act of political parties (Violations of MCC)

Cases of defacement of private properties especially in rule area

Parameters of VM

▶ Inputs from the worry lists by Political parties/candidates

▶ Information sharing from the voters (Through call centers/control room, demography composition, voting % in previous elections) – to understand factors leading to VM

▶ Inputs from District intelligence branch of the district police

o In order to ensure authenticity of vulnerability reporting, a mechanism of collecting, cross verifying, validating and collating information at a relatively higher administration/police level to be ensured

Part – B

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

Appointment of Sector Officers

Appointment of SO

- One SO is to be appointed 4(four) months before the date of poll of last held election to supervise 10 to 12 PSs that can be covered in 1 to 2 hours

- Since this is one of the most responsible positions, so the best officers are to be identified, better if experienced & conversant of the area.

- Central Govt. officers can be deployed.

- Should be equipped with vehicle, fuel, mobile phone, ID cards etc.

- Shall be designated as Sector/Zonal Magistrates at least 7 days before the poll day.

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.   E-rolls of concerned P.Ss with hamlet name etc.

ii.   PS wise AMF details

iii.   Voter turn out(last election)

iv.   Gender Ratio

v.   Route map

vi.   MCC violation cases(last two election)

vii.   Other details as per VM-1

Part – C

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

Responsibilities of DEO/RO –

1. When to Start- 6 Months before the date of poll fixed for the last held G.E

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 Inputs and providing them as per VM-I

IV. Providing copies of VM manual and 'Handbook and Checklist for Sector Officers'

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

VI. Handing over the details of VM polling station wise and list of Critical PSs to Observers by DEO/RO on their arrival.

Pre-poll responsibilities(SO) VM related

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

➢ Frequent visits (minimum three) in sector for confidence building measures and fine tuning the VM

➢ Initiating the VM exercise as per the timeline.

➢ 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 and voters vulnerable to threat and intimidation.

➢ 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.

➢ To ensure free access of voters to voting

Pre-poll responsibilities(SO) – contd.

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

➢ 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

❖ RWAs, Gram Pradhan, Sarpanch for confidence building.

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

➢ Knowledge about geography of PS/Area and identify distribution of electors in term of caste, creed and religion.

➢ After the visit timely submit reports in VM – 2 & 3

Poll day responsibilities:
(for free and fair election)

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

I. Frequent check whether the vulnerable sections identified earlier are voting or not.

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 sensitivities, DEO/RO may add more activities for the purpose of VM)

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-

  - ▶ Bounding down identified trouble mongers

  - ▶ Confiscation of arms

  - ▶ Preventive detention (with the help of VM-4 report)

  - ▶ Appearance in local police station/police pickets

  - ▶ Placement of police pickets

  - ▶ Special focus on P-72 hours

  - ▶ Action against EPIC snatching, depositing of EPIC for payment 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.

- RO is to brief PrO about vulnerable locations at time of dispatch of Polling parties.

- Adequate security to be ensured on the day of poll.

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 and ethical voting awareness.

- Awareness about c-VIGIL and voter helpline number 1950

- Measures are to be undertaken in non-partisan manner

Poll day responsibilities - role of CAPF

- DEO to provide list of vulnerable locations to Commanders/Assistant Commanders of the CAPF

- Special attention to be given to such locations while doing area domination by CAPF

- On day of poll, Commanders/Assistant Commander of CAPFs shall make a visit to such vulnerable pockets as a confidence building measure.

- Area Domination & Flag March.

- CAPFs may be deployed at the PSs where there were incidences of EVM broken/looted in the past.

- To immediately report to RO/DEO/SP/Observer/Sector Officer if any obstructions.

- Special focus on Expenditure sensitive pockets for effective check on distribution of freebies.

Poll day responsibilities - role of Observer

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 and list of critical P.S for approval.

► The Observer shall visit vulnerable locations and interact with the voters.

► The Observer shall constantly monitor the development and make a mention in his report. .

Poll day responsibilities - poll day monitoring – contd.

Measures to tackle vulnerability on real-time basis on poll day – visit at least 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

- CAPF 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:

- DEO/RO is to 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 Electoral Roll during scrutiny to be done by Observer.

Contd…

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	Information on election offences, MCC violations, seizures, re-poll, voter turnout in past elections, pre poll complaints, etc.	DEO ⇨ SO	6 months before the date of poll of last election
2	VM -2 (SO)	For determining vulnerability by SO(PS wise)	SO ⇨ RO	Submit within 3 days of announcement of election
3	VM-3 (SO)	Summary of PS wise enlisting of vulnerable	SO RO	Submit within 3 days of

Sl No	Format	Subject Matter	Sender/Receiver	Timeline
4	VM-4(RO)	Summary of vulnerability and list of persons causing vulnerability by RO	RO ⟹ DEO	Submit within 5 days of announcement of election
5	VM-5 (DEO)	Report on identification of vulnerability and action taken at district level (district wise)	DEO ⟹ CEO	Submit within 7 days of announcement of election
6	VM-6 (CEO)	Report on Vulnerability mapping of the state	CEO ⟹ ECI	submit within 10 days

Timeline for VM

Sl. No.	Activitiy	Time-limit
1.	Collection & compilation of basic information on each AC by DEO as per Annexure-I from RO/SDM of each assembly segments	Six months before the date of poll of the last election
2.	Updation of basic information by DEO as per Annexure-I	Before handing over to Sector Officer
3.	Appointment of Sector Officers & Police Sector Officers	four months before the date of poll of the last election
4.	Appointment of Sector Police Officer at police station level	four months before the date of poll of the last election
5.	Training of Sector Officers & Sector Police Officers & handling over of basic information of AC to Sector Officers by DEO	Four months before the date of poll of the last election
6.	Making Law and Order Portal of State functional by ECI	Four months before the date of poll of the last election
7(a)	Preliminary identification and submission of VM reports of vulnerable areas/ segments/villages/hamlets, persons causing such vulnerabilities etc. in Annexure- II, III	Two months before the date of poll of the last election

Contd…

Timeline for VM – contd.

Sl. No.	Activitiy	Time-limit
7(b)	Final identification of vulnerable areas/ segments/ villages/hamlets, persons causing such vulnerabilities etc. in Annexure - II, III	After the issue of Press Note by the Commission and before the issue of the gazette notification.
8.	Submission of all VM reports in formats (Annexure II, III) to RO.	Within 3 days of announcement of elections
9A.	Compilation of Sector Officers reports by RO and submission to DEO (Annexure- IV)	Within 5 days of announcement of elections
9B.	Compilation of VM reports of ROs by DEO & submission to CEO (Annexure-V)	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 DEOs and submission to ECI in VM 6(CEO) (Annexure-VI)	Within 10 days of announcement of elections
12	Completion of preventive/legitimate action against the persons responsible for causing vulnerability	At least 7 days before day of poll.

Timeline for VM – contd.

Sl. No.	Activitiy	Time-limit
13	Plan and execute joint confidence building visits by DM/SP; SDM/ Dy SP; Tehsildar/ PI in areas identified as most vulnerable.	Within 2 weeks prior to poll day
14	Pre-poll area domination by CAPF	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

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

Reading/reference material

▶ DEMP Manual (LATEST)

▶ VM-MANUAL (LATEST)

▶ VM Instruction No.464/L&O/2023/EPS(VM) dated 21.06.2023

▶ List of Critical Polling Stations with details of issues (Parameter for identification of critical P.S annexed in the abovementioned instruction on VM)

▶ Demographic details- Caste/Religion/Minorities

▶ Caste Matrix- Village/polling station wise

Contd…

Reading/reference material – Contd.

- ▶ Election offences/Statistics and crime record in VM-I format (AC wise)

- ▶ 'Checklist and Handbook (LATEST) for Sector officers/Magistrates

- ▶ CrPC - Chapter10 regarding Maintenance of Public orders and tranquility

OBJECTIVE CRITERIA FOR IDENTIFICATION OF CRITICAL POLLING STATIONS

(i) PSs having vulnerable pockets and PSs located in identified vulnerable area.

(ii) PSs where polling was more than 90% and where more than 75% of votes have been polled in favour of one candidate in last election.

(iii) PSs where polling is less than 10%

OBJECTIVE CRITERIA FOR IDENTIFICATION OF CRITICAL POLLING STATIONS

(iv) PSs where Re-poll conducted owing to vitiation of poll process and electoral offences such as booth capturing, during any election for Lok Sabha or State Legislative Assembly in last five years

(v) PSs where any sort of violence took place on poll day leading to lodging of FIR, during any election for Lok Sabha or State Legislative Assembly in last five years.

(vi) PSs with higher than constituency average % of Absentee, Shifted and Dead (ASD) voters (Ref: Constituency Average % of ASD Voters=Total number of ASD Voters in the constituency/ Total number of polling station)

(vii) Information regarding abnormal law and order situation in any particular area.

THANK YOU