

Edition 2



सत्यमेव जयते

Manual on Vulnerability Mapping 2023



भारत निर्वाचन आयोग
Election Commission of India

Nirvachan Sadan, Ashoka Road, New Delhi-110001

Document No : 324.6.EPS:MA: 004:2023



सत्यमेव जयते

Manual on Vulnerability Mapping 2023



भारत निर्वाचन आयोग
Election Commission of India

Nirvachan Sadan, Ashoka Road, New Delhi-110001

Document No : 324.6.EPS:MA: 004:2023

FOREWORD

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

TABLE OF CONTENTS

Sl.No.	Content	Page No.
1.	Vulnerability Mapping	7
2.	Legal Framework	7
3.	Instructions on Vulnerability Mapping	7-8
4.	Three Stages of Vulnerability Mapping Exercise	8
5.	Parameters of Vulnerability	8-10
6.	Action to be taken for Vulnerability Mapping	10-18
	A. Appointment of Suitable Sector Officers and their Responsibilities	10-12
	B. Appointment of Sector Police Officer and Designated Police Officer at Police Station Level	12
	C. Training of Sector Officers & Designated Police Officers	12-13
	D. Identification of Vulnerable Areas / Segments / Villages / Hamlets	13
	E. Identification of the Persons Causing such Vulnerability	13-14
	F. Action against the Persons Responsible for Causing Vulnerability	14
	G. Confidence Building Measures in Identified Vulnerable Areas	14-15
	H. Area Domination Plan for CAPF and Poll Day Deployment	15-16
	I. Monitoring of Vulnerable Areas/Persons on the Day of Poll	16
	J. Role of RO/DEO/OBSERVERS after the Poll	16-17
	K. Accountability and Confidentiality	17
	L. Reporting Formats	17-18
	M. Making Law & Order Portal of State Functional	18
7	Timelines for Vulnerability Mapping	19-31
Annexures		
I	VM 1- Information on each AC/Sector to be provided by DEO to Sector Officer before he/she undertakes the exercise of VM	21-22
II	VM 2 (SO): Performa for determining vulnerability by Sector Officers (Polling Station Wise)	23-25
III	VM 3 (SO): Summary of Polling Station wise enlisting of Vulnerable Localities / Pockets / Voter Segments and of intimidators by Sector Officer (Sector Wise)	26
IV	VM 4 (RO): Summary of vulnerability and list of persons causing vulnerability by Returning officer (AC Wise)	27-28
V	VM 5 (DEO): Report on identification of vulnerability, and action taken at district level (District Wise)	29-30
VI	VM 6 (CEO): Report on Vulnerability Mapping of the State	31

ABBREVIATIONS

AC	Assembly Constituency
ARO	Assistant Returning Officer
ASI	Assistant Sub Inspector
ATR	Action Taken Report
CEO	Chief Electoral Officer
CAPF	Central Armed Police Force
DEO	District Election Officer
DM	District Magistrate
DPO	Designated Police Officer
DSP	Deputy Superintendent of Police
ECI	Election Commission of India
EPIC	Electoral Photo Identity Card
LIB	Local Intelligence Bureau
LOR	Law and Order Report
LWE	Left Wing Extremism
MCC	Model Code of Conduct
NBW	Non Bailable Warrant
PCCP	Patrolling Cum Collection Parties
PI	Police Inspector
PS	Polling Station
RO	Returning Officer
SDM	Subdivisional Magistrate
SDPOs	Sub Divisional Police Officers
S.O	Sector Officer
SOP	Standard Operating Procedure
SP	Superintendent of Police
SPO	Sector Police Officer
TDO	Taluka Development Officer
UT	Union Territory
VM	Vulnerability Mapping

1. Vulnerability Mapping

Vulnerability in the context of elections is defined as the susceptibility of any voter or section of voters, 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 including bribing of voters in cash/kind 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.

2. Legal Framework

- a) Section 171 B (1) of the Indian Penal Code- Whoever- (i) gives a gratification to any person with the object of inducing him or any other person to exercise any electoral right or of rewarding any person for having exercised any such right; or (ii) accepts either for himself or for any other person any gratification as a reward for exercising any such right or for inducing or attempting to induce any other person to exercise any such right; commits the offence of bribery: provided that a declaration of public policy or a promise of public action shall not be an offence under this section.
- b) 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.
- c) 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.

3. Instructions on Vulnerability Mapping

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, the Commission initiated a mechanism called 'Vulnerability Mapping' in 2007. Subsequently, a 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. However, in recent times,

along with muscle power, money power has also become an important factor unduly influencing voters on account of prevailing socio-economic scenario. Thus, there can be pockets of economically backward sections with low awareness about ethical voting which may be observed keenly during vulnerability Mapping. In this regard, 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.**

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 fifteen 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.

4. 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 voter's/voter segments, village/hamlets/ area wise vulnerable to threat or undue influence
- (ii) Identification of the persons causing such vulnerability using muscle/ money power
- (iii) Initiating preventive measures against the persons responsible for causing vulnerability.

5. Parameters of Vulnerability

Every DEO needs to collect input based on present and past records concerning the elements of vulnerability in his/her district/constituency. VM-1(Annexure-I) provides a set of parameters to collect the input on vulnerability. The 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 subsequently. After appointment of Sector Officer (four months before the date of poll of last held General election) for the exercise of Vulnerability Mapping, this input needs to be provided to him/her. Suitable training shall be imparted to the Sector officer and Sector Police Officer on their roles, responsibilities and timelines of activities for Vulnerability Mapping.

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

- a) **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 and nature 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 including the misuse of money power to bribe voters in cash/kind, and the second 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. Hence, number and nature of complaints need to be considered.
- b) **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. 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.
- c) **Voting percentage in the previous elections:** The cases of low/high voter turnout should be examined and analyzed to understand the factors leading to vulnerability, if any. The presence of minorities, scheduled castes, scheduled tribes, other vulnerable sections and domination of anti-social elements should be taken into account for assessing the issue of vulnerability in those areas.

The Sector Officer will use the proforma VM-2 (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 reports, the DEO must also ensure the following:

- a) **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.

- b) **Other avenues for collecting inputs:** - The Commission has issued instructions that DEO shall consider the worry lists submitted by political parties/candidates for Vulnerability Mapping, to take a holistic view. The inputs from political parties/candidates, so received may be validated at the SDM level (and not below it) before it goes up to the level of DEO. Similarly, a channel shall be created through call centres/control rooms to gather information from the voters as they are the largest stakeholders in the elections. Inputs from the District intelligence branch of the district police shall also be taken.

In order to ensure authenticity of the Vulnerability reporting, a mechanism of collecting, cross verifying, validating and collating information at a relatively higher administrative/police level shall be ensured.

6. Action to be Taken for Vulnerability Mapping

A. Appointment of Suitable Sector Officers and Their Responsibilities

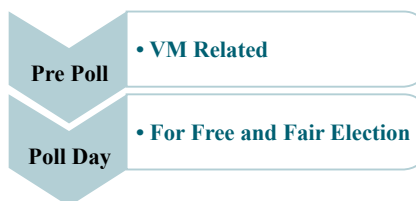
a) Appointment Process:

Depending on the terrain and availability of manpower resources, one Sector Officer (SO), 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. The Sector Officers shall be appointed four months before the date of poll of last held General election. 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.

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 Sector 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:

Responsibilities of Sector Officer



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 (minimum three) 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/SDM 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/mobile numbers.
- vii) SO will act as Sector Magistrate (after notification) and will have to be accompanied by a police officer (Sector Police Officer).
- viii) Since SO will act as Sector Magistrate, he will prepare a Sector Management 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, especially 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/Sector Magistrate is expected to perform the following activities apart from his other poll day responsibilities:

- 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.

B. 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; 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. The RO/SDM of each assembly segments shall coordinate with the Sector Officers and these Designated Police Officers.

C. Training of Sector Officers & Designated Police Officers

The Sector Officers and the Designated Police Officers shall be well trained on the following aspects to make them able to carry out their duties smoothly. They shall be trained jointly and each shall be provided with following details during the training: -

- a) Electoral roll of each of the PS; with hamlet name etc. to enable them to contact voters of every section in the part.
- b) Polling Station Wise Assured Minimum Facilities (AMF)
- c) Voter turn-out of AC and of polling stations of that sector (for last 2 general elections)
- d) Gender ratio
- e) MCC violation cases of that sector (for last 2 general elections)
- f) 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) and

g) Other details as per VM-1 (Annexure-I)

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

D. Identification of Vulnerable Areas / Segments / Villages / Hamlets

- a) The first stage in the exercise of Vulnerability Mapping is frequent visit (minimum three) by the Sector Officer immediately after his appointment. Sector Officer and HC/ ASI/Police Officer shall take visit of the area jointly.
- b) The tour programme for them will be decided jointly by the Returning Officer and Dy. Superintendent of Police/SDPO.
- c) The Sector Officer 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.
- d) While carrying out this exercise, he/she shall take into account the past incidents and current apprehensions.
- e) Immediately after the declaration of election by the Commission, the Sector Officer will visit and prepare information in Proforma VM-2 (Annexure-II), and VM-3 (Annexure-III).
- f) 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.
- g) The format VM-2 (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.
- h) Upon the arrival of the General Observer, Police Observer and Expenditure 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 Observers in VM-4 (Annexure-IV) and VM-5 (Annexure-V) and a list of critical polling stations to observers. The final list shall be approved by the Senior most General and Police Observers.
- i) The Observer will also visit such locations and interact with the voters and shall constantly monitor the developments.

E. Identification of the Persons Causing such Vulnerability

On the basis of the inputs provided by the DEO in Annexure-I, VM-I, the Sector

Officer along with Sector Police Officer shall make field visits at regular intervals and give inputs on Vulnerability Mapping and identify voter's/voter segments vulnerable to threat or intimidation or undue influence etc. 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.

F. Action against the Persons Responsible for Causing Vulnerability

- a) 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, bounding down the identified trouble makers under appropriate section of the law, seizure of illegal arms, preventive detention if required, forcing their appearance in local police stations at reasonable intervals to ensure their good behaviour, placement of police pickets, deposit of licensed arms, placement of police pickets and carrying out confidence building measures. Special efforts should be taken in the last 72 hours to ensure that intimidation or obstruction of electors does not happen on the poll day.
- b) It has to be ensured that all such measures are undertaken in absolutely non-partisan manner without fear or favour towards any particular party.
- c) 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.
- d) For tracking the individual troublemaker 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.
- e) 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.
- f) SDM/ Dy. SP shall issue warning to the troublemakers that they will be tracked individually. These actions shall be taken in a focused manner.

G. Confidence Building Measures in Identified Vulnerable Areas

- a) SO may regularly visit these areas and remain in touch with local people.
- b) Focused SVEEP activities and awareness camps to be held in such areas.
- c) IT tools like c-VIGIL and Voter Helpline Number 1950 to be popularized and publicized in these areas.

- d) Visits by higher officials like DEO, SP and Observers to instil confidence among local people.
- e)
- f) The DEO/RO shall interact with the candidates and the representatives of the political parties to gather regular feedback.
- g) Regular feedback on the subject may also be obtained from the District Intelligence (L.I.B.).
- h) Wherever 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.
- i) Awareness generation among female and young 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.
- j) Formation of Village Level/ Ward Level Awareness Group (VAGs/WAGs) to mobilise them to gather information of intimidation in area & to create confidence building measures in the area.
- k) Targeted ethical voting awareness campaign should be undertaken in these identified vulnerable locations which are susceptible for bribing of voters in cash/kind.
- l) Carry out 24 hours' surveillance by FSTs, SSTs, VVTs.

H. Area Domination Plan for CAPF and Poll Day Deployment

- a) The Commanders / Assistant Commanders of the CAPF shall be given a list of such vulnerable locations by the DEO.
- b) Wherever CAPF arrives in advance for area domination, special attention shall be given to such locations.
- c) Special focus on expenditure sensitive pockets prior to 6-7 days of poll where there is possibility of distribution of cash/kind as bribe among voters.
- d) On the day of poll, the Commanders/Assistant Commanders shall make it a point to visit such vulnerable pockets as a confidence building measure.
- e) 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.

- f) **Where there was past incident of EVM broken/looted in any polling station(s), CAPFs may be deployed.**

I. 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:

- a) At the time of dispatch of the polling parties from the dispatch centres, the RO shall brief the Presiding Officer concerned about the vulnerable locations within the polling station area.
- b) 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.
- c) 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.
- d) 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.
- e) 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.
- f) The Commanders/Assistant Commanders of the CAPF 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 intimidation.
- g) Deployment of adequate forces shall be done in the vulnerable areas.

J. Role of RO/DEO/OBSERVERS after the Poll

- a) The RO/DEO shall take the inputs on mass scale intimidation/ threat/ obstruction, if any, into consideration while submitting their report after the poll.
- b) 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.

K. ACCOUNTABILITY AND CONFIDENTIALITY:

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

It is to be noted that during elections, no press conference of any kind shall be held to furnish any kind of details relating to critical polling stations, vulnerability mapping exercise, vulnerable areas, deployment of security forces etc. Field machinery shall be sensitized 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 States/UTs concerned on instructions of the Commission.

L. Reporting Formats

a) Reporting by Sector Officer:

The Sector Officer shall carefully fill the following formats:

- i) VM-2 (SO):** Polling Station Wise Format for enlisting Vulnerable Localities / Pockets / Voter Segments and list of intimidators by Sector Officer (Annexure II)
- ii) VM-3 (SO):** Summary of Polling Station wise enlisting of Vulnerable Localities / Pockets / Voter Segments and of intimidators by Sector Officer (Annexure III)

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-4 (RO): Summary of vulnerability and list of persons causing vulnerability by Returning Officer. (Annexure-IV)

c) VM Report of DEO:

The DEO, on the same lines, must collect the formats VM-4 sent by ROs and prepare and make available VM-5, to the CEO within 7 days of announcement of election. The format prescribed for DEO reporting is:

Format VM-5 (DEO): Report on identification of vulnerability, and action taken at district level. (Annexure-V)

d) VM Report of CEO:

The CEO shall send a consolidated report of the State in the format **VM-6 (CEO)** to the ECI. The CEO must compile all the district Formats VM-5 of the State into a book and make this available to the Commission along with **VM-6 (CEO)** within 10 days of announcement of elections.

Format VM-6 (CEO): Report on Vulnerability Mapping of the State (Annexure-VI)

M. Making Law & Order Portal of State Functional

As per the direction of the **ECI instruction No.464/INST/2023/EPS dated 08.06.2023** every State is expected to send Law and Order Report-II (LOR-II) on a daily basis to the Commission. These reports are a cumulative gist of:

- a) Preventive action taken
- b) Seizure reports – illegal arms, liquor, drugs, etc.
- c) Vulnerable areas, persons and intimidators and action taken
- d) NBW cases
- e) Listed bootleggers
- f) Externment cases
- g) Bad characters
- h) Any Media related report

The detailing of each of the cases mentioned above shall be done on the by the State preferably on the law and order portal. 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 four months before the date of poll of last election.

7. Timelines for Vulnerability Mapping

The exercise of Vulnerability mapping shall begin 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 schedule.

Sl. No.	Activity	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
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

Sl. No.	Activity	Time-limit
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.
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

Format VM-1

Information on each AC/Sector to be provided by DEO 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/Sector (give details wherever required)
2. Number of election offences registered in the last assembly election in the AC/Sector (give details wherever required)
3. Number of election offences registered in the last local body election in the AC/Sector (give details wherever required)
4. Number of serious criminal offences, caste conflicts, and communal incidents 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. Number of incidents of cash/kind seized/intercepted by FSTs/SSTs in the last parliamentary election (Give details whenever required) and details of expenditure sensitive pockets in the last parliamentary election
8. Number of incidents of cash/kind seized/intercepted by FSTs/SSTs in the last assembly election (Give details whenever required) and details of expenditure sensitive pockets in the last assembly election
9. Details of re-poll if any in the last general election of parliament or assembly or any bye-election
10. Details of Prohibition laws related cases in the last parliamentary/assembly and local elections.
11. Names of persons from AC/Sector currently under externment /detention.

12. 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
13. Arms related information
14. Details of cases violating the Narcotic Drugs and Psychotropic Substances Act
15. List of warranties of area in election related cases.
16. List of habitual offenders (with details of crime) of that area
17. Details of pre-poll complaints if any related to electoral rolls of the AC/sector
18. Details of any other pre-poll complaints
19. Information regarding more than normal migration in the last 06 months to and from the AC/Sector, if any
20. Voter turnout and % in the last Parliamentary elections along with voter turnout details of allocated Polling Stations:
 - Male:
 - Female:
 - Overall:
21. Voter turnout and with % in the last assembly elections along with voter turnout details of allocated Polling Stations:
 - Male:
 - Female:
 - Overall:

ANNEXURE- II

VM-2 (SO): Proforma for determining vulnerability by Sector Officers (Polling Station Wise)

Election and year:

Number and Name of the AC/PC:

Sector No.:

Number and Name of the Polling Station/Locality: -

Date of Information:

PART-A

1.	Whether clashes between two or more castes/communities/groups have occurred in the village/area during last one year? (if yes, details thereof)
2.	Whether any incidents 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)
3.	Whether any election related offences/incidents have occurred during last Assembly/Parliamentary/Local body election? (if yes, details thereof)
4.	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.
5.	Name of persons who have been externed or detained during last one year
6.	Name of persons who are presently under externment or detained
7.	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)
8.	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)
9.	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.)
10.	Whether some points of contact within the area/village has been identified so that information related to such developments can be tracked constantly. Details thereof

11.	Whether cases of temptation by candidate in form of cash, liquor, mobile recharge, lunch etc. have come to notice in the village/area during last two General Elections? (Please check in context of women, young voters, and economically weaker section voter). If yes, details thereof.																				
12.	Other details, if any.																				
13.	Details of local 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.																				
	<table border="1"> <thead> <tr> <th>No.</th> <th>Name</th> <th>Residence of which area in the village</th> <th>Signature</th> </tr> </thead> <tbody> <tr> <td>1.</td> <td></td> <td></td> <td></td> </tr> <tr> <td>2.</td> <td></td> <td></td> <td></td> </tr> <tr> <td>3.</td> <td></td> <td></td> <td></td> </tr> <tr> <td>4.</td> <td></td> <td></td> <td></td> </tr> </tbody> </table>	No.	Name	Residence of which area in the village	Signature	1.				2.				3.				4.			
No.	Name	Residence of which area in the village	Signature																		
1.																					
2.																					
3.																					
4.																					

PART-B

(i) List of Vulnerable House / Families

Sl. No	House no. / Family Name / other identifying details of the Household	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					

(ii) List of persons responsible for vulnerability using muscle/money power:

Sl. No	Name of the Person	Contact No. & Address of the Person	Possible area/ village/locality susceptible/ vulnerable for intimidation	Action Taken / Proposed	Remarks
1	2	3	4	5	6
Total					

PART-C

CERTIFICATION

It is hereby certified that no locality/ pocket/ voter segment which is ‘**vulnerable**’ from the point of view of the assembly/parliamentary elections, 20__ in the area of the polling station No. -----, polling station name ----- which is included in my sector, has been missed from inclusion in this format.

Signature of Sector Police Officer

Signature of Sector Officer/Sector Magistrate

Name:

Name:

Designation:

Designation:

Tel. No.:

Tel. No.:

Sector No.:

Sector No.:

AC No. :

AC No. :

ANNEXURE - III

VM-3 (SO) – Summary of Polling Station wise enlisting of Vulnerable Localities / Pockets / Voter Segments and of intimidators by Sector Officer

(Sector Wise)

Election and year:

Name of AC/PC:

Name of Sector:

Sl. No.	Subject	Total number
1.	Total number of Polling Stations allocated to Sector Officer	
2.	Period of visit covering all Polling Stations	From.....to.....
3.	Total number of Polling Stations visited	
4.	No. of polling stations affected with vulnerability	
5.	Total number of households identified with vulnerable voters in all the PS put together	
6.	Total number of Voters identified as Vulnerable in all the PS put together	
7.	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

ANNEXURE – IV

**VM-4 (RO): Summary of vulnerability and list of persons causing vulnerability
by Returning Officer (AC/PC Wise)**

Election and Year:

Date:

Name of the District:

Number and Name of the AC/PC:

A. AC/PC Summary on Vulnerability

Sl. No.	No & Name of Polling Stations affected with Vulnerability	No. of Families / Households identified as Vulnerable	Total Number of Voters identified as Vulnerable (in households identified as vulnerable) in col.3	No. of Persons Causing Vulnerability in the Polling Station area
1	2	3	4	5
Total				

B. List of Persons Causing Vulnerability in the AC/PC

Sl. No.	Name	Contact No.& address	Polling Station No & Name in which he is causing vulnerability	Action Taken / Proposed				Reasons for no action as mentioned in col. 9	Remarks if any	
				Bound over	Extermment	In Custody	Any other action (with description)			No action taken
1	2	3	4	5	6	7	8	9	10	11
Total										

Signature of the Returning Officer:

Name of the Returning Officer:

ANNEXURE-V

VM-5 (DEO): Report on identification of vulnerability, and action taken at district level(District Wise)

Election and year:

Name of the District:

Date:

Table A

Identification of Vulnerability and Action taken

Sl. No	AC number and name	Total number of Polling Stations	Total number of Polling Stations in whose area Vulnerable Families have been identified	Total number of Vulnerable Voters identified in these Polling Station areas	Details of Confidence building measures
1	2	3	4	5	6
Total					

Table B
Report on Persons Causing Vulnerability

Sl. No	AC no. & name	Total number of Identified Persons	Details of Action Taken against Persons mentioned in col. 3					Reasons for no action as mentioned in col. 8
			Bound over	Extermnt	In Custody	Any other action (with description)	No Action Taken	
1	2	3	4	5	6	7	8	9
Total								

Signature of the DEO.....

Name of the DEO

ANNEXURE-VI

VM -6 (CEO): Report on Vulnerability Mapping of the State

Election and year:

Sl.No.	District	Name of AC/PC	No. of polling stations	Identification of Vulnerability	
				No. of Polling Stations affected	No. of Vulnerable Voters
1	2	3	4	5	6
Total					

No of identified persons causing vulnerability	Details of action taken against persons mentioned in col. 7				Reasons for no action as mentioned in col. 12
	Preventive Action	Externment/ Detention	Any other action (with description)	No action taken	
7	8	9	11	12	13

*A note on Confidence Building Measures to be sent separately.



भारत निर्वाचन आयोग Election Commission of India

Nirvachan Sadan, Ashoka Road, New Delhi-110001
Website : www.eci.nic.in, Tel. 011-22305205, Fax : 011-23052219