

**MOST IMMEDIATE**

**No.1/41/1/2022-Cab  
GOVERNMENT OF INDIA (BHARAT SARKAR)  
CABINET SECRETARIAT (MANTRIMANDAL SACHIVALAYA)  
RASHTRAPATI BHAWAN**

New Delhi, the 14<sup>th</sup> February, 2023

**OFFICE MEMORANDUM**

**Subject: Biennial elections to the Legislative Councils of various states -  
Applicability of Model Code of Conduct - reg.**

The undersigned is directed to enclose copies of following letters received from Election Commission of India on the above-mentioned subject for information and further necessary action:

- (i) Letter No. 322/LET/FUNC/AP-LC-LAC/BIEN/2023/743 dated 09.02.2023 (Biennial election to the Andhra Pradesh Legislative Council from 08 Local Authorities' Constituencies).
- (ii) Letter No. 322/LET/FUNC/TL-LC-LAC/BIEN/2023/747 dated 09.02.2023 (Biennial election to the Telangana Legislative Council from 01 Local Authorities' Constituency).
- (iii) Letter No. 322/ECI/LET/FUNC/TL-LC-G&T/BIEN/2023/753 dated 09.02.2023 (Biennial election to the Telangana Legislative Council from Mahabubnagar-Ranga Reddy-Hyderabad Teachers' Constituency).
- (iv) Letter No. 322/ECI/LET/FUNC/AP-LC-G&T/BIEN/2023/761 dated 09.02.2023 (Biennial election to the Andhra Pradesh Legislative Council from 03 Graduates' and 02 Teachers' Constituencies).

**Encl: As above.**

  
(Anita Tripathi)  
Director  
Tel.: 2379 2204

**All Secretaries to the Government of India**



भारत निर्वाचन आयोग  
Election Commission of India

195  
निर्वाचन सदन  
NIRVACHAN SADAN  
अशोक रोड, नई दिल्ली- 110001  
ASHOKA ROAD, NEW DELHI-110001

No. 322/LET/FUNC/AP-LC-LAC/BIEN/2023/743

Dated : 09<sup>th</sup> February, 2023

To

✓ 1.

The Cabinet Secretary,  
Government of India,  
Rashtrapati Bhawan,  
New Delhi.

2. The Chief Secretary to the Government of  
Andhra Pradesh, Amaravati-522238.

3. The Chief Electoral Officer,  
Andhra Pradesh, Amaravati-522238.

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**भारत निर्वाचन आयोग**  
**Election Commission of India**

निर्वाचन सदन  
 NIRVACHAN SADAN  
 अशोक रोड, नई दिल्ली - 110 001  
 ASHOKA ROAD, NEW DELHI - 110 001

No. 322/ECI/INST/FUNC/BIEN-LC/2016

Dated: 26<sup>th</sup> December, 2016

To

The Chief Electoral Officers

1. Maharashtra, Mumbai,
2. Uttar Pradesh, Lucknow,
3. Bihar, Patna,
4. Karnataka, Bangalore,
5. Andhra Pradesh, Hyderabad.
6. Telangana, Hyderabad.

Subject: Biennial/Bye-Elections to the Legislative Councils from Council Constituencies - by Graduates' and Teachers' and Local Authorities' Constituencies- MCC-instructions - regarding.

Sir,

I am directed to state that some experience during conduct of elections to Legislative Councils shows that there is lack of clarity with regard to applicability of provisions of Model Code of Conduct in such elections.

2 The Commission constituted a Working Group to examine the matter. The Commission, having considered the report of the Working Group and the matter in its entirety, has directed that all provisions of Model Code of Conduct for the political parties and candidates' shall apply *mutatis mutandis* in Biennial including Bye Elections to the State Legislative Councils from Graduates' & Teachers' Constituencies as well as Local Authorities' Constituencies. Consequently, various instructions issued by the Commission from time to time in clarification of the MCC provisions would also apply for such elections.

3. I am further to say that the following instructions of the Commission which have been issued from time to time to ensure level playing field and also to ensure that a party in power doesn't misuse its position for electoral gains, shall also be applicable in connection with Biennial/Bye Elections to the State Legislative Councils from Graduates' & Teachers' Constituencies as well as Local Authorities' Constituencies (from the date of announcement of election till the date of completion of election).

1 of 5



- 197
- I. Ministers, whether Central or State (including Chief Minister) may make official visit to any district(s) in which any Biennial/Bye-election from a Council Constituency is being held subject to the following conditions: -
    - a. They shall not do any inauguration/laying of foundation stones of any educational institution, which are constituents of Graduates' and Teachers' Constituencies.
    - b. Official visit shall not be combined with the election related work/tours.
    - c. There shall be no announcement of new policy programme/ policy likely to influence the graduates, the teachers and members of Local Authorities who form the electorate of the Constituencies going to poll.
  - II. No official of any rank of the district(s) dealing with election related work where the biennial/bye-elections are being held shall be called to attend any meeting by any Minister at any place, even in another district, where election is not being held. Any official who meets the Minister on his private visit to the constituency where elections are being held shall be deemed to be guilty of misconduct under the relevant service rules; and if he happens to be an officer mentioned in Section 129 (1) of the Representation of People Act, 1951, he shall also be additionally considered to have violated the statutory provisions of that section and liable to penal action provided there under.
  - III. No member of any Local Authority which forms part of the electorate of a Local Authorities' Constituency shall be called for any meeting/video conference by any Minister (in his capacity as Minister). Routine meetings of the Local Bodies, when essential, may be held with the prior permission of the District Election Officer of the District concerned.
  - IV. No pilot car(s) or other car(s) with beacon lights of any colour or car(s) affixed with sirens of any kind making his presence conspicuous shall be used by any Minister during his private visit to the constituency, even if the State administration has granted him a security cover requiring presence of armed guards accompanying him on tour.
  - V. No policy announcement or programme, which influences the electorate either directly or indirectly, shall be initiated in the Government Departments till the completion of elections.

- VI. On need basis and in consultation with CEO of the state/ECI Observer, the DEO/RO should put in place for every tehsil a special video team to videograph political meeting at public places and to record visits of the Ministers and other important political functionaries. The ECI observer shall see the video recording in the evening of the same day so that he can report any violation to the Commission in prescribed format.
- VII. In case of elections from Local Authorities' Constituencies, the restrictions on "Official Tours" by Central & State Ministers will also be applicable to the use of any "Official Cars" by "Office Bearers" of Local Authorities, like, Mayors of Municipal Corporations, Presidents of Municipal Councils & Zilla Parishads. The use of official cars by them shall only be allowed for travel to & from Office to Residence.
- VIII. Public places such as maidans etc., for holding election meetings, and use of helipads for air-flights in connection with elections shall not be monopolized by the party in power. Other parties and candidates shall also be allowed to use them on first-cum-first served basis.
- IX. No fresh Sanction of work using the IT Platform to be used depending upon the MP/MLA/MLC schemes for work that would amount to influencing the electorate.
- X. There shall be a total ban on the transfer of Returning Officers and Assistant Returning Officers appointed for Biennial elections/bye-elections to State Legislative Councils after the announcement of elections and this ban will be in force till the completion of elections. The transfer orders in respect of the above officers issued prior to the date of announcement but not implemented should not be given effect to without obtaining the specific permission of the Commission. In those cases, where transfer of an officer is necessary on account of administrative exigencies, the State Govt. may with full justification approach the Commission for prior clearance.
- XI. In order to conduct free and fair elections to keep a check on adverse role of money power and to check the movement of black money during biennial elections/bye-elections to Legislative Council, the Standard Operating Procedure (SOP) issued on 29.05.2015, excepting deployment of Static Surveillance Teams, should be made applicable.



- 179
- XII. State and District Media Certification and Monitoring Committee (MCMC) shall be appointed, as prescribed in the Compendium of Instructions on Election Expenditure Monitoring, immediately on announcement of biennial/ bye elections for pre-certification of election advertisements as in case of TV Channels / Cable Network, Radio including private FM Channels, Cinema Halls, Audio-Visual displays in public place and social media and also monitoring the general conduct of political functionaries during campaign.
- XIII. The bulk SMSs/Voice messages on phone in election campaigning shall also be in the purview of pre-certification of election advertisements as in case of TV Channels / Cable Network, Radio including private FM Channels, Cinema Halls, Audio-Visual displays in public place and social media. The legal provisions, as applicable to other modes of electronic media shall also be applicable to bulk SMSs/ Voice messages.
- XIV. Under Section 29 of the Representation of the People Act, 1951 read with Rule 69 of the Conduct of the Election Rules, 1961, a place of poll is fixed for conducting poll in respect of election to the Council of States and the State Legislative Councils by MLAs. As per Section 135C, "dry day" is to be declared in Polling Areas and polling area is defined in Section 25 of the Representation of the People Act, 1951, which is applicable to elections from Constituencies i.e. for elections to Lok Sabha, Legislative Assemblies and elections to Legislative Councils from Graduates', Teachers' and Local Authorities' Constituencies.
- XV. The provision regarding prevention of misuse of vehicles and regulation of convoys during campaign period as in the case of elections to House of People / Legislative Assemblies shall be made applicable for Council elections also.
- XVI. Restriction on the presence of political functionaries in a constituency after the campaign period is over i.e., 48 hours before the closure of the poll as in the case of elections to House of People / Legislative Assemblies shall be made applicable for Council elections from Council Constituencies also.
4. In the context of certain queries that have been raised in this connection, it is clarified that: -
- (a) The practice of keeping the electors in hotels/resorts and other similar places during election period would amount to bribing of electors. It is clarified that

such practice shall be construed as violation of sub Para (4) of Para I-General Conduct of MCC apart from being violation of Section 171 B of IPC.

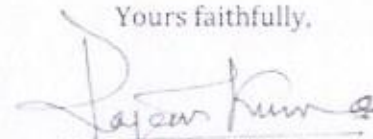
(b) The phrase 'the rest houses/dak bungalows or other Government accommodation' in paragraph (VII- (iii)) of MCC would also include *Guest Houses* of all institutions that are getting Government assistance in any form of grant-in-aid etc.

(c) With regard to paragraph (VII-(v) & (vi)) of MCC, it is clarified that these would be made applicable only with regard to the Graduates'/Teachers'/Local Authorities' Constituencies where the election is being held.

Kindly inform all concerned including all registered and recognized parties based in your state.

Please ensure compliance.

Yours faithfully,

  
(R. K. SRIVASTAVA)  
SR. PRINCIPAL SECRETARY



भारत निर्वाचन आयोग  
Election Commission of India

निर्वाचन सदन  
NIRVACHAN SADAN  
अशोक रोड, नई दिल्ली- 110001  
ASHOKA ROAD, NEW DELHI-110001

201

No. 322/LET/FUNC/TL-LC-LAC/BIEN/2023/747

Dated : 09<sup>th</sup> February, 2023

To

1. ✓ The Cabinet Secretary,  
Government of India,  
Rashtrapati Bhawan,  
New Delhi.
2. The Chief Secretary to the Government of  
Telangana, Hyderabad-500003.
3. The Chief Electoral Officer,  
Telangana, Hyderabad-500003.

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**Subject: Biennial election to the Telangana Legislative Council from 01 Local Authorities' Constituency - Applicability of Model Code of Conduct - regarding.**

Sir,

I am directed to state that the Commission has announced biennial election to the Telangana Legislative Council from Hyderabad Local Authorities' Constituency vide Press Note No. ECI/PN/16/2023 dated 09<sup>th</sup> February, 2023.

2. With this announcement, the provisions of the Model Code of Conduct contained in Commission's instruction No. 322/ECI/INST/FUNC/BIEN-LC/2016, dated 26<sup>th</sup> December, 2016, for the guidance of the Political Parties and Candidates have come into force with immediate effect for this election.

3. A copy of instruction No. 322/ECI/INST/FUNC/BIEN-LC/2016, dated 26<sup>th</sup> December, 2016 is enclosed. This may be brought to the notice of all concerned Departments of State/Central Government.

4. The receipt of this letter may kindly be acknowledged.

Yours faithfully,

(SUMAN KUMAR DAS)  
SECRETARY

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भारत निर्वाचन आयोग  
Election Commission of India

निर्वाचन सदन  
NIRVACHAN SADAN  
अशोक रोड, नई दिल्ली - 110 001  
ASHOKA ROAD, NEW DELHI - 110 001

No. 322/ECI/INST/FUNC/BIEN-LC /2016

Dated: 26<sup>th</sup> December, 2016

To

- The Chief Electoral Officers  
1. Maharashtra, Mumbai,  
2. Uttar Pradesh, Lucknow,  
3. Bihar, Patna,  
4. Karnataka, Bangalore,  
5. Andhra Pradesh, Hyderabad.  
6. Telangana, Hyderabad.

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1 of 5

Tel: 011-23717391-98, Fax: 011-23713412, Website: www.eci.nic.in

“मजबूत लोकतंत्र - सबकी भागीदारी”

Greater participation for a stronger democracy

- 703
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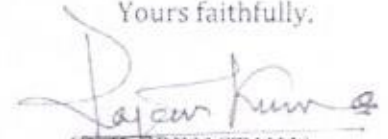
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(c) With regard to paragraph (VII-(v) & (vi)) of MCC, it is clarified that these would be made applicable only with regard to the Graduates'/Teachers'/Local Authorities' Constituencies where the election is being held.

Kindly inform all concerned including all registered and recognized parties based in your state.

Please ensure compliance.

Yours faithfully,

  
(R. K. SRIVASTAVA)  
SR. PRINCIPAL SECRETARY



भारत निर्वाचन आयोग  
Election Commission of India

निर्वाचन सदन  
NIRVACHAN SADAN  
अशोक रोड, नई दिल्ली-110001  
ASHOKA ROAD, NEW DELHI-110001

207

No. 322/ECI/LET/FUNC/TL-LC-G&T/BIEN/2023/753

Dated: 09<sup>th</sup> February, 2023

To

1. The Cabinet Secretary,  
Government of India,  
Rashtrapati Bhawan,  
New Delhi.
2. The Chief Secretary,  
Government of Telangana,  
Hyderabad-500003.
3. The Chief Electoral Officer,  
Telangana, Hyderabad-500003.

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**Sub: - Biennial Election to the Telangana Legislative Councils from Mahabubnagar-Ranga Reddy-Hyderabad Teachers' Constituency-reg.**

Sir/Madam,

I am directed to state that the Commission has announced biennial election to the Telangana Legislative Council from Mahabubnagar-Ranga Reddy-Hyderabad Teachers' Constituency vide Press Note No. ECI/PN/15/2023, dated 09<sup>th</sup> February, 2023.

2. With this announcement, the provisions of the Model Code of Conduct contained in Commission's instruction No. 322/ECI/INST/FUNC/BIEN-LC/2016, dated 26<sup>th</sup> December, 2016, for the guidance of the Political Parties and Candidates have come into force with immediate effect for this election in the concerned Constituencies.

3. A copy of instruction No. 322/ECI/INST/FUNC/BIEN-LC/2016, dated 26<sup>th</sup> December, 2016 is enclosed. This may be brought to the notice of all concerned Departments of State/Central Government.

4. The receipt of this letter may kindly be acknowledged.

Yours faithfully,

(SUMAN KUMAR DAS)  
SECRETARY





**भारत निर्वाचन आयोग**  
**Election Commission of India**

निर्वाचन सदन  
NIRVACHAN SADAN  
अशोक रोड, नई दिल्ली - 110 001  
ASHOKA ROAD, NEW DELHI - 110 001

No. 322/ECI/INST/FUNC/BIEN-LC /2016

Dated: 26<sup>th</sup> December, 2016

To

The Chief Electoral Officers

1. Maharashtra, Mumbai,
2. Uttar Pradesh, Lucknow,
3. Bihar, Patna,
4. Karnataka, Bangalore,
5. Andhra Pradesh, Hyderabad.
6. Telangana, Hyderabad.

Subject: Biennial/Bye-Elections to the Legislative Councils from Council Constituencies - by Graduates' and Teachers' and Local Authorities' Constituencies- MCC- instructions - regarding.

Sir,

I am directed to state that some experience during conduct of elections to Legislative Councils shows that there is lack of clarity with regard to applicability of provisions of Model Code of Conduct in such elections.

2 The Commission constituted a Working Group to examine the matter. The Commission, having considered the report of the Working Group and the matter in its entirety, has directed that all provisions of Model Code of Conduct for the political parties and candidates' shall apply mutatis mutandis in Biennial including Bye Elections to the State Legislative Councils from Graduates' & Teachers' Constituencies as well as Local Authorities' Constituencies. Consequently, various instructions issued by the Commission from time to time in clarification of the MCC provisions would also apply for such elections.

3. I am further to say that the following instructions of the Commission which have been issued from time to time to ensure level playing field and also to ensure that a party in power doesn't misuse its position for electoral gains, shall also be applicable in connection with Biennial/Bye Elections to the State Legislative Councils from Graduates' & Teachers' Constituencies as well as Local Authorities' Constituencies (from the date of announcement of election till the date of completion of election).

1 of 5

- I. Ministers, whether Central or State (including Chief Minister) may make official visit to any district(s) in which any Biennial/Bye-election from a Council Constituency is being held subject to the following conditions: -
- a. They shall not do any inauguration/laying of foundation stones of any educational institution, which are constituents of Graduates' and Teachers' Constituencies.
  - b. Official visit shall not be combined with the election related work/tours.
  - c. There shall be no announcement of new policy programme/ policy likely to influence the graduates, the teachers and members of Local Authorities who form the electorate of the Constituencies going to poll.
- II. No official of any rank of the district(s) dealing with election related work where the biennial/bye-elections are being held shall be called to attend any meeting by any Minister at any place, even in another district, where election is not being held. Any official who meets the Minister on his private visit to the constituency where elections are being held shall be deemed to be guilty of misconduct under the relevant service rules; and if he happens to be an officer mentioned in Section 129 (1) of the Representation of People Act, 1951, he shall also be additionally considered to have violated the statutory provisions of that section and liable to penal action provided there under.
- III. No member of any Local Authority which forms part of the electorate of a Local Authorities' Constituency shall be called for any meeting/video conference by any Minister (in his capacity as Minister). Routine meetings of the Local Bodies, when essential, may be held with the prior permission of the District Election Officer of the District concerned.
- IV. No pilot car(s) or other car(s) with beacon lights of any colour or car(s) affixed with sirens of any kind making his presence conspicuous shall be used by any Minister during his private visit to the constituency, even if the State administration has granted him a security cover requiring presence of armed guards accompanying him on tour.
- V. No policy announcement or programme, which influences the electorate either directly or indirectly, shall be initiated in the Government Departments till the completion of elections.



- VI. On need basis and in consultation with CEO of the state/ECI Observer, the DEO/RO should put in place for every tehsil a special video team to videograph political meeting at public places and to record visits of the Ministers and other important political functionaries. The ECI observer shall see the video recording in the evening of the same day so that he can report any violation to the Commission in prescribed format.
- VII. In case of elections from Local Authorities' Constituencies, the restrictions on "Official Tours" by Central & State Ministers will also be applicable to the use of any "Official Cars" by "Office Bearers" of Local Authorities, like, Mayors of Municipal Corporations, Presidents of Municipal Councils & Zilla Parishads. The use of official cars by them shall only be allowed for travel to & from Office to Residence.
- VIII. Public places such as maidans etc., for holding election meetings, and use of helipads for air-flights in connection with elections shall not be monopolized by the party in power. Other parties and candidates shall also be allowed to use them on first-cum-first served basis.
- IX. No fresh Sanction of work using the IT Platform to be used depending upon the MP/MLA/MLC schemes for work that would amount to influencing the electorate.
- X. There shall be a total ban on the transfer of Returning Officers and Assistant Returning Officers appointed for Biennial elections/bye-elections to State Legislative Councils after the announcement of elections and this ban will be in force till the completion of elections. The transfer orders in respect of the above officers issued prior to the date of announcement but not implemented should not be given effect to without obtaining the specific permission of the Commission. In those cases, where transfer of an officer is necessary on account of administrative exigencies, the State Govt. may with full justification approach the Commission for prior clearance.
- XI. In order to conduct free and fair elections to keep a check on adverse role of money power and to check the movement of black money during biennial elections/bye-elections to Legislative Council, the Standard Operating Procedure (SOP) issued on 29.05.2015, excepting deployment of Static Surveillance Teams, should be made applicable.



- 21)
- XII. State and District Media Certification and Monitoring Committee (MCMC) shall be appointed, as prescribed in the Compendium of Instructions on Election Expenditure Monitoring, immediately on announcement of biennial/ bye elections for pre-certification of election advertisements as in case of TV Channels / Cable Network, Radio including private FM Channels, Cinema Halls, Audio-Visual displays in public place and social media and also monitoring the general conduct of political functionaries during campaign.
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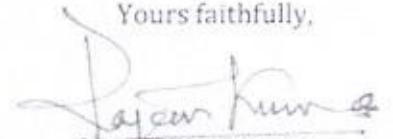
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Kindly inform all concerned including all registered and recognized parties based in your state.

Please ensure compliance.

Yours faithfully,



(R. K. SRIVASTAVA)

SR. PRINCIPAL SECRETARY





भारत निर्वाचन आयोग  
Election Commission of India

निर्वाचन सदन  
NIRVACHAN SADAN  
अशोक रोड, नई दिल्ली-110001  
ASHOKA ROAD, NEW DELHI-110001

213

No. 322/ECI/LET/FUNC/AP-LC-G&T/BIEN/2023/761

Dated: 09<sup>th</sup> February, 2023

To

- ✓ 1. The Cabinet Secretary,  
Government of India,  
Rashtrapati Bhawan,  
New Delhi.
2. The Chief Secretary,  
Government of Andhra Pradesh,  
Amaravati-522238.
3. The Chief Electoral Officer,  
Andhra Pradesh, Amaravati-522238.

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Sh. Ramesh

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**Sub: - Biennial Election to the Andhra Pradesh Legislative Councils from 03 Graduates' and 02 Teachers' Constituencies -reg.**

Sir/Madam,

a. And (ATJ)  
13/2/23  
Sh. Ramesh

I am directed to state that the Commission has announced biennial election to the Andhra Pradesh Legislative Council from 03 Graduates' and 02 Teachers' Constituencies vide Press Note No. ECI/PN/15/2023, dated 09<sup>th</sup> February, 2023.

2. With this announcement, the provisions of the Model Code of Conduct contained in Commission's instruction No. 322/ECI/INST/FUNC/BIEN-LC/2016, dated 26<sup>th</sup> December, 2016, for the guidance of the Political Parties and Candidates have come into force with immediate effect for this election in the concerned Constituencies.

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*Suman Kumar Das*

(SUMAN KUMAR DAS)  
SECRETARY



**भारत निर्वाचन आयोग**  
**Election Commission of India**

निर्वाचन सदन  
NIRVACHAN SADAN  
अशोक रोड, नई दिल्ली - 110 001  
ASHOKA ROAD, NEW DELHI - 110 001

No. 322/ECI/INST/FUNC/BIEN-LC /2016

Dated: 26<sup>th</sup> December, 2016

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1. Maharashtra, Mumbai,
2. Uttar Pradesh, Lucknow,
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1 of 5

Tel: 011-23717391-98, Fax: 011-23713412, Website: www.eci.nic.in

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*Greater participation for a stronger democracy*



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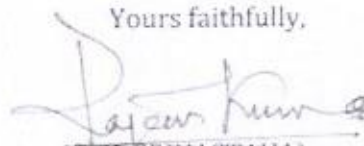
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SR. PRINCIPAL SECRETARY