

**ELECTIONS  
TO  
GHMC, 2009**

**GUIDELINES FOR OBSERVERS  
(GENERAL / ELECTION EXPENDITURE)**

**Issued by  
STATE ELECTION COMMISSION  
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M.G.Road, Secunderabad – 500 003.**

## **GUIDELINES FOR OBSERVERS**

### **Statutory Basis of Appointment**

1. Observers of the State Election Commission are appointed under the powers conferred on it by Section 617 D of the Greater Hyderabad Municipal Corporations Act, 1955 and the plenary powers available to the Commission under the Constitution of India. They are the appointees of the Commission working under the superintendence, control and discipline of the Commission for the period from their appointment until they are released after the process of elections is completed.

2. The Act governing Municipal Corporations has been amended in June, 2005 and Section 617-D had been added to Greater Hyderabad Municipal Corporations Act, 1955. This section provides statutory powers to the Observers to watch the conduct of elections and especially in respect of counting of votes.

The said section reads as follows:-

“(1) The State Election Commission may nominate an Observer who shall be an officer of Government to watch the conduct of election or elections in a ward or a group of wards or for a Municipal Corporation or for a group of Municipal Corporations and to perform such other functions as may be entrusted to him by the Commission in relating thereto.

(2) The Observer nominated under sub-section (1) shall have the power to direct the Returning Officer, for the ward or for any of the wards for which he has been nominated, to stop the counting of votes at any time before the declaration of the result or not to declare the result if in the opinion of the Observer that booth capturing has taken place at a large number of polling stations or counting of votes or any ballot papers used at a polling station are unlawfully taken out of the custody of the Returning Officer or are accidentally or intentionally destroyed or lost or are damaged or tampered with to such an extent that the result of the poll at the polling station cannot be ascertained.

(3) Where an Observer has directed the Returning Officer under this section to stop counting of votes or not to declare the result, the Observer shall forthwith report the matter to the Commission and thereupon the Commission shall, after taking all material circumstances into account, issue appropriate directions under Section 59 A or 63 A or Section 65 of Greater Hyderabad Municipal Corporations Act, 1955.

(4) It shall be competent for the State Election Commission to appoint an Election Expenditure Observer for a group of wards or for a Municipal Corporation or group of Municipal Corporations so as to ensure that the provisions of Chapter XVII A of Hyderabad Municipal Corporation Act, 1955, are strictly adhered to and in that behalf the Commission may issue such instructions as it deems fit, from time to time, to such Observers”.

## **OVERVIEW OF OBSERVERS DUTY**

3. By dint of their seniority and long experience in the administrative service, they are expected to be in a position to assist the Commission in the conduct of free and fair polls. They will also be able to oversee the efficient and effective management of the electoral process at the field level. For all purposes they will act as the **eyes and ears of the Commission** during the period of the election and provide direct inputs to the Commission from the field as an interface with the election machinery, the candidates parties, and electors to ensure that the acts, rules, procedures, instructions and guidelines related to elections are strictly and impartially complied with by all concerned.

4. The candidates, political parties and the voting public have high expectations from the Observers as the direct representatives of the State Election Commission.

## **GENERAL & EXPENDITURE OBSERVERS**

5. The nomenclature used to identify the Observers as “**General Observers**” and “**Expenditure Observers**” is only for easy identification of major functions of the two groups of Observers being appointed. There is no distinction between them so far as the law is concerned and both are “**Observers**”. Both types of the Observers perform duties as assigned by the Commission and may be required to focus on certain aspects of the election related events and activities.

## **ROLE OF OBSERVERS**

6. Section 617 D of GHMC Act, 1955 has vested the Observers with some statutory powers. They are empowered to stop counting or the declaration of result in the event of happening something which could have made it difficult to ascertain the result correctly. Besides this, they have got certain direct executive roles to play which include:-

- (i) monitoring the processes of nomination, scrutiny and withdrawal, if directed so by the Commission, and report back to the Commission promptly in case of any irregularity;
- (ii) examination of the video clipping of the nomination process as well as making proper investigation on the complaints received in connection with the process of nomination. Also to examine the unresolved grievances by the candidate/political parties about the allotment of symbols.
- (iii) Effective monitoring of the cases of violation of the model code of conduct by watching the video clippings of various meetings and, if needed, even by visiting important rallies to get first hand input, enforcement of the defacement of property act, checking the account of expenditure of the candidates, training of Micro-Observers and such other things.

- (iv) Tracking dispatch of postal ballot paper to the service voters, ensuring the setting up of the facilitation counters for polling officials.
- (v) Checking randomization software, reviewing the process of randomization of the polling personnel, obtaining report from the EA&C&SO, GHMC regarding first level randomization.

7. Apart from the direct executive role of the observer, as enlisted above, Observers are expected to observe and report on all the steps involved in election management. An illustrative list is as follows:-

### **Nominations, Withdrawal, Scrutiny and Symbol allotment**

1. The Observer shall watch the process of filing of nominations to get an overview of compliance of SEC instructions and report major violations, if any, with specific reference to Commission's instructions regarding number of people allowed to be present during nominations.
2. Scrutiny is a quasi judicial process and should be conducted by the Returning Officer without any outside influence. However, Observer can ensure that the Returning Officer is aware of the latest instructions, he has the latest list of disqualified candidates, if any and the latest symbol order. The Observer should observe the scrutiny process and report any glaring error to the Commission. Observer should, however, abstain from directing or advising the Returning Officer. Observer may remind Returning Officer that the scrutiny proceedings can be adjourned in case an opportunity is to be provided or if any legal provision needs to be examined that requires time.
3. Allotment of symbol is a process that is very technical and requires due care. It should be ensured that Returning Officer is aware of the provision of issue of allotment order. After allotment of symbols, the list of finally contesting candidates should be prepared in Form XI.

### **Roll Related:**

4. The electoral rolls shall be frozen on the date of issue of election notification by the SEC. The Observer may, examine the overall quality and the photo coverage in the roll. Although the scope for any further change in the roll is not there, if glaring mistakes, especially of technical nature, are found, same should be reported to the Commission.
5. It should be ensured that the copies given to the candidates are exactly the same as that which would be used on the poll day by the polling party.

## **Campaign Period**

6. Monitoring implementation of Model Code of Conduct and measures to prevent occurrence of electoral offenses. In this regard, the Observers should bring any lapse to the notice of Election Authority/Additional Election Authority/Deputy Election Authority/Assistant Election Authority and to report to the Commission, if required but abstain from any executive action on their part.
7. Meeting with candidates to explain the provisions of Model Code of Conduct and the instructions of Commission thereunder.
8. Observe various events like political meets, visits of star campaigners etc.
9. Monitor that teams are constituted for enforcement of MCC.
10. Review video recordings of activities of those candidates for whom video trailing has been resorted to.

## **Watch on election expenditure**

11. Obtain the rate list from the Election Authority & Commissioner & Special Officer, GHMC.
12. Fix dates for reviewing the register maintained by each candidate for accounting of election expenditure and review the register on those dates.
13. Review supporting documents.
14. Monitor that the abstract of election expenditure is also maintained along with the detailed accounts in the register.

## **Pre-Poll Election Management**

15. Monitor preparation of dispatch of postal ballot papers to service voters immediately after the preparation of list of finally contesting candidates.
16. The first level randomization of the election staff is done before the arrival of Observers. The second and third levels of randomization is, however, done in the presence of Observer.
17. First level of EVM randomization is done before the arrival of the Observer but the second level randomization is done in the presence of Observers.
18. Training is an activity on which special emphasis should be provided. Observers should monitor that proper training is arranged for the election staff, especially with regards to recent instructions of EC and related to operation of EVMs.

19. Monitor adherence to the instructions of the Commission regarding issue of postal ballot papers to the polling staff and voting through them.
20. Visit polling stations and monitor that all polling stations are visited by election officials for verification from fitness angle. Verify that the list of polling stations is approved by the EA&C&SO, GHMC.
21. Go through the exercise of **vulnerability mapping** and identification of critical polling stations done by the EA&C&SO, GHMC and the Commissioner of Police, Hyderabad/Cyberabad and finalise the list of critical polling stations and critical clusters.
22. Discuss the Circle Security Plan with the EA&C&SO, GHMC and the Commissioner of Police, Hyderabad/Cyberabad and review the law and order issue in general. Review the availability of special force with arms. Review the preventive measures taken by the law and order implementation machinery.
23. Review the communication plan and confirm dry runs.
24. Training and placement of Micro Observers.
25. Ensure that proper arrangements for dispatch have been made. The dispatch should normally be the day before the poll.
26. Review counting arrangements.

### **Poll Day Management**

27. Monitor placement of Zonal Officers and Micro Observers.
28. Monitor conduct of mock polls and receipt of mock poll certificate in prescribed format signed by Presiding Officer. Review the polling stations with no or only one polling agent.
29. Review the pace of poll and percentage of polling at regular intervals.
30. Keep track of occurrence of any special events during the poll day.
31. Keep track of any delays or temporary suspension of poll.
32. Report anything exceptional to the EA&C&SO, GHMC and the Commission.
33. Ensure that proper arrangements for receipt of polling staff and polling material are made. Every receiving team should be well equipped with a checklist of items to be received. Ensure that the non-statutory documents are not locked with the EVMs in that strong room.

34. Ensure that a “special counter” is setup for receipt of polling parties from those polling stations where any special event has been reported and on receipt, proper documentation, along with the statement/report of the presiding officer, if required, is done.

#### **Post Poll:**

35. Report to the Commission about the conduct of poll and requirement of repoll, if any.

#### **Counting :**

36. Review the arrangements for counting made by the EA&C&SO, GHMC.
37. The randomization of counting staff is done in the presence of Observer.
38. Monitor that the counting of postal ballots taken up before the EVMs counting.
39. The Observer has to ensure that the results as tabulated by the counting staff and the additional counting supervisor are checked and found them tallied.
40. Ensure that during the counting, round-wise results are announced as and when they are finalized.
41. Certify proper completion of counting process and allow Returning Officer to declare results if satisfied with the counting process.
42. Report to the Commission for recount to be held if recount is required.

#### **BRIEFING MEETINGS OF OBSERVERS**

8. It is compulsory for all Observers to attend a briefing session. The Briefing Meeting must be attended without exception – whether the Officer is allocated wards in Municipal Corporation or put on Reserve List.

9. Before the Observers are sent to the wards allocated to them, Commission holds the Briefing Meeting. A letter of Appointment as Observer is handed over to the Observer at the time of **Registration for the Briefing Session**. If any Observer is kept on Reserve List, that fact also will be intimated to him on the date of briefing. The Observers are expected to immediately notify any change in office and residential addresses and phone / fax/ telex numbers to the Secretary of the Commission.

## **KIT OF THE OBSERVERS**

10. The Observers are supplied with a brief case containing the following booklets:-

- (1) Manual of Election Law
- (2) Hand Book of Returning Officers
- (3) Hand Book of Presiding Officers
- (4) Hand Book of Contesting Candidates
- (5) Compendium of Instructions by SEC
- (6) Compendium of Clarifications issued by SEC and letters, instructions, Notifications and orders issued by the Commission.
- (7) Booklet containing Guidelines for Observers
- (8) A copy of Model Code of Conduct.

11. This kit is common to all Observers. This will be supplied at the time of briefing meeting.

## **INTERFACE WITH COMMISSION**

12. The Observers may get in touch with the Senior Officers of the Commission in case of any necessity:

13. For any serious matter warranting intervention at the highest level, Observers may contact the State Election Commissioner.

14. A sheet containing the Office Residential Telephone Nos and Cell Phone Nos of the Election Authority & Commissioner & Special Officer, GHMC and other senior officers related to elections in GHMC and Senior Officers of the Commission is given at **Annexure-I**.

## **CONTROL ROOM**

15. A control room operates **10.00 AM to 10.00 PM** in the State Election Commission during the period of elections, starting on the first day of notification. Messages from Observers are also recorded by the Officer-on-duty in Control room.

## **VISITS BY GENERAL OBSERVERS/ELECTION EXPENDITURE OBSERVERS**

16. Since the observers headquarters is in the jurisdiction of GHMC, they (General Observers and Expenditure Observers) may plan their visits to the wards allotted to them, in consultation with each other, in such a way that either of them shall visit the wards covering all days of campaigning to observe the implementation of Model Code of Conduct.

## **CO-ORDINATION BETWEEN GENERAL AND ELECTION EXPENDITURE OBSERVERS**

17. It is better that both General and Expenditure Observer reach the wards allotted to them at the same time during their first visit. They will discuss among themselves, settle common issues and establish appropriate coordination to cover different events of the election process. They will cover maximum area of wards allotted to them on the poll day. The Observers together should distribute the wards among them and cover the wards through intensive and extensive visits to ensure that poll is free and fair.

## **REPORTS BY OBSERVERS**

18. The Commission expects four mandatory reports from the Observers. However, in case of any serious deviations the observer should bring it to the notice of SEC through interim report (s).

- (i) The first on the last day of nominations.
- (ii) The second, three days before the poll day
- (iii) The third after completion of the poll.
- (iv) The fourth, after the declaration of results.

19. The Observers should send these reports by email to the Secretary, SEC, and by fax where internet facility is not available followed by sending physical copy by messenger.

20. All reports of the Observers shall be sent to the Secretary, SEC. Observers shall not under any circumstances, share the contents of their reports or any information therein with anyone, repeat anyone, except the State Election Commission. Utmost care should be taken while faxing or sending the reports to ensure that no unauthorised person can have access to such reports.

21. Oral communication with the Commission, on urgent matters which cannot be kept pending till the written report, through telephone or through any other fast and reliable means, during the field visit will be welcome. All telephonic communication should preferably be held with the Secretary and must be followed by a written message in confirmation.

## **ARRIVAL OF OBSERVERS IN THE WARDS**

22. The Observer is mandated to visit the wards from the time of filling of nominations.

23. The EA&C&SO, GHMC shall appoint an officer of the circle as the liaison officer for the observer and the liaison officer shall receive the observer at the point of his arrival. The Deputy Municipal Commissioners & Assistant Election Authorities and Returning Officers shall compile information/particulars as enumerated in the check list ward-wise (Annexure-II) and furnish the same to the Observers on his arrival along with the Election Plan and a map.

## **INTERFACE OF ROs/AROs AND DEPUTY / ASSISTANT ELECTION AUTHORITIES WITH THE OBSERVERS**

24. The EA&C&SO, GHMC should organize a structured meeting with the observers as early as possible. All the Returning Officers, Assistant Returning Officers, other election officials including the nodal officers for media cell, model code of conduct and the designated officers for expenditure monitoring should be present in the meeting to apprise the Observers about the specific issues needing his special attention.

The Observer should monitor that:

- (a) The posting of requisite officers as Returning Officer and Assistant Returning Officer has been completed (including for counting).
- (b) The identification and status of all the venues which will be used for dispatching, receiving and counting has been done and reviewed.
- (c) The list of polling stations has been finalized.
- (d) The machinery to monitor and implement model code of conduct is in place.
- (e) The primary list of polling personnel has been prepared.
- (f) The arrangements for receiving information from public and parties-control room arrangements and inter coordination of police and Deputy / Assistant Election Authorities, Returning Officer control rooms.

25. After reviewing the check list (Annexure-I), the Observer shall take up the matter with the EA&C&SO, GHMC/SEC, if any deficiency is found in the election preparedness.

## **SCRUTINY OF NOMINATION PAPERS**

26. The Observer is expected to observe whether the Commission instructions regarding conduct of nomination process have been complied. In this regard compliance to the specific instructions of the Commission regarding number of persons allowed to be present during the nomination process should be specially observed for compliance. (SEC circular No.5 vide No.740/SEC-F1/2009, dated 07-07-2009)

27. The observer is expected to observe the scrutiny process and finalization of the contesting candidates after withdrawal very closely. The role of observer in scrutiny is to observe the events, rather than guide formally. However, in a situation where there is some confusion, the observer shall report to the Commission but under no circumstances shall give instructions to the Returning Officer.

28. The Observers are expected to be present during the scrutiny of nominations. However, before the scrutiny, it is important that the Observers verify from the Returning Officers the availability of latest instructions and orders of the Commission, which are specifically relevant for the Returning Officers in discharging their statutory function of scrutinizing the nominations.

The following items are important

- (a) The latest list of "Political Parties and Election Symbols" published by the Commission.
- (b) Commission's instructions on the latest Form of Affidavit, which will accompany every nomination form (SEC Order No.809/SEC-B1/2003, dated 06-09-2003 & Order No.809/SEC-B1/2003-8, dated 20-10-2003).
- (c) Instructions and copies of latest versions of Forms A & B which are utilized by the political parties to indicate the names of their official candidates who are eligible for being allotted the symbol reserved for the party.
- (d) An authentic copy of the electoral roll for the ward.

29. It is important for the Observers to go through these instructions carefully in advance before they interact with the Returning Officers. They will confirm that the Returning Officers have not only received the latest instructions but have understood the implications clearly.

**ALLOTMENT OF SYMBOLS**

30. Immediately after the process of withdrawal of nominations is completed, the process of allotment of symbols is taken up by the Returning Officers. The Observers will be available for overseeing this important activity. The Returning Officer should have access to the latest list of political parties and election symbols.

31. As soon as the allotment of symbols is completed, a list of contesting candidates and symbols allotted to them is prepared and published in Form XI. Special care should be taken regarding order in which the name of candidates appear in the list and Commission's instructions in this regard should be strictly adhered to. This is a very important document and it is of utmost importance that copies of the same reach the EA&C&SO, GHMC at the earliest. The Returning Officers will make arrangements to send the original copy to the EA&C&SO, GHMC through special messenger. The latter will consolidate these and send it through special messenger to the Commissioner of Printing, Stationery, Stores and Purchase, Hyderabad for arranging printing.

## **ELECTORAL ROLLS**

32. Several complaints have been received in the Commission that during past elections the electoral rolls provided at the polling booths were different from the electoral rolls that were provided to the candidates. The Commission has viewed such complaints with concern and decided as follows:-

1. The electoral roll supplied to the polling booths shall be certified to be true copy of the one that has been provided to the candidates/political parties and the marked copy kept by the Returning Officer as per Conduct of Elections Rules, 2005 by one officer and one subordinate to be specifically responsible for the purpose to be drafted by the EA&C&SO, GHMC.
2. The electoral roll supplied at polling booths shall be signed on all pages by the concerned officers.
3. A copy of the electoral roll, which will be used on the day of election at polling booths (copy of the one given to the candidates/political parties) shall also be given to the Observer. The Observer shall check the authenticity of the roll provided at polling booths *vis-à-vis* the rolls given to the candidates on the day of poll at the polling stations visited by him. The Observers will discuss this subject thoroughly with the Returning Officer and ensure that there is no room for any complaint on this score. This aspect should also be explained to the candidates and political parties during discussion.

33. The Observers should monitor the action plan prepared for covering the residual electors issue of EPIC, identification of electors without family linkage, expired electors and duplicate entries and preparation of polling station wise list of such entries. Commission has mandated that if any elector figuring out in this list appears for voting, the strict identity checks should be applied.

## **MEETING WITH THE CANDIDATES**

34. The Returning Officer is requested to conduct a meeting in the presence of Observer with all the contesting candidates and party representatives on the last day of withdrawal or on the next day and brief them about –

- (i) Important aspects of the model code of conduct,
- (ii) Expenditure reporting formats and frequency of reporting required, time and place of reporting of expenditure,
- (iii) Issuance of permissions for vehicles, processions and public meetings
- (iv) Proposed actions against violations,
- (v) Interaction of observers with the candidates/political parties/electors (with specific details of time, contact numbers and place for meeting the observers),
- (vi) Electoral rolls, and

- (vii) The observers should explain the **concept of worry list**. Wherever a candidate has apprehension about any unfair practice, procedural lapse, he will bring them to the notice of the Observer through the worry list indicating details of polling centres and reasons for such apprehension.

## **VISIT OF AREAS IN THE WARDS AND POLLING STATIONS**

35. After finalization of contesting candidates by the Returning Officer, the observer should visit as many polling stations as possible to understand the ward in social, economical and political context. During their visits, the observer shall definitely visit all new polling stations, critical polling stations and distant polling stations.

## **REVIEW OF OVERALL PREPAREDNESS OF LAW AND ORDER MACHINERY**

36. The Observer should have a detailed discussion at a mutually convenient time about the following.

- a. Adequacy of police personnel,
- b. Requirement of Special Forces with arms,
- c. Preventive actions taken (preventive detentions, bonds & arms deposition)
- d. Identification of critical polling stations through vulnerability mapping (SEC circular No.4 vide No.739/SEC-F1/2009, dated 07-07-2009)
- e. Zonal plans for policing on the day of poll,
- f. Response strategy on the day of poll and transportation of EVMs,

37. The vulnerability index mapping of the circle should have been completed. The observer should ensure whether this has been done and polling stations are identified. The Zonal plan for police patrolling and the requirement for additional force should be reviewed in this context.

38. The distilleries in the circle should be monitored for the stock position of liquor and any abnormal increase in outflow during the election period should be checked. The outflow should be compared to the average of the last six months.

## **OBSERVATION OF IMPLEMENTATION OF MODEL CODE OF CONDUCT**

39. It has been the most important and crucial task of observers to ensure non-partisan and effective implementation of model code of conduct.

The main areas for strict vigil are:-

- (a) Use of vehicles for campaigning without required permission,
- (b) Use of muscle power to mobilize or restrain people from voting,
- (c) Flow of liquor and money and 'gifts' to ensure voting in favor of a particular candidate,

- (d) Divisive tactics thorough inflammatory and condemnable speeches/ acts, and
- (e) Dealing with defacement of property as per prevailing law (SEC Circular No.635/SEC-F1/2005, dated 03-08-2005)

40. To ensure effective enforcement, the observer should check whether the enforcement squads are formed with clear territorial jurisdiction to have accountability. The teams of enforcement should consist of civil and police personnel.

## **APPROACH OF THE OBSERVER IN IMPLEMENTATION OF CODE OF CONDUCT**

41. The approach of observer should be to get the complaint inquired by AEA/DEA/RO through the inquiry officer and tracking how the inquiry is conducted and how the concurrent corrective measure is affected. The observer should advise the RO/AEA/DEA about the violations and appropriate action to be taken. However in case of lapses on part of the authorities even after advice of the observers, the observers should immediately communicate lapses to the EA&C&SO, GHMC and SEC. Observer should use videography as an effective tool to implement Model Code of Conduct.

42. There are several instances where implementation of model code of conduct has been handled for the same issue in different manner in different wards. Observers are eyes and ears of the SEC and not the executives in the field.

43. Some instances are given as case studies to sensitise you to this aspect-

### **Situation A**

An observer found a vehicle with a party flag and lot of workers with a microphone campaigning for a candidate without a permit.

- a. He detains the vehicle with the help of his PSO and calls for the police and orders them to take a particular action, issues a specific instruction in writing.
- b. He reports the matter on phone to the concerned DCP and subsequently write a letter and warrants an ATR from the DCP and RO. In case of non action, the lapse is reported to SEC.
- c. He gives an instruction to immediately arrest the people in the vehicle to the police in writing.

The SEC would appreciate the option 'b' in this case. However, to ensure ripple effect, the incident and the action taken should be publicized in the media to create further deterrence through the Returning Officer. In any case the observer is not expected to interact and brief the media personally.

### **Situation B**

There is a complaint from a particular political party that there is possession of illegal arms in a particular location by another contesting party. The complaining party does not disclose the location and requests for a police party to raid in a location to be specified later.

- a. The observer agrees to the demand and order the DCP to send a police party.
- b. The observer takes the complaint and location confidentially, asks the DCP to act on it and report back. He also sends a videography team with the police party.
- c. The observer takes the police party and goes to the specified location and raids it.

The SEC would recommend the option 'b' in this case as observers have to think and act independently after receiving a complaint and not physically move with one party or other as that is also seen as partisan.

### **Situation C**

Every party has a list of star campaigners designated who shall be funded centrally from the party level for their travel and campaigning. One of the star campaigners deliver inflammatory speeches hurting the sentiments of a particular section of society and this is widely covered by media at national and local levels.

- a. This episode and the contents of speech is recorded and reported to SEC and at the same time appropriate action by the election machinery has been initiated. The action taken is proportionate to the gravity of the lapse.
- b. This episode is not reported to SEC and action has been initiated at the local level which is covered by local media.
- c. It was not acted against at all.

The SEC would recommend option 'a' as the lapse is being covered by national media and the damage is no more localized and therefore the non-reporting of this event to SEC shall have negative effect on the general scenario of elections.

### **Situation D**

An observer witnesses that a public property has been defaced by posters, which is serious violation of model code of conduct. He had to deal with this.

- a. The observer gets out of the vehicle and tears the posters himself.
- b. He informs the Returning Officer and asks the Returning Officer to send the enforcement squad responsible for territorial jurisdiction. He

documents the violation through videography. After a day or two checks whether that violation has been dealt with and also ensures booking of that expenditure in the accounts.

The option 'b' is the desired response.

44. SEC encourages effective observation rather than self implementation of the Model Code of Conduct.

45. SEC envisages appropriate and timely action against lapses and at the same time proportionate flow of this information of action taken to the appropriate levels like local, district and state to have a deterrence effect.

46. Every move of campaigning has an implication of election expenditure. The observers are expected to correlate all the permissions taken and the expenditure statements submitted. In case of some expenditure not being reported, the standard rates prevailing in the district should be adopted.

#### **WATCH ON EXPENDITURE INCURRED ON ELECTION CAMPAIGN BY THE CANDIDATES/ POLITICAL PARTIES**

47. Use of money power, needless to reiterate, vitiates the election process. The Observers are, therefore, expected to be the watchdogs and keep a strict vigil on surreptitious and discursive ways of spending money to influence voters. The observers should know the ceiling of election expenditure for his ward.

48. Past experiences indicate that use of money power starts right from the distribution of tickets by the political parties. Subsequently, it takes various forms, which are enlisted herein below. However, it must be kept in mind that the enlisted ways of spending money is only indicative. There can be many other ways of spending money which should engage the attention of Observers.

- Booth-wise agents are appointed to purchase floating votes;
- Large donations to clubs and organizations to influence its members;
- Largesse to petty party workers to dole out the same to electors;
- Rented crowds for party meetings;
- Rallies and campaigns with purchasable crowd;
- Presence of candidates at social occasions like mass weddings, feasts, poojas, jagrans, inaugurals, etc., where gifts are given on behalf of candidates;
- Acceptance of felicitations by the contesting candidates at any educational or charitable organizations;
- Distribution of free liquor/liquor passes to the electors;
- Use of dummy candidates at election to utilize his quota of electioneering vehicles, etc.,

- Surrogate advertisements in print and electronic media whereby candidature is canvassed by unconnected persons/organizations so as to avoid the expenditure on the same being accounted for in the expenditure of the contesting candidates;
- Bringing cinema celebrities and sports persons to campaign;
- Providing voters with caps, vests, umbrellas, bi-cycles, etc.

49. It shall be the duty of the observers to ensure that all the instructions of the Commission are followed meticulously and there are no aberrations in their application. It is, therefore, imperative that the observers should familiarize themselves with the extant instructions issued by the Commission, a compendium of which is enclosed with this handbook.

50. The gist and highlights of various instructions on the issue of election expenditure is given hereunder for the benefit of the Observers:

- Section 617-B of GHMC Act, 1955 stipulates that every candidate at an election shall, either by himself or by his election agent, keep a separate and correct account of all expenditure in connections with the elections between the dates on which he has been nominated and the date of the declaration of the result thereof, both the dates inclusive.
- Section 617-C of the said Act further stipulates that every contesting candidate at an election shall, within (45) days from the date of the elections of the returned candidate, lodge with the concerned Collector and District Election Authority, on account of the election expenses which shall be a true copy of all the account kept by him or by his election agent u/s 617 B of GHMC Act, 1955.
- Even if a contesting candidate does not seriously contest the election for any reason whatsoever and incurs only a nominal expenditure on his security deposit, etc., he is required by law to lodge his account of election expenses.
- Contesting candidates, who fail to comply with the requirement of law regarding the lodging of account of election expenses, are liable to be disqualified by the State Election Commission u/s 20-B of GHMC Act, 1955 for a period of three years in addition to cessation of membership if elected.
- The State Election Commission has prescribed a format of the register which is required to be maintained by the contesting candidates along with supporting vouchers, bills, etc., arranged in a proper chronological order (refer: SEC circular No.633/SEC-F2/2005, dated 03-08-2005 and 10-09-2005).
- Along with the register the State Election Commission has prescribed a format of "Abstract of Election Expenditure Account" which has also to be filled up by the contesting candidates.

- The prescribed register/forms/extracts of rules relating to lodging of returns of accounts of election expenses should be printed and made available to the contesting candidates.
- The supporting vouchers of the day to day expenses should necessarily bear the signature in full of the contesting candidate or his election agent.
- The register along with Abstract of Election Expenditure Account has to be made available by the contesting candidates for inspection by the Returning Officer/Designated Officer in the prescribed dates.
- If a candidate is contesting election for more than one ward, he is required to maintain and lodge a separate account of his election expenditure in respect of each such ward.
- The accounts of the candidate will be scrutinized by the Returning Officer/Designated Officers and he shall keep two photocopies of the relevant pages of the register. One copy of the relevant pages of the register shall be displayed on the notice board of the Returning Officer and the other copy will be retained in a separate file for each ward as proof record with the Returning Officer and furnish to the EA&C&SO, GHMC on conclusion of the whole electoral process.
- Where a candidate does not produce the register containing his daily account of election expenses before the designated officers/observer, despite notice, the EA&C&SO, GHMC shall cause a complaint to be lodged u/s 171-I of the IPC against the errant candidates.
- Any person desiring a copy of these day to day accounts should be provided the same by the Returning Officer subject to the payment of usual copying charges.
- The candidate, while maintaining their register of accounts of election expenditure, should also account for all expenditure including those incurred prior to the date of nomination for preparation of campaign material, etc., which are actually used during the post nomination period in connection with the election.
- The Hon'ble Supreme Court in Kanwar Lal Gupta Vs. Amarnath Chawla (ARI 1975 SC 308) has held that the expenditure incurred by the political party, as distinguished from expenditure on general party propaganda, which can be identified with the election of the given candidate would be liable to be added to the expenditure of that candidate as being impliedly authorized by the candidate. The Apex Court has further held that a party candidate does not stand apart from the political party and if the political party does not want the candidate to incur the disqualification, it must exercise control over the expenditure which may be incurred by it directly to promote the electoral prospects of the candidate.

- The expenditure on bullet proof cars and all other cars used by all the Ministers of Union and State and all other leaders of political parties shall be borne by the candidates.
- All vehicles (including two-wheelers, motor-bikes, scooters and mopeds, etc.) being used by the candidates for the election campaign are required to be lodged with the EA&C&SO, GHMC.
- The expenditure incurred by a political party on advertisements in connection with the election of a particular candidate or a group of candidates shall be treated as expenditure authorized by the candidates concerned and shall be accounted for in the election expenses of the candidates concerned. In cases where the expenditure is incurred by the political party for the benefit of a group of candidates, the expenditure is to be apportioned equally amongst the candidates.
- The expenses on construction of barricades/rostrums etc., when done initially by the government agencies on account of security considerations on behalf of the party organizers are to be booked as expenditure of a candidate in whose ward the said meeting takes place or to a group of candidates who are present at the time when the leader of a political party addresses such a meeting. In cases where there are more than one candidate of the political party present at the time of the said meeting of the "leader", the expenditure will be apportioned equally amongst all, and the Collector & District Election Authority of the district where such a meeting takes place shall obtain the final costs from the concerned government agencies within three days of the event and intimate to the candidates their private share of expenditure. This information will also be intimated to the Returning Officer to which the other candidates belong.
- Where the aforesaid expenditure are incurred from the organiser's own funds, the same will be reflected in the accounts of the concerned candidates or a group of candidates present in the meeting of the leader.

51. The Observers are advised to familiarize themselves completely with the aforesaid instructions of the Commission and prevail upon the Designated Officer to abide by the same. Wherever aberrations are noticed, the Designated Officers should be encouraged to issue notices through the Returning Officers to the erring candidates and make a note of the same in the register whenever they are produced for inspection.

## **CIRCLE MEDIA CELL**

52. The EA&C&SO, GHMC shall arrange to create a cell at each circle for dealing with media headed by an Assistant well versed with public relations and the main functions shall be -

- a. The cell shall collect various clippings about the elections and also the advertisements from all the newspapers including the vernacular languages and provide this with translation if required to the Observer through the liaison officer. This should be done on a day to day basis by the media cell. This exercise depending on the location of the observer may be done by liaison officer and an allowance shall be provided for this to the liaison officer,
- b. Prepare and circulate the note on various steps initiated during the day against violations of MCC to the media. These notes shall not include any direct quotes to the media by the observer, and
- c. They should also ensure that videography of all the public meetings are done and passed on to the observers. They should aid the observers in viewing and bringing forth any violations of MCC to the notice of the observers.

## **PREPARATION OF POLLING PARTIES AND TRAINING**

53. To ensure transparency, the Commission has instructed the EA&C&SO, GHMC randomization plan for selection and deployment of polling staff as was done during the general elections, 2009. In the first stage of randomization, polling staff is randomly selected from a complete database of all Government employees working in GHMC area. This process would have been completed before arrival of the Observer, however, the Observer should examine the outcome of the process and ensure that the selection has been random. The second stage of randomization is for polling teams and assignment of the wards to which they shall be deployed. The polling station to which these teams will be going would be known only after the randomization which is done on the day just before dispatch.

54. Success of the poll process depends a lot on the quality of training imparted to the polling staff. Observer should monitor the training process and take care that:

- (i) All the staff appointed for poll duty is trained.
- (ii) The trainers are well versed with the election process. It is a good practice to use the Zonal Officer as trainers.
- (iii) Training is imparted in small groups and not very large groups to ensure that proper focus is maintained.
- (iv) Training covers all aspects of poll management, including EVM and non-EVM aspects, forms and certificates to be filled by the staff. Special focus should be given to the latest instructions issued by the Commission since most of the polling staff would be unaware of them.

## **ELECTRONIC VOTING MACHINE**

55. The Observers will check on the stock of EVMs available in the circle and whether they have been serviced by the engineers of the manufacturing firm ECIL. The Commission issues detailed guidelines to the EA&C&SO, GHMC for training and awareness generation on the use of EVMs. It has to be seen whether these training programmes have been taken up properly and the people are aware of the method of casting their votes on the EVMs. The training of Presiding Officers and polling personnel, especially the fourth polling officer who controls the “Ballot” button on the use of EVMs is critical.

56. The Commission has also mandated randomization of EVMs to avoid apprehensions of any attempt of manipulation of EVM. This randomization is done in two stages. In the first stage, which is done before the arrival of the Observer, EVMs are allotted to a particular circle and in the second stage, which is done in the presence of the observer, an EVM is allotted to a particular polling station in ward.

## **PREPARATIONS FOR DATE OF POLL**

57. Effective checks to curb electoral malpractice or vitiation of the poll process by way of booth capturing, rigging, creating a scare of fear and panic among electorate and effectively preventing them from casting their votes are major concerns.

58. The methods adopted by unscrupulous elements vary from ward to ward. The Observers are expected to familiarize themselves about the tricks of the trade prevalent in the area as well as identify the specific areas prone to such mischief.

59. The Observers between or amongst them should carefully plan out, in confidence, the areas which they would focus on, during the actual period of poll. This will be kept confidential and is not to be shared with anyone.

## **VISIT OF DISTRIBUTION CENTRES**

60. The Observers will visit the distribution centres for dispatching the polling parties to different locations and make a brief report on the manner in which the operations are being conducted. They will particularly see that the random formation of polling parties is being truly and correctly implemented.

## **MICRO OBSERVERS**

61. The employees of the State/State Government PSUs are appointed as Micro Observers. The Micro Observers are expected to observe the polling process on the day of poll. They are assigned duty in the polling station. They shall be part of the polling team and be seated in the polling station. They are to be present in the polling station before the mock poll starts. They shall report about the poll day in the given format, “report of Micro Observers”.

62. Micro Observers are to be trained by the observers two days before the poll with the help of Returning Officer and posted in the polling stations which are critical. Therefore an arrangement is required wherein Micro Observers are stationed at a central location on the day of poll and they are moved to specific polling stations as per requirement (like absence of polling agents, critical polling stations etc.).

63. All the critical polling stations need not be covered by Micro Observers. They should be used effectively and not on an extensive basis unless required. The Micro Observers may be sent with the polling parties in case they are required to perform duty at remote locations.

### **POLL DAY ACTIVITIES**

64. One of the most important responsibilities of the Observers is to oversee the actual poll. On the date of poll, Observers available in the ward would tour the maximum number of booths as is physically possible during the hours of polling. For this purpose, they will mutually decide as to which polling stations they will visit on the poll day. Also to save time they may consider carrying some packed food and start field visits well before the poll begins. The presence of the Observers in the field on the date of poll and their visits to polling stations should be an effective deterrent against electoral malpractice and vitiation of the poll process. The Observers will ensure prompt and effective action on this score by interacting with the Election related Officers constantly through telephone, wireless, VHF Radio sets etc.

65. Commission has mandated conduct of mock poll before the actual poll begins to demonstrate proper functioning of the EVM to the polling agents. To this effect, the Presiding Officer has to sign a certificate in the format prescribed by the Commission. Observers should monitor that the mock-polls have been conducted and the POs have issued the certificate to that effect.

66. They should look for any unusual activity or lack of activity around a polling station to sense whether any electoral malpractice has vitiated or is likely to vitiate free and fair polls. Absence of women in the queues may be an indicator of something unusual. The Observers should in advance study and acquaint themselves with the pattern of electoral malpractices in the past elections in different areas. On this basis, they can look for tell tale signs, of any irregularities. They should constantly remain in touch with the Returning Officer, Assistant Returning Officer, Zonal Officers and other officers on duty to get feedback as well as to convey anything specific for corrective action to be taken by the concerned authorities on the basis of what the Observers have actually seen in the field.

67. They should also go inside polling stations and check for the progress of polling, the compliance of prescribed procedures by the polling officials in conducting the poll, the presence of polling agents, the updating of entries in the Presiding Officer's diary and such other matters that need verification. Register of Voters (Form XXXIV) must be checked with display of total votes polled on EVM and observer must sign the visit sheet along with his observation and record the time of his visit. They should also verify whether the second polling officer is noting down the last four digits of EPIC/other

identify documents in the remarks column of Registration of Voters (Form XXXIV).

68. The Observers will also take stock of the collection of the EVMs and the transport of polling parties and polling materials under appropriate security arrangements. The convoys once started should only stop at the destination, that is, the strong room where there are to be stored.

69. An important point to be noted is that Form XXXVI has been completely and correctly filled in by the Presiding Officer and these are deposited along with the Presiding Officer's diary at the collection centres and strong rooms.

## **RECEPTION OF POLLING PARTIES**

70. There is need to focus on polling stations wherein

- (i) polling was disrupted temporarily due to EVM failure or any other reason,
- (ii) serious complaints were received and
- (iii) confirmation regarding mock poll certificate not received.

71. The Returning Officer has to prepare a report of such polling stations with their names and numbers and send it to EA&C&SO, GHMC and Observer by 5.00 pm on the poll day and the polled EVMs and other documents pertaining to these polling stations are to be received in a **special counter** and not in the regular counters as a rule. The presiding officers' diaries have to be checked thoroughly for these polling stations.

## **REPOLL AND ADJOURNED POLL CASES**

72. The report of the Observer is the most important input for the Commission for taking a decision on ordering repolls. The Observers should therefore be vigilant and alert about any incident or activity which might or might have vitiated the poll process so that they can send a specific report to the Commission on this matter. Sometimes, information received from other sources are referred back to the Observers on telephone by the Secretary, State Election Commission and the Observers are expected to make such enquiries and verification as are possible within the constraints of the time available. After this and after taking into consideration other inputs made available to the Commission, repoll is ordered in such of the polling stations as is considered necessary and appropriate by the Commission.

73. It is of utmost importance that the repoll itself is not vitiated in any manner. The Observers will give specific and comprehensive report on the actual conduct of repoll. The repoll, if any, is normally held on the second day following the date of poll unless specified otherwise.

## **END OF POLL REPORT**

74. The Observers will send a report in the form prescribed in **Observers Report 3** at the end of poll showing the role of polling agents and the number and nature of complaints received in regard to each polling station. In addition to this, the Observer has to send a comprehensive report highlighting all important factors, in case any repoll is recommended by him for a particular polling station or a group of polling stations.

## **COUNTING OF VOTES**

75. One of the most important features relates to provision of specific facilities for the Observers and media in the counting centres. It is now mandatory for the Returning Officer to provide a separate room or a cubicle for Observer or Observers in each counting centre with one STD telephone and one fax attached to this.

76. The statutory provisions regarding Observers specifically focus on their role during the counting process and empower them to stop counting and to direct the Returning Officer/Assistant Returning Officer not to declare the result in circumstances mentioned in section 617 D of GHMC Act, 1955. The statute thus enjoins a special responsibility on the part of the Observers to oversee and supervise the counting process and also to provide a direct immediate communication to the Commission. The Commission accordingly expects that the Observers will have a key role in the superintendence of the counting process.

77. The staff selected for counting has to be randomized on the day of the counting early morning before the counting begins. The Commission is particularly concerned that the entire counting arrangement should be orderly and well-structured. The Commission attaches great importance to the fact that the actual counting is done in such a manner that it is not only smooth and efficient but more importantly transparent and correct. Reasonable opportunity is to be afforded, as per existing instructions of the Commission, to let the counting agents of the candidates get a clear view of the counting process as it goes on each counting table. There should be no room for any doubt.

78. For ensuring accuracy of the result of counting, a round-wise statement shall be prepared by the Returning Officer. Both the Returning Officer and Observer shall personally verify that the number of votes posted against the name of each candidate in respect of every counting table tally with the figures as shown in part II of Form XXXVI (result of counting) pertaining to that table. They shall append their initial below the total of each counting table. A copy of the detailed table-wise, polling station-wise, round-wise break up of the votes will be kept by the Observer in his folder.

79. The tallying process at the end of each round of counting should be completed in a systematic manner and the round-wise progress announced within the halls by the concerned ARO-in-charge. Immediately thereafter, this should be announced over the public address system. These public announcements could be centralised in a counting centre with multiple halls.

80. The Observers will also ensure that as soon as the final results and the winning candidate are announced and all the relevant papers are signed by the Returning Officer, the final detailed result is transmitted to SEC website.

81. The Observers should ensure after the declaration of result that the Returning Officer sends to EA&C&SO, GHMC the duly filled and corrected copies of

- (i) Final Result Sheet in Form XXX,
- (ii) Declaration of Result in Form XXXI
- (iii) Return of Election in Form XXXII

82. It may be noted that only the name which is given in the nomination form is normally valid for all future references and use in the other related documents. The list of contesting candidates in Form XI should reflect the name exactly and correctly with same spellings as given in the Nomination Form. Eventually the name of the candidate who is returned from the ward is given in the declaration of the result in Form XXXI. It is absolutely imperative that this Form XXXI as also the return of the election in Form XXXII and the certificate of the election in Form XXXIII contain exactly the same name as given in the list of contesting candidates in Form XI. Consistency of the names in the Forms XI, Ballot Paper and Form XXXI, XXXII, XXXIII has to be maintained without fail. The Observers will impress upon the Returning Officers about this aspect and ensure that full compliance is made.

**Annexure - I**

**Details showing the office/residential telephone numbers, cell phone numbers of EA&C&SO, GHMC and other senior officer related to elections in GHMC and senior officers of the Commission.**

<b>GHMC Head Office</b>				
<b>Sl. No.</b>	<b>Designation / e - mail Address</b>	<b>Fax. No.</b>	<b>Office No.</b>	<b>Commissioner's Name &amp; Cell. No.</b>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>
1	Commissioner & Spl. Officer, GHMC commissioner@ghmc.gov.in	040-23261262	040-23262266	Sri S P. Singh, IAS ( 9849909813 )
2	Spl. Commissioner, GHMC spl.commissioner@ghmc.gov.in	040-23260050	040-23224564	Sri M.T. Krishna Babu, IAS ( 9177611110 )
3	Addl. Commissioner (Elections.), GHMC ac_elections@ghmc.gov.in	040-23220080	040-23220080	Sri T. Muralidhar ( 9866348809 )
4	Joint Commissioner (Elections.), GHMC ac_elections@ghmc.gov.in	040-23223259	040-23223259	Sri Ravi Kiran, ( 9963550665 )
<b>Zonal Commissioner's</b>				
1	Zonal Commissioner (East) zc_east@ghmc.gov.in	040-24140937	040-24043600	Sri S. Rama Narayana Reddy (9000399942 )
2	Zonal Commissioner (South) zc_south@ghmc.gov.in	040-24500254	040-24500254	Sri M. Balasubramanyam Reddy ( 9704990978 )
3	Zonal Commissioner (Central) zc_central@ghmc.gov.in	040-23322978	040-23322978	Sri K. Bhasker, IAS. ( 9000994036 )
4	Zonal Commissioner (West) zc_west@ghmc.gov.in	040-23011963	040-23010062	Sri P. Venkat Rami Reddy, ( 9963550646 )
5	Zonal Commissioner (North) zc_north@ghmc.gov.in	040-27807321	040-27807321	Sri K. Sudhakar ( 9849905760 )
<b>Deputy Commissioner's</b>				
1	Dy. Commissioner (Circle -1), Kapra dc_kapra@ghmc.gov.in	040-27125341	040-27126068	Sri G. Krishnaiah ( 9989930667 )
2	Dy. Commissioner (Circle -2), Uppal dc_uppalkalan@ghmc.gov.in	040-27204343	040-27202393	Sri M.Chalapathi, ( 9989930667 )
3	Dy. Commissioner (Circle -3), L.B. Nagar, dc_lbnagar@ghmc.gov.in	040-24041057	040-24045519 040-24045261	Smt P.Nagaveni, ( 9849905903 )

4	Dy. Commisioner (Circle -4) Sardar Mahal, Charminar, dc_circle4@ghmc.gov.in	040-24500254	040-23326975 040-23314778	Smt A.V.Ramani, ( 9963550650 )
5	Dy. Commisioner (Circle -5), Sardar Mahal, Charminar, dmc_circle5@ghmc.gov.in	040-24500254	040-24525842	Sri J.R.Suresh, ( 9849006064 )
6	Dy. Commisioner (Circle -6), Rajendra Nagar, dc_rnagar@ghmc.gov.in	040-24015264	040-24017123	Smt A.Vijaya Lakshmi, ( 9849165982 )
7	Dy. Commisioner (Circle -7), Khairtabad, dc_circle7@ghmc.gov.in	040-23322978	040-23326975	Sri S.Maqbul Ahmed, ( 9849062520 )
8	Dy. Commisioner (Circle -8), Abids 4th Floor Parking Complex. dc-circle8@ghmc.gov.in	040-24736912	040-24740211	Sri D.Malayadri, ( 9177904945 )
9	Dy. Commisioner (Circle -9), Abids 6th Floor Parking Complex, dc_circle9@ghmc.gov.in	040-24736912	040-24736912	Sri Y.Sai Sreekanth, ( 9989930610 )
10	Dy. Commisioner (Circle -10), Khairtabad, dc_circle10@ghmc.gov.in	040-23322978	040-23326976	Sri C.N.Raghu Prasad, ( 9849905901 )
11	Dy. Commisioner (Circle -11), Serilingampally (South -I), dc_spally1@ghmc.gov.in	040-23013065	040-23010141	Smt C.Anuradha, ( 9701110126 )
12	Dy. Commisioner (Circle -12), Serilingampally (North -II), dc_spally12@yahoo.co.in	040-23033162	040-23033164	Sri E.D.Vijaya Raju, ( 9849905906 )
13	Dy. Commisioner (Circle -13), Ramachandrapuram & Patancheru., dc_rcpuram@ghmc.gov.in dc_patancheru@ghmc.gov.in	08455-285944	08455-240768	Sri D.Gopal Krishna Reddy, ( 9963552189 )
14	Dy. Commisioner (Circle -14), Kukatpally, kukatpallymunicipality@yahoo.com	040-23815785	040-23707788	Sri T.Sakala Reddy, ( 9704678120 )
15	Dy. Commisioner (Circle -15), Quthbullapur, dc_qdpur@ghmc.gov	040-23170303	040-23176116 040-23085845	Sri L.Shyam Prasad, ( 9849905904 )
16	Dy. Commisioner (Circle -16), Alwal dc_alwal@ghmc.gov.in	040-27970500	040-27971373	Sri N.Amaraiyah, (9849905905 )
17	Dy. Commisioner (Circle -17), Malkajiri, dc_malkajiri@ghmc.gov.in	040-27055060	040-27052428	Sri D.John Samson, ( 9849905902 )
18	Dy. Commisioner (Circle -18), Sec'Bad Division, ac_secbad@ghmc.gov.in	040-27804022	040-27804012	Sri B.V.Gangadhar Reddy, ( 9849905907 )

<b>Contact number of senior officers of the SEC</b>				
<b>Sl. No.</b>	<b>Name of the Senior Officer &amp; Designation</b>	<b>Office Phone</b>	<b>Residence</b>	<b>Mobile</b>
1	Dr.A.V.S.Reddy, IAS (R ), <b>State Election Commissioner</b>	27535858	23310888	9848666969
2	Sri B.Venkateswara Rao, IAS., <b>Secretary</b>	27545350	27403262	9866893185
3	Sri K.S.N.Murthy, <b>Advisor (Legal)</b>	27543122/23	23810590	9490295269
4	Dr.G.M.Ramesh Kumar. <b>Joint Secretary</b>	27543124	27628016	9502035044
5	Sri A.V.Satya Ramesh, <b>Joint Secretary</b>	27540623	27170983	9866522584
6	Sri Ch.Ravindranath, <b>Joint Director</b>	27540609	24036524	9866522585

**CHECK LIST (WARD-WISE)**

**INFORMATION/PARTICULARS TO BE PREPARED BY EA &C&SO, GHMC  
TO BE PROVIDED TO THE OBSERVER ON ARRIVAL**

- a. Name of the ward/wards
  - i. No. of critical polling stations
  - ii. Map of the circle and map of the ward (s) highlighting critical polling stations
  
- b. Returning Officer and Assistant Returning Officer
  - i. Name
  - ii. Designation
  - iii. Date of joining the designated cadre
  - iv. Experience in conduct of elections
  - v. Date of posting
  - vi. Contact No. RO.....  
ARO.....
  
- c. Population
  - i. Male
  - ii. Female
  - iii. Total
  
- d. Electorate details

**Number of Electors**

Male	Female	Service Voters	Total electors	EPIC holders

- e. Electoral roll details
  - i. Date of publication of ward-wise electoral roll (revised w.r.t. 01-01-2009)

Date		Month		Year			
1	0	0	6	2	0	0	9

- ii. No. of inclusions/deletions made in the ward-wise electoral roll from 10-06-2009 till the date of election notification.

No. of electors as on the date of publication of electoral roll 10-06-2009	No. of inclusions made from 10-06-2009 till the date of election notification	No. of deletions made from 10-06-2009 till the date of election notification	No. of electors in the ward as on the date of notification

- iii. Whether copies of electoral roll have been supplied to the recognized political parties and registered political parties who were allotted a symbol by SEC.

Yes	No	If yes, date thereof	If no, reason therefore

- iv. Please provide list of polling station wise changes made (a separate sheet to be attached)

- v. Preparation of authenticated copies to be completed on and supplied to political parties on

Date	Month	Year

f. Polling Stations

- i. No. of polling stations

Men	Women	General	Total

- ii. Whether the list has been approved by the EA & C&SO, GHMC

Yes	No

- iii. Whether all the polling stations have been visited by the Returning Officer and Assistant Returning Officer

Yes	No

- iv. Polling Station details

Total No. of Polling Stations	Single Polling Station Locations	Two PS location	Three PS location	Four PS location	Five PS location	Six PS location	More than Six PS location

v. Electors details of Polling Stations in the ward

Total No. of Polling stations	Number of electors attached to the Polling Station					
	Less than 300	300-800	801-1000	1001-1200	1201-1500	More than 1500

g. Critical polling stations identified or not (please provide the list with reasons)

h. EVMs

Name of the Ward	No. of EVMs required for polling booths	No. of EVMs in reserve	No. of EVMs marked for training	Total number required	Available number

i. Have EVMs been allocated ward-wise by the EA&C&SO, GHMC after 1<sup>st</sup> randomization ?

Yes	No

Date and location planned for sealing and randomization of EVMs by Returning Officer

- (i) Date:  
(ii) Location:

j. Identification of centres for dispatch, receiving and counting and any special arrangements.

Name of location	Activity	Facilities		Space		Lighting		Water/&toilets		Layout plan	
		Adeq	Inad	Adeq	Inad	Adeq	Inad	Adeq	Inad	Done	Not done

k. Availability of staff

Polling Personnel

Total No. of polling personnel required for the Ward	No. of State Govt. officials available	No. of State PSUs available

Police personnel

i. The total number of police personnel by designation

DCP	ACP	Inspectors	Sub-Inspectors	Constables

ii. Requirement of Special Force with arms.

iii. Operation of Police control (police and Returning Officer, Assistant Election Authority (DMC)) and the contact numbers.

l. Preventive actions taken

- (i) Arms deposited
- (ii) Security bonds
- (iii) Preventive detentions
- (iv) NSA
- (v) Externment
- (vi) Prohibition cases if applicable
- (vii) List of persons provided with security cover
- (viii) Copy of law & order report sent to SEC should be endorsed to Observer daily.

m. Arrangements for implementation of model code of conduct

- (i) Arrangements for prevention and removal of defacement of property
  - a. Territorial jurisdiction wise enforcement squads formed
  - b. circle media cell constituted or not
- (ii) Instructions to all the officers, candidates, political parties highlighting actions envisaged for the lapses.
- (iii) Name & Designation of officer for communicating about the venues, and rallies of political party/candidates' meetings.
  - a. Name and contact number
- (iv) Arrangements for expenditure observation at the ward level.
  - a. Designated officers at ward level appointed
 

Yes	No
- (v) Preparation of list of prevailing market rates for regular campaign material required done
 

Yes	No

n. Arrangements for procurement of election material and printing of forms etc.

No. of indelible ink phials obtained	No. of green paper seal obtained	No. of paper strips seals obtained	Whether sufficient number of handbook for the Presiding Officers etc. available	Whether Statutory/ Non-Statutory forms etc., available

o. Randomisation of polling personnel

(i) Whether data base of polling personnel prepared ? 

Yes	No

(ii) Date for formation of polling parties

Date		Month		Year	

(iii) Date for allocation of polling stations to polling parties

Date		Month		Year	

p. Training of Polling Personnel

i. Whether training schedule for the polling personnel prepared? 

Yes	No

ii. Whether schedule for EVM training for the polling personnel prepared? 

Yes	No

iii. Whether schedule for training of the Zonal Officer (s) prepared? 

Yes	No

q. Dispatch arrangements

- i. Name of the location.
- ii. Any need for early dispatch to specific polling stations,
- iii. If yes, reasons.

r. Receiving arrangements

- i. Location
- ii. No. of tables for receiving,
- iii. Plan for special counters

- s. Strong room location and security arrangement
- t. Counting arrangements
  - i. Appointment of additional AROs, if any,
  - ii. Location of counting
  - iii. Arrangement for receiving and counting of Postal Ballot papers.

First report of General Observer- after 5 days of arrival (not later than 7 days)

### GENERAL OBSERVER REPORT – 1

POLL PREPAREDNESS REPORT (please indicate done or not done\*)

Yes	No

Name of the General Observer	
Ward No(s).	

1	Electoral roll published and handed over to the political parties ?	Yes	No
2	Affidavits uploaded on EA&C&SO, GHMC website, put on notice boards and published	Yes	No
3	Arrangements for	Done	Not done
	(a) EVMs (Randomisation and sealing)		
	(b) Ballot paper printing		
	(c) Setting up of facilitation center for providing postal ballot papers to polling personnel		
	(d) Dispatch of postal ballot papers to service voters		
4	Polling personnel list preparation		
	Dates of second randomization		
	Dates of third randomisation		

#### 5. Training

First Training date	Day		Month		Year		
Second Training date							

6	Adequate preventive steps taken for maintenance of Law & Order	Yes	No
7	Mapping of ward-wise critical polling stations done	Yes	No
8	Arrangements for dispatch, receiving and counting centre and strong room	Done	Not done
	Facilities adequate	Yes	No
9	Arrangements for model code of conduct implementation		
	Enforcement squads formed	Yes	No
	System for receiving complaints and monitoring of disposal of complaints done	Yes	No
10	Communication plan done	Yes	No
11	Establishment of control rooms done	Yes	No

Overall observation – (Indicate any arrangements not made, requiring improvements, overall coordination assessment) Indicate areas of concern at least three in order of priority.

Date :

Signature of the General Observer

Place:

Name:

**The General Observer has to send the second report, 3 days before the poll**

**GENERAL OBSERVER REPORT – 2**

General Observer Name	
Ward No (s).	
Circle No.	

1	Number of complaints received for violation of MCC		
2	Number of notices issued		
3	Number inquired and action taken		
4	Any pending for inquiry and corrective action		
5	Reasons pending		
6	Critical polling stations identified	Yes	No
7	Police plan done	Yes	No
8	Authenticated copy of electoral roll has been prepared and supplied to candidate	Yes	No
9	Number of micro-observers identified	Yes	No

Any special remarks.

Date:

Signature of the General Observer

Place:

**The General Observer has to send the third report, after the completion of poll**

GENERAL OBSERVER REPORT – 3

General Observer Name	
Ward No (s).	
Circle No.	

1	Total number of polling stations			
2	Number of polling stations where mock poll was not confirmed (indicate the specific number of polling stations)			
3	Number of polling stations where there were no polling agents (indicate the specific number of polling stations)			
4	Number of polling stations where there was only one polling agent was present (indicate the specific number of polling stations)			
5	Number of polling stations where poll was interrupted for more than two hours or delayed in starting (indicate the specific number of polling stations)			
6	Number of polling stations where the interrupted poll could not continue (indicate the specific number of polling stations)			
7	Number of polling stations were poll continued beyond appointed hours (indicate the specific number of polling stations)			
8	Number of Micro observers appointed at the polling stations			
9	Number of EVMs replaced after the start of poll (indicate the specific number of polling stations)			
10	Number of polled votes in the EVM which was replaced and the name and number of the polling stations			
11	Strong room sealing time and date	Time	Date	
12	All Presiding Officers diaries and other documents received	Yes	No	
13	Total voting	Total number of electors	Number voted	Percentage
	Male			
	Female			
	Total			

Events relating to law and order, bogus voting, unauthorized entry have to be listed clearly with name and event

Any need for repoll

If yes, then the details of reasons

Fixing the responsibility for the reason leading to repoll

Signature of the General Observer

Date :

Place:

**The General Observer fourth report has to be sent after the counting**

GENERAL OBSERVER REPORT – 4

General Observer Name	
Ward No (s).	
Circle No.	

1	Total number of postal ballot papers issued	
2	Total number of postal ballot papers received	
3	Valid postal Ballot papers	
4	Invalid postal ballot papers	

Candidate wise break up of votes polled:

Sl. No.	Name of the candidate	Number of votes polled	Party Affiliation

Election result declared Yes/No

Signature of the General Observer

Date :

Place:

First report of Election Expenditure Observer-  
after 5 days of arrival (not later than 7 days)

ELECTION EXPENDITURE OBSERVER REPORT – 1

POLL PREPAREDNESS REPORT (please indicate done or not done\*)

Yes	No

Name of the Election Expenditure Observer	
Ward No(s).	

1	Electoral roll published and handed over to the political parties ?	Yes	No
2	Affidavits uploaded on EA&C&SO, GHMC website, put on notice boards and published	Yes	No
3	Arrangements for	Done	Not done
	(a) EVMs (Randomisation and sealing)		
	(b) Ballot paper printing		
	(c) Setting up of facilitation center for providing postal ballot papers to polling personnel		
	(d) Dispatch of postal ballot papers to service voters		
4	Polling personnel list preparation		
	Dates of second randomization		
	Dates of third randomisation		

5. Training

First Training date	Day		Month		Year		
Second Training date							

6	Adequate preventive steps taken for maintenance of Law & Order	Yes	No
7	Mapping of ward-wise critical polling stations done	Yes	No
8	Arrangements for dispatch, receiving and counting centre and strong room	Done	Not done
	Facilities adequate	Yes	No
9	Arrangements for model code of conduct implementation		
	Enforcement squads formed	Yes	No
	System for receiving complaints and monitoring of disposal of complaints done	Yes	No
10	Communication plan done	Yes	No
11	Establishment of control rooms done	Yes	No

12	Monitoring of election expenditure		
	(a) Whether the election machinery is aware of Rule 96 of Conduct of Election Rules, 2005 relating to ceiling on maximum expenses.		
	(b) Whether all the candidates been furnished with the prescribed register for maintaining day to day account of election expenditure by contesting candidates, alongwith the format of "Abstract of Election Expenditure Account", form of "Affidavit" and a written communication by the Returning Officer detailing the provisions of maintenance of accounts of election expenses immediately after the nomination of the candidates.		
	(c) Whether such registers were duly page numbered and authenticated by the EA&C&SO, GHMC.		
	(d) Whether a meeting has been convened by the EA&C&SO, GHMC/Dy.EA&ZC/AEA&DMC of all the political parties and contesting candidates and the issue of election expenses discussed therein.		
	(e) Whether the EA&C&SO, GHMC has designated an officer (Designated Officer) to check the accounts of daily expenditure to be maintained by the candidates.		
	(f) Whether the schedule of inspection of the expenditure register/vouchers fixed.		
	(g) If yes, indicate the dates fixed for inspection.		
	(h) Whether the Designated Officers for checking the accounts been briefed by the Observer regarding the various aspects of expenditure.		
	(i) Has the prevailing rates in the district for printing of posters, hiring of vehicles, loud speakers, cost of erecting pandals and hiring of furniture and fixtures has been provided by the EA &C&SO, GHMC.		
	(j) Has the same been apprised to the contesting candidates and the Designated Officers		
	(k) Whether a plan has been formalized for flow of communication between- <ul style="list-style-type: none"> <li>(i) media cell and the Designated Officer to keep track of expenditure on print and electronic media.</li> <li>(ii) Authority granting permission for deploying vehicles for electioneering and the Designated Officer for keeping track of expenditure on vehicles.</li> <li>(iii) Excise authorities granting liquor license and the Designated Officer to have unto date information on stock position and disbursals.</li> <li>(iv) Authorities enforcing model code of conduct and the Designated Officer to keep track of expenses on wall posters and holdings on</li> </ul>		

public buildings, videography of meetings, rallies, etc. (v) Police authorities who confiscate unauthorized vehicles which are illegally used for electioneering and the Designated Officer	
(n) Any other item of expenditure incurred by the candidates which engages the attention of the Observer during the period of their stay	

Overall observation – (Indicate any arrangements not made, requiring improvements, overall coordination assessment) Indicate areas of concern at least three in order of priority.

Date :  
Place:

Signature of the Election Expenditure Observer  
Name:

**The Election Expenditure Observer has to send the second report,  
3 days before the poll**

**ELECTION EXPENDITURE OBSERVER REPORT – 2**

Election Expenditure Observer Name	
Ward No (s).	
Circle No.	

1	Number of complaints received for violation of MCC		
2	Number of notices issued		
3	Number inquired and action taken		
4	Any pending for inquiry and corrective action		
5	Reasons pending		
6	Critical polling stations identified	Yes	No
7	Police plan done	Yes	No
8	Authenticated copy of electoral roll has been prepared and supplied to candidate		
9	Number of micro-observers identified	Yes	No
10	Have rate list been obtained from the Election Authority	Yes	No
11	Have dates been fixed for reviewing the Register maintained by each candidate for accounting of election expenditure and whether the authorized officers designated by the Election Authority reviewed the registers of contesting candidates on those dates duly reviewing the supporting documents.	Yes	No

Remarks of random checks made by the Observer on the registers maintained by the contesting candidates.

Date: \_\_\_\_\_ Signature of the Election Expenditure Observer

Place: \_\_\_\_\_

**The Election Expenditure Observer has to send the third report, after the completion of poll**

ELECTION EXPENDITURE OBSERVER REPORT – 3

Election Expenditure Observer Name	
Ward No (s).	
Circle No.	

1	Total number of polling stations			
2	Number of polling stations where mock poll was not confirmed (indicate the specific number of polling stations)			
3	Number of polling stations where there were no polling agents (indicate the specific number of polling stations)			
4	Number of polling stations where there was only one polling agent was present (indicate the specific number of polling stations)			
5	Number of polling stations where poll was interrupted for more than two hours or delayed in starting (indicate the specific number of polling stations)			
6	Number of polling stations where the interrupted poll could not continue (indicate the specific number of polling stations)			
7	Number of polling stations where poll continued beyond appointed hours (indicate the specific number of polling stations)			
8	Number of Micro observers appointed at the polling stations			
9	Number of EVMs replaced after the start of poll (indicate the specific number of polling stations)			
10	Number of polled votes in the EVM which was replaced and the name and number of the polling stations			
11	Strong room sealing time and date	Time	Date	
12	All Presiding Officers diaries and other documents received	Yes	No	
13	Total voting	Total number of electors	Number voted	Percentage
	Male			
	Female			
	Total			

Events relating to law and order, bogus voting, unauthorized entry have to be listed clearly with name and event

Any need for repoll

If yes, then the details of reasons

Fixing the responsibility for the reason leading to repoll

Signature of the Election Expenditure Observer

Date :

Place:

**The Election Expenditure Observer fourth report has to be sent after the counting**

**ELECTION EXPENDITURE OBSERVER REPORT – 4**

Election Expenditure Observer Name	
Ward No (s).	
Circle No.	

1	Total number of postal ballot papers issued	
2	Total number of postal ballot papers received	
3	Valid postal Ballot papers	
4	Invalid postal ballot papers	

Candidate wise break up of votes polled:

Sl. No.	Name of the candidate	Number of votes polled	Party Affiliation

Election result declared    Yes/No

Signature of the Election Expenditure Observer

Date :  
Place:

## **DOs & DON'Ts FOR GENERAL AND ELECTION EXPENDITURE OBSERVERS**

### **DOs**

1. Attend the briefing sessions fixed by the Commission.
2. Draw up your visit schedule to the wards in consultation with the election expenditure observer, sufficiently in advance and intimate the same to the Election Authority, Dy. Election Authority & Zonal Commissioner/Asst. Election Authority & Dy. Commissioner and the concerned Returning Officers.
3. Note carefully the number of visits, duration of visits and the period of visits given by the Commission and strictly act according to this.
4. Ensure that your visit schedule to wards is duly publicized within the wards allotted to you.
5. Identify areas/polling stations which might require closer attention.
6. Monitor that adequate stock of all election materials are actually available in adequate quantities.
7. Make an independent assessment of the Law and Order situation in general.
8. Make a random check of as many polling stations as possible and verify them.
9. Monitor instances of violation of Model Code, ban on transfer etc.
10. Familiarise yourself with the use of Electronic Voting Machines (EVMs), and attend some training rehearsals.
11. Ensure that sufficient publicity regarding EVM has been given so that media and general public has no misgivings about EVMs.
12. Monitor the deployment of special forces with arms to have maximum impact.
13. Send an arrival report to the Commission within 24 hours of visiting ward(s). In addition, also please send reports as prescribed by the SEC and also spot report (s) from time to time as considered necessary.
14. Bring any development that merits immediate remedial action or attention of the EA&C&SO, GHMC/Addl.EA&Collector/Dy.E.A & ZC/AEA&DMC, Commission, to Returning Officer's/ Commission's notice without any loss of time. Such information should not be deferred till the regular reports are submitted.

15. Send your report in a closed envelop addressed to the Secretary, SEC.
16. Attend meetings of the political parties called by the EA&C&SO, GHMC/ Addl. Election Authority & Collector/ Dy.Election Authority & Zonal Commissioner, GHMC/ Asst.Election Authority & Dy. Municipal Commissioner, GHMC/ Returning Officers.
17. Make independent assessment of the expenditure incurred by a candidate, political party or any other person.
18. Speak to the local people and check poster, pamphlets etc. to arrive at an independent assessment.
19. Inspect the register of Election Expenditure prescribed by the Commission.
20. Maintain proper conduct in the wards as SEC Observers are keenly observed.

#### DON'Ts

1. Do not ask for any exemption from the briefing session.
2. Do not talk to the press.
3. Do not call meetings of the political parties on your own
4. Do not make any unreasonable demands to the EA&C&SO, GHMC/ Addl. Election Authority & Collector/ Dy.Election Authority & Zonal Commissioner, GHMC/ Asst. Election Authority & Dy. Municipal Commissioner, GHMC/ Returning Officers regarding vehicles, security etc.
5. Do not leave your headquarters without the prior written permission of the Commission.
6. Do not defer submitting reports of any development which requires immediate remedial action till submission of your regular report(s), but bring it to the Commission's notice by fastest means.

**Sd/-B.Venkateswara Rao,  
SECRETARY**

// Attested //

**Assistant Secretary**