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## Handbook

 for DISTRICT RETURNING OFFICERSLocal Government Election - 2022 Balochistan


## Foreword

Under Article 218 of Constitution of Islamic Republic of Pakistan, it is the duty of Election Commission of Pakistan to organize and conduct elections and to make such arrangements as are necessary to ensure that the election is conducted honestly, justly fairly and in accordance with law. In this regard, Election Commission of Pakistan is taking all necessary measures to conduct Local Government Elections successfully in Khyber Pakhtunkhwa Province.

The conduct of election takes place by mutual collaboration of various institutions, therefore ECP requires assistance of all executive authorities in the federation and in the provinces in for discharge of its functions.

High professional standards and commitments are required to hold free, fair and transparent elections. In this regard, the role of District Retuning Officers (BROs) is of vital importance. Their neutrality and fairness are critical in ensuring that the ECP is able to play its Constitutional role and contribute towards strengthening democratic norms in the country. I strongly believe that quality elections are a pre-requisite the sustainable democracy.

I must underline the fact that elections are a complex enterprise, time bound in nature, massive in scale and multidimensional in impact. These conditions require that election officials, in whatever capacity they are contributing in the conduct of elections, must be trained and should have the necessary skills and expertise

I am glad to introduce the Handbook for District Returning Officers (BROs) in line with changing legal and procedural requirements for the conduct of quality elections. The Handbook covers all important tasks which an officer working in the capacity of a DRO must know.

I believe this Handbook will be useful for the BROs and will provide them a great deal of necessary information. I expect the officers to be responsive and open to learn election laws and better ways to conduct smooth elections. It is a national duty which requires that honesty should be at the core and all else should revolve around it! Let us put together all our energies and serve the country in the best possible manner.

(Sikandar Sultan Raja)
Chief Election Commissioner of Pakistan

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## Introduction

## Elections

## Free, Fair \& Transparent elections are essential to democracy

- There must be universal suffrage in each election Every eligible citizen has the right to vote and contest in the election
- There must be a level playing field for all candidates Every candidate must have a right to campaign in accordance with law
- All registered voters including women should be encouraged to cast their votes for the candidates of their choice
- There should be no factor influencing the voters' choice on poll day
- The election officials must work in nonpartisan and professional manner during the election process



## Electoral Process



FINALIZING CANDIDATES
PREPARATION FOR ELECTIONS

## Preparation of List of Polling Stations

Collection of updated Electoral Rolls

Appointment and Training of Polling personnel

Preparation of Communication, Transportation and Security Plan etc.

Disposal of Objection and Election complaints

Receiving of Ballot Papers

Bulk Breaking and dispatch of Election Material

| POST POLL |  |
| :---: | :---: |
| Consolidation |  |
| of Results |  |
| (Form XVIII) | Preservation <br> of Sensitive <br> Material |

## Poll Day Overview

1. All the polling stations shall be established by RO as per list of polling stations approved by the ECP.
2. Each polling station will consist of 2-4 polling booths (depending on the number of voters assigned to each polling station).
3. There will be 1 Presiding Officer for each polling station, and such number of Assistant Presiding Officers (APOs) and Polling Officers as the RO may consider necessary. (rule 12)
4. The Presiding Officer will act as Magistrate of the First Class as authorized by the commission and will be responsible to maintain law and order at the polling station.
5. Only the original NIC will be the legal document to cast the vote.
6. Translucent ballot boxes will be used for balloting.
7. Screened off Compartments will be used to ensure secrecy of the vote.
8. Computerized pictorial electoral rolls will be used in elections.
9. Counting of ballot papers will be conducted immediately after the poll at the polling station.
10. The Presiding Officer is required to give a signed copy of the Statement of count (Form XVI) and the Ballot paper account (Form XVII) to each of the candidates, their election agents or polling agents as may be present.

# Article 220 of the Constitution of the Islamic Republic of Pakistan 

> "It shall be the duty of all executive authorities in the federation and in the Provinces to assist the Commissioner and the Election Commission in the discharge of his or their function"

Therefore, the RO (under Article 220 and Section 17 of Balochistan Local Government Act, 2010 may ask any relevant Government department for assistance in the conduct of free, fair and impartial elections, subject to directions issued by the Election Commission from time to time.

## Composition of Local Governments

CHAPTER- III
COMPOSITION OF LOCAL COUNCILS
10. As far as possible, the composition of District Councils, Union Councils, Municipal Committees, Municipal Corporations and Metropolitan Corporation shall be as follows:-

Rural Councils

i. District Councils
(a) Chairmen of all Union Councils within the District Council as General members;
(b) Such number of Non-Muslim members as determined under Section 11;
(c) Such number of members belonging to peasants, workers and women as are determined under Section 12; and
(d) all elected Chairmen of Municipal Committees, Municipal Corporation and in the case of Metropolitan Corporation an elected member also of that Corporation nominated by the Corporation in a special meeting for that purpose:

Provided that they shall have no right to vote or to stand as candidates in any meeting which is presided over by an officer appointed by the Government.
ii. Union Councils
(a) General members as are determined on the basis of population ranging between 1000 to 1500 with a marginal adjustment of 100 in the lower and upper stage;
(b) Such number of Non-Muslim members as are determined under Section 11; and
(c) Such number of members belonging to peasants, workers and women as are determined under Section 12;

## Urban Councils

i. Municipal Committees
(d) General members as are determined on the basis of population ranging between 2000 to 2500 with a marginal adjustment of 200 in the lower and upper stage;
(e) Such number of Non-Muslim members as are determined under Section 11; and
(f) Such number of members belonging to peasants, workers, and women as are determined under Section 12;
ii. Municipal Corporation
(g) General members as are determined on the basis of one member for a population between 3500 and 7000 with a marginal adjustment of 500 in the lower and upper stage;
(h) Such number of Non-Muslim members as are determined under Section 11; and
(i) Such number of members belonging to peasants, workers, and women as are determined under Section 12;
iii. Metropolitan Corporation
(j) General members as determined on the basis of one member for a population between 15000 and 20000 with a marginal adjustment of 1000 in the lower and upper stage;
(k) Such number of Non-Muslim members as are determined under Section 11; and
(I) Such number of members belonging to peasants, workers, and women as are determined under Section 12.


## Rural

## District Council Composition



## Union Council Composition



## Urban

## Municipal Committees Composition



Municipal Corporation Composition


## Metropolitan Corporation Composition


[See Section 10 of the Balochistan Local Government Act, 2010]

## Composition of Local Councils

PART-I (Rural)<br>(District Council)

| S\# | Category | Mode of Election |
| :--- | :--- | :--- |
| $\mathbf{1}$ | Chairman | Indirect |
| $\mathbf{2}$ | Vice Chairman | Indirect |\(\left|\begin{array}{l}Direct (Chairmen of all UCs and Municipal Corporation <br>

and Municipal Committee)\end{array}\right|\)

## (Union Council)

| S\# | Category | Mode of Election |
| :--- | :--- | :--- |
| $\mathbf{1}$ | Chairman | Indirect (From House) |
| $\mathbf{2}$ | Vice Chairman | Indirect |$|$| Direct from Ward |
| :--- |
| $\mathbf{3}$ | General Members | Dindirect |
| :--- |
| $\mathbf{4}$ |
| Non-Muslim |
| The number of Non-Muslims members in a Local Council |
| shall be such as may be fixed by Government keeping |
| in view the population of non-Muslims in that local are |$|$

PART-II (Urban)
(Municipal Committees)

| S\# | Category | Mode of Election |
| :--- | :--- | :--- |
| $\mathbf{1}$ | Chairman | Indirect |
| $\mathbf{2}$ | Vice Chairman | Indirect |$|$| Direct from Ward |
| :--- |
| $\mathbf{3}$ | General Members | The number of Non-Muslims members in a Local Council |
| :--- |
| shall be such as may be fixed by Government keeping |
| in view the population of non-Muslims in that local area |$|$

## (Municipal Corporation)

| S\# | Category | Indirect Mode of Election |
| :--- | :--- | :--- |
| $\mathbf{1}$ | Chairman | Indirect |
| $\mathbf{2}$ | Vice Chairman | Direct from Ward <br> $\mathbf{3}$ |
| $\mathbf{G}$ | Noneral Members |  |
| The number of Non-Muslims members in a Local Council |  |  |
| shall be such as may be fixed by Government keeping |  |  |
| in view the population of non-Muslims in that local area |  |  |$|$

## (Metropolitan Corporation)

| S\# | Category | Mode of Election |
| :---: | :---: | :---: |
| 1 | Mayor | Indirect |
| 2 | Deputy Mayor | Indirect |
| 3 | General Members | Direct from Ward |
| 4 | Non-Muslim | The number of Non-Muslims members in a Local Council shall be such as may be fixed by Government keeping in view the population of non-Muslims in that local area |
| 5 | Peasant | A Local Council may have members representing |
| 6 | Worker | peasants and workers from the local area, elected to the council in the prescribed manner, whose number, in each category, shall be $5 \%$ of the number of general members subject to a minimum of one member under each category |
| 7 | Women Member | A Local Council may have women members from the local area, elected to the council in the prescribed manner, whose number shall be $33 \%$ of the number of general members subject to a minimum of one such member. |

## Role and

Responsibilities of Stakeholders

## 1. Election Commission of Pakistan (ECP)

1. Appointment of DROs, ROs, and AROs.
2. Announcement of election programme. (Assigning dates $\& \in$ times to various stages of election)
3. Approval for making changes in the list of Presiding Officers, APOs and POs as well as in the list of polling stations.
4. Appointment of Appellate Authority, Notification of returned candidates.

5. Delegating Magisterial Powers to DROs, ROs and Presiding Officers.
6. Disposal of pre-poll, poll day and post-election complaints.
7. Allocation of funds to the PECs for onward allocation to DROs and ROs for conduct of elections.

## 2. Provincial Election Commissioner (PEC)

1. Liaison with the ECP, RECs, DECs, DROs, ROs and other relevant officers.
2. Coordination for communication of decisions by Appellate Authority on appeals against rejection/acceptance of Nomination Papers to Returning Officer concerned.
3. Transmission of lists of contesting candidates to ECP received from RO through DRO.

4. Supply of election material and ballot papers to RO through DROs.
5. Supply of list of polling stations (received from RO) to the Printing Corporation of Pakistan Press, for printing and publication in the official gazette.
6. Provide funds (if necessary) to DROs/ROs for conduct of elections.
7. Disposal of pre-poll, poll day and post-election complaints.

## 3. District Returning Officer (DRO)

1. Liaison between Returning Officers (ROs), DEC/REC and the Provincial Election Commissioner (PEC).
2. Declaration of Polling stations as highly sensitive, in consultation with head of District Police.

3. Distribution of funds (allocated by ECP) among ROs at prescribed rates.
4. Rendering of accounts relating to allocated funds.
5. Submission of all required information/data relating to all stages of election to the PEC with a copy to REC/DEC.
6. Coordinating and supervising electoral activities in the district and ensuring that all activities are done according to the timeline set by the ECP.
7. Arranging prompt dispatch of lists of contesting candidates to PEC in soft and hard copy for printing of ballot papers.
8. Ensuring that sufficient quantity of all required election material is made available to ROs in time.
9. Ensuring communication of provisional election results from ROs to the Election Commission.
10. Coordination in respect of disposal of complaints.
11. Ensuring that proper security, Transportation and Communication plan etc. is in place for safe transportation of election material and staff to the polling station and communication of result to the ECP.
12. Confirmation of proper arrangements for the poll day before the poll.
13. Confirmation of start of poll on Election Day.
14. Supply copies of all information/ data/ reports at the end of all stages to the PEC/ECP.
15. Ensuring prompt dispatch of Form-XVII-A (Provisional Result), Form-XVIII, and FormXIX to the ECP by the ROs.
16. Ensuring implementation of the Code of Conduct in the area of his jurisdiction.
17. Facilitating election Observers appointed by the Election Commission.
18. Issuing accreditation cards to observers and media.

## 4. Returning Officer (RO)

1. Issuing public notice for election.
2. Receiving nomination papers from candidates within the specified time frame.
3. Scrutinizing candidates' nomination papers in
 accordance with the provisions of law.
4. Coordination and supervision of electoral activities in his jurisdiction.
5. Arranging prompt dispatch of lists of contesting candidates to PEC in soft copy and hard copy for printing of ballot papers. Submit a copy to REC/DEC.
6. Appointing impartial polling staff at the polling stations. Submission of the list of polling staff (Presiding Officers, Assistant Presiding Officers and Polling Officers) appointed for the conduct of election, to the PEC (as per timeline prescribed by ECP) for approval.
7. Selecting suitable public buildings for polling stations and submitting draft list of polling stations to ECP for approval. (at least 15 days before the poll day)
8. Bulk breaking and supplying election material on time for use at polling stations.
9. Issuing accreditation cards.
10. Preparing Communication, transportation and Security plan (in coordination with DPO) for safe transportation of election material, staff to the polling station and communication of result to the ECP.
11. Ensuring that sufficient quantity of all required election material is available.
12. Providing proper training to the polling staff.
13. Ensuring the implementation of the code of conduct issued by the ECP.
14. Confirmation regarding setting of stage for the conduct of elections i.e completion of all administrative arrangements for the conduct of poll on the appointed date.
15. Confirmation of start of poll on Election Day.
16. Collecting Form-XVI \& Form-XVII from Presiding Officer.
17. Prepare Provisional Result on Form-XVII-A
18. Consolidating results (Form-XVIII \& Form-XIX) furnished by the Presiding Officer.
19. Ensuring prompt dispatch of Form-XVIII and Form-XIX.
20. Disposal of complaints received by him and compiling a complete record of
complaints with action taken. The RO should keep proper record of the complaint received along with action taken.
21. Provision of copies of all information/ data/ reports/ comments at the end of all stages to the PEC/ECP.
22. Ensuring that all activities being done according to the timelines set by the ECP.
23. Close coordination with Provincial Election Commissioner (PEC) and the REC/DEC.
24. Preservation of election material in treasury/strong room maintained by ECP.

## 5. Regional Election Commissioner (REC)

1. Liaison among key stakeholders in the Election process, in particular, DEC, DRO, RO and PEC.
2. Supervising supply of election material to DROs and ROs.
3. Direct supervision of all DECs under his jurisdiction. Any other duty assigned by the ECP.


## 6. Assistant Returning Officer (ARO)

Assisting the RO in his functions under the law and performing specific duties as assigned by respective RO.

The ARO shall NOT:

1. Receive and/or scrutinize nomination papers.
2. Consolidate results.
3. Assume any of the functions of the RO on his own accord
 without prior permission from the Election Commission.

## 7. District Election Commissioner (DEC)

1. Conveying directives/instructions from ECP/PEC to ROs.
2. Providing electoral rolls to ROs.
3. Issuing of extracts of the electoral rolls to contesting candidates (if required).
4. Liaison with relevant authorities' i.e PEC, REC, DEC, DRO,


RO, District Administration etc.
5. Identifying possible polling sites and providing draft lists to ROs.
6. Supplying the lists of contesting candidates, to PEC as received from the RO.
7. Providing technical assistance to DRO/RO whenever needed.

## 8. Presiding Officer (PrO)

1. Attending training arranged by the ECP / RO.
2. Liaison with the Returning Officer, Assistant Presiding Officers and Polling Officers.
3. Receiving election material from Returning Officer and reporting missing items immediately, if any.
4. Ensuring that Computerized Pictorial Electoral Roll (with
 photograph of voters) provided by the Returning Officer is used at the polling station.
5. Visiting the polling station prior to poll day, to ensure proper arrangements for polling and security of the election material.
6. Arranging separate entry and exit routes for male and female voters at combined polling station.
7. Ensuring the attendance of the polling staff at polling station two hours before the start of the poll.
8. Checking the authority letter/accreditation card of polling agents, election agent and observers (including media).
9. Ensuring start and close of the poll according to time specified by ECP.
10. Noting the number of the Official Code Mark while handing it over to respective Assistant Presiding Officer so that the APO can be correctly identified and accounted for in case of any mistake or omission.
11. Maintaining law and order at polling station.
12. Ensuring that only voters registered on the Electoral Roll, are permitted to vote.
13. Sealing the ballot boxes with the plastic seals and ensuring that unique codes of the seals have been noted by polling agents.
14. Ensuring placement of Screened off Compartments at appropriate place so that secrecy of each voter is ensured.
15. Ensuring that observers, polling agents, election agents and candidates conduct themselves as per the Code of Conduct, issued by the Election Commission.
16. Take a full review of all security arrangements at polling station and only allow authorized persons i.e candidates, polling agents, election agent or persons having Accreditation Card from the Election Commission, the DRO or RO to enter the polling station other than voters.
17. Allowing companion to assist person with disabilities to help him in casting his/her vote.
18. Opening of ballot boxes in front of Election Agent/Polling Agents present at the polling station and conducting the counting of vote correctly.
19. Filling up all required forms and packets during the poll for efficient time management.
20. In case of combined polling station counting male and female voters, who have exercised their right of vote, from the Electoral Rolls used at the polling station and entering their numbers in appropriate columns in Form- XVI.
21. After completion of the vote count, filling up Statement of Count (Form-XVI) and Ballot Paper Account (Form-XVII) and affixing their copies outside the polling station at a prominent place.
22. Handing over the Statement of Count (Form-XVI) and Ballot Paper Account (FormXVII) and election material (used/unused) to Returning Officer as per instructions.
23. Handing over record of summary trial (if any) to RO, made while exercising the powers of a Magistrate 1st Class.
24. Contacting the Returning Officer in case of emergency.
25. Ensuring that the honorarium is paid to the polling staff, the signatures on Acquittance Roll have been obtained and the same is handed over to the Returning Officer.
26. Ensuring the implementation of the Code of Conduct issued by the Election Commission at the polling station.
27. A Presiding Officer shall conduct the poll in accordance with the provisions of Balochistan Local Government Act, 2010 and Balochistan Local Government (Election) Rules, 2013. He shall also be responsible for maintaining order at the polling station and shall report to the Returning Officer any act or incident which in his opinion, may have affected the fairness of the poll.

In case the Presiding Officer is convinced during or at any stage of the polling process that the women are being prevented from exercising their right of vote under some specific arrangement or deal, he/ she will send a special report about this to the Returning Officer and the Election Commission immediately.

## 9. Assistant Presiding Officer (APO)

Assistant Presiding Officer is designated for each polling booth for issuance of ballot papers to voters. The responsibilities of the Assistant Presiding Officer are as follows:

1. Reaching at the polling station at least two hours prior to the start of the poll.

2. Filling relevant information correctly into counterfoil of the ballot papers and ensuring secrecy of voting process.
3. Obtaining the thumb impression of the voter on the space provided on the counterfoil:
left thumb impression for male and right thumb impression for female.
4. Affixing official code mark and signature on front side of the counterfoil and carefully separating the ballot paper away from its counterfoil.
5. Affixing official code mark stamp along with signature at the back of ballot papers.
6. Inking the marking aid stamp and handing over to the voter with guidance on how to mark the ballot paper.
7. Instructing the voter on how to fold the ballot paper and hand over marking aid stamp.
8. Guiding the voter towards the screened off compartment and ensuring that the voter has inserted the marked ballot paper in the ballot box.
9. Retrieving the marking aid stamp from the voter.
10. Assisting the Presiding Officer in performance of his/ her duties.
11. Performing any other function assigned to him/ her by the Presiding Officer.
12. Acting as Presiding Officer, in the absence of Presiding Officer, as per instructions of the Returning Officer.
13. After the close of the poll, assisting the Presiding Officer in vote counting and handing over election material to the RO office.

## 10. Polling Officer (PO)

1. Checking the original National Identity Card (NIC) of voter and comparing the photograph and details with those provided in the Electoral Rolls.
2. Calling out loudly the name and serial number of the voter
 concerned.
3. Examining the cuticle of the right thumb of each voter to check any traces of indelible ink to ascertain whether the voter has already polled his/ her vote.
4. Applying indelible ink to the cuticle of the right thumb of each voter and waiting for a few seconds for the ink to dry up. (If the voter doesn't have right thumb then mark the index finger with indelible ink).
5. Affixing the left thumb impression of the male voter and right thumb impression of the female voter in the column next to the voters' photograph in the Electoral Rolls.
6. Strike off the name of voter from the electoral rolls with a straight line before guiding them towards the APO.
7. Assisting the Assistant Presiding Officer in performance of his/ her duties.
8. Performing any other function assigned to him/ her by the Presiding Officer or Assistant Presiding Officer.

## 11. Police/Law Enforcement Agencies

1. Ensuring safe transportation of election material and polling staff to the polling station.
2. Maintaining law and order outside the polling station at all times.
3. Ensuring that the voters are properly queued.
4. Removing any sign, notice or flag of any contesting candidates, designed to influence voters within 100 meters of the polling
 station as per the instructions of the Presiding Officer.
5. Disallowing any campaign camps of the contesting candidate in the radius of 200 meters of the polling station and ensuring that no attempts are being made to persuade voters to cast his/her vote in favor of any candidate within the specified area.
6. Providing assistance on the instructions of the Presiding Officer in case of emergency inside the polling station.
7. Not to enter into the polling station or polling booth without permission of the Presiding Officer.
8. Removing any person violating election laws from the polling station and taking proper action as per the instructions of the Presiding Officer.
9. Ensuring safety of election material before, during and after the poll.
10. Ensuring safe transportation of election material from Polling Station to the Returning Officer.
11. Compliance with orders issued by the Presiding Officer.

## General Authority of the Police Officer

According to the Code of Criminal Procedure 1898, on the orders of PrO a police officer can arrest a person without a warrant who interferes with polling process or cause any disruption in the smooth polling process.

During the electoral process the police shall be responsible for
 taking action:

1. If a person is found guilty of impersonating another voter, he/she can be arrested on the orders of the Presiding Officer.
2. If a person who has been removed from the polling station on the orders of the Presiding Officer and attempts to re-enter the polling station without the permission of the Presiding Officer.
3. If a person tries to remove any notice or banner of the Election Commission.
4. If a person tries to use any such instrument or apparatus which creates noise or disturbance at the polling station, the police officer can confiscate the instrument/ apparatus. In order to keep the situation in control the police officer must take necessary and appropriate action which includes use of force.
5. Ensuring that a voter does not bring a mobile phone or any device that can be used to take pictures, in the polling station.

## 12. Polling Agent

The contesting candidate or his election agent may, before the commencement of the poll, appoint under intimation to the Presiding Officer, a person to be qualified to be elected as member as polling agent for each polling station, provided that the number of polling agents shall not exceed the number of polling booths. (Rule 25 of the Balochistan Local Government (Election) Rules, 2013.)


1. Presenting his/ her National Identity Card and the authority letter from the candidate to the Presiding Officer.
2. Ensuring that all ballot boxes are empty before the start of the poll and noting down the code numbers of plastic seal after the boxes have been sealed.
3. Listening to the name and serial number of every voter when it is called out by Polling Officer from the Electoral Roll and striking it off from his/ her Electoral Roll.
4. Challenging any voter who has come as an impersonator or someone who is not eligible to cast vote.
5. Observing the counting process.
6. Observing packing process and signing all relevant packets as and when asked by the Presiding Officer.
7. Collecting a copy of the Statement of Count (Form-XVI) and Ballot Paper Account (Form-XVII) from the Presiding Officer.
8. Signing Statement of Count (Form-XVI) and Ballot Paper Account (Form-XVII).
9. Informing the Presiding Officer about any misconduct or irregularities observed during the polling/or counting process.

## The Polling Agent must not:

- Directly question, or otherwise speak to, any voters while inside the polling station or interfere with the polling process.
- Seize any materials, including ballot papers, Electoral Rolls or any other election material.
- Argue with polling staff or create such issues that are deemed as interference with the polling process.


## 13. Election Agent

A candidate shall appoint a person qualified to be elected as a member to be his election agent. (Rule 24 of the Balochistan Local Government (Election) Rules, 2013.)
10. Election agent nominated by the candidate is authorized to access all the polling stations of the relevant constituency.

11. A notice in writing mentioning particulars of election agent along with his copy of NIC will be sent to the RO by the contesting candidate for issuance of authority letter by the RO
12. Authority letter issued by Returning Officer must be available with the election agent throughout the electoral process.
13. Election Agent must adhere to the principle of non-interference.
14. Election agent is authorized to observe the polling process.
15. He can obtain a copy of the Statement of Count (Form-XVI) and Ballot Paper Account (Form-XVII).
16. Election agent neither can give a direction to the Presiding Officer nor he/she can interfere or facilitate him in any polling process.
17. Election agent cannot speak to any voter within the polling station as it may cause hindrance or interruption in the polling process.
18. Election agent cannot capture and cause damage to any election materials. Both these offences are punishable.

Election agent, Polling agent, Candidate, Observer and voters are not allowed to take any security guard/person, Weapon, Cell Phone, Camera or any electronic device inside the polling station.

## 14. Observers

1. Observing all stages of the polling process, except stamping of a ballot paper by a voter.
2. Observer is not allowed to speak to any polling staff which may hinder their work.
3. Observing the counting of vote and if he/ she intends, sign the Statement of Count (Form-XVI) and Ballot Paper Account (Form-XVII).

The observer must:

- Display his/her accreditation card at all times.
- Show neutrality at all stages.
- Obey any order passed by the Presiding Officer or the Assistant Presiding Officer.
- Take into consideration the social, religious norms and values.
- Carefully study Code of Conduct issued by ECP and adhere to it at all times.

The observer must not:

- Take control of the ballot papers and Electoral Rolls or any election material.
- Interfere with or influence the polling process.
- Intimidate the Presiding Officer or any polling staff, or give any guidance/ instructions to them.
- Shall not speak with the voter at the polling station.



## MEDIA

ACCREDITATION CARD FOR


## General Professional Ethics for Election Officials

It is obligatory for ROs and AROs to ensure that all their actions are in conformity with the following standards

- The integrity of the election process is compromised if an official accepts any enticements offered by anyone wishing to influence and bias the election results. Such incentives must be guarded against
- All laws must be followed in their true spirit. Showing of any leniency immediately introduces bias into the election process.
- Political opinions must not be allowed to influence the sphere of electoral


Neutrality duties, even subtle expression of political opinion compromises neutrality. Such expressions, during the election process, must be avoided

- To achieve true neutrality, it must be ensured that all political parties and candidates are treated equally and the voters have full freedom to express their choice in accordance with law
- Disclose conflict of interest to superiors

- To ensure transparency, all interested voters should have the opportunity to file an objection against the nomination of a candidate
- The list of nominated, validly nominated and contesting candidates must be clearly displayed so as to allow viewing of the list by concerned individuals
- Polling agents, election agents, candidates, media and observers must be Transparency allowed to observe the proceedings of the election
- For a fair and just election process, voters, polling agents, candidates and observers must be treated with equality, regardless of their gender, ethnic origin, religion or political affiliation

Fairness

## Administrative control of the ECP over Election Officials

55. Disciplinary proceedings.-(1) An election official appointed or deputed to perform duties in connection with an election shall be deemed to be under the control, superintendence and discipline of the Commission for the period commencing on and from the date of appointment or deputation till publication of the name of the returned candidate in the official Gazette.
(2) Notwithstanding anything to the contrary contained in any other law, the Commission may initiate and finalize disciplinary action and impose any penalty against any election official for any act of misconduct provided in the Efficiency and Discipline Rules as applicable to such election official or under any provision of misconduct under this Act, and for this purpose, the Commission shall be deemed to be the Competent Authority under the said Efficiency and Discipline Rules or this Act.
(3) The Commission may, at any time, for reasons to be recorded in writing, suspend or withdraw any election official, a public servant or any other person in the service of Pakistan who-
(a) obstructs, or prevents, or attempts to obstruct or prevent, the conduct of a fair and impartial poll; or
(b) interferes or attempts to interfere with a voter when he casts his vote; or
(c) influences or attempts to influence in any manner the polling staff or a voter; or
(d) does any other act calculated to influence the result of the election; or
(e) disobeys any order, or avoids to carry out any instruction issued by the Commission or any officer authorized to issue any order or instruction or violates any provision of this Act.
(4) The Commission may appoint an officer to act as an Enquiry Officer or Authorized Officer to initiate and finalize proceedings under the Efficiency and Discipline Rules applicable to the election official concerned against whom action has been taken by the Commission under sub-section (3) or other provision of this Act or by the Returning Officer under subsection (6) of section 54.
(5) The Enquiry Officer or Authorized Officer shall complete enquiry proceedings under the Efficiency and Discipline Rules as applicable to the election official concerned or under this Act within thirty days of the reference to him and shall submit the enquiry report to the Commission within seven days of the completion of the enquiry.
(6) The Commission may impose any penalty provided in the Efficiency and Discipline Rules as applicable to the election official concerned or any penalty provided under this Act.
(7) An election official aggrieved by a final order passed by the Commission may, within thirty days of receipt of the final order, file an appeal in the relevant Service Tribunal or other judicialforum.

Where the Commission suspends or withdraws any election official, it may appoint any other election official to perform the duty of the election official suspended or withdrawn.

## Domain of District Returning Officer

## Work Areas of the District Returning Officer

The District Returning Officer shall coordinate and supervise all work in the district or a specified area in connection with the election and shall also perform such other duties and functions as may be entrusted to him by the Commission or the Commissioner

## Critical Responsibilities of the District Returning Officer



## DRO's Communication and Coordination

Election Commission of Pakistan/
Provincial Election Commission

Returning Officer


Regional Election Commissioner/ District Election Commissioner


Political Parties and Contesting Candidates


Monitoring Teams, Media and Election Observers


District Administration and Law Enforcement Agencies


# A. Communication/Coordination with ECP/PEC 

Election Commission of Pakistan/
Provincial Election Commission


## B. Communication/Coordination with Regional Election Commissioner / District Election Commissioner (REC/DEC)

District Returning Officer


Regional Election Commissioner / District

## C. Communication and Coordination with Returning Officers

In order to ensure smooth conduct of elections, DRO should hold a preliminary meeting with all ROs as soon as the election program is announced and discuss with them the election time line, role and responsibilities of ROs and how to do work in an effective manner by setting targets, identifying the risks and challenges, chalking out complaints resolution mechanism; and evolving their mitigation strategies.

- Provides information vis-a-vis election as and when requested
- Seeks guidance/clarification about election processes and procedures
- Provide list of polling staff
- Receives election material and informs in case of shortage
- Informs in case of all emergencies and problems
- Apprises in case of complaints and grievances


Returning Officer

District Returning Officer


- Conveys directives/instructions issued by ECP/PEC vis-a-vis the electoral process
- Issues specific instructions if asked to do so by ECP/PEC
- Provides election material and resolves shortages if any
- Obtains all information related to elections from RO
- Receives and resolves complaints and grievances
- Provides guidance/clarifications as and when required
- Ensuring that ROs are available and in position to start work
- Ensuring that all ROs have:
- Made necessary arrangements to ensure that after bulk breaking, sensitive and nonsensitive material has been filled in polling bags
- Made proper arrangements for dispatch of staff and material under security cover and vehicles are available as planned.
- Transportation and Security plan is in place for safe transportation of polling material and staff
- Confirmed proper arrangements for polling day before the poll
- Confirmed the start of poll on Election Day from the Presiding Officers


## D. Preliminary Meeting with Returning Officers

## In order to ensure smooth proceedings of the elections, DRO should hold a preliminary meeting with all ROs as soon as the election schedule is announced!

DRO should ensure that the following agenda points are discussed in detail in the meeting:

| 1 | Roles \& Responsibilities | Roles \& Responsibilities of key players in the elections (ECP/PEC, REC/DEC, DRO, RO, ARO, polling staff, district administration, line departments, police/law enforcement agencies, observers, media, political parties, candidates etc.) should be discussed in detail. |
| :---: | :---: | :---: |
| $2$ | Election timeline | The timeline decided for election activities should be shared. It should be highlighted that all activities are accomplished as per timeline set by ECP or given in the law |
| $3$ | Returning Officers Mandate | The ROs should be clear about their mandate regarding the electoral process. The DRO should make sure that all ROs are on board and committed to the activities ahead. ROs should also have the necessary manuals/law books required. |
| 4 | Challenges/Issues | A good idea would be to brainstorm possible problems/issues that could occur. This would allow ROs to share their concerns regarding the electoral process. An effort should be made to highlight all possible problems. |
| $5$ | Mitigation/Resolution Strategies | Along with identification of each problem, a mitigating strategy should be devised and agreed upon. This way the DROs and ROs can collectively strategize courses of action to follow in case of emergencies. |
| 6 | Code of Conduct | Ensuring strict compliance of code of conduct. All the stakeholder should observe their respective part of code of conduct. |

## E. Preliminary Meeting with District Administration and Law Enforcement Agencies

In order to ensure smooth conduct of the elections, DRO should hold a preliminary meeting with district administration and law enforcement agencies as soon as possible after his appointment.

DRO should ensure that the following agenda points are discussed in detail in the meeting:

| 1 | Election Timeline | The timeline decided for election activities should be shared. It should be highlighted that all activities will be accomplished as per timeline set by ECP or given in the law |
| :---: | :---: | :---: |
| 2 | Logistic Support | Provision of transport to the DRO and ROs: <br> 1. Provision of transport for transportation of polling staff to and from the polling station <br> 2. Provision of human resource to the DRO and RO for smooth conduct of election |
| 3 | Law and Order | To ensure peaceful environment during election campaign and on poll day |
| $4$ | Implementation of Code of Conduct | To ensure strict implementation of the code of conduct issued by ECP so that a level playing field is provided to all contestants |
| 5 | Monitoring of Election Campaign | To discuss the matter regarding monitoring of election campaign through monitoring teams |
| 6 | Polling Personnel | Provision of list of staff from all the departments to be appointed as Presiding Officers, APOs and Polling Officers and ensuring their attendance |

## F. Communication and Coordination with District Administration and other Departments



- Provide assistance and manpower at various stages of the election process
- Provide government vehicles for use of DROs/ROs during the election
- Provide lists of Government officials for appointment as polling staff
- Provide list of Government building for setting up of polling stations
- Provide telephone facilities to DROs andROs

- Seeks assistance and manpower at various stages of the election process
- Asks for Government vehicles and logistic support for DROs/ROs for the conduct of election
- Ensuring that district administration complies with all directives issued by the ECP and implementation of code of conduct by the stakeholders
- Installation of CCTV at highly sensitive polling stations.


District Administration and other Departments

## G. Communication and Coordination with Police/Law Enforcement Agencies



# H. Communication and Coordination with <br> Political Parties and Contesting Candidates 

## District Returning Officer



- Apprise political parties and candidates of Code of Conduct with special emphasis on Do's and Don'ts
- Resolve complaints of candidates, political parties and public, if any


Political Parties and
Contesting Candidates

## I. Communication and Coordination with Media and Election Observers



## Accreditation Card for Election Observers/Media



Detail of all cards issued must be recorded by the DRO in a register. The second photograph of each individual to whom card is issued should be pasted in the register along with other details.

## Supervision

During the election period DRO is mandated to supervise the following:


## Information Flow and Reporting Channel for DRO and ROs

The conduct of elections is an extremely sensitive and time bound task involving number of electoral activities and stakeholders. In order to maintain an effective coordination for smooth execution of the activities, there should be a clear information flow and reporting channel for all the stakeholders including ECP, PEC, REC, DEC, DRO and RO. In this regard, the following information flow and reporting channel has been designed for DROs and ROs to coordinate all activities.

Flow of Information


Flow of Directions / Instructions


Reporting Channel


## Provision and Distribution of Election Material

|  |  | Activity | Action |
| :---: | :---: | :---: | :---: |
| $1$ |  | Election material is sent to the DRO by the PEC according to the requirements of the district. | The DRO must coordinate with the REC and DEC in order to make sure that there are no unnecessary delays. |
| 2 |  | The boxes of ballot papers received by the DRO will be labeled with number and name of local council. The ballot papers will be collected as per ECP plan. | The DRO should coordinate with ROs and ensure proper receiving and delivery of ballot papers to the ROs |
| 3 |  | The material delivered should be checked by the DRO to ensure that no local council has been left out and nothing is missing or short. | In case of missing material for any local council, the DRO must inform the PEC/REC/DEC so that shortage may be addressed |
| 4 |  | Election material received by DRO be transferred to the ROs in the fastest and most convenient manner available. | The means whereby election material is to be sent to each RO should be pre-determined by the DRO and communicated to concerned ROs. |
| $5$ |  | The DRO should keep in touch with the RO and supervise the process of bulk breaking and dispatch of election materials. | The RO will contact the DRO in case of shortage of material. In such a case the DRO must immediately contact the PEC and arrange for material to be sent to the RO on urgent basis. |
| 6 |  | The DRO should make proper security arrangements for receiving of Ballot Papers from Printing Press and its safe delivery to the ROs concerned. | The DRO will coordinate with PEC, Law enforcement agencies and ROs for receiving of ballot papers |

## Maintenance of Law and Order

|  |  | Activity | Action |
| :---: | :---: | :---: | :---: |
| $1$ |  | Ensuring that at the time of bulkbreaking and distribution of election material, adequate security is available. Furthermore extra security measures should also be taken for disturbance prone areas. | Possible areas where disturbance may arise should be identified in advance and extra security measures must be planned and implemented in such areas. |
| $2$ |  | In case of emergencies, DRO must be in direct contact with the District Administration and the law enforcement agencies and also inform them about any untoward situation immediately for taking corrective measures. | The DRO must ensure that he has set clear channels of communication with relevant persons of both district administration and the law enforcement agencies who may be contacted in case of emergencies. |
| $3$ |  | On poll day the DRO should visit a number of polling stations in order to ensure that all proceedings are taking place smoothly and no problems have occurred. | It is a good idea to plan surprise visits of polling stations randomly in different local council. |
| $4$ |  | The DRO should also ensure that CCTV Cameras have been installed at highly sensitive polling stations declared by him under section 59 (12) of the Election Act, 2017 | DRO will coordinate with District Administration for installation of surveillance cameras |

## Compliance with Laws \& Rules



## Timely Completion of Election Activities

The DRO should ensure that each of the following activities is completed within the time frame specified by ECP


# THE BALOCHISTAN LOCAL GOVERNMENT (ELECTION) RULES, 2013 

Rule-12
12. Presiding Officer and Polling Officer.- (1) A Returning Officer shall appoint for each polling station a Presiding Officer and such number of Assistant Presiding Officers and Polling Officers to assist the Presiding Officer as the Returning Officer may consider necessary:

Provided that a person who is, or has at any time been, in the employment of or related to or had any interest in any candidate shall not be appointed as a Presiding Officer, Assistant Presiding Officer or Polling Officer.
(2) A list of the Presiding Officers and Assistant Presiding Officers appointed under sub-rule (1) shall be submitted to the Provincial Election Commissioner and no change therein shall be made by the Returning officer thereafter except with the prior approval of the "Election Commission"
(3) A Presiding Officer shall, conduct the poll in accordance with the provisions of the Act and these rules, be responsible for maintaining order at the polling station and report to the Returning Officer any fact or incident which may, in his opinion, affect fairness of the poll;

Provided that, during the course of the poll, the Presiding Officer may entrust such of his functions as may be specified by him to any Assistant Presiding Officer and it shall be the duty of the Assistant Presiding Officer to perform the functions so entrusted.
(4) The Returning Officer shall authorize any of the Polling Staff to act in place of the Presiding Officer, if the Presiding Officer is, at anytime during the poll, by reason of illness or any other cause, not present at the polling station, or is unable to perform his functions and any absence of the Presiding Officer, the reasons therefor, as soon as possible after the close of the poll, shall be reported to the Returning Officer.
(5) The Returning Officer may, at any time during the poll, for reasons to be recorded in writing, suspend any Presiding Officer, Assistant Presiding Officer or Polling Officer and make such arrangements as he may consider necessary for performance of the functions of the officer so suspended.

# THE BALOCHISTAN LOCAL GOVERNMENT (ELECTION) RULES, 2013 

## Rule-11

11. Polling Stations.- (1) The Returning Officer shall before such time as may be fixed by the Election Commission, submit to the "Election Commission" and to the Officer Incharge of District Administration a list of polling stations which he proposes to provide in an electoral ward for the purpose of election of a member or members for that ward in Form -II
(2) The "Election Commission" may, after giving justification in writing, make such alterations in the list of polling stations submitted under sub rule (1) as he may deem necessary and shall intimate the alterations if any, to the Returning Officer, who shall incorporate them in the revised polling scheme and publish the final list of the polling stations together with the full particulars of voters assigned to every polling station at least fifteen days before the polling day.
(3) The Returning Officer shall provide each ward with polling station(s) or polling booth (s) according to the final list published under sub-rule (2):

Provided that ward or voters thereof shall be assigned to a polling station established within the limits of the Local Council to which the ward or voters belong unless specially allowed by the Election Commission.
(4) No polling station shall be located in any premises which belongs to or is under the control of any candidate.
(5) After publication of the final list of polling stations, no alteration shall be made therein by the Returning Officer without prior approval of the "Election Commission".

## Financial Management

The DRO will receive allocation of funds in the following head of accounts from PEC for further disbursement

| Head |  | Purpose | Responsibility for disbursement |
| :---: | :---: | :---: | :---: |
| 1 | Election Allowance | For polling staff | RO |
| 2 | Diet Charges | For polling staff | RO |
| 3 | Payment to Naib Quasid | For duty at polling stations with Presiding Officer | RO |
| 4 |  | For use at the office of DRO/RO | DRO/RO |
| 5 | Postage Stamps | For correspondence | DRO/RO |
| 6 | Transportation of Election Material | From DRO $\rightarrow$ RO $\rightarrow$ polling station | DRO or RO |
| 7 | Office Stationery | For use at the office of DRO/RO | DRO/RO |
| 8 | Other Contingent Expenditure | For use at the office of DRO/RO | DRO/RO |
| 9 | Improvisation of Polling Stations (on need basis) | For use in case of nonavailability of furniture/building | RO |

## Do's and Don'ts of Financial Management



| Dos | Don'ts |
| :---: | :---: |
| - Make sure you keep all receipts and memos for audit purpose. | - Do not spend any government money without obtaining a proper receipt. |
| - Ensure that you spend only as much as is needed. <br> Spend the budget after fulfillment of codal formalities | - Do not overspend beyond the allocated amount under any head of account. This will lead to auditing problems later. |
| - Make sure you refund all surplus funds to PEC/ECP. | - Do not re-appropriate any election funds without express approval from the Election Commission. |
| - If you are elevated/transferred from one district to another, make sure to handover financial records to your successor. A copy of the same should be sent to the PEC. | - Do not make any financial commitments with any agency/individual on behalf of the ECP without express permission from ECP/PEC. |

Problem Solving

## Problem Solving



## Complaint Handling Process



# Complaints Received By Monitoring Teams 

## Monitoring teams

Reports on violation of Code of Conduct on prescribed format


Nominated Officer

Disposal of complaints in accordance with law

# Oath of Office: <br> Rule 56 of the Balochistan Local Government (Election) Rules, 2013 

## CHAPTER VII

56. Making of oath before assumption of office.- Every member elected to a local council shall, "after declaring his assets in Form XXIX and" before assuming office, make and subscribe an oath in Form XXIII.
57. Manner of making oath.- (1) The Returning Officer appointed for election of a Local Council shall, as soon as may be, but before the expiry of thirty days after the issue of notification of the result of election of a local council call a meeting of the local council by issuing a notice thereof, for the purpose of administering oath.
(2) A notice of the meeting referred to in sub rule (1) shall be sent to each member of a local council by post and a copy thereof affixed at the office of the local council.
(3) The Returning Officer shall, at the meeting called under sub rule (1), administer the oath to each member of the local council.
(4) The oath shall be administered to each member of the local council. The Returning Officer shall distribute the forms of oath in quadruplicate to the members present and shall read out the oath which each member shall repeat. While taking the oath each member will speak out his own name.
(5) If a member of a local council is unable to attend the meeting convened under sub-rule (1), the chairman of the Local Council shall, at any subsequent meeting, administer oath of office to such member, whereupon such member shall be deemed to have taken his seat in the local council.
(6) Each member shall sign or affix his thumb impression to the oath form given to him, after he has been administered oath. One copy each shall be,-
(a) retained by the Returning Officer in the manner prescribed under sub-rule(3) and (4) of rule 46;
(b) sent to the Provincial Election Commissioner;
(c) Retained in the local council concerned to form its record.

## FORM-XXIII

(See rule 56)

## OATH OF OFFICE AS MEMBER OF A LOCAL COUNCIL

I, $\qquad$ having been elected as a *Member of $\qquad$ (Name of Local Council)
in accordance with the Balochistan Local Government Act, 2010 and the rules made thereunder, do solemnly swear that I will bear true faith and allegiance to Pakistan and uphold the sovereignty and of integrity of Pakistan.

That as a Member of $\qquad$ (Name of Local Council), I will be faithful to the declaration of the Founder of Pakistan, Quaid-e-Azam Muhammad Ali Jinnah, that Pakistan would be a democratic State based on Islamic principles of social justice.

And that I will strive to preserve the Islamic ideology which is the basis for creation of Pakistan.

Place $\qquad$ Signature or thumb Impression of Member
Date $\qquad$

Place $\qquad$ Signature of the officer/person/ administering oath

Date $\qquad$

[^0]

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[^0]:    *Strike off inappropriate alternative.

