

**Edition 2**



# **MANUAL OF FORCE MULTIPLIERS AND CIVIL MEASURES, 2023**



**भारत निर्वाचन आयोग  
Election Commission of India**

Nirvachan Sadan, Ashoka Road, New Delhi-110001

Document No : 324.6.EPS:MA:011:2023





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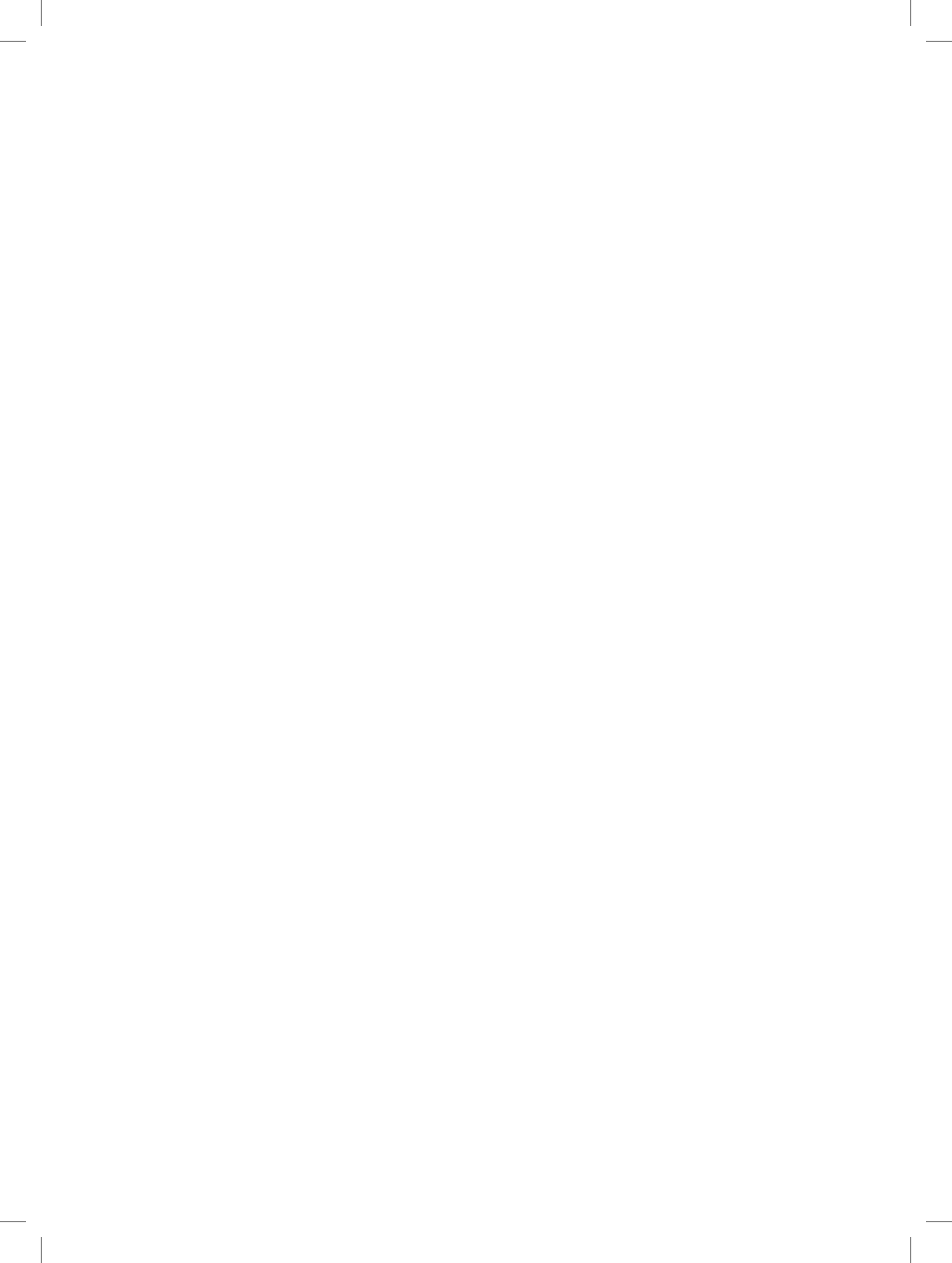
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## ABBREVIATIONS

AC	Assembly Constituency
ADGP	Additional Director General of Police
AERO	Assistant Electoral Registration Officer
AIR	All India Radio
AMF	Assured Minimum Facilities
ARO	Assistant Returning Officer
ASD	Absent, Shifted and Dead
BLO	Booth Level Officer
BSNL	Bharat Sanchar Nigam Limited
CAPF	Central Armed Police Forces
CCTV	Closed Circuit Television
CD	Compact Disc
CEO	Chief Electoral Officer
CSC	Common Service Centre
CSO	Civil Society Organization
DCC	District Contact Centre
DEMP	District Election Management Plan
DEO	District Election Officer
DM	District Magistrate
ECI	Election Commission of India
EEM	Election Expenditure Monitoring
EMB	Electoral Management Body
ERMS	Electoral Roll Management System
EPIC	Electoral Photo Identity Card
ER	Electoral Roll
ERO	Electoral Registration Officer
EVM	Electronic Voting Machine
FLC	First Level Checking
FS	Flying Squad
GE	General Elections
GIS	Geographical Information System
HR	Human Resource
IP	Internet Protocol
IT	Information Technology

## MANUAL OF FORCE MULTIPLIERS AND CIVIL MEASURES

LA	Legislative Assembly
LOR	Law and Order Report
MCC	Model Code of Conduct
MCMC	Media Certification and Monitoring Committee
MHA	Ministry of Home Affairs
MoU	Memorandum of Understanding
MoD	Ministry of Defense
NCC	National Cadet Corp
NGO	Non-Government Organization
NGRS	National Grievance Redressal Service
NRI	Non Resident Indian
NSS	National Service Scheme
NVSP	National Voter Service Portal
PC	Parliamentary Constituency
PS	Polling Station
PSU	Public Sector Unit
PwD	Persons with Disabilities
PWD	Public Works Departments
RO	Returning Officer
SAKSHAM	SAKSHAM ECI App
SAT	Satellite
SCC	State Contact Centre
SEMP	State Election Management Plan
SMS	Short Message Service
SP	Superintendent of Police
SRTC	State Road Transport Corporation
SST	Static Surveillance Team
SVEEP	Systematic Voters' Education and Electoral Participation
UT	Union Territory
VHA	Voter Helpline App
VST	Video Surveillance Team
VVT	Video Viewer Team
VVPAT	Voter Verifiable Paper Audit Trail





## CHAPTER I

### INTRODUCTION

#### 1.1 FORCE MULTIPLIERS AND CIVIL MEASURES

The conduct of free and fair elections under the superintendence, direction and control of the Election Commission of India, constitutes the hallmark of Indian electoral democracy, universally admired among the comity of nations. With emerging challenges of increasing limitation in resources for deployment of CAPF, as well as aspirations of billion-plus population in the near future, the Commission has directed the electoral machinery to strengthen its processes by making more effective use of non-CAPF, i.e., Civil/ Parallel measures in structured & staggered manner. The Commission has issued a number of instructions/ directions from time to time regarding Civil/ Parallel measures and effective use of non- CAPF measures as follows:

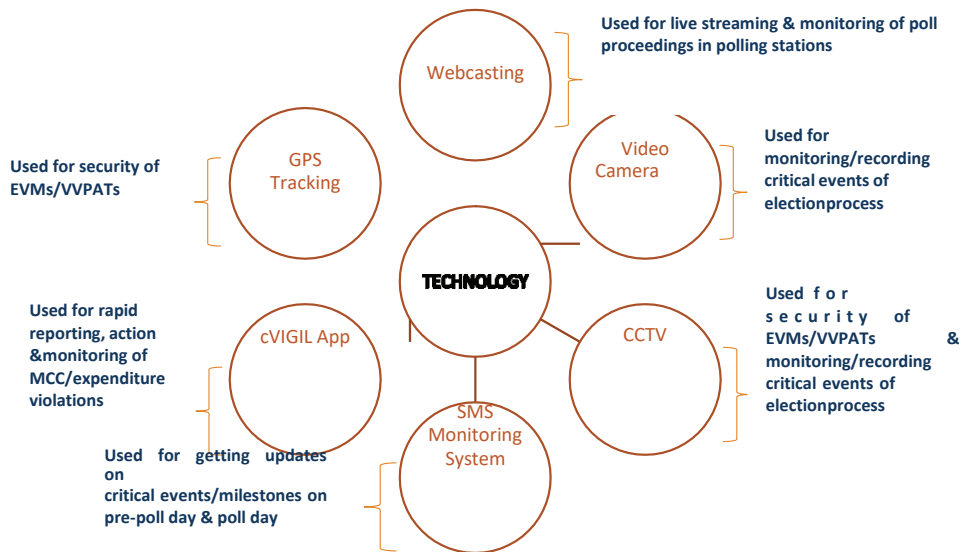
1. **Technology** – Use of Technology such as Webcasting, CCTV, Still Digital Cameras, Videography, SMS monitoring, cVIGIL App etc. for monitoring and complaint redressal.
2. **Media including Social Media** - for supporting free, fair, independent, inclusive, informed, ethical, participative, vigilante, event-free elections
3. **Manpower Management** - Advance auditing and timely deployment of the manpower requirements for the various electoral tasks
4. **Capacity Building of Manpower** – standardized, high quality and need- based training
5. **Manpower Deployment Planning** – Advanced and effective Deployment Planning in complete confidentiality and with elements of surprise (such as randomization)
6. **Motivation and Welfare of Manpower Deployed (including Police Force)** - For high moral and maximum work satisfaction
7. **Communication Plan** – Robust and thoroughly tested communication plan (such as SAT phones, wireless etc.)
8. **Complaint Management System** - Active Call Centres and Control Room, which deals with IFSC within stipulated timeframe
9. **Inter-State Cluster for Sharing of State Police Manpower** - For sharing of State police manpower in a pre-determined manner

The present compilation seeks to encapsulate the essence of all existing instructions of the Commission in a single comprehensive document for practical usage by election officials. The detailing of each category of these measures is designed to be helpful in planning and implementing these measures for the successful conduct of elections.

## CHAPTER II TECHNOLOGY

Technology is an effective tool for monitoring election process. Its role as a force multiplier and non-CAPF measure cannot be overemphasized. It complements/supplements the role of CAPF for ensuring free, fair and peaceful elections.

Considering the limitation on availability of Central Armed Police Forces (CAPFs), it has already been decided that critical polling stations shall, at least, be covered by one or more of the following non-CAPF measures to keep a watch on the polling process, viz. micro-observers, video cameras, CCTV, or webcasting. However, even at those polling stations where CAPF is deployed, the above measures can be put in place to keep a watch on the polling process. In order to ensure proper safety and security of EVMs/VVPATs, it has also been decided that the EVM Warehouse/Strong Room should have round the clock CCTV coverage and the vehicles carrying EVMs/VVPATs should have GPS tracking. SMS monitoring system can be used for getting updates on the various milestones on pre-poll day and poll day.



Various methods for utilization of technology as a non-CAPF Force Multiplier – An Overview

cVIGIL App is used for reporting model code of conduct (MCC)/ expenditure violations during the election period. In this way technology plays a vital role in monitoring election process. The details of various methods of utilization of technology as a non-CAPF force multiplier are as follows:

### 2.1 WEBCASTING

In view of the importance of Information Technology in bringing transparency and

efficiency in the conduct of elections it has been decided that the arrangements for webcasting shall be done in all critical polling stations and in all polling stations in vulnerable areas or at least in 50% of total polling stations including auxiliary polling stations, whichever is higher. Webcasting in polling stations is restricted for viewing only by the election machinery in keeping with the spirit of Rule 93(1) of the Conduct of Election Rules, 1961.

### **MEANING OF WEBCASTING:**

Webcasting simply means live streaming of video on the internet. It is a process where entire poll day proceedings of polling stations are captured as a video file and streamed live for viewing at selected locations (viz. ECI/CEO office/DEO office/RO office/Control Room). All that is needed is a video camera connected to the internet. Any video camera, including a webcam, camera connected to a computer/laptop, IP Camera, etc. capable of being connected to the internet can be used for webcasting.

### **OBJECTIVES OF WEBCASTING:**

The main objectives of ‘webcasting’ of the poll proceedings are:

- To view the poll proceedings in real time by the Election Commission of India, the Chief Electoral Officer, the District Electoral Officer, the Returning Officer and the viewing team at Control rooms.
- To effectively monitor the polling process and deter the trouble mongers and mischief makers; imbibe confidence in the mind of electorates; bring in transparency and impartiality in the polling process.

### **ARRANGEMENTS FOR WEBCASTING AT POLLING STATIONS:**

- a) The CEO/DEO can hire/outsource the work of webcasting to a service provider/agency/firm and fix the hiring charges/rates by following the financial procedure/rules of their State/UT. The agency/firm so hired should not be affiliated to any political party; should not be known sympathizer or supporter of any political party; should not have close relatives of any of the contesting candidates or leaders of any political party; and should not have been hired by any political party or contesting candidate.
- b) Alternatively, since many of the Polling Stations are located in Schools, the DEO can also utilize the internet connectivity provided there and borrow desktop or laptop computers from schools or Government offices or take on rent for a few days for use at the Polling Stations for webcasting. If internet connectivity is not available or inadequate then a temporary landline or mobile broadband connection can be taken in all such Polling Stations. If IP cameras or mobile devices with cameras and internet connection are available, they can be provided to Polling Stations for webcasting.

- c) Webcasting arrangements should be made as per technical specifications suggested by ECI. The State/District Nodal Officer for Computerization, Cyber Security and IT along with IT teams of CEO/DEO office should ensure that the webcasting arrangements are properly made and there is uninterrupted live streaming of poll proceedings on poll day and during dry run on P-1 day as per ECI guidelines. Control rooms should also be set up well in advance for viewing live streaming on poll day.
- d) While identifying polling stations for webcasting the CEO/DEO/RO should take into account all critical polling stations and all polling stations in vulnerable areas, previous history of booth capturing and other malpractices, the general law and order situation, the likelihood of commission of corrupt practices and electoral offences, availability of internet connectivity and other related factors.

**REQUIREMENT OF STAFF AND TRAINING FOR WEBCASTING:**

- i. In the CEO office – The IT team of the CEO office should make arrangements for viewing the live feed on poll day in CEO’s office well in advance and should train the team of the DEOs for webcasting and control room viewing.
- j. In DEO office/RO office – Depending on the number of polling stations from which webcasting is planned, one or more IT personnel will be needed in the office of DEO/RO. For this purpose, IT manpower available in Government offices in the district should be borrowed and trained in advance.
- k. In the Polling Stations – Presiding Officers and Polling Officers of the Polling stations where webcasting is planned should be trained in webcasting. In case webcasting arrangements are being done through a private agency then this additional polling officer may not be required as in that case the hired agency provides the required technical support. The IT team of CEO/DEO/RO office shall monitor the technical support provided by hired agency.

**PLACEMENT OF THE CAMERA USED FOR WEBCASTING IN POLLING STATIONS DURING POLL DAY AND POLL PROCESS:**

- a) It should be ensured that the camera is placed at sufficient height, say, 7-8 ft. above the ground, on a stable & sturdy platform or on a wall mounted stand and kept in fixed position.
- b) The position of the camera should be such that a broad view of the following aspects of elections (poll) proceeding are clearly captured and transmitted:
  - c) Process of Identification of voter by Polling Officer;
  - d) Application of indelible ink on the finger of voter;
  - e) Initialization of Control Unit of EVM by Presiding Polling Officer after satisfactory identification of voter;

- f) Voter's visit to voting compartment for casting voter on the balloting unit of EVM, but without showing cover face of Ballot Unit so that voter's secrecy is preserved under all conditions.
- g) Presence of Polling Agents to the possible extent.
- h) At the time of closing of poll, distribution of slips/tokens to the voters in queue.
- i) Sealing of EVM (BU/CU), VVPAT if used and giving copies of form 17-C to polling agents.
- j) The web-camera/laptop should be set at the polling station on the P-1 day and a dry run of the webcasting should be done under the supervision of Returning Officer (RO). The name and number of Polling Stations along with date of poll should be pasted at such a place so that the camera view will always display it throughout. The Booth Level Officer and the Sector Officer concerned should give polling station-wise certificate to the Returning Officer that webcasting arrangements have been made as specified above and are functioning properly. On the basis of above certificates, the District Election Officer shall furnish a consolidated report to the Chief Electoral Officer for onward submission to the Commission.
- k) The RO shall prepare signage of size "30 inch by 18 inch" with colour scheme of black letters on fluorescent yellow background, having the following text – "YOU ARE UNDER WEB-CAMERA/CCTV SURVIELLANCE". These signages shall be displayed prominently at multiple locations, inside and outside the polling booth.
- l) It must be ensured that in the framework used for webcasting, advertisement of any kind is not displayed.

### **RECORDING OF VIDEO IN CASE OF WEBCASTING:**

In all cases where webcasting is done, the video of the entire day's proceedings must be recorded. In all cases where webcasting is done, the video of entire day's proceedings must be recorded in the control room of the DEO and nowhere else. DEO shall be the custodian of the record so created. The recorded footage of the relevant period should be made available to the RO for viewing at the time of scrutiny on the next day after the poll in case of any complaint with respect to that polling station.

### **2.2 VIDEO CAMERAS AND DIGITAL CAMERAS:**

In order to have a record of the violations of the election law and standing instructions of the Commission; and to assess the impact of its corrective measures; the Returning Officer of each constituency shall make arrangements to record through videography, the critical events during the process of electioneering; including but not restricted to the period of public campaign, the day of poll, the transport and receipt of polled ballot boxes/EVMs and other materials, counting of votes and the declaration of results.

The Returning Officer shall, while programming the itinerary of the video teams, take into account the number of electors, the size of the constituency, the number of sensitive polling stations, previous history of booth capturing and other malpractices, the general law and order situation, the likelihood of commission of corrupt practices and electoral offences and other related factors.

On the basis of his assessment, the Returning Officer should decide the number of video teams needed, taking into account the factors mentioned above. The Commission has not prescribed any maximum or minimum number of video teams for an Assembly Constituency/Parliamentary Constituency and has left it to the discretion of the Returning Officer.

Video cameras shall be used at as many Polling Stations as possible to keep a watch on the proceedings. Digital cameras shall be used at all those polling stations, where Micro-observers, video cameras or webcasting is not being used.

#### **INVENTORY OF CAMERAS / VIDEOGRAPHERS / PHOTOGRAPHERS:**

- i. DEO shall prepare an inventory of all video and still cameras, as well as videographers/photographers available in the district/ Government Departments.
- ii. In addition, DEO shall also hire video and still cameras from the market and shall fix the hiring charges, based on prevailing market rates. Private videographers or photographers hired by the DEO should not belong to any political party; should not be known sympathizers or supporters or close relatives of any of the contesting candidates or leaders of any political party; and should not have been hired by any political party or contesting candidate.
- iii. In case there is a shortage of video or still cameras in any district, they shall be taken from the neighboring district; and the Divisional Commissioner or the CEO will facilitate such sharing of video cameras between districts.

#### **TRAINING OF VIDEOGRAPHERS/PHOTOGRAPHERS:**

Videographers/ photographers should be trained by the Returning Officer on how videography/photography should be done and what event must be covered. The videographers/photographers must be told that the principle behind the scheme is to record critical events which are likely to vitiate the poll and not to just videotape or photograph in a routine manner only to fill the cassette or camera memory.

#### **WHAT SHOULD BE RECORDED BY CAMERA BEFORE POLL DAY:**

- a) Meetings addressed / attended by Ministers, top national / State level leaders of recognized parties and star campaigners of polling parties.
- b) Riots or riotous situations or commotions, brick batting, free-for-all etc.
- c) Violent incidents, damaging of property, looting, arson, brandishing of arms etc.

- d) Intimidation of voters.
- e) Inducement / bribing of voters by distribution of items like saree, dhoti, blankets etc.
- f) Vulgar display of expenditure like huge cut outs etc.
- g) Movement and activities of candidates with doubtful / criminal records.
- h) Important events such as nomination, scrutiny and withdrawal of candidatures.
- i) Preparations of EVMs by Returning Officer.
- j) Enforcement of Election Expenditure monitoring guidelines.

All video and digital photography should be done with date and time recording so that the real time and date can be verified.

**WHAT SHOULD AND SHOULD NOT BE RECORDED BY CAMERA ON THE DAY OF POLL:**

Following should be recorded on the poll day:

- a) Attempts of intimidation of voters.
- b) Attempts of inducement / bribing of voters.
- c) Canvassing within 100 meters of polling stations.
- d) Booth Capturing
- e) Positioning of voting compartment and placement of EVM in the voting compartment (before commencement of poll).
- f) Assured Minimum Facilities (AMF) at the polling station.
- g) Presence of polling agents
- h) Mock Poll and completion of declaration by Presiding Officer.
- i) Clearance and sealing of ballot slips generated during mock poll from VVPAT where used.
- j) Clearing of Mock poll.
- k) Sealing of EVMs. Signing by polling agents on the seals of EVMs.
- l) Process of identification of voters.
- m) Application of indelible ink.
- n) Voters in queues.



- o) The length of queue at the time fixed for close of poll and distribution of slips to voters in the queue.
- p) Any dispute of any nature at the polling Station.
- q) Visit by Sector Officers, Observers and other electoral functionaries or any important person including the candidates.
- r) Replacement of EVM, if any and conduct of mock poll and new EVM.
- s) Any untoward incident at the Polling Stations. Following should not be recorded on the poll day:
  - a) It must be ensured that secrecy of voting is not violated by the camera in any manner.
  - b) Under no circumstances recording of votes by the electors in the voting compartments should be captured by the camera.

All video and photography should be done with date and time recording so that the real time and date can be verified.

**WHAT SHOULD BE RECORDED ON CAMERA AFTER THE POLL PROCESS IS OVER:**

- a) Closure and sealing of strong room after deposit of EVMs therein.
- b) Opening of strong rooms before taking out the EVMs for counting.
- c) Counting process.

**FOOD FOR VIDEOGRAPHERS/PHOTOGRAPHERS:**

Food shall be provided to videographers and it shall be ensured that the videographers/photographers do not accept the hospitality of any contesting candidate or political party or their workers. All video teams should be under the personal supervision and guidance of a senior election officer.

**RETENTION OF VIDEO/STILL PHOTO RECORDING:**

The recording made by CCTV, video and still cameras shall be kept in video tapes, CDs, Pen drives or other storage devices in the safe custody of District Election Officer. These recordings shall be retained till the period of filing of Election Petitions is over; and in case an election petition is filed, then till the final disposal of the Election Petition. (Pl see Commission's latest instructions issued in the matter)

**VIDEO RECORDING/ PHOTOGRAPHS TO BE SCRUTINIZED AND VIDEOGRAPHERS/ PHOTOGRAPHERS TO BE AVAILABLE AT THE TIME OF SCRUTINY:**

If videography / photography has been done at a Polling Station, it shall be viewed by



the RO and Observer at the time of scrutiny, in case of any complaint with respect to that Polling Station. Videographers/ photographers shall remain available at the time of scrutiny so that the RO and Observer can seek any clarification, if they feel it necessary.

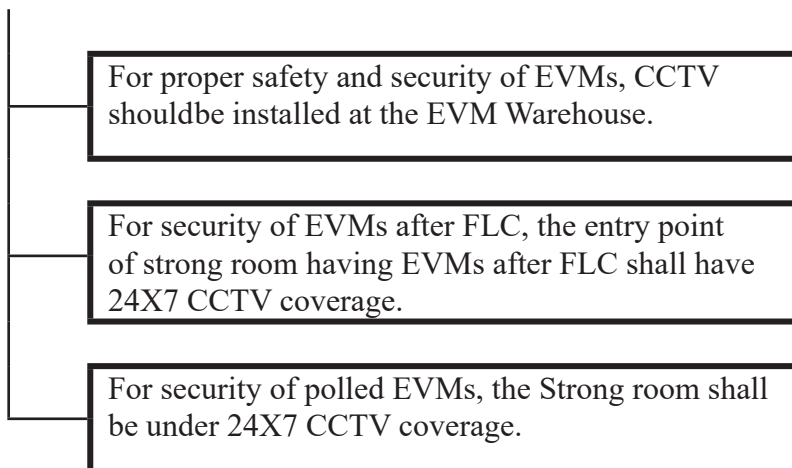
### 2.3 CCTV

CCTV can be used as a very effective tool, particularly in the vulnerable areas, where threat perception or rate of breach of election laws is historically very high. CCTV cameras should also be used by Police at ‘Nakas’ to keep watch on checking done. While using the CCTV as a Non-CAPF measure, it must be ensured that all the instructions/parameters mentioned above for the use of Video and still cameras are to be, ad seriatum, scrupulously followed in the case of CCTV coverage also.

CCTV coverage of checking done by Flying Squads/Static Surveillance Teams:

- All the vehicles used by the Flying Squads shall be fitted with the CCTV cameras/ webcams or shall have video cameras (keeping in view the availability and economic viability) for recording the interception made by the Flying Squads.
- The entire process of checking by Static Surveillance Teams, at check posts set up at Expenditure Sensitive pockets/hamlets, to keep watch on movement of illicit liquor, items of bribe, or large amount of cash, arms and ammunition and also movement of antisocial elements in their area, shall be captured in video or CCTV.

#### CCTV coverage for safety and security of EVMs:



#### Storage and retention of photo/webcasting/CCTV/videography data:

Following directions shall be ensured in respect of storage and retention of photo/webcasting/CCTV/videography data-

- (a) The webcasting data and videography data/ photography inside the Polling Stations produced in compliance with the orders of the Commission shall form a part of the record of the concerned election under Rule 93(1) Conduct of Election Rules 1961 and stored with due precautions for its safety. The recording shall be kept in CDs or other suitable storage devices, properly sealed and indexed for easy retrieval, in the safe custody of District Election Officers, as in the case of all other election related records. The DEO will ensure that there is no leakage and data theft.
- (b) Data as above shall be kept in the trunk in the Strong Room, designated for documents different from EVM/VVPAT Strong Rooms, where all the statutory documents relating to that election have been stored. CD/ storage device of video recordings shall be indexed with a uniform code number in the following standard formulation: State/ District/AC/Date of recording/location/Gist of event recorded. This data shall be retained for a period of one year and destroyed thereafter, under Rule 94(b) Conduct of Election Rules 1961.
- (c) A copy of the data shall be kept in the secured custody of DEO concerned for use during scrutiny process, if required. The copy shall be destroyed after the completion of the scrutiny process.
- (d) The locking seal of CDs shall remain intact, so that contents cannot be copied to another CD possible. Before consigning the CD for storage, it shall be covered with tape to prevent accidental erasure, editing, or manipulation. etc. Similar precaution shall be taken for other types of storage device, if used.
- (e) The recordings of various stages of election process (not related to the Polling Stations) like nomination of candidates, scrutiny, withdrawal of candidature etc. by videography/CCTV shall be kept in the safe custody of the DEO till the expiry of 45 days from the date of declaration of result of the election concerned.
- (f) The video recordings of election campaign activities of candidates and political parties made by the election expenditure monitoring teams, FSTs, SSTs etc., shall be kept in safe custody of DEOs till the expiry of 8 months from the declaration of the result of the election.
- (g) On receipt of an application for copies of the data/ record or to inspect such data/ record, within 45 days of the declaration of the election result in case of (e) above, and within 8 months of the declaration of the election result in case of (f) above, following facilitation shall be permitted:

Copies of still photo or video recording should be given on demand, free of cost to candidates and on due payment of a fee of Rs 300/- per CD/ storage device (exclusive of cost of CD/storage devices) to any other person.

Inspection may be allowed as per follows:

The video CDs/ storage devices will be made available for inspection in the office of the District Election Officer or Chief Electoral Officer, as the case may be.

No guarantee for authenticity and veracity of the contents of the CDs/storage devices will be undertaken under any circumstances and these will be made available on 'as is' basis.

Effective supervision by officials shall be ensured to avoid removal of any footage or damage or mutilation of the CD/ storage device. Simultaneous inspection by a large number of persons shall not be allowed.

On expiry of the prescribed period of 45 days or 8 months, as the case may be, it should be ascertained whether any election petition or any other petition/complaint etc. has been filed in respect of the election concerned or pertaining to electoral offence etc., in which video recording could be relevant. In case no Election petition or any other petition etc., is pending, the recording should be destroyed after following the usual procedure prescribed for the purpose.

If there is any election petition filed in respect of the election or any other petition etc. in any competent court in respect of which the data mentioned at (e) and (f) would be relevant, then such data shall be retained in safe custody of DEO till the disposal of such matter.

## **2.4 SMS MONITORING SYSTEM**

- i. SMS based poll Management System can be used for getting updates on the various milestones on pre-poll day and poll day.
- ii. It requires the Presiding Officer/BLO (attached to a polling station)/Sector Officer to send pre- formatted SMS messages of critical events/milestones/poll day activities at pre-scheduled timings, from his mobile phone to the Central Server in the CEO/DEO/RO's office.
- iii. An indicative schedule and type of messages to be sent are as follows:

S.No.	Milestones	When to send SMS
1.	Phone number validation on server	Before dispatch of Polling Party.
2.	Polling Party Reached	The instant Polling Party reaches the PS on the previous day of the Poll Day.
3.	Presence of- (a) Polling Agents, (b) CAPF, (c) Micro-Observers, (d) Digital Camera/ Video Camera	Before the commencement of Mock Poll (on Poll day)

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4	Mock Poll conducted	Before the commencement of Poll and after completion of mock poll (on Poll day)
5.	Poll Started	Instant Poll Started
6.	Poll Interrupted/ Resumed	Instant Poll Interrupted/ Resumed on Poll day.
7.	EVM issues	Instantly
8.	EVM replacement, if any	Instantly
9.	Two Hourly/ Final Vote Cast Reporting	2 Hourly report from 9 AM on Poll day/Instant Poll closed.
10.	Number of voters remaining in the queue at the hour fixed for close of polls	At the hour fixed for close of polls
11.	Poll Closed	Instant Poll Closed
12.	Polling Party Departed	Instant Polling Party departed.

- iv. The concerned officials should be provided SIM cards with a no. from a series of nos. dedicated by BSNL/Service providers. They should preferably be equipped with a cell phone (GSM cell). Formatted Messages would be sent by them to a particular number. Messages would be directly pooled in the Central Server located in the CEO/DEO/RO's office.
- v. A team of 4 to 5 persons (Programmers / Asst. Programmers) dedicated in the CEO/DEO/RO's office should moderate manually the incomplete or wrong messages.
- vi. The concerned officials should be properly trained on how to use the standard formatted messages. They may be given a small card (wallet size) in advance with the standard formatted messages for their reference on pre-poll and poll day. The format and syntax of the SMS messages may be suitably designed so that the message received by the system through the GSM modem could be automatically interpreted and up-dated into the database and made available to all the stakeholders for monitoring the Polling Stations on line. The following standardized syntax may be adopted:

Milestones	SMS Syntax
Phone No. Validation	P[PC NO]A[AC No]P[PS NO]PV e.g. P1A8P15PV
Polling Party Reached	P[PC NO]A[AC NO]P[PS NO]PR e.g. P1A8P15PR

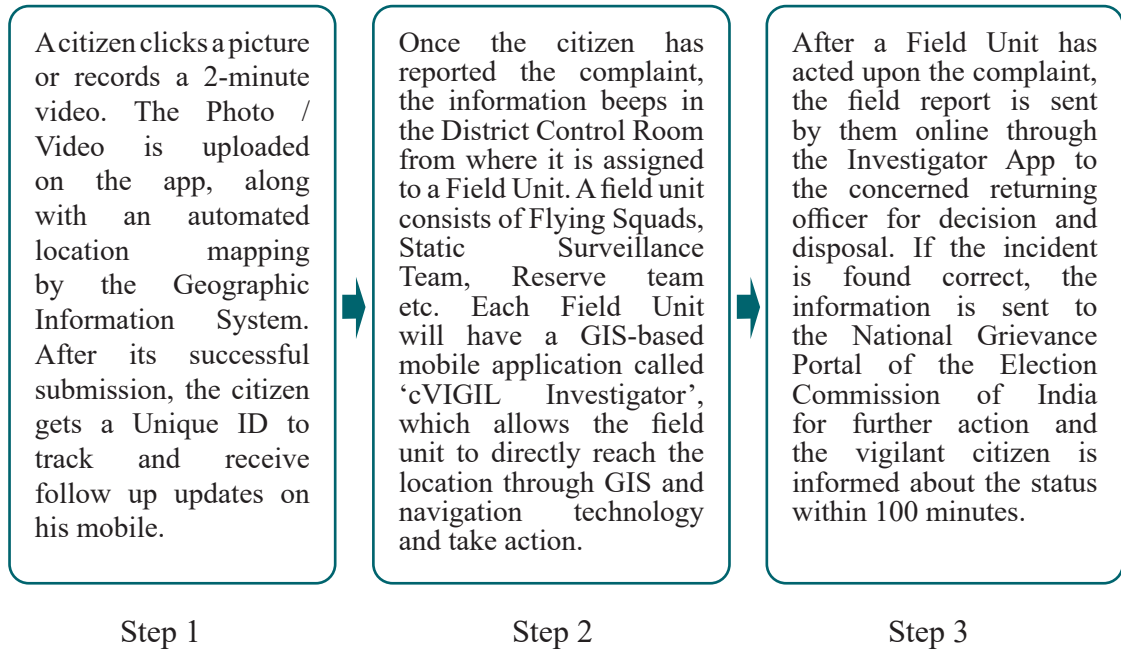
Polling Agents, CAPF, Micro-Observer, Digital Camera, Video Camera	P[PC NO]A[AC NO]P[PS NO]PA[No. of polling Agent]C[CAPF Y/N]M[Micro-observer Y/N] D[Digital Camera Y/N] [Video Camera Y/N]
Mock Poll Conducted	P[PC NO]A[AC NO]P[PS NO]MC
Poll Started	P[PC NO]A[AC NO]P[PS NO]PS
Poll Interrupted / Resumed	P[PC NO]A[AC NO]P[PS NO]PI P[PC NO] A[AC NO]P[PS NO]PR
Hourly/ Final Vote Cast	P[PC NO]A[AC NO]P[PS NO]VC800 P[PC NO]A[AC NO]P[PS NO] M470VF430
Poll Closed	P[PC NO]A[AC NO]P[PS NO]PC
Polling Party Departed	P[PC NO]A[AC NO]P[PS NO]PD

- vii. SMPP Port (Short Message Peer to Peer Port) would be the interface between the Mobile phone and the Server.
- viii. For implementation of the SMS based Poll Monitoring System, a licensed software is to be obtained and there should be proper network coverage in PSs.
- ix. In shadow areas, other alternative arrangements for communication have to be made [like furnishing information through a runner/ landline phone / mobile phone from the nearest place having network coverage]
- x. Orders for SIM cards have to be placed in advance with BSNL/Service providers, after ascertaining the network coverage at the polling station locations and determining no. of officials to be provided SIM cards. The CEO/DEO is to bear SIM cards charges.
- xi. The threshold limit for mobile phones could be fixed in advance. The officials should be strictly instructed to not make unnecessary calls prior to the poll day lest they exhaust the amount.
- xii. SIM card numbers are to be incorporated in the Communication Plan once the no. have been allotted.

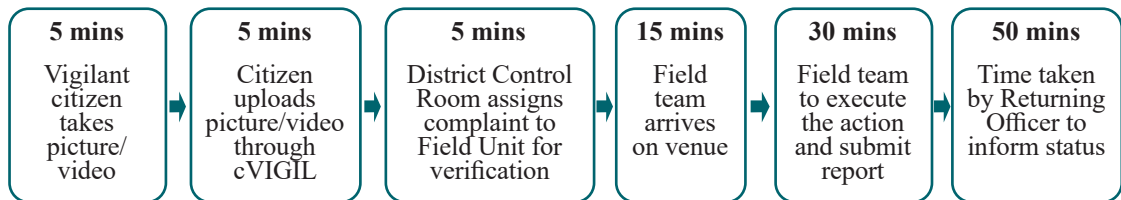
## 2.5 **cVIGIL APP**

*cVIGIL* is an online application for citizens to report model code of conduct (MCC)/ expenditure violations during the election period. It allows vigilant citizens to give live reports on incidents of MCC/ expenditure violation within minutes of having witnessed them. They don't have to rush any more to the office of the returning officer in their assembly constituency. All that one has to do is simply click a picture or record a video, describe the activity and upload it through mobile application. This will enable the flying squads to reach the spot in a matter of few minutes. The application only allows Live Photo/ video with auto location capture from within

the app to ensure digital evidence for flying squads to act upon in a time-bound manner. The application connects the vigilant citizen with District Control Room, Returning Officer and Field Verification Unit (Flying Squads / Static Surveillance Teams) thereby, creating a rapid and accurate reporting, action and monitoring system.



Timeline of Status in 100 minutes is as given below:



## 2.6 GPS TRACKING

To ensure end-to-end security protocol for any transportation of EVMs/VVPATs from one place to another (i.e. from factory to States, Inter-State, Intra-State etc), it has been decided that vehicles with GPS tracking only should be used for movement of EVM/VVPAT. GPS tracking of vehicles shall be monitored on daily basis by the District Election Officers and randomly monitored by the Chief Electoral Officers.

Further, in order to streamline the handling of reserve EVMs/VVPATs carried by Sector Officers for need-based replacement on the poll day, it has been decided that:

- a) The end-to-end movement of all Reserve EVMs and VVPATs shall be carefully monitored at all times, for which all Sector Officers' vehicles with Reserve

EVMs and VVPATs shall mandatorily be fitted with GPS tracking.

- b) There shall be a real time tracking and monitoring of the movement of EVMs and VVPATs through the GPS-enabled/Mobile App based GPS tracking used in the vehicles carrying EVMs and VVPATs. For this purpose, an 'EVM Control Room' shall be set up at DEO as well as CEO level, wherein the movement of EVMs and VVPATs shall be monitored and tracked through GPS Monitors and other related IT infrastructure/applications.
- c) Adequate personnel will be deployed in the 'EVM Control Room' on shift basis for round- the clock monitoring of EVM/VVPAT movement in the State/ UT concerned.
- d) DEO shall notify the registration number and details of all vehicles carrying Reserve EVMs/VVPATs along with the name of the Sector officer to all political parties and Observers in the district.
- e) DEO shall be responsible for the effective end-to-end GPS based tracking and monitoring of EVM and VVPAT movement in the district, including the reserve EVMs and VVPATs.

Do's and Don'ts for Sector Officer carrying reserve EVM/VVPAT in his vehicle on poll day:

- Sector Officer shall not remove the EVM and VVPATs from the authorized vehicles except where required for election purpose or for safe storage at designated places.
- Sector Officer should not take the vehicle carrying reserve EVM/VVPAT outside the area/route assigned to him except where required for election purpose or for safe storage at designated places.
- Sector Officer shall not accept the hospitality of any contesting candidate or political party or their workers.
- Sector Officer shall deposit the reserve EVMs/VVPATs at the reception centre after close of poll on the same day.

For keeping vigil over excessive campaign expenses, distribution of items of bribe in cash or in kind, movement of illegal arms, ammunition, liquor, or antisocial elements etc. in the constituency during election process, all the vehicles, used by SSTs and FSs may be fitted with GPRS enabled tracking unit so that timely action by the teams can be monitored.



## CHAPTER III

### COMMUNICATION PLAN

#### 3.1 GENERAL PROVISIONS

- 3.1.1 Election process involves contribution of multiple stakeholders. For the election process to be smooth, effective and efficient, coordination amongst all the stakeholders is essential. To achieve effective coordination, a clear, comprehensive yet simple communication plan is inevitable. Communication plans should be meticulously prepared so that the channels of communication are clear to all the stakeholders. Communication plans at State level and District level are indispensable parts of SEMP and DEMP respectively.
- 3.1.2 A Nodal Officer should be appointed at the State and District level for framing the communication plan and ensuring its effective implementation. Updating of correct information, planning infrastructure requirements, training the stakeholders in following the plan, equipping the control room and following up of prompt, timely flow of information across the channels are essential features of a good communication plan.
- 3.1.3 Communication flows in the form of directions and instructions from the top and in the form of reports and requests from the bottom. Important information regarding the election processes should be presented in the prescribed statutory formats as defined in relevant manuals and instructions given by ECI from time to time. For regular monitoring of the election processes, reports need to be shared between the stakeholders, in simple and clear formats developed for the purposes.
- 3.1.4 It is necessary to prepare an updated database by obtaining telephone numbers/mobile numbers, e-mails, etc. of all the stakeholders while preparing the plan. A handy pocket telephone directory or booklet of contact details of relevant stakeholders may be made available to all the concerned. There should be a clear mention of who can contact whom, how to contact. Channels should be clearly defined so that unnecessary clogging of the network on poll day is avoided.
- 3.1.5 In remote or hilly regions, it is necessary to identify shadow areas and grey areas well in advance, so that alternative means of communication like satellite phone, wireless, walkie-talkie can be arranged in all such areas. For this purpose, infrastructure and expertise of Police and Forest Department shall be effectively used. Meeting with BSNL and other private service providers have to be done to effectively map areas that have mobile connectivity, internet connectivity and areas of no connectivity.



- 3.1.6 It is also necessary to define when and to whom the information is to be made available as per instructions of ECI. Along with this, it will be necessary to clearly train the stakeholders regarding the formats. Control rooms should be important pivots in the entire flow of various communication. All the staff who are posted in control room must be trained continuously.
- 3.1.7 Observers are posted by ECI to observe if all the election processes are in compliance with the instructions of ECI. CEO, DEO and RO must ensure continuous and clear communication of all important aspects to the Observers. Various Nodal Officers for specific tasks of the election processes have to be thoroughly trained about the various laws, rules and instructions of ECI. The formats of reporting have to be familiarized at the outset. Continuous flow of communication to all the concerned officers through the nodal officers and from the nodal officers to RO, DEO, CEO and through CEO to ECI has to be efficiently done to comply with directions of ECI.
- 3.1.8 Polling parties must be trained to send timely reports as directed by ECI in the prescribed formats through the prescribed modes of communication. They have to be trained in good communication practices especially when dealing with PwD, elderly voters.
- 3.1.9 For communicating with media, spokespersons have to be authorized at State, District and constituency levels. Press conferences have to be organized on important events like election announcements, etc., Media briefings have to be done regularly by the authorized spokespersons so that only right information is disseminated through media to the public. Press notes have to be regularly and promptly given whenever required to ensure sufficient and right flow of information.
- 3.1.10 Communication with political parties have to be regularly done to ensure smooth cooperation of parties, redressal of grievances to enable fair processes and educate them about various instructions issued by ECI. Any grievance raised by political parties or candidates or their authorized agents has to be promptly taken up and decisions as per law have to be clearly communicated to them to ensure the faith on the fairness of the processes.
- 3.1.11 Communication with voters, who are the most important stakeholders in the election process has to be frequent in simple and easily understandable manner. Various facilities provided by ECI to empower active voter participation like cVIGIL, etc have to be propagated through innovative SVEEP activities. Grievances of citizens have to be promptly redressed through helpline numbers and apps. People dealing with voters' complaints and suggestions have to be sensitized with good communication behaviour.

Social media like Twitter, Facebook, Whatsapp, Instagram, Youtube and bulk SMS have to be rigorously used to connect with the voters. Special efforts need to be taken to communicate with the elderly, PwD, transgender voters to empower them to exercise their voting right.

### 3.2 LEVELS OF COMMUNICATIONS

1. National Level
2. State Level
3. District Level
4. Constituency Level
5. Polling Station Level

### 3.3 STAKEHOLDERS

	State Level	District Level
1.	Chief Electoral Officer (CEO)	District Election Officer (DEO)
2.	ECI State level Observer: <ul style="list-style-type: none"> <li>• Special Observer</li> <li>• Special Police Observer</li> </ul>	ECI Observer: <ul style="list-style-type: none"> <li>• General Observer</li> <li>• Police Observer</li> <li>• Expenditure Observer</li> </ul>
3.	Government Administration A. State Government: - <ul style="list-style-type: none"> <li>• Chief Secretary (CS)</li> <li>• Secretary Home</li> <li>• Director General of Police (DGP)</li> <li>• Excise Department</li> <li>• State Transport Corporation</li> <li>• Information and Public Relation Department</li> <li>• Health and Family welfare</li> <li>• Power Corporation</li> <li>• Drinking water Supply</li> <li>• Urban/ Rural Development Department</li> <li>• PWD</li> </ul>	Government Administration A. State Government: - <ul style="list-style-type: none"> <li>• Police Department (SSPs /SPs)</li> <li>• Excise Department</li> <li>• State Transport Corporation / RTO</li> <li>• Information and Public Relation Department</li> <li>• Health and Family welfare/ CMO</li> <li>• Power Corporation</li> <li>• Drinking water Supply</li> <li>• Urban/ Rural Development Department</li> <li>• PWD</li> </ul>

**MANUAL OF FORCE MULTIPLIERS AND CIVIL MEASURES**

3.	<p>B. Central Government Departments/Agencies at State Level: -</p> <ul style="list-style-type: none"> <li>• Income tax</li> <li>• GST</li> <li>• ED</li> <li>• Postal Department</li> <li>• Railway</li> <li>• Civil Aviation-AAI</li> <li>• BRO</li> <li>• GREF</li> <li>• NHAI</li> </ul>	<p>B. Central Government Departments/Agencies at State Level: -</p> <ul style="list-style-type: none"> <li>• Income tax</li> <li>• GST</li> <li>• ED</li> <li>• Postal Department</li> <li>• Railway</li> <li>• Civil Aviation-AAI</li> <li>• BRO</li> <li>• GREF</li> <li>• NHAI</li> </ul>
4.	<p><b>Nodal Officers</b></p> <ul style="list-style-type: none"> <li>• Nodal Officer, Manpower Management</li> <li>• Nodal Officer, Training Management</li> <li>• Nodal Officer, Material Management</li> <li>• Nodal Officer, Transport Management</li> <li>• Nodal Officer, Computerization, Cyber Security &amp; IT and Webcasting</li> <li>• Nodal Officer, SVEEP</li> <li>• Nodal Officer, Police, Law &amp; Order (L&amp;O) Vulnerability Mapping (VM) and Security Plan</li> <li>• Nodal Officer, EVMs Management</li> <li>• Nodal Officer, MCC</li> <li>• Nodal Officer, Expenditure Monitoring</li> <li>• Nodal Officer, ETPBS, Postal Ballot/ Ballot Papers</li> <li>• Nodal Officer, Media / MCMC</li> <li>• Nodal Officer, Communication Plan</li> <li>• Nodal Officer, Electoral Roll</li> <li>• Nodal Officer, Complaints Redressal &amp; Voter Helpline</li> <li>• Nodal Officer, Observer</li> </ul>	<p><b>Nodal Officers</b></p> <ul style="list-style-type: none"> <li>• Nodal Officer, Manpower Management</li> <li>• Nodal Officer, Training Management</li> <li>• Nodal Officer, Material Management</li> <li>• Nodal Officer, Transport Management</li> <li>• Nodal Officer, Computerization, Cyber Security &amp; IT and Webcasting</li> <li>• Nodal Officer, SVEEP</li> <li>• Nodal Officer, Police, Law &amp; Order (L&amp;O) Vulnerability Mapping (VM) and Security Plan</li> <li>• Nodal Officer, EVMs Management</li> <li>• Nodal Officer, MCC</li> <li>• Nodal Officer, Expenditure Monitoring</li> <li>• Nodal Officer, ETPBS, Postal Ballot/ Ballot Papers</li> <li>• Nodal Officer, Media / MCMC</li> <li>• Nodal Officer, Communication Plan</li> <li>• Nodal Officer, Electoral Roll</li> <li>• Nodal Officer, Complaints Redressal &amp; Voter Helpline</li> <li>• Nodal Officer, Observer</li> </ul>

## MANUAL OF FORCE MULTIPLIERS AND CIVIL MEASURES

5.	PSUs: BSNL, MTNL	PSUs: BSNL, MTNL
6.	Private (Mobile Service Provider): <ul style="list-style-type: none"> <li>• Airtel</li> <li>• Jio</li> <li>• Vodafone-Idea, etc.</li> </ul>	Private (Mobile Service Provider): <ul style="list-style-type: none"> <li>• Airtel</li> <li>• Jio</li> <li>• Vodafone-Idea, etc.</li> </ul>
7.	Media	Media
8.	Political Parties / Candidates	Political Parties / Candidates
9.	Citizen	Citizen
10.	Civil Society	Civil Society
11.	BEL/ECIL Officer/Engineers	BEL/ECIL Officer/Engineers

Assembly Constituency (AC) RO Level		Polling Station Level
1.	Returning/Assistant Returning Officer (RO/ARO)	Zonal Magistrate/ Zonal Officers
2.	ECI Observer: - <ul style="list-style-type: none"> <li>• General Observer</li> <li>• Police Observer</li> <li>• Expenditure Observer</li> </ul>	Sector Magistrate /Sector Officers
3.	Zonal Magistrate/ Zonal Officers	Presiding Officers
4.	Sector Magistrate /Sector Officers	All Polling Officers
5.	Political Parties/Contesting Candidate	All Security Personal
6.	Media	BLOs
7.	Electors	Nearest Communication mode
8.	Civil Society.	Nearest Police Stations / Chowki
9.	Expenditure Monitoring Teams: - <ul style="list-style-type: none"> <li>• Assistant Expenditure Observer (AEO)</li> <li>• Video Surveillance Teams (VST)</li> <li>• Video Viewing Team (VVT)</li> <li>• Accounting Team (AT)</li> <li>• Complaint Monitoring Control Room and Call Centre</li> <li>• MCMC and Paid News</li> <li>• Flying Squads (FS)</li> <li>• Static Surveillance Teams (SSTs)</li> <li>• Expenditure Monitoring Cell</li> </ul>	Voter Assistance Booth (VAB) / Help Desk.
10.	Polling Team for Absentee Voters	Electors
11.	BEL/ECIL Officer/Engineers	

### 3.4 COMMUNICATION NETWORK IS USED DURING THE ELECTION PERIOD FOR THE FOLLOWING PURPOSES:

**Pre-poll period** – This is the period when planning for polls takes place and communication network is required for the following tasks:

1. Information about physical status of polling stations – by Sector officers and District Revenue Officers to the District and State Level.
2. Information regarding available means of communicating the progress of poll to district control rooms on poll day from the polling stations.
3. Information regarding possible routes of transportation of polling parties to and from the polling stations.
4. Input on the status of polling area by the local police.
5. Sector Officers' assessment of Vulnerability of polling stations in his sector.
6. Draft plan for Deployment of Security Forces made polling station wise.
7. Tracking of election expenditure of candidates, movement of illicit liquor and cash and general law and order in the field.
8. Receipt of election related complaints, physical verification and redressal of the same.
9. Information regarding availability of human resources, to be deployed for various election related work.
10. Information on the dispatch of polling parties to polling stations and reached safely at respective polling station.
11. Information about Criminal Antecedents from recognized political Parties and Candidates also.

**Poll Day** – for conduct of elections reliable communication network is required for:

1. Reporting of mock poll and start of poll.
2. Reporting on polling percentage at regular intervals.
3. Reporting any emergency situation in the polling station – EVM breakdown, security threat, polling personnel welfare etc. and respond without delay.
4. Monitoring the Law and Order situation, throughout the day and taking appropriate security measures, wherever found necessary.
5. Monitoring election expenditure and compliance of MCC on poll day for reporting at appropriate levels.

**Post-poll period** – in the follow up of polling process a good communication network serves the following purposes:

1. Tracking the polling parties on their way back to the headquarters.
2. Reporting on the final status of men and material, after the completion of poll.
3. Sending statutory reports to the State and ECI, after the close of poll.
4. Monitoring and reporting of the status of strong rooms till still counting.

**Counting Day:** A secure and reliable communication system is required on the counting day for:

1. Reporting the results of counting as prescribed by ECI.
2. Reporting by Election Observers to ECI.
3. Tracking of the progress of counting in the counting halls.
4. Monitoring Law and Order situation on the counting day and taking appropriate measures.

### **3.5 THE FLOW OF INFORMATION THROUGH THE COMMUNICATION CHANNELS IS AS FOLLOWS:**

**In ascending order, upwards:**

- Statutory reports (LOR, MCC, Defacement of property, Expenditure monitoring, Nomination and Affidavits of Candidates, Result of counting of votes and Criminal Antecedent etc.)
- Deployment plans (Polling personnel/ Security Personnel), Transportation plans, Training plans, Postal Ballot plan for Absentee Voters (80+ Senior Citizen, PwD and Essential Service), Counting plans etc.
- Analytical reports (Vulnerability, Criticality and physical condition of polling stations, Shadow- Gray area),
- Daily reports (permission granted for rallies, meetings, election vehicles, loudspeakers etc., EPIC distribution, Voter Information slip distribution etc.).
- Compliance reports (FLC, commissioning of EVMs, meetings with Political Parties and Contesting Candidates etc.) Poll day reporting

**In descending order, downwards:**

Instructions, directions, notifications etc.

**Use of ENCORE application for flow of information:**

CANDIDATE NOMINATION	<ul style="list-style-type: none"> <li>Digitization of nomination form to create database of candidate that used in various election process.</li> </ul>
AFFIDAVIT PORTAL	<ul style="list-style-type: none"> <li>This allows citizen to view the complete list of Candidates Nominations who have applied for the election and their affidavits.</li> </ul>
CANDIDATE SCRUTINY AND FINALIZATION	<ul style="list-style-type: none"> <li>Process of marking nomination as Accepted / Rejected / Withdrawn and finalization of Form 7</li> </ul>
ELECTION PERMISSION	<ul style="list-style-type: none"> <li>Permission module allows the Candidate, Political Parties or any representatives of the candidate to apply for the permission.</li> </ul>
VOTER TURNOUT	<ul style="list-style-type: none"> <li>Poll day activity performed by RO's to provide 2 hourly report of voter turnout in different slots.</li> </ul>
ELECTION COUNTING	<ul style="list-style-type: none"> <li>Application is being used to capture data entry round wise for counting and result dissemination.</li> </ul>
EXPENDITURE MONITORING	<ul style="list-style-type: none"> <li>The online application of expenditure provides for capturing of expense by candidate over public meeting, posters, banners, vehicle and ceiling for candidate expenditure,.</li> </ul>
INDEX CARD	<ul style="list-style-type: none"> <li>This enables RO's to fill the index card online after counting that contains each details of elections since election declaration to result.</li> </ul>

**3.6 POLL DAY COMMUNICATION**

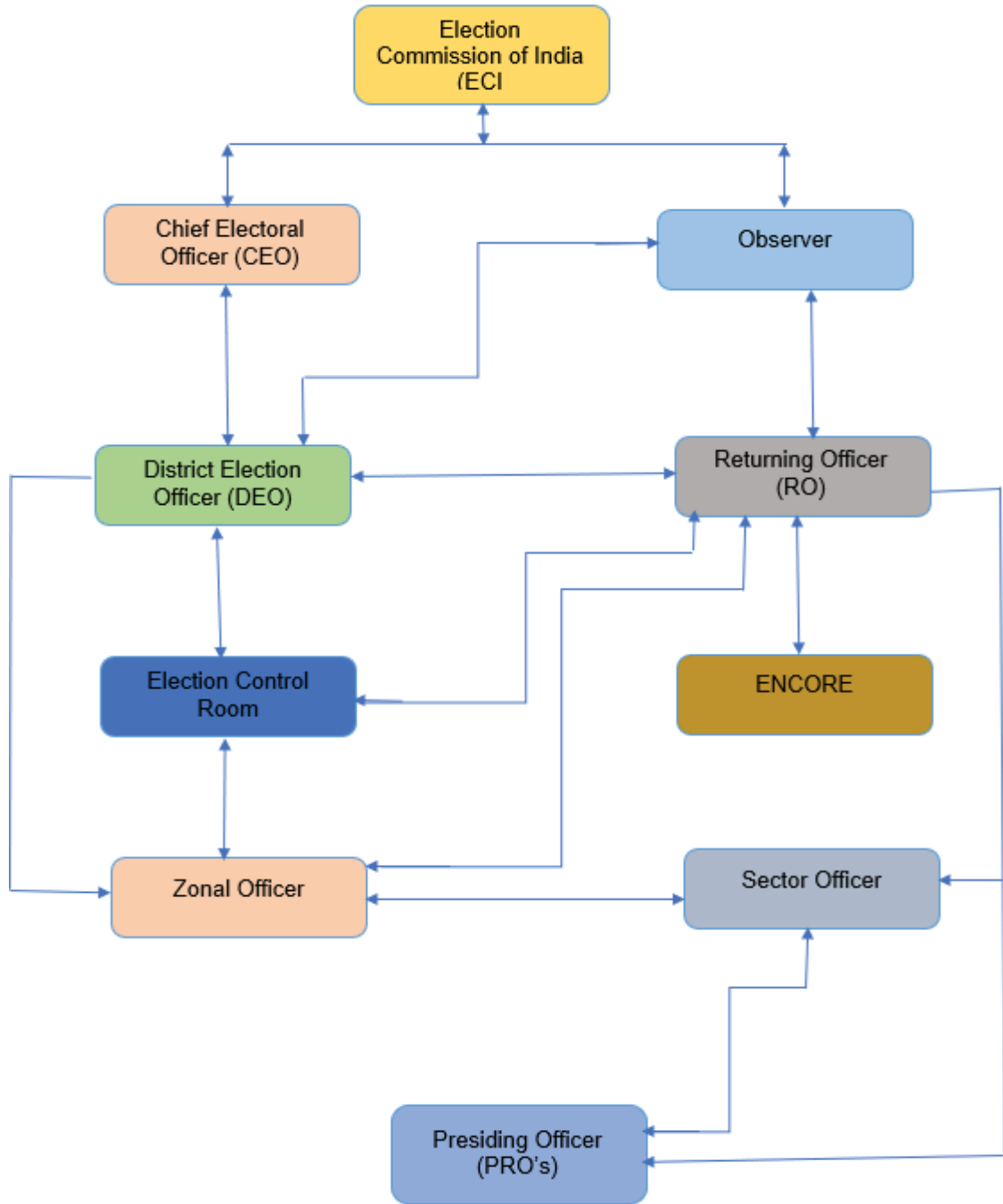
Officer	Task	Medium	Communication given to
Presiding Officer	<ol style="list-style-type: none"> <li>Arrival of polling party at polling Station.</li> <li>Mock Poll starts</li> <li>EVM replacement during mock poll, if any</li> <li>After Completion of Mock Poll Actual Poll Start</li> <li>EVM replacement during actual poll, if any</li> <li>Two hourly voters turn out report.</li> <li>Poll conducted peacefully</li> <li>Final voter turnout report after close/end of poll.</li> <li>Departure from the polling station</li> <li>Reaching the collection centre</li> <li>Depositing polled EVMs and other sealed packets.</li> <li>Law and order situation.</li> </ol>	SMS & Phone Call	Sector officer

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Sector Officer	All as above	SMS & Phone Call	Zonal officer
Zonal Officer	All as above	SMS & Phone Call	Returning Officer & Election Control Room
Returning Officer & Election Control Room	All as above (Law & Order report will be sent to Observer and concerned SSP's / SP's also), RO must be updated various information time to time in ENCORE.	SMS & Phone Call / ENCORE	DEO
DEO	All as above	SMS, Phone Call & email etc.	CEO
CEO	All as above	SMS, Phone Call & email etc.	ECI
Returning Officer	<p>Performa for submission of the reports to the commission on the day of polling in ANNEXURE-44 (Latest RO Hand Book 2023)</p> <ul style="list-style-type: none"> <li>• At 1.00 PM on Poll Day</li> <li>• At 7.00 PM After close of poll, on poll day</li> <li>• At 7.00 AM next day of poll, (After all the polling parties reach the collection centre and scrutiny of the all Presiding Officers diary.</li> </ul>	Email/ Fax	DEO's CEO



POLL DAY COMMUNICATION FLOW CHART



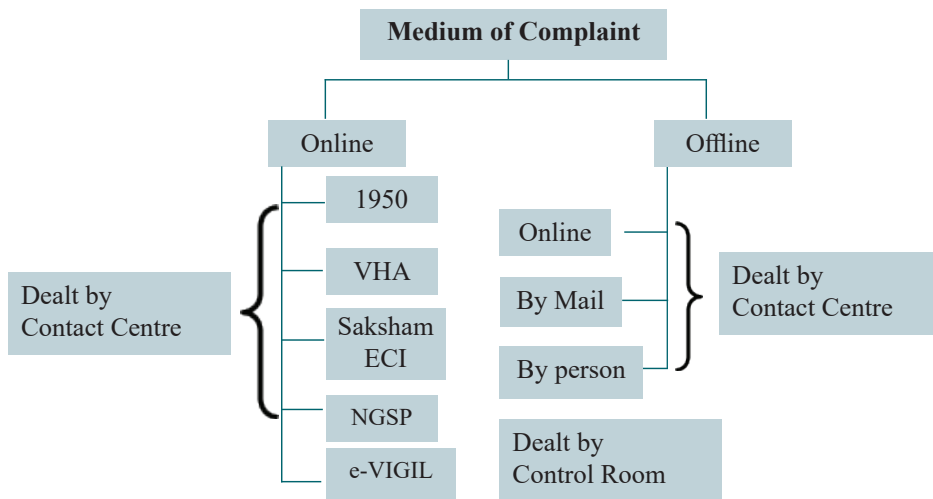
CHAPTER - IV

COMPLAINT MANAGEMENT SYSTEM

Public Complaints, if managed and resolved in time and with due protocol, may constitute a great ‘Soft Measure’ in the interest of free and fair elections. This may reduce poll-day hassles as well as minimize the deliberate political offences to the extent possible. For this, there is a strong need for a well-structured Complaint Management System (CMS). To achieve the same, the ECI has launched Voter Helpline-1950 on National Voters’ Day on 25th January, 2019 and in addition, many IT applications and platforms have been developed for filing online complaints and to speed up their redressal. The abovementioned aims are being achieved by establishment of –

- I. Active Contact Centre
- II. 24X7 Effective Control Room

Complaints may be received from any of the following medium-



4.1 ACTIVE CONTACT CENTRE

Active Contact Centres are established at ECI, CEO and DEO level which are known as National Contact Centre (NCoC), State Contact Centre (SCC) and District Contact Centre (DCC). These contact centres deal with information, feedbacks, suggestions and complaints received from online mode through 1950 helpline number, Voter Helpline App, Saksham-ECI and NGSP. The following are special cases regarding activeness of DCC-

- i. DCC shall start functioning from the date of draft publication to the date of final publication of electoral roll during the SSR.
- ii. DCC will also function from the date of commencement of the poll till the completion of polls.

- iii. DCC can also be functional during any other campaign during its launch, if the CEO feels the need of DCC.
- iv. Rest of the time when DCC is inactive, it may be ensured that all calls to 1950 are landed to SCC seamlessly.

#### **4.1.1 FIRST POINT OF CALL- 1950**

Toll Free Helpline number 1950 is the “first point of call” for all citizens looking for help in reference to electoral services. This caters to an effective grievance redressal mechanism, wherein a complainant can seek IFSC. These calls are received at fully equipped (Computers, Scanners/Printers, Internet connectivity of minimum 1MBPS etc.) contact centre. All calls are punched with complete details, like phone number, name and other relevant details by the soft skills trained DCC/SCC/NCC agent on the National Grievance Service Portal (NGSP). If the matter is related to a complaint, the DCC will give a Complaint ID to the complainant and if the mobile number is registered, an auto SMS shall be triggered to complainant by NGSP. Call logs are recorded for ensuring a transparent mechanism for 24X7 during Election period. Following categories of calls are maintained to monitor the quality of responses:

- I. Voter verification calls (which are confirmed through NVSP)
- II. Enquiries related to Polling Station details
- III. Enquiry about Elections
- IV. Enquiry about EVM
- V. Enquiry about Polling dates
- VI. Enquiry about cVIGIL
- VII. Enquiry on MCC
- VIII. Enquiry on status of form submission

#### **4.1.2 VOTER HELPLINE APP ( VHA)**

This application is available on both Google Play Store and iOS Store. Grievances and complaints can be submitted online through this portal. Registered member can login through his/her credentials and register a complaint of whatever nature related to registration in Electoral Rolls and violation of MCC during poll also. They have to describe the event and can upload attachments in the form of photo/video also. Various manuals including that of Model Code of Conduct and compendium of instructions thereof etc. are also available there. Complaints received through VHA and Saksham-ECI directly reach to NGRS portal for further processing.

### 4.1.3 SAKSHAM-ECI APP

Incorporating Saksham-ECI application allows the user to register themselves as persons with disability for accessing various facilities provided by ECI during poll. It also allows the user to register complaints as in Voter Helpline App.

### 4.1.4 NGSP (NATIONAL GRIEVANCE SERVICES PORTAL)

ECI provides NGSP (National Grievance Services Portal) to redress the complaints of the Citizens, Electors, Political Parties, Candidates, Media and Election officials at National, State and District level. It is seamless and integrated help desk- cum-call center-cum-single window system. The characteristics of NGSP can be summarized as follows-

Single Source of logging every call

Auto Escalation Defined ERO -> DEO -> CEO

ERO/ DEO/ CEO and ECI officials account created to handle all complaints

Deep Integration of NVSP and ERONET to find the status

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Category of Complaints and its time period for dispose of in NGSP is as follows-

Sub-Category- EPIC CARD		Time for disposal
1.	Delay in correction of particulars of EPIC card	30 days
2.	Aadhar Card Linking Disposition	30 days
3.	Application Form Rejection	30 days
4.	Delay in Generation of EPIC for Overseas New Electors	45 Days
5.	Delay in Generation of EPIC for New Electors	30 days
6.	Deletion of Name from Voter List	30 days
7.	Delay in Transfer of Name to Other Polling Station	30 days
8.	Name not available in Electoral Roll of CEO Website	15 Days
9.	Name not deleted from previous polling station even after shifting	15 days
10.	EPIC Card not Delivered	30 days
11.	Damaged EPIC Delivered	21 Days
12.	Complain against Fake Electors	72 Hours
13.	Delay in Generation of Duplicate EPIC	15 Days
15.	E-EPIC	15 Days
16.	Others	72 Hours

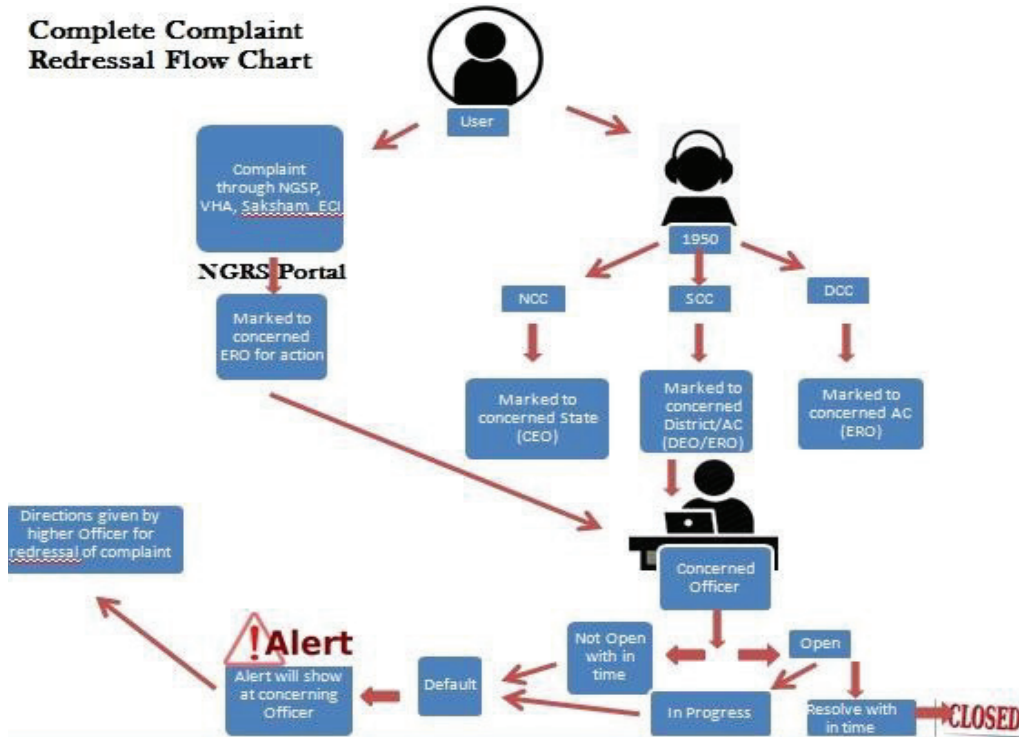
Like the abovementioned, one more sub-category is there for Political Party for which the dispose of time is 30 Days for all Complaints.

**NGRS portal and Complaint Redressal Flow** National Grievance Redressal Service portal provides a single interface for handling complaints by the Election officials. Complaints which are registered through contact center and other online medium show in two different headings-Complaints Received from Contact Center and General Public Complaint respectively as shown in the following screen shot of NGRS Portal-



All Electoral officers, DEO/ERO, CEO and ECI officials are part of the system. Issues are directly assigned to the respective user upon registration. The concerned official has to dispose the complaints within stipulated time limit as decided by ECI otherwise there is provision of auto escalation.

The below flow chart is showing the complaint registration and redressal process-



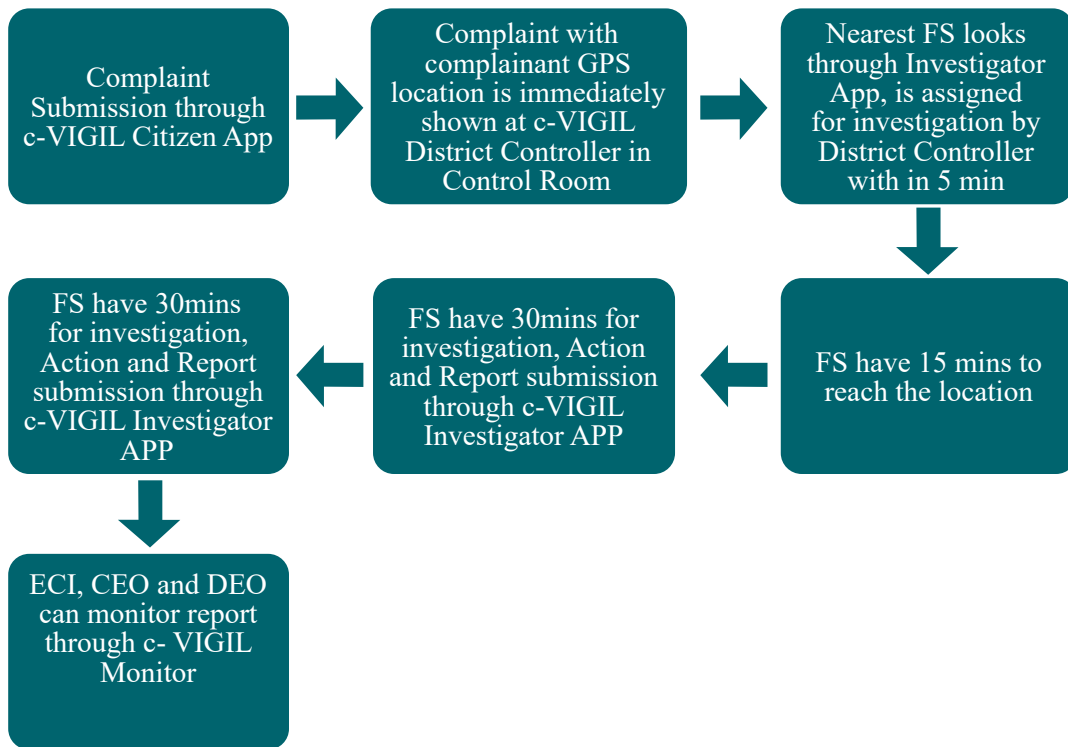
## 4.2 CONTROL ROOMS

The control rooms established in CEO and DEO Offices in the run up to Poll day play an active role during elections when multiple issues arise. Since 2018-19, the importance of Control Rooms has become very high due to the launching of a new complaint app for MCC enforcement i.e. c-VIGIL.

### 4.2.1 C-VIGIL

In addition to abovementioned, citizens have another effective time bound (100 minutes) tool for complaint redressal after release of notification of election and initiation of enforcement of MCC.

## MANUAL OF FORCE MULTIPLIERS AND CIVIL MEASURES



c-VIGIL App can be downloaded from Google Play store and Apple Store at any time but work only in the place where Elections are in process. The complete work flow of c-VIGIL can be understood through this chart.

c-VIGIL mobile application incorporates the GPS coordinates of the location. The complaint may be made by name or even anonymously. This application connects the vigilant citizen with District Control Room, RO and Field Verification Unit (Flying Squad/SST) thereby, creating a rapid and accurate reporting, action and monitoring system. C-VIGIL is not a single app but it has various dashboards for various functionaries to work with viz. Citizen App, District Controller, Investigator APP, Decider APP and Monitor APP.

## CHAPTER V

### MEDIA INCLUDING SOCIAL MEDIA

#### 5.1 MEDIA AS A FORCE MULTIPLIER

- The Commission has always found media as an important ally in election management. Media persons are ECI's eyes and ears in the field and can help build a positive narrative around this festival of democracy. Hence, in conduct of election, an efficient structure for information dissemination to media has been created at the Commission, State and District levels.
- With the increasing internet and smartphone penetration, the media landscape has seen a paradigm shift over the past few years. Social Media, now also referred to as the fifth pillar of democracy has emerged as a powerful communication & campaigning medium for all stakeholders.
- Media (in all its forms of print, television, social media platforms) can be a catalyst and a force multiplier, in delivery of free, fair, transparent, peaceful and participative elections each time.

#### 5.2 PERMANENT MEDIA CELL

All the Chief Electoral Officers to establish a Permanent Media Cell which will have following set of duties: -

- A. Sustained year-round communication to be maintained with media by the Media Cell of CEO and DEO office, headed by a Nodal Media Officer at least of the rank of Additional or Joint CEO
- B. Regular interaction with local/vernacular media to highlight Voter awareness activities, best practices and sharing stories on unique initiatives taken for election management in the state/district. Organizing Press Conferences/media briefings for important events like Special Summary Revision (SSR), Election announcement, Visit of the Hon'ble Commission to review the poll preparedness conference /workshops, etc.
- C. Daily press coverage covering critical matters along with analysis is to be shared during the election period with the Commission. Coverage feedback to be analyzed for course correction if any required.
- D. In case of any fake news and disinformation campaign, media to be informed of factually correct details on real time basis to minimize spread of misinformation.
- E. Website is an authentic source of information to media. CEO websites need to be updated with a specific tab titled - 'Media Corner' having all relevant information for media including State Fact Sheet, District Fact Sheet, Data of past elections, Press Releases, Media Gallery, Best Practices, Highlights of SSR Activities, publications.



- F. Social Media handles also to be used judiciously for sharing information.
- G. Organize workshops with the local media houses to apprise them about the ECI instructions related to pre-certification of political advertisements on electronic media and media related provisions of the RP Act - Section 126(1) (b) & Section 126A of the RP Act 1951 (silence period, opinion poll & Exit poll guidelines) and ECI Paid News Guidelines.



### 5.3 MEDIA FACILITATION DURING ELECTIONS

- Media Centres (MCs) to be set up in the office campus of the DEOs disseminating election related information.
- Media Centre will commence functioning from the date of notification of election up to the end of the election process.
- Officers of the level of Deputy Commissioner or District Information Officers shall be put in charge of District Media Cell and their contact address & telephone numbers to be circulated well in advance.
- Copies of statistical reports and documents of previous elections be made available in these media centres for reference purpose to the extent feasible. Data related to electors, polling stations, model polling stations, any unique sweep interventions also to be shared with the media.

#### 5.3.1 Media Facilitation on the poll day and counting day

- Media Entry into the polling stations and counting centres via ‘Authority letters’ issued by the CEO and DEO to media persons after approval from ECI. This is as per Rule 32 and Rule 53(1) of the Conduct of Election Rules, 1961.
- For covering of polling inside the Polling station, entry of media in batches is managed by Presiding Officer. However, Media not to be allowed to go near voting compartment to ensure secrecy of vote.

- Regular sharing of good photographs of dispatch of polling teams prior to elections, polling teams traversing difficult and remote terrains, voters availing home voting facility, electors at the polling station on the poll day, testimonial videos from first time voters, PwD and senior citizen voters, etc to the local media.

### 5.4 SOCIAL MEDIA: THE FORCE MULTIPLIER

Social media as an evolving, dynamic field with fast-changing media landscape is a reality now. The convergence of various traditional media platforms and their active presence on all social media platforms suggests the expanding influence and impact of social media. Ways to mitigate viral spread of (mis)information to maintain a level playing field and ensuring optimal use of its potential, harnessing use to enhance the outreach for voter awareness, has to be the aim.

### 5.5 SOCIAL MEDIA CELL

1. Considering the relevance of social media for dissemination of information and communication with voters and other stakeholders at large, the Commission vide its letter dated 6th Sept, 2016 has already instructed all the CEOs to build capacities to use social media platforms and to depute proficient team for this purpose.
2. Social Media Cell to work under the overall supervision of the Social Media Nodal Officer of the rank of Additional CEO or Joint CEO
3. Roles & Responsibilities of the social media cell:
  - Information dissemination Social Media Outreach:  
**Reach - Inform –Engage:** Ensuring regular outreach through social media platforms of CEO and DEO of important decisions, SVEEP Activities, information dissemination to media persons, information and updates on special events and activities like National Voters Day, Special Summary Revision, Conferences, workshops, etc.
  - Voter awareness campaigns on social media platforms through the year focusing on registration and election related literacy
  - Engagement through Crowd sourcing content: Encouraging participation through various online contests



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- Collaborate with social media teams of Press Information Bureau, Public Broadcaster AIR and Doordarshan, State DIPR in the State/region for amplification of the social media content.
- Small videos/Interaction with State and District Icons to motivate voters for registration and also cast their vote on the poll day.
- Pre-poll day and poll day attracts very high quantum of media attention, as entire regional and national media looks out for the stories about the elections. SOP for updates on pre-poll day and poll day as given in the Table below

Pre-Poll Day	Poll-Day
<p>Information, photos and short videos of following to be put out about the preparations:</p> <ul style="list-style-type: none"> <li>• Information regarding vastness of activity (like number of polling booths, electorates, AC's etc. mentioning district and state level data.</li> <li>• Dispatch of polling parties.</li> <li>• Dispatch of material to various locations including difficult terrain and geographically remote locations, unique polling stations set up, etc.</li> <li>• Meetings by DEOS/ CEOs if any</li> <li>• Other relevant information</li> </ul> <p>The above activity should start by 8am in the morning.</p>	<p>Information, photos and short videos of following to be put out on various social media platforms of DEOS/CEO:</p> <ul style="list-style-type: none"> <li>• As a standard protocol, photos/ information regarding peaceful voting in various polling booths</li> <li>• Photos on PwD and elderly persons being assisted by ECI officials, participation of different categories of voters including Women, first time voters, centenarian voters, Third gender voters, etc.</li> <li>• Assured Minimum Facilities at PS, Facilities like Pick &amp; Drop facility, Wheelchairs at PS, etc.</li> <li>• Model polling stations, all women booths, PwD managed polling stations, Youth managed polling stations</li> <li>• Information photos on arrangements for COVID Appropriate Behaviour like maintaining Social Distancing, hand sanitizers at polling booths (arrangements as per instructions, if any)</li> <li>• Any other unique photos/information/ videos etc.</li> </ul> <p>The above activity should start by 7am-7.30am in the morning.</p>

- The updates should be shared at regular intervals, every two hours, to the local/regional media along with social media updates.
  - The social media posts from ECISVEEP and SpokespersonECI should be retweeted by CEO handles immediately for cascading effect for wider reach.
  - All the social media information should be tagged to ECISVEEP and SpokespersonECI social media handles. Relevant tweets by CEOS would be retweeted by @SpokespersonECI and @ECISVEEP.
  - CEO social media handles to ensure select retweeting/ re-publishing of DEO social media activities.
- Minimize the Spread of Fake News and Disinformation campaigns.

During Elections, the frequency of fake news increases immensely. These news items can affect the prospect and conduct of free and fair elections by hampering the level playing field. During elections such fake news has the potential to develop mistrust amongst various shareholders on the electoral process and in some cases even results in law-and-order issues.

Social Media team under the supervision of Social Media Nodal Officer should always be alert during election period to identify any fake news being circulated on social media for a timely and prompt response and action.

Once identified and analyzed the following action to be taken:

- a) **If outright Fake News:** Fact Check and disseminate correct information. Report to ECI Social Media Nodal Officer for removal as per SOP mentioned above in point number (c)above
- b) **If to be assessed with more information:** Interim response to be given by CEO/ DEO – to kill speculations.
- c) **After assessing –**
  1. **If found fake –** Fact Check and disseminate correct information. Report to ECI Social Media Nodal Officer for removal as per SOP mentioned above in point number (c) above
  2. **If found correct –** Factually correct Response to be given

Timely identification and response help limit the damage being done by such campaigns.

## 5.6 ENSURING LEVEL PLAYING FIELD

### 5.6.1 Voluntary Code of Ethics (VCE) for social media

- a. The Commission coordinated a Voluntary Code of Ethics (VCE) for social media platforms where in major social media platforms agreed to four

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fundamental points to prevent misuse of their platforms and maintain the integrity of the electoral process.

Committments by social Media Platforms under ‘VCE’

High Priority & dedicated grievance redressal channel to report violations

Violations reported under silence period (Section 126(1)(b) to be taken down within 3hour

Undertake Voter awareness and Education campaigns

- b. During the election (Model Code of Conduct) period, if any violation is found by the District and State MCMC on the social media platforms, then the same shall be brought to the notice of the ECI level Social Media Nodal Officer for removal.

### List of probable violations and the relevant sections

Section	Code	Violations in brief
126(1)(b)	Representation of People Act, 1951	prohibits displaying of any election related matter including opinion polls by means of cinematograph, on television or similar apparatus during the period of 48 hours ending with the hour fixed for conclusion of poll.
126A	Representation of People Act, 1951	Restriction of publication and dissemination of results of exit polls
123(2)	Representation of People Act, 1951	Corrupt practices, Undue influence through direct or indirect interference
123(3)	Representation of People Act, 1951	Corrupt practices, Promotion of feelings of enmity between different classes of people
125	Representation of People Act, 1951	Promoting enmity between classes in connection with election
171C	Indian Penal Code	Undue influence at elections
171G	Indian Penal Code	False statement in connection with an election
295A	Indian Penal Code	Deliberate and malicious acts, intended to outrage religious feelings of any class by insulting its religion or religious beliefs
464	Indian Penal Code	Making a false document
471	Indian Penal Code	Using as genuine a forged document or electronic record
505	Indian Penal Code	Statements conducing to public mischief

c. Reporting Mechanism for Social Media Violations



While reporting violations on social media, the following may be noted:

2. Cite relevant provisions of electoral law, IPC, MCC etc. violated. Also, clickable link/URL along-with the screenshots and transcript of the post/tweet/video (wherever required) shall also be enclosed.
3. For any legal action taken/ initiated, the details may also be shared with ECI social media nodal officer

**5.6.2 Media Certification & Monitoring Committees** constituted at the State & District Level. Social Media Expert has also been included in District and State MCMC for assistance in matters related to social media. The MCMC to have the following responsibilities:

- Certification of political advertisements in electronic media including social media round the year and in print media during the pre-poll and poll day
- Monitoring of Paid News Cases and follow up action as per ECI guidelines
- Monitoring media including social media for any violations (Hate Speech, MCC, Fake News) and enforcement of media related provisions of the RP Act 1951.

a.Section 126 (1)(b)- It prohibits displaying of any election related matter including opinion polls by means of cinematograph, on television or similar apparatus during the period of 48 hours ending with the hour fixed for conclusion of poll.

a.Section 126 A – It prohibits conduct of Exit Poll and dissemination of their results during the hour fixed for commencement of polls in the first phase a.nd half hour after the time fixed for close of poll for the last phase in all the states.

a.Section 127A- The printing and publication of election pamphlets, posters, etc. is governed by its provisions, which makes it mandatory to bear on its face the names and addresses of the printer and the publisher.

Section 171 (h)- of the IPC prohibits incurring of expenditure on advertisement without the authority of the contesting candidate.

Section 125 of the RP Act 1951- Promoting enmity between different classes in connection with election. Sections 153A of IPC - Promoting enmity between different groups on ground of religion, race, place of birth, residence, language, etc

Section 505 of IPC - Statements conducing to public mischief.- Whoever makes, publishes or circulates any statement, rumour or report, with intent to incite, or which is likely to incite, any class or community of persons to commit any offence against any other class or community,

### 5.6.3 Election Commission of India guidelines for social media:

- All political advertisements on social media would require proper pre-certification from MCMC
- Social Media by definition falls under the category of electronic media. Thus, under Section 126(1)(b), silence period is also applicable on campaigning on social media platforms.
- Expenditure incurred on election campaigning on social media to be included in the election expenditure account of the candidate.
- Model Code of Conduct for political parties and candidates shall be applicable on the content posted on the internet, including social media websites
- All contesting candidates have to furnish details of their authentic social media accounts at the time of filing nominations.

## CHAPTER VI

### MANPOWER MANAGEMENT

#### 6.1 MANPOWER AUDIT

Manpower Audit is the essential process of evaluating the human resources available within an organization / system to determine the adequacy of manpower in terms of numbers, skills, experience to optimize the performance of the Organization / System.

It is a useful tool for the Organization to optimize their human resources and ensure that they have the right people with the right skills and experience, in the right roles to achieve their goals and objectives.

Manpower audit for elections in India is a critical exercise that ensures the smooth functioning of the Electoral process and helps to maintain the integrity of the electoral system.

Elections in India are a complex process and require a large number of trained people at various levels to ensure the conduct of efficient management of electoral process.

Effective Manpower Audit / Management during the elections requires careful planning, communication, monitoring and evaluation. The Chief Electoral Officer at the State level and DEO at District level must carry out a detailed manpower audit 4 to 6 months in advance so that manpower as required may be assessed in terms of its adequacy and mobilized extra in case of deficiency. Such exercise requires the following steps

#### **Effective Man Power Audit**

Determining / assessing each category of election functionary required.

Specifying the rolls and responsibilities of such persons

Preparing a robust database

Analyzing the data for gaps and deficiencies

Planning for optimal utilization of the available manpower and planning for contingencies.

The primary step in Manpower audit is to determine the typology of election functionaries / officials required for the conduct of elections and related functions as per the constitutional / statutory / executive orders issued from time to time and defining their roles and responsibility. The following categories of officers as per the nomenclature under the provisions of conduct of elections is required for the purpose of management of elections specially with respect to their contribution as non-CAPF force multipliers.



<b>S. No</b>	<b>Category</b>	<b>Roles &amp; Responsibilities</b>
<b>1. Nodal Officers</b>		
1.1.	Nodal Officer for Manpower Management	Responsible for assessing the entire requirement for manpower in the district, their availability, obtaining their data, its analysis, appointments, randomization of Polling personnel, arrangements for advance and delayed polling parties.
1.2.	Nodal Officer for Training Management	Responsible for the capacity building and training of all election related officers / officials, arrangements of training venue and all logistics, training materials, their distribution and organize training / training material for political parties, candidates and their agents if required. Management of SLMT / DLMT. Coordination for police personnel training.
1.3.	Nodal Officer for Material Management	Responsible for estimating requirements (statutory and non- statutory forms, indelible inks, ballot papers and all other poll materials etc) and make arrangements to procure all the material required for conducting elections at the district level, to receive materials being distributed by the CEO office and their distribution.
1.4.	Nodal officers for Transport Management	To assess the requirement and availability of all kinds of transport to be used in the elections and timely requisitioning.
1.5.	Nodal Officer for computerization, Cyber Security and IT	Functioning of DEO's website, updating of CEOs website with local news / updates, uploading of latest photographs and information, functioning of Commission's ICT applications in District, to provide software and hardware, providing technical support and arrangements for webcast.
1.6.	Nodal Officer for SVEEP	Prepare district SVEEP plan, KAP (Knowledge, Attitude, Practice) survey, NVD celebration, device ways to increase enrolment of voters and their participation in Polls, compilation of SVEEP documents.
1.7.	Nodal Officer for Law & Order, VM & Security Plan	To compile and prepare daily law and order report, to arrange for induction, thereby briefing, training, stay, transport, mobile, de-indication etc., for the CAPF, preparation of VM plan and identification of critical polling booth, coordination with district police.

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1.8.	Nodal Officer for EVM management	To ensure proper storage, security, availability and checking of EVMs by BEL / ECIL engineers, overall monitoring and ensuring of FLC, EVM randomization, Commissioning, dispatch, replacement of EVMs, EVMs sealing, transportation of EVMs. EVM Data Management and preparing report.
1.9.	Nodal Officer for MCC	Compliance of MCC instructions by the Officer / Candidates / Political parties / Media etc., in district. Compliance of daily reports, sending MCC references to CEO and their implementation, forwarding of ATR on MCC violation, implementation of SoP for first 72 hours and disposal of C-Vigil complaints. Last 48 hours protocol implementation.
1.10.	Nodal Officer for Expenditure monitoring	The Nodal Officer will train the man power engaged in various teams of the expenditure monitoring work well in advance, before the notification of election. The expenditure monitoring cell shall be responsible for videographic all public meetings / Rallies political parties / potential candidates during the period between announcement of elections by ECI and notification of election. All such expenditures incurred by the Political parties as per the Videos CDs / DVDs are to be calculated by the cell and handed over to DEO for estimating the expenditure by the Political parties. Rate fixation of various campaign items / activities.
1.11.	Nodal Officer for Ballot papers, Postal ballot, ETPBS	Ensure their timely transportation, proper storage and distribution of ballot papers to Absentee voters and arrangements for returned polled ballots to safe custody for counting. Home voting for eligible voters. All matters related to ETPBS.
1.12.	Nodal Officer for Media	Responsible for dissemination of election related information, instructions, briefs, press notes, arrangement of press conferences and submitting press cuttings, exchange of information with media, maintaining daily reports, work as a member of district MCMC and cases of paid news.

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1.13.	Nodal Officer for communication plan	To prepare communication plan, implementation of various monitoring systems, arrangements for communication shadow areas and mid-course correction on poll day.
1.14.	Nodal Officer for Electoral Rolls	Coordinate with EROs for enrolments of voters during SSR and continuous revision of electoral rolls, monitor distribution of EPIC, supply of marked copy of electoral rolls to recognized political parties and their candidates and availability of alphabetic voter assistance booths (VABs). All matters related to electoral rolls / BLOs.
1.15.	Nodal Officer Complaints Redressal and voter helpline:	Ensure, timely disposal and redressal of complaints logged on National Grievance Service Portal, ensure handling of Telephone call and their disposal received on voter helpline number 1951.
1.16.	Nodal Officer for observers	Keep track of the arrival, departure, boarding and lodging arrangements, liaison officer arrangement, reading material, transportation, security, telephone connectivity, computers, printer, etc., for all Observers.
2.	Presiding Officers / Polling Officers	Conduct of elections at the Polling stations
3.	Micro Observer	Observing the process of elections in the identified critical polling stations with a view to oversee the integrity of the process and observing counting process also.
4.	Sector Officer / Magistrate	In-charge of the conduct and coordination of election in the identified geographical area / Sector in a constituency including SVEEP, Vulnerability mapping, Route planning, MCC, Magisterial functions etc.,
5.	Asst. Expenditure Observer	Assistance to the expenditure observer and monitoring the FST, SST, VST, VVT, MCMC teams etc.,
6.	Video Surveillance team	Capturing the important in sensitive political events and public rallies during the time of elections related to expenditure and MCC aspects.
7.	Video Viewing team	Identifying the MCC and expenditure related aspects of the political parties / candidates from the video captured by VST.
8.	Accounting team	Maintenance of shadow observation register and folder of evidence along with other expenditure and MCC related aspects

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9.	Control room team	To coordinate between the issues being highlighted by public, media, NGOs, Public representatives etc., and the election management teams.
10.	Media certification and monitoring committee	To monitor, certify the political content in the media and control the paid news aspects
11.	Flying squads	To attend to the complaints related to model code of conduct and ensure implementation of the MCC provisions.
12.	Static Surveillance team	To ensure implementation of model code of conduct during the election period stationed at pre-decided locations.
13.	Expenditure monitoring cell	A unit under a Senior District Officer conversant with accounting process to coordinate the expenditure monitoring guidelines and procedures.
14.	Officers / Officials to be engaged in Distribution Centers, Facilitation Centers & Receipt Centers.	To ensure smooth process at the time of distribution of material to the polling teams one day before the poll, Postal ballot by elections staff on designated dates at facilitation centers and at the reception centers to receive the polled material from the polling parties after completion of polling.
15.	Master Trainers	Senior experience officials conversant in the election process engaged for imparting training to various categories of officials.
16.	Police Personnel (State Police forces & State armed Police forces)	For ensuring MCC implementation, Law & Order maintenance, Poll Day Security, enquiry in to complaints, Polling staff and material security, identification of vulnerability and criticality analysis etc.,
17.	Forces other than Police available in the State including Home guards, Industrial Security force, Social forestry guards, Custom & Central Excise Dept., etc.,	For utilization along with the MCC implementation teams and maintenance of order at the polling stations on the day of Poll if required.
18.	Counting Supervisors and Assistants	For ensuring counting of the polled votes as per the prescribed procedure in the designated centers.

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19.	Voter Assistance Booth Staff	To assist the voters on the day of poll to enable them to find out a correct serial number in the polling booths and also to assist the infirm old or PwD voters in case of any assistance as may be required.
20.	Digital / Video camera Supervisors	To accurately capture the events of political nature at the time of campaigning, MCC violations monitoring, coordination with control room and expenditure management teams and recording of events on the day of poll.
21.	Booth Level Officers	Management of healthy and pure electoral roll, SVEEP activities, polling station assistance, voter slip distribution etc.,
22.	Webcasting monitoring and support staff	To cover the proceedings of polling at the critical polling stations continuously till the completion of poll to record all events for cross reference or cross checking for any violation noticed on the day of poll.

### ENFORCEMENT TEAMS

#### Flying Squads (FS)

- There shall be three or more dedicated Flying Squads under each Assembly Constituency/Segment for tracking illegal cash transactions or any distribution of liquor or any other items suspected of being used or bribing the voters.
- The Flying Squads will consist of one Senior Executive Magistrate as the Head of the Team, one Senior Police Officer of the Police Station, one videographer and 3 to 4 armed police personnel.
- They are to be provided with a dedicated vehicle, mobile phone, a video camera and necessary Panchnama documents required for seizure of cash or goods.

#### Static Surveillance Team (SST)

- There shall be three or more surveillance teams under each Assembly Constituency with one Magistrate and three or four police personnel in each team and a videographer each.
- This team shall put check posts and keep watch on movement of large quantities of cash, illegal liquor, any suspicious item or arms being carried in their area.
- The entire process of checking shall be videographed.

### Quick Response / Reaction Teams (QRTs)

- Quick Response / Reaction Teams comprising of commandos specially trained and armed with sophisticated weapons and other equipments trained to counter any terror / violence situation should be deployed during the election to help the local police / CAPF in dealing with difficult Law & Order / hostage / terror situations.

## 6.2 MICRO OBSERVERS

Micro Observers, as one of the civil measures, can be deputed for critical Polling Stations on the day of poll. The Commission further directs that drafting and deployment of Micro Observers shall be as follows:

- (a) Categories of employees: - The following categories of personnel will be considered for deployment as Micro Observers:
- Serving officials, not below Group-C of Govt. of India/Central PSUs, can be appointed as Micro Observers in Polling Stations within the district of their residence. However, they should not be used in their home Assembly Constituencies/Segments.
  - Retired officials of the Govt. of India and the State Government, not below to the rank of Group C, can also be used as Micro-observers in the Polling Stations within the district of their residence. However, they should not be used in their home Assembly Constituencies/Segments. The list of such persons should be prepared in advance by the DEO and their availability, suitability and willingness shall be ascertained.
  - Serving State Government officials, not below the rank of Group C brought in from other States may also be used as Micro Observer. As this will require logistical arrangements and mobilization, it should be resorted to only in rare cases.
- (b) Volunteers as Micro Observers:
- The Members/Programme Officers/Coordinators of National Service Scheme (NSS) and Bharat Scouts and Guides (Rangers and Rovers) can be used as Micro Observers. The CEOs may get in touch with NSS Coordinator to work out and propose the detailed modalities of their deployment.
  - Individual volunteers, not necessarily belonging to any NGO, from amongst reputed persons with experience and integrity may be considered for deployment as Micro Observers, in the rarest of rare case, with the express approval of the Commission.

**(c) Preparation of Database for this purpose:**

District Election Officer (DEO) will prepare a database of all Government of India and Central Public Sector Undertakings employees in the district containing the name, designation, organization, elector details in the electoral roll and the EPIC number. In addition to this, the postal address, telephone number, mobile number and email ID of the Micro Observers should also be included in the database.

In a situation where the district does not have adequate number of Government of India or Central PSU employees to be appointed as Micro-observers, DEO shall get the database of Government of India or Central PSU employees posted in neighbouring districts, with the help from the Divisional Commissioner/CEO.

Database of all such officers shall be prepared by the DEO with all required details.	Appointment of micro-observers shall be based on the vulnerability mapping of the polling stations by the DEO in consultation with the Observer.	Nodal Officer to be appointed by the DEO for coordination and logistics management of Micro-Observers.
Honorarium of Rs. 1000 for each day of poll duty for the micro-observers.	The Observer shall train the Micro-Observers.	Allotment of polling station to Micro-Observers after randomization in the presence of observer.

**6.3 CHECKLIST FOR MICRO-OBSERVERS**

Sl. No.	Point	Remarks
1.	Whether Assured Minimum facilities like Provisions of ramp, drinking water, adequate furniture, proper lighting/ electricity arrangement, proper signage, toilets, shade, etc. were available at the polling station?	Yes or No
2.	Whether mock poll was conducted in presence of micro-Observer?	Yes or No
3.	Whether data of mock poll from the Control Unit was cleared and all slips were taken out from VVPAT & put in black envelop and the EVM count was set to zero after the mock poll and before the beginning of actual poll?	Yes or No
4.	How many polling agents and of which political party, were present during poll?	Yes or No and brief detail
5.	Whether more than one polling agent from the same political party were present inside the polling station at any time?	Yes or No



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6.	Whether polling agents were allowed to note the serial numbers of balloting unit and Control Unit and green paper seal?	Yes or No
7.	Whether voting compartment was properly placed to ensure secrecy of voting?	Yes or No
8.	Whether the entry pass system was enforced properly? Whether any unauthorized person was inside the polling station at any point of time?	Yes or No
9.	Whether marking of indelible ink was done properly?	Yes or No
10.	Whether the identification document particulars were being filled up meticulously in Register of Voters (Form 17A)?	Yes or No
11.	(a) Whether the information of voters issued with Postal Ballot was available with the Presiding Officer & Polling Agents? (b) Did any person already issued with Postal Ballot appear to vote again in person? (c) Whether any person cast a vote on the basis of EDC?	Yes or No Yes or No Yes or No
12.	Whether events were recorded from time to time as and when they occur in the Presiding Officer Diary?	Yes or No
13.	Whether the Presiding Officer or Polling Officer was going towards voting compartment without valid reasons or giving any undue instructions to the voters?	Yes or No
14.	Whether the scrutiny of voters in the Absentee, Shifted and Dead list was done meticulously by the Presiding Officer in accordance with ECI Guidelines?	Yes or No
15.	Whether sealing of voting machines was done according to instruction?	Yes or No
16.	Whether copies of accounts of votes recorded in Form 17C were given to the polling agents?	Yes or No
17.	Whether any complaint by polling agent, election agent or any political party was received? If yes, its substance.	Yes or No
18.	Any other incident or issue that you would like to highlight?	Yes or No



#### 6.4 TAPPING HUMAN RESOURCES FROM VARIOUS DEPARTMENTS OF STATE AND CENTRAL GOVERNMENT TO AUGMENT THE POLICE STRENGTH

In view of the huge requirement of manpower belonging to police for maintenance of Law and Order, MCC monitoring, expenditure monitoring and other duties related to elections, it is important that manpower from other organizations which is specially recruited for specific security / maintenance of order duties should be utilized to support the state police during the election period so that the police can devote itself to its primary responsibility of Law & Order maintenance and MCC regulations. Since the CAMF has specific tasks to do on the day of poll and before poll and as the availability is limited it is important to optimally utilize any other uniformed force available to augment the efforts of Police and Administration. Such additional forces could of the following categories

S. No	Category	Roles & Responsibilities
1.	Newly recruited police	A special training may be given to newly recruited police force to make them suitable for deployment.
2.	Use of Bus Drivers of State Road Transport Corporation:	Bus Drivers may be mobilized two or three days before the poll day and may be used in place of regular police drivers for police vehicles. The police personnel so spared may be deployed at polling stations and ancillary parties for maintenance of Law and Order.
3.	Use of Forest Guards:	Forest Guards from Social Forestry Division of Forest Department may be trained and deployed at par with police constables.
4.	Use of Home Guards:	A large number of armed police personnel that are deployed at currency chests / Government Treasuries etc. may be replaced by armed Home Guards two to three days before the poll. Armed police personnel so relieved may be utilized for maintenance of Law and Order.
5.	Use of Industrial Security Force:	Coys of State Reserved Police Force which are deployed for the industrial security with ONGC or such other Institute may be replaced by deploying Industrial Security Force personnel.
6.	Use of private security guards:	Coys deployed for the security of large private refineries etc. (situated in the State if any) may be replaced by deploying private security guards and coys so relieved may be utilized for maintenance of Law and Order.

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7.	Use of NSS Volunteers / NCC Cadets/ PRD (Prantiya Rakshak Dal)/ Gram Prahari:	They may be utilized for the purpose of maintenance of queues at polling station.
8.	Use of Inspectors from the Customs and Central Excise Department:	This may be done only as a last resort; that is, if no other manpower is available. They can be made in-charge of a group of Polling Stations and used in mobiles.

\* Deploying any member of a voluntary force/agency/body like Gram Rakshak Dal/ Gram Prahari/ Prantiya Rakshak Dal or National Volunteer Force etc. may be done only after obtaining prior approval of the Commission.

CHAPTER VII

CAPACITY BUILDING OF MANPOWER

To conduct free, fair and peaceful election it is pertinent that the manpower utilized or planned for the conduct of elections should undergo the process of developing and enhancing the skills, abilities, knowledge relevant to free and fair conduct of elections to actively perform their roles and responsibilities. The planning for training of all the officers which would be directly or indirectly acting as non CAPF force multipliers should be done meticulously in a manner to cover officials at all levels with the relevant material / content multiple times. The following aspects of training of the officials acting as non CAPF force multipliers should be kept in mind:

Nodal officers should be appointed for trainings to the various stakeholders involved as non CAPF force multipliers including the State Police and the State Arm Police to coordinate, arrange and monitor the training process.	Nodal officer should be of sufficient seniority so as to have proper / effective control over the trainings. For the State Police a Nodal Officer not below the rank of Inspector General should be appointed.
The content of the training material prepared should be standardized, should include material like handbook, pocket book, flyers, check list etc., and it should be need based.	Reference material explaining the statutory and other executive aspects should also be prepared and distributed to all concern to understand the rolls and responsibilities correctly.

Training to the Non-CAPF force multipliers should be given in the following aspects

7.1 TOPICS FOR TRAINING

Vulnerability Mapping and confidence building measures	Identification of critical polling station and critical clusters.	Preventive Measures – special drives	Preventive Measures – special drives
Enforcement of MCC and Prevention of Defacement of Public properties	Discipline during nomination process	Communal harmony	Poll day and counting day duties
CAPF coordination and Deployment of force	Poll process	Relevant legal provisions	Other issues

The following aspects of the above topics need coverage during imparting of training

- a) Training on the complaint management system of the State / District including the Call Center, c-VIGIL, NGRS, Control Room etc.,
- b) Training on the media monitoring and the paid news aspects of violations.
- c) Training on the basic aspects of model code of conduct including the issues related to defacement of public and private properties.
- d) Training on vulnerability mapping, identification of vulnerable pockets, vulnerable communities and the possible threats to such vulnerable communities. Identification of critical polling stations and Law & Order sensitivity analysis.
- e) Training on the history of offences related to elections and electors and identifying the perpetrators of such violence in the past.
- f) Training on the issues related to disciplinary and Law & order maintenance at the time of nomination, withdrawal, scrutiny by the Returning Officers as per schedule.
- g) Training on the various aspects of election expenditure management which should include maintenance of registers by the candidate, establishment of teams (FST, SST, VVT, VST, Accounting Team etc.,) and maintenance of shadow observation register, folder of evidence etc., for proper accounting of expenditure of the candidate.
- h) Training on the poll day process and the counting day process.
- i) Training on the various aspects of videography and webcasting.
- j) Training on the communication management on the day of poll.
- k) Training on SOPs related to seizure of cash, liquor and other items which may be used for inducement of voters.
- l) Training on the SOPs for dealing with violations by media, social media, internet channels and various aspects of paid news.
- m) Training on coordination with the CAPF and other law enforcement / security agencies.
- n) Training on situations to deal with identification of voters, impersonation, challenge of votes, movement of political functionaries, EVM damage, violation of procedures, dealing with exceptional situations like booth capturing etc., specifically on the day of Poll.
- o) Training on aspects related to Dispatch and Receiving Center.

## CHAPTER VIII

### INTER-STATE CLUSTER FOR SHARING OF STATE POLICE MANPOWER

Since the availability of central forces has increasingly become one of the crucial factors in determining the election schedule, it is extremely important to optimize the utilization of state police forces. In non-LWE affected areas, zone-wise clusters of States should be formed, for sharing or pooling the State Police resources and manpower in a predetermined manner. It might be, eventually possible, in such States to conduct elections entirely in the absence of CAPF if such sharing is done.

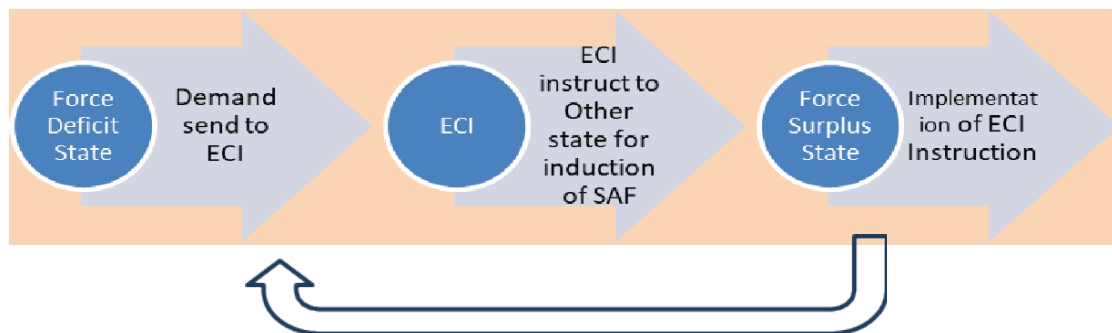
Based on Inter-State consultations for availability and need assessment of security forces, the poll going State may structure its deployment plan. SOP for induction and de-induction shall be followed in all such cases without exception. Sensitization training of such forces will be part of this arrangement.

To facilitate this process, a joint coordination committee comprising CEO/Additional CEO, State Police Nodal Officer, CAPF Nodal Officer, State coordinator of BSF, SSB, ITBP, CISF and all other State Police Forces may be formed for co-ordination, communication and command purposes.

#### 8.1 PROCEDURE FOR REQUISITION OF ADDITIONAL FORCE

The following procedure is undertaken for requisition of additional force from Neighbouring State :-

- (1) CEO of force deficit State forwards a formal request to the ECI for additional requirement of forces as per their deficit from the neighbouring State.
- (2) The ECI issues instructions to both the Chief Secretaries for the deployment of the requisite extra force
- (3) The Chief Secretary of force surplus State fulfills the requisite force by sending it to the concerned State, as instructed by the ECI.



Induction of State Armed Forces

## 8.2 COORDINATION AMONG ECI AND STATES

A smooth coordination among ECI, Force deficit State and the force surplus States is the key of success of this facility. To ensure this coordination, the force deficit State may endorse a copy of demand letter to surplus States also while writing to ECI.

## 8.3 MANNER OF USE OF NEIGHBOURING STATE POLICE

The police force of the neighbouring state may be requested and used for the following purpose--

- a) Preventive Action Taken.
- b) Law & Order situation in the State and ramification if any that may spill over to Poll-Going State.
- c) Sealing of Inter-state Nakas of all bordering States/UTs of Poll-Going State.
- d) Sealing of entry point and porous inter- state border to prevent bogus voting.
- e) Checking of entry of illegal liquor, cash, freebies and inducement through the border.
- f) Declaration of dry day in the bordering districts of neighboring States.
- g) Appointment of Nodal Officer in DGP's office of neighboring States/UTs for coordination.

## CHAPTER IX

### MOTIVATION AND WELFARE OF MANPOWER DEPLOYED (INCLUDING POLICE FORCE)

Mobilization of forces and conducting the election is a daunting task and a major challenge for the police and the district administration. Pro-active intervention by the district police and the district administration through various initiatives to raise the morale of the forces can help reduce the stress level of the Security Forces.

#### 9.1 MEASURES OF MOTIVATION

##### 9.1.1. AUDIT AND PLANNING

- (a) A security audit can be carried out which can help to place in demand the quantum of forces required for the elections.
- (b) Route maps are to be prepared in advance taking into consideration the location of polling stations and intensity of anti-social activities with grid reference and be made available to all the operational parties.
- (c) Operational plans of pre/during/post-poll daily movement plan for CAPF to be chalked out well in advance and should be personally supervised by the SP in each district.
- (d) Safe and smooth de-induction of forces after poll to their respective base camps is to be worked out and implementation ensured.

##### 9.1.2. INDUCTION AND TRAINING

- (a) Proper Pre-induction training is to be imparted, to ensure that the security forces perform their task without any fault; and also to familiarize them with the terrain, culture and custom as well as history sheeters, trouble mongers, local criminals and their ideology & tactics.
- (b) All the forces should be briefed and sensitized well in advance on the precautionary measures and should be instructed to observe it in letter and spirit.
- (c) Mandatory and personal briefing by DEO-cum-DM and SSP/SP on routes and other aspects such as patrolling the periphery of the booth, providing security to the voters and the polling officials and escorting them safely after the election.
- (d) Case study method can be used, photographs, video and films can be displayed and observed.

### 9.1.3. INTRA-STATE COORDINATION

- a) Participative decision making – coordination meetings at State/ district level.
- b) Every CAPF team should be provided with a representative of the local Police so that they could do their duty well with the help of because of their knowledge of terrain and local language.
- c) Effective role of Railways and IRCTC in taking care of the forces is a motivator.
- d) Helicopter services can be used to drop the security personnel and the polling officials in the booths located at inaccessible areas.
- e) All the departments of the State Government at the district level should be instructed to facilitate the forces from their side for the smooth conduct of elections.

### 9.1.4. EXTRAORDINARY SITUATIONS

- a) Exigency plans, such as evacuation of wounded in case of an encounter, replacement of EVMs in case of destruction and reinforcement of forces in case of any emergency, are to be prepared well in advance and all the resources are to be put in place. All these must be shared with the forces.

### 9.1.5. 24X7 TECHNICAL SUPPORT SYSTEM

- a) Effective use of modern technology should be done to monitor all the developments on the poll day a control room is to be setup at the District Head Quarters with VHF, Mobile Phones and telephone facilities. The control room has to be made functional 24x7 from pre-electoral process to the completion of electoral process. Important contact details shall be shared.

## 9.2 STEPS FOR THE WELFARE AND ENCOURAGEMENT

### 9.2.1. APPOINTMENT OF NODAL OFFICERS

- (a) The Commission desires that an officer of the rank of Inspector General of Police in state Govt. in each & every State may be appointed as State Police Nodal Officer with immediate effect to look into the matter of CAPF facilities like accommodation, Logistic, welfare measures, compensation/insurance, packed lunch or payment for refreshment charges etc.
- (b) Every District must appoint a District Level Nodal Officer for Welfare, not below the rank of DeputySP; and his contact details must be



circulated to all members of the State and Central Police Forces who are deployed for polls.

### **9.3.1 WELFARE MEASURES (MEDICAL TREATMENT AND EX-GRATIA COMPENSATION)**

- 9.3.1.1 Provision for; Proper medical facilities earmarking of super specialty hospitals, cashless Medical treatment, in case of evacuation, Air ambulance, helicopter support etc. for all policemen on election duty should be ensured.
- 9.3.1.2 Provisions have been made for making arrangements for cashless treatment of all such security and polling personnel who get injured due to violent attack or fall sick while deployed for election duties in the best of hospitals. For this purpose arrangements/tie-ups/cashless facilities may be kept in place in advance, in order to avoid delays at the last moment.
- 9.3.1.3 Enhancement of medical facilities in the areas with deployment of more Doctors from other parts of the state should also be ensured.
- 9.3.1.4 Essential medicines to be kept in sufficient quantity at centralized holding area so that requisite dose is administered to each individual under supervision of the medical officer of local unit.
- 9.3.1.5 Arrangement with Hospitals for cashless treatment specially for super specialty treatment should be given in advance so that there is no confusion about where the patient is required to be taken after medical evacuation.
- 9.3.1.6 In each of ex-gratia cases, whether deceased, injured/disabled, the consideration process should be initiated within 10 days of the occurrence leading to injury or death and in no case should be delayed beyond 10 days after completion of the poll process. CEO shall preferably decide the case within one month of the receipt of the case for settlement of the ex-gratia compensation.

### **9.4.1 ASSURANCE OF BASIC AMENITIES**

- 9.4.1.1 Distribution of food packets should be planned in advance.
- 9.4.1.2 Proper accommodations and logistics support.
- 9.4.1.3 Visit of Senior Officials for monitoring the facilities provided to CAPF at the place of accommodations in the district.
- 9.4.1.4 It has been often brought to notice that the forces deployed are not defrayed honorarium as per instructions of the Commission. It will be desirable that the nominal rolls of all the forces should be

acquired before the dispatch of the polling parties so that the exact amount is disbursed in time.

## 9.4.2 AWARDS AND FELICITATION

### 9.4.2.1 Recognition by ECI for good work and good recoveries.

#### Cashless Treatment of CAPF/ SAP/Polling Personnel deployed on Election Duty

- The requisite arrangements/ tie-ups (with hospitals/ medical services) to be put in place well in advance, to ensure cashless treatment
- Mishaps like injuries, sickness (including Covid-19), emergencies and casualties are to be covered under the aforesaid arrangement.
- The aforementioned facilitation is to be made for the period of election (from date of notification to declaration of results)

#### Emergencies/ Casuaties (e.g., in LWE areas)

SAP/ CAPF and other forces are deployed on poll duty in risky locations like LWE areas, where their lives are constantly under peril.

The following protocol is to be implemented: -

- (1) DEO and SP shall take all measures to monitor the evacuation and expedite treatment of the personnel hit or injured in a violent attack.
- (2) Senior medical officers should supervise the aforesaid treatment.
- (3) The concerned family should be immediately informed, and facilitated for attending the patient (while treatment is to continue under the DEO/ SP supervision)
- (4) In the instance of death of the poll-duty personnel (civilian/ non-civilian), post-mortem and transit/ transport/ handing-over of the dead body, is to be done without delay. In case of the dead personnel being a local resident (same district), the DEO himself or his representative, shall meet the bereaved family to offer the official condolences.
- (5) Ensure the payment of the ex-gratia compensation right during the aforesaid courtesy visit itself.

#### Case of Deceased Personnel belonging to Other District

- (1) Information to be conveyed to the bereaved family immediately.
- (2) Transport/ shift of deceased body to be properly coordinated, aiming to ensure that Senior Officer/ Commandant reaches & condoles the deceased family simultaneously.
- (3) CEO to ensure the aforesaid step of Senior Officer/ Commandant to be finely synchronized; besides, reading out of the consolation message of the ECI.
- (4) Payment of ex-gratia compensation should be neatly blended with the aforesaid protocol.





# भारत निर्वाचन आयोग Election Commission of India

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