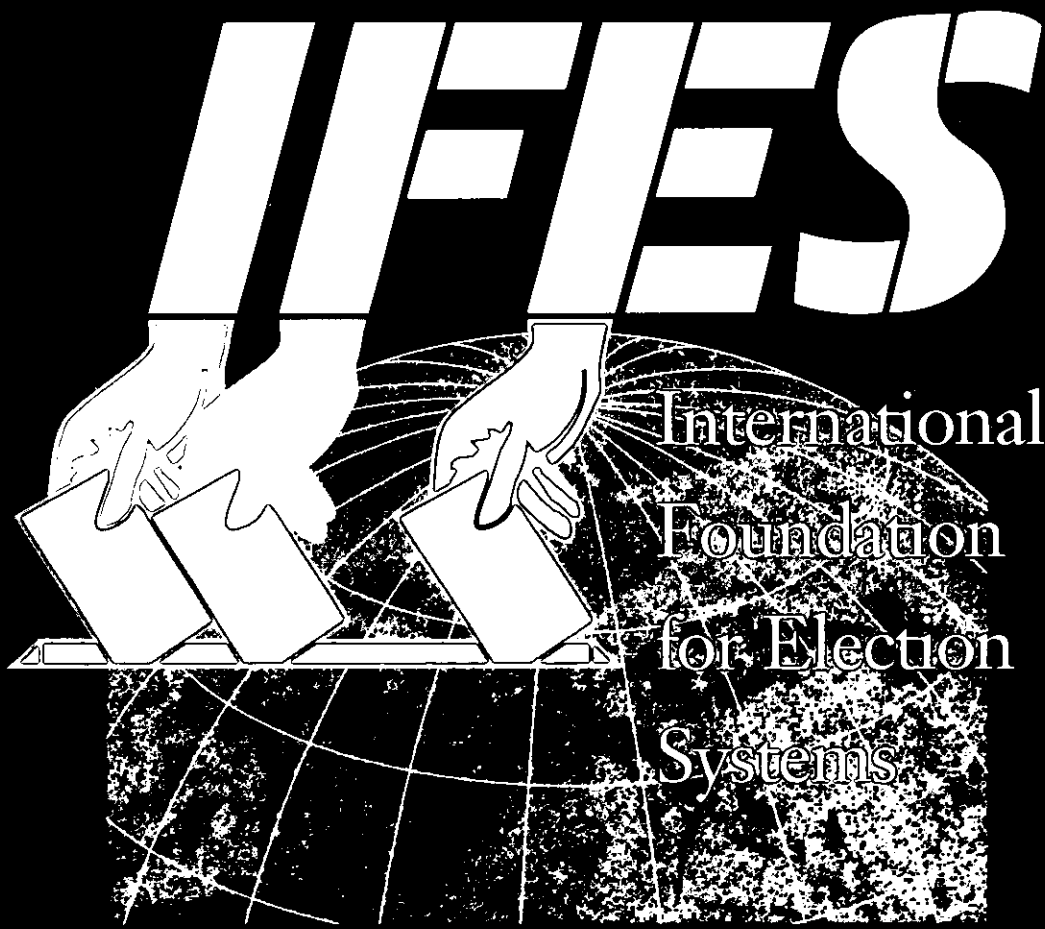


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RUSSIAN FEDERATION
PRE-ELECTION
TECHNICAL ASSESSMENT

September 1999

International Foundation for Election Systems
1101 15th Street, NW, Third Floor
Washington, DC 20005

RUSSIAN FEDERATION
PRE-ELECTION TECHNICAL ASSESSMENT

SEPTEMBER 1999

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Table of Contents

EXECUTIVE SUMMARY.....	5
INTRODUCTION.....	9
A. Scope of Work	9
B. Country Background	11
1. A Decade of Elections	11
2. The Government	12
C. IFES Assistance	13
I. OVERVIEW OF ELECTIONS AND POLITICAL PROCESSES.....	15
A. Codification	15
1. Constitution of the Russian Federation.....	15
2. Federal Law "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum"	16
3. Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"	17
4. Elections to the Duma.....	19
5. Political Party Funding	19
B. Administration and Policy	20
1. Central Election Commission (CEC).....	21
2. Subordinate Election Commissions	22
3. The Role of the Courts in the State Duma Elections	25
4. The Role of State Bodies in the Administration of the Election of Deputies of the State Duma.....	27
C. Political Parties and Candidates.....	29
1. The Nomination of Candidates by Political Parties and by Independent Means.....	29
2. Candidate Nomination and Registration.....	30
3. Political Associations and Blocs.....	30
4. Candidate Nominations for Federal Lists by Political Associations and Blocs.....	31
5. Nomination of a Candidacy in Single Mandate Districts	31
II. ELECTORAL PROCESS ISSUES	32
A. Administration	32
1. Training of Election Commissions	32
2. Campaign Period.....	33
3. Role of Public Mass Media.....	34
B. Registration and Voter Lists	35
1. The Right to be Registered to Vote.....	35
2. The Voter List.....	36
3. Appealing the Voter Lists	36
C. Voting.....	37
1. Receiving Ballots and Ballot Security	37
2. Mobile Ballot Boxes	39
3. Vote Counting and Tabulation of Results.....	39
4. Early Voting.....	41

D. Election Monitoring and Issues of Transparency	41
1. Domestic Observers	42
2. International Observers	42
E. Role of the Courts and Adjudication of Grievances - Issues	43
III. POLITICAL PROCESS ISSUES	45
A. Campaigning and Advertising	45
B. Role of Mass Media	46
C. Campaign Finance	48
IV. SPECIAL ELECTORAL ISSUES	49
A. Voting Abroad	49
B. Absentee Certificate	51
C. CEC Assistance for International Observers	52
D. State of Emergency	52
RECOMMENDATIONS	55
ATTACHMENTS	
A. Biographical Information on Assessment Team	
B. List of Meetings	
C. Harvard University Russian Election Watch	
D. S.-Petersburg Election Observation Report	
E. Election Terms	
F. CEC Resolution on International Observers	
G. CEC Directions on the Procedures for Forming and Expending the Electoral Funds	
H. Constitution of the Russian Federation	
I. Federal Law "On Basic Guarantees of Electoral Rights of Citizens of the Russian Federation to Participate in a Referendum"	
J. Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"	
K. Election Schedule – A Quick Reference Guide for the Election of the Deputies of the State Duma of the Federal Assembly of the Russian Federation of December 19, 1999.	
L. Photographs	

Table of Abbreviations and Abbreviated Designations

<i>CEC</i>	- Central Election Commission of the Russian Federation
<i>CPRF</i>	- Communist Party of the Russian Federation
<i>DEC</i>	- District Election Commission
<i>IESD</i>	- Institute for Election Systems Development
<i>IFES</i>	- International Foundation for Election Systems
<i>NGO</i>	- Non-Government Organization
<i>PEC</i>	- Precinct Election Commission
<i>PETA</i>	- Pre-Election Technical Assessment
<i>SEC</i>	- Subject Election Commission
<i>TEC</i>	- Territorial Election Commission
<i>Basic Guarantees Law</i>	- Federal Law “On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum”
<i>Duma Elections Law</i>	- Federal Law “On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation”
<i>Duma</i>	- Lower House of Parliament
<i>Federation Council</i>	- Upper House of Parliament

EXECUTIVE SUMMARY

In September 1999, the International Foundation for Election Systems (IFES) conducted a Pre-Election Technical Assessment (PETA) of the Russian Federation to evaluate preparations for the 19 December 1999 elections to the State Duma and to make recommendations for assistance. This report examines the electoral process and current issues requiring evaluation and attention. In a series of recommendations the PETA identifies needs and proposes methods by which such needs can be addressed.

This report was developed by an international delegation of four technical experts with considerable expertise in the field of election administration, election law and the Russian political process. The team included: Christian Nadeau, Program Director for IFES/Russia and noted Canadian attorney with considerable international election experience; Paul DeGregorio, senior IFES consultant and former U.S. election official who has extensive experience in election administration and election law in Europe and Asia, including Russia; George Russell, a Technical Specialist with foreign election experience who recently served as Chair of the U.S. National Association of State Election Directors and as the chief election official for the State of Kentucky; and, Alex Yurin, Executive Director of the Russian Institute for Election Systems Development (IESD), an attorney and prominent election specialist.

Since establishing a permanent office in Moscow in 1993, IFES has played an integral role in the development of professional election administrators and in the significant improvement of election laws and procedures in the Russian Federation. Its comparative election law review and development of sample procedure manuals and other regulatory documents have raised the level of electoral development in Russia to a higher standard. Throughout the past decade, IFES has facilitated groundbreaking programs involving the exchange of election officials to expose and discuss various approaches to procedures and regulations of common issues in the political and electoral process. IFES has been recognized by the Central Election Commission of the Russian Federation (CEC) and other sub-level election commissions, government officials, members and staff of the State Duma, locally elected political leaders, political parties, NGOs, and international organizations involved the electoral process for the significant technical advice and support it has delivered in the Russian Federation during this historical decade of democracy.

In recent years, IFES has worked to develop an NGO "think tank" on elections in Russia; served as a one-stop resource center for important electoral information for domestic and international entities; provided hands-on technical assistance through targeted commentary, material development, and on-site consultations; held roundtables and conferences for practitioners and policy makers on important elements of the

electoral process, including the role of the media, campaign finance and election reform; disseminated important election material throughout the Russian Federation through an effective outreach program with Subject Election Commissions (election commissions of the Subjects of the Russian Federation or SECs) and other regional authorities.

Through an extensive series of meetings with Russian election officials, political party and NGO leaders, and others involved in the electoral process, the 1999 IFES PETA team was able to gain valuable insights into the needs and concerns expressed by these officials regarding the 19 December 1999 Duma election. In addition, the observation of the gubernatorial elections in the Yekaterinburg Oblast on 29 August 1999 and in the Leningradsky Oblast on 19 September 1999 allowed for analysis of the real-time application of election laws and procedures.

The Russian election system was established in the years 1993-1995. In late 1992, the development of new election administration was initiated by a group of deputies and experts within the framework of the Constitutional Commission of the Congress of the Peoples Deputies of the Russian Federation. Their work, as modified, entered into force by Presidential Decree in the political crisis in the second half of 1993. On the basis of this decree, the first election to a new Russian Parliament was conducted on 12 December 1993. At that same election, Russian voters ratified a new Constitution that established basic voting rights for citizens of the Federation.

Electoral reform efforts in Russia have centered on a stated commitment to guaranteeing the rights of its citizens in the electoral process. Nevertheless, protecting the rights of over 100 million voters is a daunting task. The framework law on the "Basic Guarantees of Election Rights and the Rights to Participate in a Referendum" entered into force in 1994. This law was annulled with the passage of a new Federal Law "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum" in September 1997. The Basic Guarantees law outlined a hierarchical structure of election commissions, formally recognized electoral associations and blocs as part of the political landscape, guaranteed the right of voters and candidates participating in the process, and developed fundamental principles for voting, counting and tabulation processes, among other innovations.

The Law on the Election of Deputies for the State Duma of the Federal Assembly and the Law on the Election of the Russian President of the Russian Federation was adopted in 1995. The Law for the Election of the President has not yet been brought into compliance with the Basic Guarantees Law.

Substantial modifications and additions have been incorporated in the framework Federal Law "On Basic Guarantees of Electoral Rights and the Rights of Citizens of the Russian Federation to Participate in a Referendum" through significant amendments which were adopted in March 1999. These changes guarantee more fully the constitutional right of Russian Federation citizens to elect and be elected to bodies of state power and bodies of local self-government. The Federal law regulating the Duma elections "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation" was signed into law by President Yeltsin on June 24, 1999. On August 9, 1999, the President decreed that the State Duma election be held on December 19, 1999. All 450 of the Duma's seats will be filled through this election - half by proportional representation through party lists, and half through single mandate districts. The Presidential decree marked the official beginning of the campaign period for the Duma elections.

The continuous revision of laws regulating elections has resulted in much more specificity in the various codes. Some have argued that such detail has made uniform applicability and enforcement more difficult to achieve. At the same time, it should be acknowledged that they have raised election administration standards and allowed for improved processes for the election of more local officials.

While a good election law does not translate into well-conducted, free or fair process, it is the framework within which the political actors must operate. It is essentially up to election administrators to ensure that these actors play by the rules of the game and that free and fair elections are conducted. The PETA team found considerable praise for the improvements made in the administration of the elections of the Russian Federation since the establishment of a permanent Central Election Commission in 1993. Many of those interviewed indicated that procedurally, elections were conducted relatively free of widespread fraud and commented positively on the role of the CEC. However, there were several major concerns and needs expressed. They included:

- *Problems with a biased media and lack of equal access to media by all parties/candidates;*
- *Lack of consistent training of lower-level election commissions;*
- *Desire to encourage the development, recruitment, and adequate training of NGO and political party election monitors;*

- *The need for more transparency in the area of campaign funds received and spent by candidates;*
- *The necessity for more voter education programs to encourage participation, particularly by young voters;*
- *Continuing to provide technical assistance to the CEC and election commissions and addressing specific election process issues such as ballot security, absentee certificates, and overseas voting;*
- *The need for a careful review of the draft Presidential elections law to lessen the number of administrative issues to be resolved and to enrich it with international experience;*
- *The requirement that international observers fully understand Russian election laws and procedures before monitoring the 19 December election.*

To address some of these needs, IFES makes a series of recommendations in this report. A brief synopsis of those suggestions include:

1) Media:

- Build on the existing success of the current seminar program for the mass media by expanding the program and by developing a campaign of Public Service Announcements about the voting process.

2) Election Administration:

- Develop an improved Poll Worker and Territorial Commission manuals;
- Develop a training video for polling station commissions and observers;
- Improve procedures and information program for voting abroad;
- Complete trial procedures with a goal of implementing a federal voter registry;
- Provide International Observation assistance to the CEC;
- Continue Technical Assistance to the CEC, on an as needed basis.

3) Campaign Finance:

- Bring transparency in the process by assisting the CEC in making financial reports more transparent and accessible to public;
- Develop a manual on how to complete the 22 campaign finance forms/reports.

4) Election Law:

- Provide legal advice to CEC regarding conflicts in election code;
- Provide comment and analysis on the presidential election law;
- Recommend changes to law on issues relating to mass media, political party funding, state of emergency and other issues, which may develop during the course of the election.

5) Assistance to the Subjects of the Federation:

- Assist in the comparison of voter registries by developing adequate databases and comparison programs;
- Provide Subjects with assistance to develop improved training programs and techniques;
- Develop strong voter education programs to encourage greater participation at the local level;
- Conduct local seminars for the mass media to stimulate improved coverage of the election process and voting.
- Assist in the standardization of communications procedures and other global practices.

6) The Courts:

- Encourage workshops between lower level courts and election commissions to foster training, coordination, cooperation, and the exchange of information.

If these issues were addressed in a fair and adequate manner, it would help to advance the development of participatory democracy in the Russian Federation. Furthermore, with the Presidential election looming on the horizon in the summer of 2000, addressing these concerns in a timely manner will better prepare Russia and its citizens for the crucial electoral challenges they will face as they begin the new millennium.

INTRODUCTION

A. Scope of Work

This Pre-Election Technical Assessment (PETA) of the Russian Federation conducted by the International Foundation for Election Systems (IFES) was designed to evaluate preparations for the 19 December 1999 elections to the State Duma and to make recommendations for assistance. By analyzing the status of the electoral process, the report examines current issues requiring evaluation and attention. In a series of recommendations the PETA identifies the needs and proposes the methods to improve and safeguard the integrity of the process by addressing these needs.

In its assessment planning, IFES identified team members who possessed country experience and vocational knowledge in elections and political processes. This report was developed by an international delegation of four technical experts with considerable expertise in the field of election administration, election law and the Russian political process. Biographical information for the team members is included as Attachment A.

The assessment plan sought to obtain information from original sources through personal interviews and English translations of laws, documents, and political analyses. Over 30 meetings were held with representatives of the Central Election Commission of the Russian Federation (CEC), including the Chairman, election commissions of Subjects of the Russian Federation (SECs), members of the State Duma, leaders of political parties and non-governmental organizations (NGOs), members of former commissions, research institutions, and international organizations (see Attachment B). Documents analyzed included laws applicable to the election process, research papers, news accounts, and reports from other organizations.

In addition to interviewing leaders from Moscow, the team spoke with officials involved in the election process in Yekaterinburg and St. Petersburg. During their assessment missions, members of the team had the opportunity to observe the Gubernatorial election in the Yekaterinburg and Leningradsky Oblasts first-hand to gain a valuable insight into the application of current election laws and procedures.

Specific goals of the assessment included:

- To evaluate the Russian administrative system, in particular the delivery of electoral services, such as voter identification and registration, training, ballot security, campaign finance, absentee certificates, voting abroad, the mass media, the role of domestic and international observers, campaign regulations and civic participation prior to the upcoming parliamentary election.
- To provide an analysis of the technical aspects of election laws and possible impediments to free and fair elections.
- To identify feasible areas for short-term technical assistance and provide a framework for public- and private-funded assistance projects.
- To recommend longer-term improvements to the Russian election process and concrete actions which could be taken to strengthen democratic institutions as they prepare for parliamentary and presidential elections.

B. Country Background

1. A Decade of Elections

Since the breakup of the Soviet Union and the formation of the Russian Federation in 1991, Russian citizens have participated in several presidential and parliamentary elections and referenda. In addition, elections have been held throughout Russia, the world's largest country, in the 89 Subjects of the Russian Federation and at the local level to elect local dumas and councils. Nearly every Sunday finds voters somewhere in this vast country of about 150 million people (and 107 million voters) going to the polls to elect some official or decide an important referendum. The choices presented to voters during this past decade have been unprecedented and have given Russians the opportunity to determine their future by the ballot box. While a difficult economy has dominated the headlines for the past decade, the birth and development of participatory democracy has been one of the crowning achievements of the Russian people.

On 12 December 1993, Russian voters elected the first parliament since the breakup of the Soviet Union in 1991. In that election, voters elected members of the State Duma and of the Federation Council, the upper body of the parliament. Subsequent to that election, in 1995, the Duma made a significant change by eliminating the direct election of the Federation Council and bringing the State Duma law more in compliance with the law "On Basic Guarantees of Electoral Rights of Citizens of the Russian Federation."

The last Russian parliamentary election was conducted in December 1995. At that time, 64.73 % of the voters participated in an election which saw the Communist Party of Russia (CPRF) receiving 22.3 % of the nationwide vote and securing 99 seats in the proportional part of Duma plus 58 seats in single-mandate constituencies for a total of 157 seats. Other parties achieving Duma representation at that time included:

Our Home Russia	-	55 seats
LDPR	-	51 seats (Liberal Democratic Party of Russia)
Yabloko	-	45 seats
Agrarian Party	-	20 seats

The next round of parliamentary elections for the State Duma has been officially set by President Boris Yeltsin for Sunday, 19 December 1999. On that day, Russian voters will elect 450 members of the State Duma of the Federal Assembly, the lower house of the Russian federal legislative body. 225 members will be elected in single-

mandate districts in a pluralistic, or first-past-the-post system (whoever gets the most votes wins). The other 225 members will be elected proportionally from political party (called election association) lists from those parties which achieve at least 5% of the nation-wide vote. The 5% threshold applies only if the parties that overcame the 5% requirement represent over 50% of voters who participated in the election. If not, parties with less than 5% support will be added until the 50% threshold is met, as per Constitutional Court decision. 139 electoral associations are formally qualified to nominate candidates for the December election. Background information on the major parties and political personalities can be found in an August 1999 Harvard publication found in Attachment C.

Members of the State Duma are elected for a four-year term (unless the Duma is dissolved earlier by the President or by other official act). Members must be citizens of the Russian Federation and at least 21 years old; they do not have to live in their districts to be elected. To propose candidates for the Duma election, electoral associations (political parties) must have been officially registered with the Minister of Justice at least one year prior to the election date. Articles 33 and 36 of the Duma Law also provides for the formation and registration of electoral blocs, which has all the rights of an electoral association during the election campaign. A decision to join an electoral bloc must be taken at a congress (conference) of each electoral association ready to join this alliance. Independent candidates may also run for the Duma. The Duma Law provides for certain requirements such as signature collection or electoral deposit, and financial disclosure information before candidates are officially accepted by the CEC. President Yeltsin signed the Federal Law regulating the Duma elections into law on June 24, 1999 (see below for further description).

2. The Government

The President of the Russian Federation is the government's chief executive and head of state. The 1993 Constitution gave the President significant power and, at the same time, diminished the authority of the parliament. Boris Yeltsin was re-elected on 3 July 1996 to serve a four-year term. Presidential elections require an absolute majority so run-off elections are common. The next presidential election is planned for 4 June 1999.

The President, with the approval of the lower house of parliament, appoints a Prime Minister to serve as head of government. The Prime Minister is the top-ranking official of the Council of Ministers (cabinet). The council carries out the operations of the government.

Russia's parliament, which is called the Federal Assembly, consists of a 450-member lower house known as the State Duma and a 178-member upper house called the Federation Council. The State Duma initiates the country's laws. The Duma's proposed legislation must be approved by the Federation Council and by the President before becoming law. However, the State Duma can override a veto by the Federation Council and send legislation directly to the President. The Federation Council approves government appointments and such presidential actions as the declaration of martial law and the use of armed forces outside of Russia.

Members of the State Duma are elected by the people for a four-year term. Members of the Federation Council are local government officials, including regional governors and leaders of local legislatures. They are not elected directly to the council but gain membership when they attain local office. All Russian citizens 18 years of age and older may vote in the country's elections.

Russia contains 89 regional units called Subjects of the Russian Federation. They include 49 administrative units called oblasts (regions), 6 large, sparsely settled krais (territories), and about 30 other territories, each of which has a dominant nationality group. These territories are known as autonomous republics and autonomous areas. There is also one autonomous region. All of these divisions may contain smaller units called raions (districts). Elected bodies of local self-government manage local affairs in both urban and rural areas. The Basic Guarantees Law provides for the election of governors in each of the subjects, who form the executive branch of government.

C. IFES Assistance

During the past decade, IFES has played a significant role in the promotion, development, and conduct of free and fair elections in the Russian Federation. Starting with an election official exchange program during the last days of the Soviet Union in 1991, IFES has sought to provide professional technical advice and direct assistance to those involved in the development of electoral laws and in the conduct of elections. In 1993, IFES conducted a PETA, which resulted in the opening of a permanent office in Moscow and the provision of significant technical assistance to the CEC for the election, which saw the election of the first parliament and the enactment of a permanent constitution.

Since that time, IFES has worked in the Russian Federation at many levels and in all major elections to provide specialized non-partisan technical assistance. It has helped to improve the professionalism of those directly responsible for the conduct of the election, particularly the members of the CEC. Serving as a resource center,

training lawyers, advisors, and providing technical analysis of election laws, regulations and proposals, IFES has clearly advanced democratization and professionalism in Russia.

The comparative election law review and development of sample procedure manuals and other regulatory documents provided by IFES has raised the level of electoral development throughout the Russian Federation to a higher standard. IFES has been recognized by the CEC and other sub-level election commissions, government officials, members and staff of the State Duma, locally elected political leaders, political parties, NGOs, and international organizations involved the electoral process for the significant technical advice and support it has delivered in the Russian Federation during this historical decade of democracy.

In recent years, IFES has worked to develop an NGO "think tank" on elections in Russia; served as a one-stop resource center for important electoral information for domestic and international entities; provided hands-on technical assistance through targeted commentary, material development, and on-site consultations; held roundtables and conferences for practitioners and policy makers on important elements of the electoral process, including the role of the media, campaign finance and election reform; disseminated important election material throughout the Russian Federation through an effective outreach program with Subject Election Commissions (election commissions of the Subjects of the Russian Federation or SECs) and other regional authorities.

Currently in Moscow, IFES has developed a professional local staff and recently moved into a modern and accessible office, which helps facilitate its work. International professional technical experts in election law, in election administration, and in the media have been secured to provide continuing assistance through the 19 December 1999 election and beyond.

I. OVERVIEW OF ELECTIONS AND POLITICAL PROCESSES

A. Codification

1. Constitution of the Russian Federation

The general aspects of the country's electoral system, particularly, the issues connected with elections to the State Duma receive comparatively little attention in the Constitution of the Russian Federation. The most important references with regard to elections for the State Duma are:

- the Constitution defines the role of the elections in the general system of the exercise of power in Russia. Thus, according to Article 3 (Part 3), elections (along with referenda) are the supreme direct expression of the power of the people;
- the electoral rights of citizens - the right to elect and be elected to bodies of state power and bodies of local self-government laid down in Article 32 (Part 2) have a very high constitutional level of legal protection;
- the authority which calls the elections to the State Duma- the President of the Russian Federation (Clause "a" of Article 84), the term of powers of the chambers of parliament (Part 1 of Article 96), the period within which the elections to the State Duma are to be held in the event of its dissolution are indicated. Another important point is that, under Article 96 (Part 2), the procedure for the election of deputies to the State Duma shall be established by federal law. This rules out regulation of the elections to the State Duma by means of executive ordinances;
- the active and the passive electoral right in the elections to the State Duma are defined (Parts 2 and 3 of Article 32 and Article 97).

These provisions are highly important. They establish the basis for the entire system of legislative acts regulating the elections of deputies of the State Duma. The Constitution of the Russian Federation does not lay down the parameters of the electoral system used for elections to the State Duma but, based on the aforementioned constitutional principles, the Constitutional Court of the Russian Federation has twice (in 1995 and 1998) considered the questions of the conformity of the elections of the State Duma to the Constitution.

At the same time, there are other constitutional provisions that play an important role in the organization and administration of the elections. These are particularly concerned with the constitutional regulation of the political rights and freedoms of citizens (the freedom of speech, the right to association, etc.) and the legal status of public associations and mass media. The norms of electoral legislation must not contradict these provisions of the Constitution.

2. Federal Law "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum"

The current Federal Law "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum" (hereafter "Basic Guarantees Law") as modified and amended by the Federal Law of 30 March 1999 has replaced the Federal Law "On Basic Guarantees of Electoral Rights of Citizens of the Russian Federation" adopted on 26 October 1994. This law applies to all elections held in the Russian Federation, including the election of deputies to the State Duma. The law contains detailed provisions regulating all stages and aspects of the electoral process. In fact, this law acts as a quasiconstitutional federal law (a federal law that has a higher legal force than other federal laws). Other federal electoral laws, particularly, the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation" (hereafter "Duma Elections Law") must conform to the Basic Guarantees Law. In the 1995 elections to the State Duma, the Supreme Court of the Russian Federation recognized the priority of the Basic Guarantees Law when the provisions of these two laws were found to be in conflict. At present, law enforcement bodies have absolutely clear guidance as to the prioritization of electoral laws: as stated in Article 1 of the Basic Guarantees Law, in cases where other federal laws contradict this law the provisions of this law apply.

A comparative analysis of the two laws shows that, in general, the Duma Elections Law reproduces the norms of the Basic Guarantees Law with sufficient fullness and accuracy and, where necessary, sets forth the corresponding provisions of the Basic Guarantees Law in more concrete terms. At the same time, there are some discrepancies between the two laws in the regulation of some aspects of the election campaign. For instance, there are differences between the lists of entities entitled to election campaigning, which are contained in Article 37.1 of the Basic Guarantees Law and Article 8.2 of the Duma Elections Law.

In view of the fact that the Basic Guarantees Law contains a very detailed description of many electoral procedures, in some cases the periods of electoral actions as defined in the two federal laws do not coincide. In particular, there is two days' difference in the period within which election commissions must furnish to the mass

media copies of financial reports of candidates, electoral associations and electoral blocs (Article 47.15 of the Basic Guarantees Law; Article 66.4 of the Duma Elections Law). In such cases the norms of the Basic Guarantees Law are subject to direct application by election commissions and other participants in the electoral process.

Thus, given the existing dualism of legal regulation of the elections to the State Duma, candidates and election commissions must be clearly advised as to which specific regulatory procedure is to be applied in certain cases.

3. Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"

The current Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation" of 24 June 1999 ("Duma Elections Law") replaced the law with the same name of 21 June 1995. The new law differs from the old one in that it contains a much greater scope of normative regulation of practically all elements of the electoral process. At the same time, it is important to note that many new provisions contained in the State Duma Law were predetermined by the Basic Guarantees Law of 19 September 1997, as modified and amended by the Federal Law of 30 March 1999.

The following are some of the important changes that have taken place in the regulation of the elections to the State Duma as compared with the 1995 election campaign:

- the procedure of the compilation of voter lists has been modified: this duty has been transferred to territorial election commissions;
- election commissions which carry out registration of candidates and federal lists of candidates have been granted wider powers with regard to imposing sanctions on candidates, electoral associations and electoral blocs that have committed breaches of the electoral laws (abuse of official position; violation of rules for election campaigning and election campaign funding, etc.). The most powerful of these sanctions is ability to refuse to register candidates and lists of candidates or to revoke of the decision to register candidates and lists of candidates;
- under the new Duma Election Law, an electoral deposit may be paid instead of submission of the required number of signatures for registration of a federal list of candidates or in single-mandate districts. The deposit must be paid out of an electoral fund with mandatory indication whose contributions are used to pay the electoral deposit. In the forthcoming election campaign, an electoral deposit for a

candidate is 83,490 rubles (approximately \$3500). The electoral deposit for an electoral association or electoral bloc that nominates a federal list of candidates is 2,087,250 rubles (approximately \$88,000);

- a large number of "electoral offences" has been defined, connected with indirect campaigning efforts for candidates and lists of candidates;
- fairly strict conditions have been established for election campaigning through the mass media and for publication of campaign materials. These conditions aim to ensure the equality of candidates, electoral associations and electoral blocs and to allow election commissions to control these processes;
- the list of prohibited sources of funding for the election campaigns of candidates, electoral associations and electoral blocs has been extended; it has been established that electoral funds must be formed before registration of candidates and federal lists of candidates; the purpose of electoral funds has been widened (funding of the election campaign and not merely of election publicity as before); candidates, electoral associations and electoral blocs are now required to file financial reports three times (the first, the interim and the final financial report); additional powers have been granted to election commissions for exercising control over election campaign funding;
- early voting has been replaced by the possibility for all voters to receive absentee certificates, which can be issued to citizens who are going to be absent from their place of residence on voting day;
- the number of candidates in the federal part of the federal lists of candidates has been increased from 12 to 18; in the event of the withdrawal of one of the first three candidates on the federal list of candidates, the registration of the given list is cancelled, and the same sanction is applied if more than 25% of candidates are withdrawn from the list.

At the same time, the description of the electoral procedures in the Duma Elections Law leaves open some important questions relating to the preparation and organization of the elections. In view of this, the CEC is compelled to issue voluminous instructions and clarifications to specify the provisions of this law.

4. Elections to the Duma

Elections to the 450-member State Duma in the Russian Federation are governed by the Basic Guarantees Law and the Duma Elections Law. The Constitution of the Russian Federation also defines basic voting rights.

Russian Parliamentary elections are conducted when the term of members of the Russian State Duma expires. By law, the State Duma is elected for a four-year term but this term may be ended earlier by a Presidential or Duma decree under certain emergency conditions. The last Duma election was held on 17 December 1995. On 19 December 1999, a total of 450 members of the State Duma are to be elected, with one half (225) determined in a pluralistic system in single-mandate districts (the one with the most votes wins), and the other half elected by proportional representation where citizens vote for a political party (and its list of candidates). The law mandates that a political association or bloc must receive at least 5% of the total proportional vote in order to have its candidates elected to the State Duma from the federal list. One must be a citizen and at least 21-year-old to be elected to the State Duma. The election code dictates certain guidelines regarding campaign finance and the role of the mass media in the election for the State Duma (Articles 37-43 of the Basic Guarantees Law; Articles 52-60 of the Duma Elections Law).

5. Political Party Funding

Campaign finance is one of the few areas where the Basic Guarantees Law is silent. For the first time, candidates and political parties have to file campaign finance reports before the election. The first report is filed when a candidate files his registration papers (Duma Law, Article 66.2a). The second report is filed not later than 10 days before voting day (Duma Law, Article 62.2b). The last report is to be filed not later than thirty days after the official publication of election results (Duma Law, Article 66.2c). The figures reported in the campaign finance reports will most likely be correct because the Savings Bank of the Russian Federation will also file a diskette with the CEC with information containing all income sources of a candidate's electoral fund. By law, a candidate cannot spend more than 1,669,800 rubles (\$65,000). A political association or bloc cannot spend more than 41,745,000 rubles (\$1,700,000). If these amounts are exceeded, a candidate's registration papers are cancelled – his name is taken off the ballot. The campaign commences when the candidate is registered according to Article 53 of the Duma Elections Law. The CEC will release the campaign finance reports to the media within 5 days of their receipt.

Electoral associations are formed by the authority of Federal Law on "Public Associations." Under Article 31 of this law, property and income can come from

contributions, proceeds from lectures, exhibitions, lotteries, auctions, sports and other events organized in accordance with the association's statutes, revenues from business activity, civil law transactions and foreign economic activity of the association. Other revenues which are not against the law can also be accepted. The federal law also establishes that political parties, political movements and public associations whose statutes provide for participation in elections are not allowed to receive financial and other aid from foreign states, organizations and citizens, if this aid is intended for activities connected with the preparation and conduct of elections. In addition, under Article 11 of the Basic Guarantees Law, foreign nationals, stateless persons and foreign legal entities are not allowed to carry on any activities which help or impede the nomination, registration, lists and the election of candidates.

Political party funding is to elections and the success of a campaign as is a "war chest" in times of trouble. The issue of campaign finance in Russia is as divisive as in any other democracy seeking to establish a balance of interest between the freedom of speech and association, the need for transparency, and the need to limit the undue influence of a few large donors. Russian legislators have made significant changes in the reporting process of campaign finance expenditures, while at the same time maintaining very low ceilings and strictly equalitarian distribution rules with regard to the use of public funds. The low ceilings are compensated to some degree by the provision of equal access to free print and electronic media to all candidates.

The public funding of parties and candidates is minimal in size. A candidate running in a single-mandate district can expect to receive 1,000 rubles (less than \$40) from the State to support his campaign. Political associations/blocs may receive between 200,000-300,000 rubles (\$8,000-\$12,000) to use to promote the candidates on their party lists. However, the CEC is to withhold funds to any association/bloc who received less than 2% of the vote in the last election and is in "arrears" financially to TV, radio and mass media organizations.

B. Administration and Policy

The Basic Guarantees Law establishes a permanent Central Election Commission (CEC) which is charged with overseeing elections in the Russian Federation. For elections of the State Duma, four subordinate levels of election commissions under the CEC are established: election commissions of the Subjects of the Russian Federation (SEC), district election commissions (DEC), territorial election commissions (TEC), and precinct election commissions (PEC). Each of these commissions elects a Chairman and a Secretary. The CEC and SECs also elect a Deputy Chairman. All election commissions are required to allow association's, bloc's or candidate's representatives and the media to attend all of its meetings and to

be present when any commission is working on electoral matters such as voter lists, ballots, absentee certificates and counting of votes. Each level commission may hear complaints and take decisions. Commissions shall inform voters of their activities, including the registration and biographical information of candidates, list of voters and other matters (Articles 21 - 24 of the Basic Guarantees Law; Articles 18 - 29, 31 of the Duma Elections Law).

1. Central Election Commission (CEC)

The Central Election Commission (CEC) is a permanent body charged with the responsibility of organizing the preparations for the conduct of the elections in the Russian Federation, guiding the activities of lower level commissions, establishing policies and overseeing uniform application of election legislation. The 15 voting members of the CEC (5 appointed by the President; 5 from the Duma; 5 from the Federation Council) must have a legal education. Political associations (parties) are allowed to appoint a non-voting member to the CEC to represent their interests. The CEC is authorized to adopt decisions that are binding on lower commissions, state bodies, local government bodies, public associations, state enterprises, agencies and organizations throughout the Russian Federation. In coordination with the SECs, the CEC organizes the national system of registration of voters. The CEC is responsible for significant administrative and logistical management functions, including the distribution and use of funds allocated from the federal budget for the conduct of the elections and the provision of lower level commissions with facilities, transport, communications and other material and technical support. The CEC also allocates funds to registered candidates for use in their campaigns and formalizes instructions governing the granting of airtime by mass media outlets to candidates on a free and paid basis. Under the law, the CEC has the authority to adjudicate complaints or appeals regarding decisions or actions of subordinate election commissions. In addition, the CEC has the authority to override decisions of lower commissions. A member of the CEC may be removed by a vote of the commission only under certain conditions which include: 1) voluntary withdrawal; 2) loss of citizenship; 3) conviction by a court of law; 4) ruling of a court that a member is incapacitated; and, 5) death of the member (Articles 12, 13, 22 of the Basic Guarantees Law; Articles 19, 24 of the Duma Elections Law).

2. Subordinate Election Commissions

a. Subject Election Commissions (SECs)

In each of the 89 Subjects of the Russian Federation, there is a permanent Subject Election Commission (SEC) established to oversee elections in the Subject. The 10 to 14 members of a SEC are appointed by the representative and executive bodies of the Subject area taking into account the recommendations of public organizations, elected bodies of local self-government, and groups of voters. At least 50% of the SEC members must be appointed by the representative body of the Subject area. The SECs provide for the interaction of the CEC with bodies of state power within the Subjects and coordinate the activities of subordinate election commissions within their jurisdiction. The SECs hear complaints and adjudicate disputes regarding actions or decisions of lower commissions and may overturn such decisions when warranted. The SECs determine the polling sites within the Subject and are responsible for printing and distributing ballots within its jurisdiction. In addition, the SEC is ultimately responsible for summarizing the voting results within the Subject as a whole. SECs serve four-year terms. The Chairman, the Deputy Chairman and Secretary must have a legal education. At this time 88 SECs are in place. Chechnya's is not in operation.

b. District Election Commissions (DECs)

In each of the 225 constituency districts of the Russian Federation, District Election Commissions (DECs) are to be formed to administer elections not later than 90 days before the election. Under the Basic Guarantees and Duma Elections Law, DECs are only established for Duma elections. The DEC has eight to fourteen members, one half appointed by the legislative body and one half appointed by the executive body of the Subject, in part on the basis of recommendations from the electoral associations/blocs and the public. A candidate or electoral association/bloc with a candidate registered in the district is allowed to appoint a non-voting member to the DEC to represent his/her/their interests. DECs are responsible for coordinating activities and for supervision of Territorial Election Commissions (TECs) and Precinct Election Commissions (PECs) during elections to the State Duma. DECs also register candidates for election to the State Duma in the given district. The DECs are authorized to hear complaints about actions or decisions taken by TECs and PECs and may overturn their decisions, as warranted. The DECs summarize election results reported from the TECs and PECs within their jurisdiction. The term of the DEC expires after official publication of the results of the election to the State Duma.

c. Territorial Election Commissions (TECs)

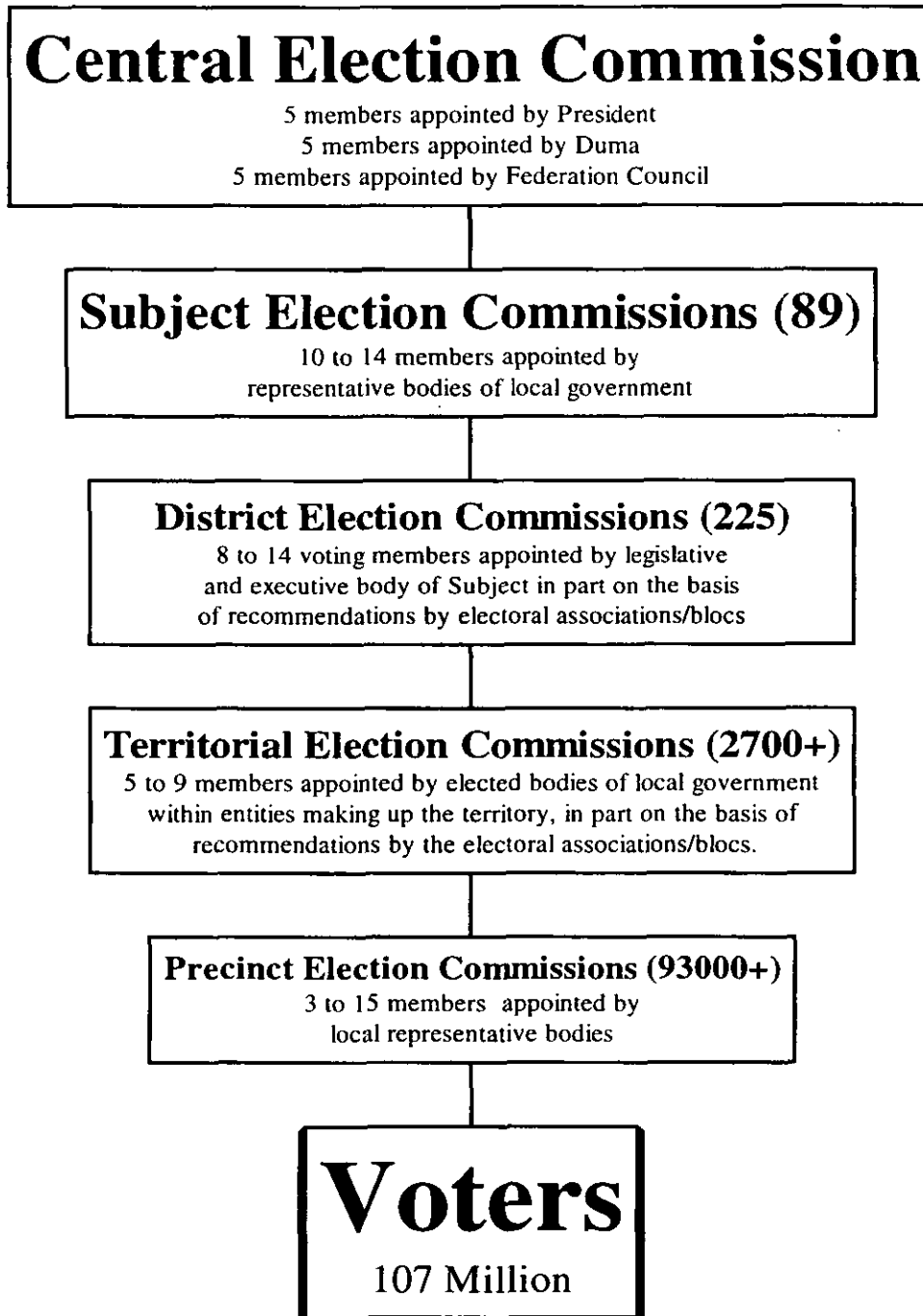
Territorial Election Commissions (TECs) are appointed in each territorial subdivision within the Subject of the Russian Federation (more may be appointed in areas with an exceptionally large number of voters) not later than 60 days before the election. The TEC has five to nine members who are appointed by elected bodies of local governments within the city, raion or other units making up the territory, in part on the basis of recommendations from electoral associations/blocs and the public. The TECs ensure that ballots and other materials are distributed to PECs and generally oversee the work of the PECs within their jurisdiction. The TECs are authorized to hear complaints about actions or decisions taken by PECs and may overturn their decisions, as warranted. The TECs summarize election results reported from the PECs within their jurisdiction. The TECs are the field level commissions for reporting of results through Vybory State Automated Information System (SAS Vybory). The Vybory System is a computerized program which allows for the returns from TECs to be entered, then added electronically. Results can then be sent by modem to higher level commissions (this same computer system is also used to electronically compile the voter registration lists). All protocols are collected and manually entered in the system at the TEC level. The terms of the TEC expires after the official publication of the results of the election to the State Duma.

d. Precinct Election Commissions (PECs)

Precinct Election Commissions (PECs) have 3 to 15 members (depending on the number of voters) who are appointed by elected bodies of local governments no later than 3 days after the precinct is formed by representative bodies of local government on the basis of recommendations from electoral associations/blocs, NGOs and voters. In remote areas such as polar stations, ships at sea, or remote military locations, members of the PEC are appointed by a meeting of voters. PECs in precincts with up to 1000 voters have 3 to 7 members, with 1001-2000 voters 5 to 11 members, and with over 2000 voters 5 to 15 members. Each PEC can have a maximum of 3000 voters in its jurisdiction. It is the PECs that serve the voters directly by notifying them of the election, their polling site, hours of voting, and its working hours. They compile the final list of voters assigned to the polling site and make the list available for public scrutiny so that errors and omissions can be corrected. On Election Day, the PEC is responsible for organizing the polling site, processing of voters, and counting the votes at the end of the polling day. The term of the PEC expires after the official publication of the results of the election for the State Duma.

For the Elections of the State Duma
19 December 1999

Election Administration Organizational Chart



3. The Role of the Courts in the State Duma Elections

The role of the courts in the electoral process in Russia is important as decisions of the CEC can be appealed directly to the Supreme Court. Furthermore, decisions of lower-level election commissions can be appealed either to the court, or to an election commission of a higher instance (Article 63 of the Basic Guarantees Law; Article 90 of the Duma Elections Law). Decisions of the court are binding on all of the electoral system's apparatus and actors. Decisions and actions of the CEC and all of its components can be challenged in a court of law by any participant in the election process whose rights have been infringed, starting with the voter. By opening the door to litigation so wide open, it is not surprising that the number of cases presented to the courts increases constantly. This section examines the interaction of the courts with the CEC during an electoral process.¹

According to the Basic Guarantees Law (Article 22), it is within the competence of the CEC to adjudicate electoral related grievances. Also, the CEC can make representations to the Supreme Court and ask for a binding legal opinion. These powers are to be exercised under the normal conditions of administrative law, namely, the election commission must act within its jurisdiction under the limits set by the appropriate law. The issues that generally cause a lot of grievances have to do with the following aspects of the electoral process, and, in particular, occur at the regional level: announcement of elections; formation of electoral districts; compilation of voters lists; nomination and registration of candidates; election campaigning (including media and campaign finance); voting results; and, the declaration of the winner of a given election. This list exemplifies the technical nature of the electoral process and the need for adequate training and preparation in adjudicating grievances. The largest volume of cases is found on the issues of nomination of candidates, election campaigning, and the determination of the results of an election.²

A distinguishing feature of elections in Russia is the nature of the sanctions for violations. The election laws do not provide for a graded penalty scale, as in Germany. Instead, they have a "life or death" approach. You are on the ballot or you are not. You are elected or the elections are deemed to never have taken place. This type of penalization, when applied, stimulates a lot of actions in the sphere of adjudication of grievances.

The process of adjudication of election grievances in Russia is flexible and

¹ Note that the constitutionality of electoral laws is determined by the Constitutional Court, as was the case, for example, in the issue relative to the constitutionality of the proportional representation system of distributing votes in the State Duma. The role of the Constitutional Court is not examined in this report.

² Particular to Russia, the discrepancy between interpretations or sections of the Basic Guarantees Law and other electoral law is the subject of a growing number of electoral disputes.

leaves to the complainant a number of options at every step. For example, a person denied the right to be a candidate by an election commission can appeal the decision to a higher level election commission, or, alternatively, a court of equal rank. In the case of the CEC, their decisions are appealed directly to the Supreme Court, including their decisions on the issues concerning the nomination of candidates. It is important to note that the Basic Guarantees Law specifies that one does not have to go to an election commission of a higher level before pursuing the matter in court. Such flexible manner of proceeding is contradictory to the principles of administrative law that gives special authority to administrative bodies and delegates judicial authority to a specialized body. This helps to provide a rapid, specialized, and final solution to such issues. Normally, only in the case when an administrative body exceeds its competence do the courts have a right to review a decision.

Another difficult situation arises when a party uses this situation to lodge the same or, in the worst case, similar complaint with the election commission and the court simultaneously. The Duma Elections Law acknowledges this situation. The law stipulates that when a case is presented to both the court and the election commission, the commission must suspend its investigation and deliberation until the court case is resolved. This is a positive feature of the Russian election system. In Ukraine, for example, such a provision does not exist, which sometimes results in contradictory solutions.

The issue is further illustrated when the courts actually go beyond their own competence and directly engage in the determination of voting results or activities connected with the nomination of candidates, rather than ensuring that a due process is or has been followed. It is important to respect the will of the voter – and the power of the commission to administer the elections. A recent survey of regional electoral disputes by respected electoral specialists Postnikov, Okunkov, and Krylov in the period 1995- 1997 concluded that “in the adjudication of electoral disputes, courts must refrain from assuming the functions of electoral commissions, particularly, the functions connected with the determination of voting and election results. The task of the courts must be to monitor the legality of the activity of election commissions.”³

³ Summary of the Judicial Practice of Adjudication of Electoral Disputes in the Subjects of the Russian Federation in 1995-1997; completed in November 1998 (Available from IFES/Russia).

4. The Role of State Bodies in the Administration of the Election of Deputies of the State Duma

The election commissions which act on a permanent basis (i.e., the CEC and the SECs) form a special kinds of State bodies. The lower level election commissions, such as DEC and TECs, are temporary and do not form State bodies. Under Article 7.2 of the Duma Elections Law, within the scope of their powers laid down by law, election commissions are independent of bodies of state power and bodies of local self-government. These bodies are not allowed to interfere in the activities of election commissions. On the contrary, under Article 18.7 of the Duma Elections Law, the state bodies, state institutions, and their officials must assist election commissions in the exercise of their powers.

In many cases federal law defines the concrete forms of interaction between election commissions and state bodies.

1. *Courts.* Decisions and actions (inaction) of election commissions and their officials as well as the actions (inaction) of the bodies of state power, bodies of local self-government and their officials may be appealed to a court (Article 63.1, Basic Guarantees Law), if these bodies and officials violate the electoral rights of citizens.

2. *The Ministry of Justice of the Russian Federation* makes up a list of political public associations which are electoral associations (Article 32.2 of the Duma Elections Law).

3. *The Ministry of the Russian Federation for the Affairs of the Press, TV and Radio Broadcasting and Mass Media* (Article 55.2 of the Duma Elections Law) furnishes to the CEC a list of TV and radio broadcasting organizations whose zone of reliable reception extends to a half or more than a half of the Subjects of the Russian Federation and of editorial offices of periodicals distributed in the territory of a half or more than a half of the Subjects of the Russian Federation, which are regarded as state organizations and periodicals (the mass media financed with the participation of the state). This list is for the purpose of identifying media outlets required to provide free air time to election commissions as proscribed by the Duma Elections Law.

Similar data regarding regional TV and radio broadcasting organizations and regional periodicals are furnished by the territorial agencies of the Ministry and by the bodies of executive power of the Subjects of the Russian Federation (Article 55.3 of the Duma Elections Law).

If a regional TV and radio broadcasting organization, regional periodical breaches the rules of election campaigning, the corresponding election commission may apply to

the Ministry of the Russian Federation for the Affairs of the Press, TV and Radio Broadcasting and Mass Media or its territorial agencies for putting an end to unlawful campaign activities and bringing the offenders - the organizations and their officials - to responsibility.

4. The procedure for opening and maintaining special electoral accounts, keeping financial records and filing reports, as well as the forms of reports to be filed by candidates, registered candidates and electoral associations/blocs with regard to the money contributed to and spent from their electoral funds are determined by the CEC and agreed upon with the Central Bank of the Russian Federation (Article 66.1 of the Duma Elections Law).

5. State bodies and bodies of local self-government must render assistance to ensure public safety and order for registered candidates and electoral associations/blocs which registered federal lists of candidates, and groups of voters in the organization of conferences, meetings with voters, public debates and discussions, rallies, demonstrations and marches (Article 58.1 of the Duma Elections Law).

6. The law enforcement bodies (Ministry of Internal Affairs and its territorial agencies) must take measures for putting an end to unlawful campaign activities and inform election commissions of the facts established and measures taken. (Articles 59.9 and 60.6 of the Duma Elections Law).

7. An election commission may form working groups from members of the election commission, members of the commission's staff and invited specialists to verify the authenticity of the signatures and the corresponding data contained in signature lists. Such verification may be carried out with the involvement of experts from among specialists of law enforcement agencies (Ministry of Internal Affairs of Russia), juridical bodies (Ministry of Justice of Russia), military commissariats (Ministry of Defense of Russia) and specialized institutions and organizations in charge of registration of the population in the Russian Federation (Article 46.4 of the Duma Elections Law).

8. Guaranteeing the electoral rights of servicemen is the responsibility of commanding officers of military units (Ministry of Defense of Russia, Ministry of Internal Affairs of Russia).

Electoral precincts in military units may be formed by commanding officers of military units subject to a decision of the appropriate DEC (Article 14.5 of the Duma Elections Law). Political rallies for military units can be organized outside of their territory by the commanding officer of the military unit together with the DEC (Article 58.6 of the Duma Elections Law).

9. Electoral precincts where voters who, on voting day, remain in the territory of foreign states will vote and where the votes will be counted are formed by the heads of diplomatic or consular missions (Ministry of Foreign Affairs) (Article 14.6 of the Duma Elections Law). The heads of diplomatic or consular missions also prepare voter lists of all citizens who reside outside the territory of the Russian Federation. Such lists shall be used for the voting. (Article 16.4 and 15.6 of the Duma Elections Law)

10. The review and auditing services to be established in election commissions include specialists from state bodies (law-enforcement, fiscal and other), organizations and institutions, including the Central Bank of the Russian Federation and the Savings Bank of the Russian Federation (Article 69.2 of the Duma Elections Law).

11. Bodies of state power of the Russian Federation, bodies of state power of the Subjects of the Russian Federation and bodies and organizations authorized by them to carry out registration of legal entities furnish to election commissions the information indicating the founders of organizations; the foreign, state or municipal share (in percent) or the absence of such a share in the charter (authorized) capital of legal entities; and, the full name and date of registration of legal entities (Article 66.7 of the Duma Elections Law). Under the Civil Code of the Russian Federation registration is the responsibility of judicial bodies.

C. Political Parties and Candidates

1. The Nomination of Candidates by Political Parties and by Independent Means

The Basic Guarantees Law and the Duma Elections law devote much detail to the process of nominating candidates for seats in the Duma and the establishment of political associations. A candidates seeking the office of deputy in the state Duma must be at least 21 years of age and a citizen of the Russian Federation. A person may be a candidate for the Duma: 1) by being nominated and placed on a political party list for the 225 at-large members to be elected under the proportional system; or 2) may be the candidate of the party in one of the 225 single-mandate districts or be an independent or self-nominated candidate for the Duma in the single-mandate district. Under each circumstance, a candidate may procure a position on the ballot by collecting the required amount of signatures or by making an electoral deposit. (Articles 2, 28-32 and 34-36 of the Basic Guarantees Law; Articles 6 and 32-51 of the Duma Elections Law).

2. Candidate Nomination and Registration

A citizen of the Russian Federation seeking to qualify to be a candidate for the Russian Duma in single-mandate districts may be nominated by the following means: 1) political associations/blocs; 2) by himself; and, 3) by a group of persons independent of political parties. It should be noted that independent candidates can only run in single-mandate districts. A candidate must agree to be nominated or placed on a party list. To be placed on the ballot on the party list or independently, candidates may either: 1) collect a minimum number of signatures: or 2) deposit a certain amount of funds with the state to have their name placed on the ballot. A person may be a candidate for both a single-mandate district *and* a federal list. However, if elected in both, a candidate must choose from which election he will serve (single-mandate or federal party list). In addition to listing his/her name on the nomination papers, a candidate must list any criminal history. Candidates can also use pseudonyms on the ballot, if approved by the central Election Commission. It should be noted that while candidates may be *nominated* to be placed on the ballot, only until such nomination is accepted by the election commission is the candidate considered to be officially *registered* and thus an official candidate for the Duma. Candidates from a party have to indicate their party affiliation if they also run in a single mandate constituency.

3. Political Associations and Blocs

An Electoral Association is a political party, political organization or movement that is formed under the law and registered with the Ministry of Justice at least one year prior to the election. Associations must establish a charter before it is registered and granted status. In addition, associations must appoint authorized representatives to represent its interest during the electoral campaign. An electoral association may field candidates for the Duma election for proportional and single mandate districts. Such associations may also voluntarily join forces with one or more political associations to form electoral blocs to field candidates for the Duma. Such blocs are treated as associations. Political associations/blocs do not have to submit candidates for every one of the 225 single-mandate districts nor do they have to submit a list for every seat in the Duma which will be elected proportionally (225). However, a political association/bloc cannot have more than 270 candidates on its federal ballot (while this is more than the number to be elected, many times names are on such lists to attract voters). Currently, there are 139 associations/blocs fielding candidates for the State Duma. Associations and blocs have grown tremendously since 1993. In the

1995 Russian Federation parliamentary election, voters selected between 43 political associations/blocs who fielded candidates.

4. Candidate Nominations for Federal Lists by Political Associations and Blocs

Qualifying associations/blocs (those associations that are properly registered with the Ministry of Justice at least one year prior to the election) may nominate candidates for the Duma on a federal list or for the single-mandate districts. Associations/blocs must nominate candidates at public conferences using a secret ballot. Single mandate lists must be submitted no later than 65 days before the election. Political associations/blocs have the option of submitting 200,000 signatures, with no more than 14,000 signatures coming from one subject of the federation, or by making an electoral deposit to the SEC. The party must receive at least 3% of the total vote to obtain their deposit back. Signatures must be submitted no later than 55 days prior to the election. Election officials must certify the signatures submitted or funds deposited and declare the candidate officially registered if all qualifications are met.

Candidates may be nominated as a single-mandate district and be on the federal list of candidates submitted by an association/bloc. The federal list shall be organized regionally using the jurisdiction of the subject as its basis. Any political party or bloc which removes any one of the top three persons on its list prior to the election shall forfeit its right to field candidates for the election. At the same time, candidates other than the top three may withdraw from the ballot list up until the third day before the election (but no more than 25% of the list can withdraw or be taken off or else the entire list is forfeited).

5. Nomination of a Candidacy in Single Mandate Districts

In single-mandate districts, a person may be nominated as a candidate for deputy independently of political parties by collecting signatures or by paying a deposit from their electoral funds. Political parties may also nominate candidates in single mandate districts. Such a person may obtain at least 1 % of the signatures of the voters in the district to be placed on the ballot. Signatures must be submitted no later than 55 days prior to the election. Signatures submitted may not exceed the required number by more than 15%. While the random verification of signatures is permitted, at least 20% of all signatures must be randomly checked. A candidate may opt out of collecting signatures by making an electoral deposit to the CEC. The deposit money needs to come from the election fund only. If a candidate does not receive at least 5% of the total votes cast, the funds will be kept by the state. Election officials must certify the signatures submitted or funds deposited and declare the candidate officially registered if all qualifications are met.

II. ELECTORAL PROCESS ISSUES

A. Administration

1. Training of Election Commissions

Understanding and implementing election law is an important element of any election process. The process by which laws, regulations, and procedures are imparted to those responsible for administering an election can be crucial when determining if the election is conducted in free, fair and in a professional manner. The procedures used to train election commissions in the Russian Federation have greatly improved. The establishment of a permanent CEC in 1993 has proven to be a catalyst for developing improved training procedures and has allowed for a more critical analysis of the conduct of the election. Indeed, members of the CEC and their staff have participated in professional development conferences for election officials and observed elections in other countries.

Training in the Russian Federation is conducted “top down,” that is the CEC conducts training programs and conferences for the SECs starting about three months before the election. The SECs organize most of the election commission training in their jurisdiction, working with the DEC and TECs. Most of the training of the PECs is conducted by the TECs.

According to interviews with those involved in the electoral process, training at the lower level election commissions is inconsistent and in need of uniformity. While some SECs utilize sophisticated techniques, such as professional training video tapes, this is the exception rather than the rule. Criticisms expressed by some of the PECs included: 1) no training manuals are provided; 2) PECs did not appear to have an adequate knowledge of the election law; and 3) Only the Chairman appeared to have any real knowledge of the law or procedures.

Recommendations:

- *A training video.* The CEC and SECs should consider developing a professional training video that could be shown to all PECs in the Russian Federation as part of their instructional program. Such a training video would provide for more uniformity and give all of the estimated 750,000 polling station workers the same information.
- *Improved training manual.* While it is acknowledged that the CEC is committed to providing a training manual to all levels of election commissions in the Russian

Federation for the 19 December 1999 election, the CEC should try to provide a more descriptive and illustrative product. While the IFES team has not seen a training manual for the 1999 Duma election, a manual was in production. The items such a manual should cover include, for example: frequently asked questions; standard methods to set up and operate a polling station; counting ballots, including samples of valid and invalid ballots; how and where unused ballots should be stored on election day.

2. Campaign Period

The Duma Elections Law makes a commendable differentiation between the rights and obligations of candidates when they are nominated and once they are registered. A candidate is nominated by a party or group of voters to participate in the election process. Once nominated, a candidate can be registered by the CEC provided that he/she meets the basic criteria, including either a high level of public support expressed by signatures of voters or a strong commitment expressed by an electoral deposit (Articles 45 - 47 of the Duma Elections Law).

The issue of campaigning in between the nomination and registration process is a complicated one that is often raised. According to Article 42.1 of the Duma Elections Law, a candidate nominated by voters in a single-mandate district can begin collecting signatures once the appropriate election commission has been notified by the candidate. According to Article 43.3 of the Duma Elections Law candidates nominated by associations and/or blocs can begin collecting signatures once the CEC has certified their list of candidates. The provisions of the Duma Elections Law are not clear with respect to the expenses encountered when supporting the registration of candidates and on the issue of the publicity for candidates or his/her party. Currently there is no official interpretation of the law.

According to Article 53 of the Duma Elections Law the official campaign starts when a candidate is registered. This raises the following question: Is it against the law for a nominated candidate to publish information that gives details about his background and qualifications during the period of collection of signatures in support of a candidate? The courts will have to decide this issue. In the United States the courts have ruled that giving out information about a candidate cannot be regulated. However, if the information states "VOTE FOR," then this is advocacy and is part of the campaign.

For example, in the United States, in the state of Kentucky, the election for the offices of Governor and Lieutenant is held at the same time and the candidates run as a team. The election-related expenditures have a ceiling of \$1.8 million dollars.

During the time a candidate for governor is selecting his running mate or team he can make expenditures for travel, telephones, and other expenditures necessary for making the decision. Once the registration papers have been filed, the campaign expenditures are then restricted by the \$1.8 million ceiling.

3. Role of Public Mass Media⁴

During elections to the State Duma, the mass media operates under the general conditions established by the Constitution of the Russian Federation, the Russian Federation Law "On the Mass Media" and some other legislative acts, with due account for various special requirements and restrictions imposed by the Duma Elections Law and the Basic Guarantees Law. These laws contain very detailed provisions regulating the participation of the mass media in election campaigns. These norms must be observed both by media executives and by journalists who highlight the election campaign, and by those who directly participate in the electoral process (candidates, electoral associations and electoral blocs).

An important fact distinguishing current regulation regarding the participation of the mass media in election campaigns is that the laws do not provide for adoption by the CEC of any instructions concerning election campaigning. Current election legislation also does not define several concepts important for regulation of election campaigning in the mass media. For example, there is no definition of "political advertising." Various provisions of the Duma Elections Law relating to the mass media can only be elucidated by means of clarifications issued by the CEC, although such clarifications cannot create new legal norms.

Greater obligations during the election campaign are established for TV and/or radio broadcasting organizations and periodicals which meet at least one of the following criteria:

- the founders (co-founders) of the given organization are state or municipal bodies, organizations or institutions;
- in the year before adoption of the decision to call the elections the given organization or periodical was financed by not less than 15 percent of its budget from public funds.

⁴ For more on mass media and elections see "Mass Media and Parliamentary Elections 1999 in Russia" published by IFES/Institute for Election Systems Development /National Press Institute in cooperation with CEC. Available on the web at www.democracy.ru.

Along with the obligations common to all mass media (not to misuse the freedom of mass information, to observe the period established for election campaigning, to comply with the requirements to the publication of the results of public opinion polls, etc.), these organizations are required to guarantee equal conditions for election campaigning to registered candidates and electoral associations/blocs. They are also required to provide them with free air time and free space on the pages of periodicals and to publish decisions of election commissions and the information concerning financial operations through the special accounts of electoral funds of candidates, electoral associations/blocs. By law, these obligations must be performed with their own funds.

B. Registration and Voter Lists

Under the law, eligible Russian citizens are placed on a voter roll. The same law allows citizens to be placed on the voter list on election day if they have been erroneously omitted. During the past decade, the compilation of voter lists has improved significantly in the Russian Federation. For the most part, gone is the handwritten or typewritten list of voters that could be found at polling stations in the first half of the decade. In nearly all Subjects of the Russian Federation, computerized voter lists are the standard. This has allowed for greater efficiency in processing voters on election day. In addition, this provides an opportunity for the election authorities to move towards a uniform federal voter registry which could eliminate duplications and discourage voter fraud. It has been suggested, however, that governmental agencies compiling non-voter information on Russian citizens (housing, employment, pension, etc.) do not cooperate sufficiently with the authorities charged with the responsibility of updating the voter lists.

1. The Right to be Registered to Vote

Article 32.2 of the Russian Constitution gives citizens of the Russian Federation who have reached the age of 18 the basic right to elect their leaders and take part in a referendum. The Basic Guarantees Law further defines these rights in Article 3.1 by stating "A citizen of the Russian Federation shall participate in elections on the basis of universal, equal and direct suffrage by secret ballot." It law goes on to indicate that such participation shall be "free and voluntary" and that no citizen can be "forced" to vote. Only the Constitution can establish restrictions regarding permanent residence (where the citizen could be registered) or current residence (where he/she lives most of the time).

2. The Voter List

Citizens must be “registered,” meaning they have to be placed on a voter list in order to cast the ballot (Article 17 of the Basic Guarantees Law). Such registration shall take place at the municipal or local administrative level on January 1 and July 1 of each year. It is the duty of the government to find and place voters on the voter list. Voter registration is compiled electronically utilizing the State Automated System (SAS) known as “Vybory.” Vybory creates a data base of voters which allows for electronic comparisons and sorting. The voter lists are created on the basis of long-established methods and practices. Federal and Subject governmental bodies are to assist local bodies and election commissions in the registration of voters, In addition, Passport services, Department for Civil Acts Registration and other federal agencies are involved in the process of voter list compilation and verification. Lists are maintained and updated by an authorized body, usually a local government official. For election day use, voter lists must be provided to the PECs in two printed copies with the names placed in alphabetical or street address order. The list must contain the first, middle and last name and the date of birth of the voter. The lists shall be certified and signed by the chairman and secretary of the territorial or precinct election commission. Those in the military shall also have the right to be on a voter list that may be compiled by a commanding officer of the unit. A citizen can only be placed on one precinct voter list (Article 18 of the Basic Guarantees Law).

While there is a database created for each district, there is no country-wide data base available at the present time. The 225 single mandate districts are based on the number of voters that were registered as of January 1, 1999. Currently there are 107 million voters on the rolls which includes the 88 subjects (without Chechnya). In the 1995 Duma election, there were 104 million voters on the rolls. Since the State Duma did not adopt new boundaries for single mandate election districts by September 9, 1999 (the last day they could do so) the CEC will use the 1995 district boundaries.

3. Appealing the Voter Lists

Voter lists shall be transferred from TECs or DEC to PECs no later than 25 days prior to an election. The PECs shall update the list and post it no later than 20 days before the election. According to Article 18.14 of the Basic Guarantees Law, at any time until the close of polls on election day an eligible citizen may make an appeal to the PEC if his/her name is not found on the voter list. Such appeal may be made before the election or on election day. Prior to election day, PEC officials have 24 hours to act on such an appeal. They have only 2 hours to make a decision on election day. Voters can be denied an appeal of their non-enrollment only for good reasons and with proper documentation from appropriate authorities. Such exclusion shall be signed by the

chairman of the PEC. A voter may appeal this denial to higher election commissions. Such appeal must be considered within 3 days or immediately on election day.

Recommendation:

- *A Uniform Voter Registry.* Under the law, election commissions shall develop a voter list using SAS Vybory. The development of a nationwide uniform federal voter registry would eliminate duplicate registrations and discourage potential voter fraud. A Unified Registry typically consists of one nationwide master list of voters which is developed by combining the names of voters placed on the rolls by local governments or election authorities. Typically, such lists are developed electronically and placed into a computerized master database. Such a database is maintained by a central election authority and can be accessed and printed in its entirety or by electoral district or polling station. Other databases, such as employment lists and pension registries, can be compared with such lists

Registries can be kept current up to the moment of voting. Voter lists can be compared well before an election so that time is available to remove duplicate voters and give those voters time to indicate which of the duplicate addresses is the voters' latest address.

The biggest advantage of developing a nationwide list of voters is that it prevents fraud by removing duplicate voters, that is people who appear on the registry more than once. The master list can become a national population register and give the central government important information on population trends and the movement of voters. Another advantage of such a nationwide list is that it allows the election authority or another central body to use such a list to develop a computerized electoral mapping system to create equal-sized electoral districts.

C. Voting

1. Receiving Ballots and Ballot Security

The CEC is responsible for the accountability and protection of ballots for the Duma election. Most ballots for both single-mandate districts and for proportional party lists are printed at the SEC level. After ballots have been printed and handed over to the TECs, all rejected and surplus ballots are destroyed. A record is drawn up by the printing house and signed by all election commission members present to certify that all surplus ballots have been destroyed. A ballot transfer document is drawn up between the SEC and the TEC in the presence of the DEC indicating the number of ballots to be transferred and the time of transfer. Ballots are transferred to

the PEC no later than four days prior to the election. For a ballot to be certified, two members of the PEC are required to sign all ballots and place the election commission's seal in the upper right of the ballot.

Recommendations:

- The paper used in ballot printing allows for fraudulent duplication due to the absence of any specifications in the law concerning paper quality. Article 71 of the Duma Elections Law expressly states that ballots cannot be numbered and that the printing should be in black and white. These specifications limit what can be done to prevent duplication of ballot papers. The use of watermark paper would reduce the risk of fraud but watermarked paper is rather expensive. What could be used instead is micro printing. Realizing that ballots are printed throughout the Russian Federation, the CEC could encourage all SECs to use micro printing where it is available. This would not cover the entire Russian Federation but could be used in all the large population centers accounting for a high percentage of voters. In addition, while uniformity of the ballot is important, the non-availability of micro printing in one area of the country would most likely not be noticed by voters on election day. Micro prints are generally not visible to the untrained eye.
- Special packaging of ballots or binding with rubber glue would also provide officials with better control. Special packaging in groups of 100 or 500 ballots would provide a more accurate and easier count when verifying the number of ballots during transfers. Also, on polling day the members of the PEC would have a better control on the number of ballots not certified.
- A transfer record for each point of ballot transfer from the printing organization to the TEC down to the PEC should show two signatures of the persons receiving the ballots, an exact count and verification of the number of ballots received and the time the transfer took place. The law does not mention that signatures should be put on the transfer record. However, the CEC requires that all transfer records be signed by three persons. Appropriate security personnel should be involved during all phases of ballot transport and storage.
- Ballot certification includes the signatures of two members of the PEC and placement of the election commission seal at the upper right of the ballot. In past elections, both of these activities took place in advance to save time and to keep the voting line moving. It is suggested that the seal could be placed on the ballots immediately before issuing the ballot to the voter. This should not cause any significant delay during the processing of voters and would build a final piece of security into the process.

This practice (the signatures of two members of the PEC and the election commission seal placed on the ballot in advance) was observed during the September 19 Leningradsky special election and is a clear lack of ballot security. While no fraud was registered by political parties or candidates in the electoral process, this simple last (the seal being placed on the ballot immediately before issuing the ballot to the voter) step is critical to make sure that the ballots which go into the ballot box are highly controlled and their origin certified. This is an important step that should be emphasized in training materials.

2. Mobile Ballot Boxes

The Basic Guarantees Law and the Duma Election Law provide for mobile ballot boxes on election day (Article 54 of the Basic Guarantees Law; Article 75 of the Duma Elections Law). The laws state that voters who cannot get to the polling station by themselves for reasons including health and physical disability can vote by means of a mobile ballot box to be provided by the PEC. A voter may make a written or oral request to the PEC to send a team (consisting of at least two members of the commission) to the place of residence of the voter (or other location, such as a hospital). Such requests must be received by the PEC no later than 18:00 on election day and must be signed by the voter. Citizens who cast ballots by this method shall vote in the same way as they would do at a polling station and shall place their ballot in special mobile boxes that shall be sealed and counted in the same manner as the regular ballot box. Official observers may accompany the mobile ballot box teams as they visit voters requesting such assistance. A notation shall be made on the voter list of any voter who cast a ballot in the mobile ballot box. Mobile boxes are opened first, the ballots are then counted and entered in protocols in a separate line.

3. Vote Counting and Tabulation of Results

The law provides for a reasonable mechanism to count and tabulate the results of the election and determine the allocation of Duma seats (Articles 77 - 82 of the Duma Elections Law). The protocol which has to be completed and signed by all commission members at the polling station is a very detailed document. Counting is to be conducted "openly and publicly" with all counts announced publicly and noted on an "enlarged" copy of the protocol posted for all to observe. Authorized observers and election monitors shall be allowed to examine ballots and materials, under the supervision of election officials. All ballots issued to the polling station must be accounted for. The number of ballots used (including those for early and mobile voting) must match the number of voters who voted at the polling station. Unused ballots are to be counted first, cutting off the lower left corner to render them

unusable. Next, the number of spoiled ballots is noted in the protocol. The number of voters who signed the lists and those issued absentee certificates shall be entered in the protocol, with a distinction made between absentee voters casting ballots for single-mandate districts and those voting only a federal ballot. The count of early voters is also entered. After such accounting is complete, the ballot boxes - starting first with the mobile box(es) - are opened by breaking the seals. Ballots shall be separated and stacked according to the votes cast, including those not marked or marked incorrectly. Not less than two PEC members shall count each stack of ballots separately. All ballots are to be accounted for, including invalid ballots. If any doubts arise as to the voters' intent, the PEC shall decide the matter in a public vote with the corresponding decision to be noted on the back of the ballot and signed by not less than three members. After the PEC completes its work, ballots and other election materials shall be placed in sealed boxes or bags and transferred to the TEC. Such materials can only be opened by a decision of a higher election commission or a court.

PEC protocols are submitted to TECs and DECes where they are checked and summarized. These commissions then issue their own protocols to higher level commissions. This document shall contain all data relating to the receipt of the protocols, ballot materials and summary of results from the polling stations within their jurisdiction. DECes have up to four days to determine the election results for single-mandate districts. The CEC receives a copy of all protocols from sub-level commissions and, no less than 14 days after the election determines the nationwide official results of the election (including which parties qualified for parliamentary representation by receiving at least 5% of the votes cast) and announce the results publicly. Preliminary results will be available a few hours after elections are over, thanks to SAS Vybory.

Application of the law during the counting process appears to be the major problem in this important area of the election process. In recent local and national elections, observers have noted the fact that, while counting procedures may be clearly indicated by law or regulation, PECs tend to do things "their" way. For example, while the law clearly states that PECs must post and complete an over-sized copy of the protocol while tabulating the results, this is not always done. Another example cited by observers is that mobile election boxes are not counted first, as required. Some PECs take very careful steps to check and re-check the accuracy of their count. Others appear to allow for minor "variations" in the count. There are those who may speculate that such technical violations are minor, however, such minor aberrations could certainly lead to more infractions and increase opportunities for fraud.

Recommendation:

- Improve training directives. It is imperative that all training documents and directives issued by the CEC make it abundantly clear that SECs, DEC's, and PECs are to follow the law and regulations to the letter of the law. All members of such commissions should be trained in counting procedures and should be encouraged to question any chairman of a commission that does not conform to established procedures and the law. Those who are found to violate procedures should not be allowed to serve again. Those who violate the law should be prosecuted.

4. Early Voting

The ability to vote prior to the election is narrowly limited in the Duma elections. Early voting is limited to those at polar stations, ships at sea on election day and those in other remote locations. Such voting cannot take place earlier than 15 days prior to election day, it must be authorized by the appropriate DEC and conducted by at least two PEC members. While voting may take place at the designated polling place, election commissioners may also take mobile ballot boxes to voters for early voting. Voting procedures shall be the same as on election day and special protocols shall be completed for such early voting. It should be noted that Duma elections restrict early voting more than other elections, including local elections.

D. Election Monitoring and Issues of Transparency

The Basic Guarantees Law establishes certain fundamental mechanisms for transparency. The Duma Elections Law and decrees issued by the CEC have expanded on these provisions concerning the transparency of the election process (Articles 26, 29, 30 and others of the Duma Elections Law). Without question, there have been substantial improvements in this area since 1993.

The election laws provide for reasonable transparency of the election process. Political parties, non-governmental organizations, and international monitors all have certain rights to observe and monitor the administration of the election process during its many stages, especially in the counting stage (Articles 31 – 33 of the Basic Guarantees Law; Articles 77 - 81 of the Duma Elections Law). In past elections, such monitoring has resulted in the prevention of fraud and in recommendations which have substantially improved the process. Russia should be applauded for its efforts to open up this portion of the election process to public scrutiny. However, there are some shortcomings, mostly having to do with problems with the lack of information provided about the expenditure of funds by candidates and political parties/blocs. In addition, local election commissions overly rely on the CEC to determine if observers

could be permitted at local elections (even though the CEC technically does not have any control over local elections), often using that as an excuse to deny credentials to legitimate observer groups. Another problem cited is that while CEC meetings are ostensibly “public” according to the Basic Guarantees Law, realistically, one must write in advance to gain entrance to the building housing the CEC (due to proper security measures). Perhaps a mechanism could be found, such as live video broadcast of such meetings, to allow greater immediate access to the information provided and debated at CEC meetings.

1. Domestic Observers

Candidates for the Duma, political parties and blocs with candidates on the ballot, election commission members, and the mass media are permitted to “freely” attend any and all meetings of election commissions as they proceed administer the election (Article 29 of the Duma Elections Law). The commissions are required to inform such persons when the commission is holding its meeting or working with electoral documents. It should be noted that many commission members represent a political interest in that many are appointed after being recommended by political parties/blocs.

Observers are entitled to inspect voter lists prior to an election. On election day, the same group may be present at the polling stations or at meetings conducted by higher level commissions. Party associations/blocs are only permitted to have one person at a time at any polling station. Each observer must present official credentials from the political party/bloc or candidate whose interests they represent, and valid personal identification. No prior notification is required for sending an observer to a polling station. Observers may make remarks to the commissions and may also appeal decisions and actions of a commission to a higher level commission or a court. Observers are entitled to make a copy of any protocol or other document issued by an election commission and have such document certified by the chairman or secretary of a commission. Domestic observers cannot interfere in the voting process in any manner nor can they campaign at any time at the polling station. Observers may wear identification badges but such badges cannot have any signs of election campaigning.

2. International Observers

Article 26 of the Basic Guarantees Laws and Article 30 of the Duma Elections Law basically govern the activities of international observers. Article 2 of the Basic Guarantees Law defines foreign (international) observer as “a person representing a foreign or international organization that is entitled to monitor the preparation and

administration of elections and referenda in the Russian Federation in the procedure set forth by this Federal Law.”

International observers must be “appropriately invited” to observe elections in the Russian Federation and must be duly accredited by the CEC. Approved observers are to receive identity cards from the CEC that must be shown when requested and that allow them to properly monitor the election process. The term of the observer shall begin when first accredited by the CEC and last until the day official general election results are published. International observers have the right to act independently and have essentially the same rights as domestic observers.

On 10 September 1999, the CEC issued a directive regarding international observers for the 19 December Duma election. The document reiterates what the laws direct regarding international observers and shows a specimen of the certificate to be issued to such observers. A copy of the directive can be found in the Attachments.

E. Role of the Courts and Adjudication of Grievances - Issues

While outside of the CEC’s direct control for this upcoming election, one area which could use improvement is the resolution of election grievances – when a participant in the electoral process actually lodges a grievance and wants a situation to be redressed. Where does one lodge a complaint? Especially, when can he expect a resolution? Elections have fixed deadlines and administrative realities while citizens and participants have guaranteed constitutional rights to participate in an electoral process. One must note at the outset that the adjudication of electoral grievances is one of the consistent weak points, along with enforcement of electoral laws, in the practice of western democracies. In the United States, for example, the average length for the resolution of a complaint on campaign finance is calculated in years. In Canada, there are less than fifty cases that are brought to the attention of the courts during an entire electoral process.

There are several techniques to remedy this problem, some of which are already being implemented. Solutions are systemic or organic. A systemic solution is giving the CECs exclusive competence on all matters of electoral disputes. This approach has been favored in most Latin American countries, where the electoral commissions act both as a court and as an administrative body. In some extreme cases, like Colombia, Mexico, and Peru, the function of adjudication of electoral grievances is distinct from the logistical and administrative body which actually carries out the election. In the Latin American legal doctrine such a solution actually creates a “fourth power” in addition to the judicial, executive, and legislative components of power. Such a water-tight solution to the resolution of electoral grievances is most

likely not appropriate in the case of Russia, where confidence in the electoral institutions is high but tradition commands that a right of review be granted to the courts.

Another systemic solution is to limit the right of appeal within the electoral apparatus itself, requiring complainants to go through the election system before it addresses the court. This is a very important potential solution as it would limit the possibility of presenting electoral disputes simultaneously to the courts and the electoral commission. This double-barrel approach, which is often used, opens the door to confusion and litigation more than it helps to preserve their rights. Furthermore, it is within the generally accepted principles of administrative law to reinforce the core competence of administrative tribunals; often they know better the intricacies of the law and the manner in which it should be applied – this is why they were created in the first place.

Organic solutions have to do with the development of the institutions themselves and how they interact with each other in applying the law. An example of this is the recent positive change in the Basic Guarantees Law in Russia of March this year, which empowers the CEC to “cut to the chase” and to get a decision on important issues rapidly. The amendments to the Basic Guarantees Law allow for the CEC to seek the judgment on the merits by the Supreme Court directly “if the irregularities indicated in the complaints concern a large number of citizens or if due to some other circumstances the irregularity has assumed a special public significance.” In such cases, “the Supreme Court of the Russian Federation shall consider the complaint on the merits” (Article 63 of the Basic Guarantees Law). This method of allowing the CEC to address the Supreme Court will enable important issues to be dealt with rapidly – and with a high degree of finality. This is especially important when national elections or significant candidates are significantly effected by decisions – leaving the country waiting can destabilize more than the rule of law. The same amendments also make clear the jurisdiction and inner hierarchy of the election system, bringing the electoral apparatus one step forward to a fully integrated electoral body. This has been welcomed by IFES as a positive development, one which should keep electoral issues within the election system.

Recommendation:

- Another organic solution has to do with training, coordination, and exchange of information between the courts and the electoral commissions. The team found that this has already been initiated in Russia and at a high level. For example, the CEC and the Constitutional Court held a coordinating workshop in Moscow last year. Such initiatives help to build institutional confidence and coordination. The

team recommends that such workshops should be replicated with lower level courts and election commissions to foster interactivity and promote a greater awareness of the responsibility of the court system in the electoral process.

III. POLITICAL PROCESS ISSUES

A. Campaigning and Advertising

The Duma Elections Law states in Article 53 that election campaigning officially begins on the day a candidate or the federal list of candidates is registered. There have been major disagreements, however, on the interpretation of this clause. LDPR leader, Vladimir Zhirinovskiy and others, who took part in intense election campaigning in July and August, before the registration of candidates, claimed their activity was valid. The CEC, however, issued a warning that, if their campaigning continued, they would be excluded from registration. The question posed is whether the CEC is right in its judgment, given that such activity took place before registration.

According to Article 8.2 of the Duma Elections Law campaigning is defined as “activities aimed to encourage or encouraging voters to participate in the elections and to vote for or against any registered candidate or for or against any registered federal list of candidates.” One can argue that if a candidate or an electoral bloc or association engages in obvious appeals for support the law on election campaigning may be violated. However, excessive restrictions on political free speech may interfere with constitutionally-protected rights of associations/blocs to inform the public of their activities.

Moreover, existing legislation does not ban public associations from campaigning or putting forward their political platforms or using their funds for such purposes before the registration of candidates or candidate lists. Nor does existing legislation ban parties from organizational work or the holding of conferences and conventions to attract new members. Even if such activity contains elements of campaigning, it is not necessarily election campaigning.

A further issue, not discussed in the Duma Elections Law, is campaigning targeted at collecting signatures for registration. According to the wider interpretation of the law, candidates, electoral blocs and associations may, before registration takes place, disseminate information and engage in organizational work with citizens during the collection of signatures in support of candidates or candidate lists. They may also collect donations and deposit them in special accounts to be made public before registration.

B. Role of Mass Media

The media play a significant role during the elections, especially in a country as vast as Russia, where direct canvassing of the electorate is less popular than the use of television, radio and the press in conveying political messages and political advertising. The media, therefore, is the main source of information that enables the voter to make a choice. The problem is that the media are not always channels of accurate and unbiased information. Over the last few years, in particular, hitherto independent media outlets have been merged into networks and media holdings that concentrate power in the hands of competing groups of oligarchs, aggressively promoting their own political and/or financial interests. The so-called "information wars" have cast doubt on the reliability of even the most highly-rated outlets on sensitive political issues, while some of the more popular presenters have openly participated in "kompromat" (compromising material) and the character assassination of political rivals.

Given this situation, it is understandable that the new Duma Elections Law is much more aggressive in its attempt to provide equal opportunity in the media for candidates, electoral blocs and associations. The problem, however, is that although the new electoral laws impose far more obligations on the media, they are often ill defined, ambiguous or inflexible. In many ways, they restrict both the role of the media and its capacity to disseminate a pluralism of views and the ability of the electorate to receive a coherent body of information.

Regulations governing the media are spelled out in Articles 55 - 60 of the new Duma Elections Law. The law states that the electronic media and the press are obliged to provide free and paid air time and space to candidates, electoral blocs and associations if they receive more than 15% of their budget from state funds or their "founder" is a state organ. The electoral campaign in the print media begins 40 days before election day and ends one day prior to election day. Television and radio coverage begins 30 days before election day and ends one day prior to election day. Private electronic media and the press may, on a contractual basis, provide paid airtime and printing space if the rates and terms of payment are the same for all candidates, electoral blocs and associations. Candidates, electoral blocs and associations determine the form and character of their campaign in the media. One-third of the total amount of free airtime on television and radio is provided for joint activities, such as debates, roundtables and discussions.

Most of these regulations are directed at safeguarding the right of politicians and parties to convey their political message: in effect their right to distribute campaign literature. Political advertising, valid in itself, is distinct from the traditional role of

professional journalists, whose duty it is to provide and disseminate accurate information, to act as a “watchdog” for society and to safeguard the public’s right to know. The role of the journalist, as distinct from political campaigner, is to expose wrongdoing or political hypocrisy and to subject politicians, where necessary, to probing questions in the public interest. This function becomes even more important in cases of a biased media as far as a plethora of information from diverse and pluralistic sources gives more opportunity for citizens to determine the truth and accuracy of views.

The new laws, however, make such activity even more difficult than in the past. Questions have been raised about the meaning of the words “electoral propaganda.” The distinction between the words “information” and “facts” and the extent and meaning of the clause that states that news programs on the elections should be reported “without commentary.” Many journalists have assumed that to say anything positive of a candidate or bloc is in itself to express sympathy. One example of this confusion, provided by a TV channel, is whether to interpret a simple statement such as “ a record number of people attended a rally” as an objective fact or political bias.

Due to the ambiguities and shortcomings in the law, the CEC has been called on to issue clarifications of clauses regulating the media. Some of these answer provided have not been considered by media lawyers to be adequate in explaining the many problems inherent in the Duma law.

Recommendations:

- Liberalize the law regarding the campaigning period to allow informational advertising pieces during the nomination process. This way, no “blackout” period occurs after a decree for election is issued. Currently, one can campaign freely prior to an election decree, not at all after an decree is issued, and in a regulated manner during the election campaign.
- Promote discussion of clauses regulating the media in the Duma elections with the goal of improving the draft Presidential Elections Law. Discussions between the CEC, media lawyers and the media (editors/executive producers) would help to clarify problems and provide suggestions for amendments to the Presidential elections law, which would better enable the media to inform the electorate so that they can make better informed decisions.

C. Campaign Finance

The campaign finance ceilings are set for the Duma election in the Duma Elections Law. The ceilings are low when compared to western democracies. Political parties in the Russian Federation have a ceiling of 41,745,000 (\$1,700,000) for campaign expenditures. In Canada, with a voting population of a fifth of Russia's but a similar territory, political parties have a campaign ceiling of \$7,500,000 for national elections. In Germany and Australia, there is no ceiling for political party spending. In the Russian Federation, the campaign ceiling for individual candidates is 1,669,800 rubles (\$65,000). The only fine for violating campaign finance laws is to have the candidate's registration papers cancelled or risk losing your seat once elected. Amendments have been proposed in the Duma for the Presidential election to raise the campaign ceilings and to have a graded level of fines for less serious campaign finance violations. The CEC has plans to make campaign finance records public within 5 days as required by the State Duma law. The CEC plans to make these records available on the Internet at WWW.FCI.RU. However, which records to put on the Internet is being studied as it is almost impossible to include all campaign records. The Duma Elections Law is so detailed that questions pertaining to campaign activities required the CEC to issue explanations in clarifying the campaign law itself.

The CEC intends to use other government ministries such as the Ministry of Taxation and the Ministry of Interior to assist in policing campaign finance compliance.

Recommendations:

- The massive amount of information the CEC will be receiving from the three campaign finance reports filed by the candidates, and blocs/associations should be well-organized in order for the more critical information to be made available in a readable format so the public can understand them. This would also provide more transparency.
- Prepare an analysis of the instructions the CEC has issued to the Saving Banks of the Russian Federation to determine if the incoming data from the Savings Banks is received in a compatible manner that will be easily transferred to the Internet;
- Prepare a report on what has been done in the international community on enforcement, proof of fraud, and how to investigate and prosecute in the area of campaign finance activities.

IV. SPECIAL ELECTORAL ISSUES

A. Voting Abroad

According to the law, Russian citizens who are out of the country on election day have the opportunity to participate in the upcoming 19 December parliamentary election. (Articles 16.4 and 16.7 of the Duma Elections Law; Article 53.1 of the Basic Guarantees Law). Voting overseas was first practiced in 1996 for the Presidential election. The Duma Elections Law (Article 16.7) provides that Russian citizens who “are eligible to vote and staying in foreign states at private institutions, on official business and as tourists shall be put on the voter list when they come to premises of a precinct or district election commission, upon production of a passport or an equivalent identity paper AND an absentee certificate for voting in the election of deputies to the State Duma.” [emphasis added]

The formation of electoral precincts and voter lists abroad are described in Articles 14.6 and A15.6 of the Duma Elections Law. Although the language is somewhat vague, the CEC appears to have the broad power to provide for voting for citizens abroad under authority granted in Article 24.1(b) of the Duma Elections Law. Under the law, the CEC can “exercise control over the observance of electoral rights of citizens of the Russian Federation during the preparation and conduct of the election...”

In the first round of the 1996 Presidential election on 16 June, 518,464 Russian citizens voted abroad at embassies and other sub-locations. This represented .48 % of the 107,976,559 total ballots cast in that election. In the strongly contested run-off ballot on 3 July, even more citizens abroad – 540,520 cast ballots in that election. This represented one-half of one percent (.5%) of the 108,048,530 total votes cast in the runoff.

What is problematic is that the law states that the voter must produce identification and an absentee certificate. Absentee certificates are governed by Article 72 of the Duma Elections Law, which indicates that they should be subject to “strict accountability.” This Article states that voters unable to come to their polling station are “entitled” to obtain an absentee certificate from the TEC 45 - 25 days before the election and from the PEC (of their residence) within 24 days of the election. If Russian citizens are already overseas prior to the 45th day before the election, no practical mechanism is established for them to obtain such certificate. The Law used for the 1996 Presidential election was equally as vague and utilized similar language. In 1996, Russian embassies and other subordinate sites were utilized as polling locations. According to the 1996 IFES report on the Presidential Election, procedures used at such sites were generally good but not necessarily

consistent. In addition, the report indicated that many sites ran out of ballots since they had no idea how many people were coming to vote.

Recommendations:

- In the absence of any clarification in amendments to the law passed before the election, the CEC should establish clear procedures for voting abroad. In 1996, the CEC did provide out of country polling sites with written material regarding the voting process. In its instructions to remote polling sites for citizens living or traveling abroad, the CEC should include the following:

→ *Have citizens abroad indicate their interest in voting in the election.*

The embassies should request that citizens of the Russian Federation living abroad register their interest in voting in the parliamentary election with the Russian Embassy in the country in which they have their temporary residence in advance. This notification could be in writing, fax, or e-mail. It should include the name, family name, date of birth, place of birth, citizen's passport number, Russian address, temporary address, telephone number, and place to which the citizen will want to cast their ballot. This would allow the embassy to make a list in advance of such persons and help determine how many ballots they may need.

This information should be disseminated to Russian citizens via the mass media and organization that may have contact with Russian citizens living abroad. It is suggested that this press release/press conference take place no later than 45 days prior to the election (4 November).

Persons on an embassy list should receive written instructions regarding how they may vote in the parliamentary election, including information about casting their ballot at a location (other than the embassy) which is more convenient for them.

→ *Waive the requirement for the absentee certificate.*

Under powers granted in Article 24.1(b) of the Duma Elections Law the CEC should issue a resolution which indicates that Russians citizens abroad do not have to show an absentee certificate if they went abroad prior to the 45th day before the election (4 November 1999).

B. Absentee Certificate

If a voter on election day is unable to go to the PEC where his name is included on the voters list, he is eligible to apply for an absentee certificate according to Article 72 of the Duma Elections Law. This certificate enables the voter to cast his ballot at the polling station where he will be on election day. The voter must apply in writing for an absentee certificate 45 - 25 days prior to the election at the TEC. If the election is under 25 days, the voter applies for an absentee certificate at the PEC. A record is kept at the TEC of all absentee certificates issued. Twenty five days prior to the election, the TEC provides the PEC with the official voters list and a list of names for all issued absentee certificates for that commission. The PEC removes the name of all voters who have been issued absentee certificates. On election day, a voter upon presenting an absentee certificate, is allowed to vote. His name is added to the voter list. The State Duma Law does not require the voter to sign his name on the voters list. However the CEC has issued instructions to require a signature before any ballot is issued.

The printing and transfer of absentee certificates is handled in the same manner as ballot papers according to Article 72.1 of the State Duma Law. The chairman of the TEC is responsible for the transfer and safekeeping of the absentee certificates until the certificates are transferred to the PEC. Absentee certificates will not be used in hospitals for the Duma election as in the past. The CEC is making all hospitals voting centers.

Problems that have been identified in the absentee ballot process include the following:

- Absentee certificates are issued based on the information submitted by the voter. The law does not spell out the reasons for which a voter may be issued an absentee certificate.
- The storage and transfer of absentee certificates does not deal with security. Also there is no mention in the State Duma Law that requires a signature when certificates are transferred from the TEC to the PEC.

Recommendations:

- All absentee certificates should be numbered. The TEC should record the number of the absentee certificate in the record when issued. A record should be established at the PEC to record all issued absentee certificates along with the number of the

certificate. In case of fraud a record is established with information on the voter and a number that can be used for tracing of fraudulent certificates.

- To prevent fraud, printing of absentee certificates should use the suggestions as recommended for the printing of ballot papers.

C. CEC Assistance for International Observers

Having been active contributors to electoral process in Russia for the 1995 State Duma Elections and the 1996 Presidential elections, IFES has made note that international groups responsible for monitoring these elections have worked without coordination and with little cooperation. The lack of information available to observer groups has resulted in lower quality observation efforts than could have been obtained if these efforts had a focal point for election related resources. It is IFES's opinion that an observation effort that has one hub for information and one body responsible for the distribution of official election information will have greater coherency and result in improved election monitoring efforts.

IFES recommends that the infrastructure necessary for the diffusion and centralization of information, including open and accessible office facilities, be put in place by the CEC, or, alternatively, by an authorized organization. Furthermore, given the intricacies of the Russian legislation and advancements which have been made in the past four years, appropriate briefing materials about the electoral process, the political parties, and the steps which lead to elections should be readily available to the international community.

D. State of Emergency

The legal regime of the state of emergency in the Russian Federation is regulated by the Constitution of the Russian Federation and RSFSR Law No. 1253-1 of May 17, 1991 "On the State of Emergency." Under Articles 56 and 87 of the Constitution of the Russian Federation, the procedure for declaring a state of emergency and its regime is to be established by a federal constitutional law. At this time, there is no federal constitutional law in place providing the specific procedures and regime for the declaration of a state of emergency.

In cases where a mandated federal constitutional law has not been enacted, the Constitution stipulates that laws in existence under the Russian Soviet Federation of Socialist Republics (RSFSR) are applicable as far as they do not contradict the

Constitution.⁵ Therefore, the regime of the state of emergency and the procedure for its declaration are regulated by the RSFSR Law of 17 May 1991.

In accordance with the Constitution, and under circumstances that need to be defined in the federal constitutional law, the President of the Russian Federation is permitted to proclaim a state of emergency in the territory of the Russian Federation. The President must immediately inform the Federation Council and the State Duma if he proclaims a state of emergency. The Federation Council has an unambiguous right of approval (Article 102, Part 1, Paragraph "c of the Constitution") of this decree.

A question then arises as to what happens if the Federation Council does not approve the presidential decree. Under Article 12 of the RSFSR Law of 17 May 1991, a decree declaring a state of emergency, which has not been approved by a resolution of the Supreme Soviet of the RSFSR, becomes null and void and the population of the corresponding territory must be informed of this fact through the mass media. However, the Constitution designates another body responsible for approving a presidential decree (now it is the Federation Council and not the Supreme Soviet) and it is not clear whether the former legal consequences of non-approval of the presidential decree remain in force.

The circumstances for a state of emergency decree are specified in the RSFSR Law of 17 May 1991. Article 3 of this Law indicates that a state of emergency may be declared only in a situation where circumstances pose a real, extraordinary and imminent threat to the safety of people or to the constitutional system of the republic and these circumstances cannot be averted without resorting to extraordinary measures. According to Article 4 of this Law, the reasons for declaration of a state of emergency may be as follows:

- a) attempts to change the constitutional system by violent means, mass disorders with acts of violence, ethnic conflicts, blockade of certain localities, which jeopardize the life of people or normal functioning of state institutions;
- b) natural disasters, epidemics, epizootic diseases, major accidents, which imperil the life and health of people and require urgent salvage and restoration measures to be taken.

The Constitution of the Russian Federation provides that certain restrictions may be imposed for definite periods on rights and freedoms to ensure the safety of people and protect the constitutional system. Not all rights are suspended under a state of emergency; for example the freedom of conscience, the right to life, and the right of

⁵ See Part 2 of Section II of the Constitution of the Russian Federation "Concluding and Transitional Provisions."

access to the courts remain guaranteed.⁶ The Electoral rights of citizens are not guaranteed in a state of emergency.⁷ Furthermore, the right to hold a referendum, in fact, is categorically denied. According to Basic Guarantees Law (Article 14.3), a referendum shall not be held when a state of emergency declared in the territory of the Russian Federation, or in the territory where the referendum is to be held, and also within three months after a state of emergency has been lifted.

International experience with natural and social crises in times of elections shows that basic conditions of infrastructure, social cohesion, and the ability of electoral and governmental authorities to carry out elections are essential for elections to take place in crisis situations. In terms of elections, Caribbean nations, for example, have faced extraordinary situations in times of elections due to cyclones, hurricanes, floods, or other such natural disasters. Their main remedy is to either postpone elections in part or a whole of the country, depending on the magnitude of the crisis. The coastal states in the United States, such as North Carolina or Florida, have emergency provisions in their state election law that allow their election commission to suspend or adjourn an election in whole or in part due to “acts of god” according to specific criteria. In the Philippines, in May 1998, national congressional elections were suspended in a small part of the country due to a local rebel insurgency. In the majority of cases, the usual approach is to limit the suspension of electoral rights to a geographically limited area within a country in times of crisis.

Recommendations:

- To have a Federal Constitutional Law adopted which defines the proper conditions to have a declared state of emergency;
- To have a “state of emergency” regime which limits the rights of citizens to participate in elections that is limited to the areas where it is impossible to establish the voters will;
- To define the conditions in the election law whereby the CEC and sub-level election commissions can determine the conditions for suspending or postponing elections due to extraordinary circumstances.

⁶ According to Part 3 of Article 56 the rights and freedoms laid down by Articles 20, 21, 23 (Part 1), 24, 28, 34 (Part 1), 40 (Part 1), 46 - 54 of the Constitution of the Russian Federation are not subject to any restrictions under any circumstances.

⁷ Electoral rights are guaranteed in the Constitution – See Part 2 of Article 32

RECOMMENDATIONS

During the course of this Pre-election Technical Assessment, several important recommendations have been made to improve the electoral process in the Russian Federation. While a good election law does not translate into well-conducted, free or fair process, it is the framework within which the political actors must operate. It is essentially up to election administrators to ensure that these actors play by the rules of the game and that free and fair elections are conducted. The PETA team found considerable praise for the improvements made in the administration of the elections of the Russian Federation since the establishment of a permanent Central Election Commission in 1993. Indeed, it should be noted that many suggestions made by international technical experts over the past few years have been implemented. At the same time, problems and needs were noted in several important areas. These recommendations are intended to provide guidance to administrators, lawmakers, and others interested in improving the election process in the Russian Federation. While time limitations may prevent the implementation of some of the suggestions for the Duma election, long-term planning for the presidential election should include a consideration of these improvements, where appropriate.

Election administration:

- *Training video.* The CEC and SECs should consider developing a professional training video that could be shown to all PECs in the Russian Federation as part of their instructional program. Such a training video would provide for more uniformity and give all of the estimated 750,000 polling station workers the same information.
- *Improve training directives.* It is imperative that all training documents and directives issued by the CEC make it abundantly clear that SECs, TECs, and PECs must follow the law and regulations to the letter of the law. All members of such commissions should be trained in counting procedures and should be encouraged to question any chairman of a commission who does not conform to established procedures and law. Those who are found to violate procedures should not be allowed to serve again. Those who violate the law should be prosecuted.
- *Training manual.* While it is acknowledged that the CEC is committed to providing a training manual to all levels of election commissions in the Russian Federation for the 19 December 1999 election, the CEC should look to providing a more descriptive and illustrative product. The items such a manual should cover include for example: frequently asked questions; standard methods to set up and

operate a polling station; counting ballots, including samples of valid and invalid ballots; how and where unused ballots should be stored on election day.

- *Uniform Voter Registry.* Under the law, election commissions shall develop a voter list using SAS Vybory. The development of a nationwide uniform federal voter registry would eliminate duplicate registrations and discourage potential voter fraud. A Unified Registry typically consists of one nationwide master list of voters which is developed by combining the names of voters placed on the rolls by local governments or election authorities. Typically, such lists are developed electronically and placed into a computerized master database. Such a database is maintained by the Central Election Commission and can be accessed and printed in its entirety or by electoral district or polling station. Other databases, such as employment lists and pension registries, can be compared with such lists.
- *Voting abroad.* The CEC should establish clear procedures for voting abroad. In 1996, the CEC did provide out of country polling sites with written material regarding the voting process. In its instructions to remote polling sites for citizens living or traveling abroad, the CEC should include the following:

→ *Have citizens abroad indicate their interest in voting in the election.*

The embassies should request that citizens of the Russian Federation living abroad register their interest in voting in the parliamentary election with the Russian Embassy in the country in which they have their temporary residence in advance. This notification could be in writing, fax, or e-mail. It should include the name, family name, date of birth, place of birth, citizen's passport number, Russian address, temporary address, telephone number, and place to which the citizen will want to cast their ballot. This would allow the embassy to make a list in advance of such persons and help determine how many ballots they may need.

This information should be disseminated to Russian citizens via the mass media and organization that may have contact with Russian citizens living abroad. It is suggested that this press release/press conference take place no later than 45 days prior to the election (4 November).

Persons on an embassy list should receive written instructions regarding how they may vote in the parliamentary election, including information about casting their ballot at a location (other than the embassy) which is more convenient for them.

→ *Waive the requirement for the absentee certificate.*

Under powers granted in Article 24.1(b) of the Duma Elections Law the CEC should issue a resolution which indicates that Russian citizens abroad do not have to show an absentee certificate if they went abroad prior to the 45th day before the election (4 November 1999).

- *Ballot security.* The paper used in ballot printing allows for fraudulent duplication due to the absence of any specifications in the law concerning paper quality. Article 71 of the Duma Elections Law expressly states that ballots cannot be numbered and that the printing should be in black and white. These specifications limit what can be done to prevent duplication of ballot papers. The use of watermark paper would reduce the risk of fraud but watermarked paper is rather expensive. What could be used instead is micro printing. Realizing that ballots are printed throughout the Russian Federation, the CEC could encourage all SECs to use micro printing where it is available. This would not cover the entire Russian Federation but could be used in all the large population centers accounting for a high percentage of voters. In addition, while uniformity of the ballot is important, the non-availability of micro printing in one area of the country would most likely not be noticed by voters on election day. Micro prints are generally not visible to the untrained eye.
- *Packaging of ballots.* Special packaging of ballots or binding with rubber glue would also provide officials with better control. Special packaging in groups of 100 or 500 ballots would provide a more accurate and easier count when verifying the number of ballots during transfers. Also, on polling day the members of the PEC would have a better control on the number of ballots not certified.
- *Transfer records for ballots.* A transfer record for each point of ballot transfer from the printing organization to the TEC down to the PEC should show two signatures of the persons receiving the ballots, an exact count and verification of the number of ballots received and the time the transfer took place. The law does not mention that signatures should be put on the transfer record. However, the CEC requires that all transfer records be signed by three persons. Appropriate security personnel should be involved during all phases of ballot transport and storage.
- *Ballot certification practices.* Ballot certification includes the signatures of two members of the PEC and placement of the election commission seal at the upper right of the ballot. In past elections, both of these activities took place in advance to save time and to keep the voting line moving. It is suggested that the seal could

be placed on the ballots immediately before issuing the ballot to the voter. This should not cause any significant delay during the processing of voters and would build a final piece of security into the process.

- *Absentee certificates.* All absentee certificates should be numbered. The TEC should record the number of the absentee certificate in the record when issued. A record should be established at the PEC to record all absentee certificates issued along with the numbers of the certificates. In case of fraud, a record is established with information on the voter and a number that can be used for tracing of fraudulent certificates.
- *Absentee certificate fraud.* To prevent fraud, printing of absentee certificates should use the suggestions as recommended for the printing ballot papers.
- *Election observation infrastructure .* A solid well organized infrastructure for the diffusion and centralization of information, including open and accessible office facilities, should be put in place by the CEC, or, alternatively, by an authorized organization to assist in the improvement of election observations . Furthermore, given the intricacies of the Russian legislation and advancements which have been made in the past four years, appropriate briefing materials about the electoral process, the political parties, and the steps which lead to elections should be readily available to the international community.
- *Campaign finance reporting.* The massive amount of information the CEC will be getting from the three campaign finance reports filed by the candidates, and blocs/associations should be well organized in order for the more critical information to be made available in a good format so the public can understand them and to provide more transparency.
- *Compatibility of campaign finance data.* Prepare an analysis of the instructions the CEC has issued to the Saving Banks of the Russian Federation to determine if the incoming data from the Savings Banks is received in a compatible manner that will be easily transferred to the Internet.
- *International campaign finance enforcement practices.* Prepare a report on what has been done in the international community on enforcement, proof of fraud, and how to investigate and prosecute in the area of campaign finance activities.

Election law:

- *Mass media.* The laws regulating mass media regarding the campaigning period should be liberalized to allow informational advertising pieces during the nomination process. This way, no “blackout” period occurs after a decree for election is issued. Currently, one can campaign freely prior to an election decree, not at all after an decree is issued, and in a regulated manner during the election campaign.
- *Mass media law.* Discussion of clauses regulating the media in the Duma elections with an eye to improving the drafting of the Presidential elections law should be supported. Discussions between the CEC, media lawyers and the journalistic corps (editors/ executive producers) would go some way towards clarifying problems and providing changes and amendments to the Presidential elections law which would better enable the electorate to make intelligent choices.
- *State of emergency.* Legislation which limits the rights of citizens to participate in elections, in a state of emergency, should be limited to the areas where it is impossible to establish the voters will;
- *Conditions for a state of emergency.* Conditions must be described in the election law whereby the CEC and sub-level election commissions can determine the conditions for suspending or postponing elections due to extraordinary circumstances.

The Courts:

- *More workshops.* It is important that programs designed to foster training, coordination, and exchange of information between the courts and the electoral commissions be encouraged. The team found that this has already been initiated in Russia and at a high level. For example, the CEC and the Constitutional Court held a coordinating workshop in Moscow last year. Such initiatives help to build institutional confidence and coordination. The team recommends that such workshops should be replicated with lower level courts and election commissions to foster interactivity and promote a greater awareness of the responsibility of the court system in the electoral process.

Assistance to the Subjects of the Federation:

The PETA team was made keenly aware of problems at the Subject level regarding the lack of uniformity in application of election laws/CEC regulations and election

administration. These problems were in the areas of voter registration, election commission training, voter education, and the use of the mass media to inform voters of electoral activity, among others. Therefore, future elections support efforts assistance should be made to assist Subject Elections Commissions to address these problems and needs. Such assistance could be provided to several Subjects within a region or to individual Subjects. Projects could include:

- *Voter registration.* A survey could be made of the Subjects of the Federation to determine their efforts in developing a good electronic database of voters and to find out what lists they use to produce their voter registration roll. Since Central Election Commission member Olga Volkova indicated significant problems in this area, regional seminars and workshops could be held for the Subjects to provide them with ideas and guidance regarding the development of voter lists. Assistance could also be provided to the CEC and Subjects in creating a common database of voters. A first-step in that direction would be to develop a prototype by combining the lists of several Subjects in a region and determining how many duplications exist and the difficulties involved in finding out which registration of that duplicate is the most accurate. After such a system is perfected, it would certainly facilitate the development of a federal voter registry.
- *Election Commission Training.* The team discovered that there was a wide variation in the techniques used by the Subjects to train election commissions at the subordinate level. While some Subjects used modern methods such as training videos, others used more basic models such as simple lectures. A professional training video could be produced and a model training program developed to work with individual Subjects or to hold regional conferences/workshops. It should be acknowledged that the Central Election Commission also has begun regional seminars for the Subject in the run-up to the 19 December election. Because of the shortness of time and the current CEC schedule, it may not be possible to complete much work in this area for the parliamentary election. However, perhaps in early 2000 such a task could be implemented so that improvements could be made for the June Presidential election.
- *Voter Education.* The development of a good political culture among the citizens of the Federation can only be accomplished successfully at the local level. A series of regional seminars could be conducted for the Subjects to provide them with ideas and techniques that would encourage the electorate to participate in the political process as responsible citizens. Such information could focus on young people in particular with programs aimed at the educational system, even starting at the elementary school level. A model "Kids Voting" program could be developed which would encourage young children to go to the polling place with their family

members to view the election process and perhaps have a polling booth which they could use to “sample” the election process. The Subjects could be given information on how to encourage “Mock” elections in the schools to introduce students to the voting process.

- *Mass Media.* It appears that many members of the media, particularly at the local level, are unaware of the importance of their role in the electoral process to inform the electorate of significant information relating to election administration and campaign finance. In addition, since the law stipulates that the media must provide free air time and free space for electoral associations/candidates, there are also fairness issues involved in the providing of paid advertising time and space the same entities. A program focusing on the Subject level that encourages the SECs to conduct seminars and workshops for the media in their jurisdiction could greatly improve the role that the mass media plays in educating the public with regard to the electoral process. This would help take important messages of citizen involvement to the local level and encourage more responsibility and fairness and develop a better political culture among the mass media.

ATTACHMENTS

- A. Biographical Information on Assessment Team**
- B. List of Meetings**
- C. Harvard University Russian Election Watch**
- D. St. Petersburg Election Observation Report**
- E. Election Terms**
- F. CEC Resolution on International Observers**
- G. CEC Directions on the Procedures for Forming and Expending the Electoral Funds**

Attachment A

Biographical Information on Assessment Team

George Russell

Mr. George Russell is currently a Senior Election Advisor with the International Foundation for Electoral System (IFES) in Russia. Mr. Russell has over thirty years experience with government and politics at the national, state, and local levels including working in the United States Senate and serving as Chief of Staff for the Governor of Kentucky. For the last nine years he served as Executive Director of the Kentucky Board of Election and the Registry of Election Finance. In this capacity, Mr. Russell pioneered new voting, training, and law enforcement methodologies which enhanced the electoral process and participation of voters in Kentucky.

During his career he has been a consultant in providing technical assistance for and observation of elections in Europe, Asia, Africa, and Central America as a representative of IFES and the United Nations. He is the immediate Past President of the National Association of State Election Agencies based in Washington, D.C.

Mr. Russell holds both a B.S. and M.S. degrees in Business Administration from Abilene Christian University in Texas.

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Election Administration Background:

Paul DeGregorio has been recognized for his expertise and for the accomplishments he made during his eight-year term (1985-1993) as Director of Elections in St. Louis County, Missouri, by being selected by domestic and international organizations to assess the technical aspects of the election process and provide direct assistance and election observation to many of the new and established democracies of the world including: Russia, Kazakhstan, Moldova, Ukraine, Romania, Albania, Macedonia, China, Slovakia, Georgia, Cambodia, Thailand, Indonesia and Japan. In addition, he has been a speaker and panelist at numerous U.S. and international conferences on elections and democracy. As Chairman of the Education and Training Committee of the International Association of Clerks, Recorders, Election Officials and Treasurers (IACREOT) in 1995-1996, DeGregorio has been on the forefront of improving the election administration process in the United States and the world. He has hosted several international delegations during their fact-finding missions to the United States.

With his overseas and domestic election experience, DeGregorio has developed a thorough working knowledge of the electoral systems used throughout the world. He has had the opportunity to interview the political and civic leaders of many nations and has worked closely with international organizations to promote the democratic process through professional election administration methods.

DeGregorio has written extensive Pre-Election Technical Assessments of the election process in several countries which have included recommendations for statutory and administrative improvements and the development of professional election administration organizations. These assessments have been published and distributed by the International Foundation for Electoral Systems (IFES) and other organizations to domestic and international audiences. In addition, DeGregorio has written commentaries on the election process which have appeared in the Elections Today, IACREOT NEWS, the St. Louis Post-Dispatch and other publications. He has received several awards and commendations for his elections work.

DeGregorio has been a guest lecturer at the University of Missouri-St. Louis, Webster University and St. Louis Community College. He has also been a frequent speaker at civic and political meetings and commentator for broadcast outlets regarding the electoral process in the United States and around the world.

Since 1993, DeGregorio has served as Director of Outreach Development for the University of Missouri-St. Louis and as a Research Associate with the Center for International Studies. Prior to his service as Director of Elections, DeGregorio served as an official with the U.S. Small Business Administration and as Administrative Assistant to the Missouri Attorney General.

DeGregorio has a Bachelor of Arts degree in Political Science from the University of Missouri-St. Louis and an Associate in Liberal Arts from St. Louis Community College.

Paul and his wife Kerry, are the parents of four daughters and reside in West St. Louis County.

ALEX YURIN

A Russian lawyer by education, Alex Yurin is the Executive Director of the Institute for Election Systems Development (IESD), a Russian non-governmental organization. Mr. Yurin is managing this small NGO that was created last summer to provide information and assistance to voters, candidates, political parties, Government offices, legislative bodies and journalists.

Mr. Yurin has worked with Russian political parties since 1990. After graduation from MGIMO International Law Department in 1985 he worked several years as interpreter before starting work for the International Republican Institute (a US institution) on a number of projects designed to strengthen field party structures by conducting seminars and training for party activists. Mr. Yurin started working for the International Foundation for Electoral Systems (IFES) in Russia in 1993, has observed in federal and local elections in Russia and abroad and in his years with IFES has become familiar with the Russian election laws, regulations and practices.

A native Russian speaker, Mr. Yurin is fluent in Spanish and English and proficient in Portuguese.

CHRISTIAN NADEAU

A Canadian attorney, Christian Nadeau is currently the On-Site Project Director with the International Foundation for Electoral Systems (IFES) in Russia. In that capacity, Mr. Nadeau is responsible for managing the IFES Representative Office and provides comparative law analysis to electoral authorities and the State Duma. Mr. Nadeau has worked with political parties and electoral authorities in Canada since 1985. After working for a couple of years in private legal practice in Montreal and completing his studies, he joined IFES in 1993 where he worked mainly in The Americas and the Caribbean. Mr. Nadeau has observed and provided electoral assessments in over twelve countries with IFES, the United Nations, the Organization of American States and the InterAmerican Development Bank; he published several commentaries and analysis in specialized electoral publications. A native French speaker, Mr. Nadeau is also fluent in English, Spanish, is proficient in Portuguese and has a working knowledge of Russian.

Mr. Nadeau is a member of the Quebec and Canadian Bar Association; he holds degrees in Law (LL.B. - U. de Montreal), a Masters in Comparative Law (LL.M. - McGill U.), and a Master in International Relations and Economics (M.A. - J. Hopkins U./ School of Advanced International Studies -SAIS).

Attachment B

List of Meetings

LIST OF MEETINGS

Moscow

1. Alexander Postnikov
Expert
Independent Institute for Elections
2. Alex Yurin,
Executive Director,
Institute for Election Systems Development
3. Lee Peterson
Resident Program Director
Moscow Office
International Republican Institute
4. Raymond Sontag
Program Assistant
National Democratic Institute of International Affairs
5. Julia Zarubina
Member of "Yabloko" headquarters

Valery Airapetov
Member of "Yabloko" headquarters
6. Valery Kurman
Head of the Election Headquarters,
Lebed Bloc
7. Yuri Orlov
Legal Adviser
"Fatherland" Party
8. Marianna Eneeva
Senior Consultant
Political PR Department
Nikkolo M, Center for Political Consulting

Igor Mintusov
Board Director
Nikkolo M, Center for Political Consulting
9. Alexander A. Veshnyakov
Chairman, CEC

10. Andrey Davidov
Head
International Department
CEC

Olga Balashova
Head
International Section
CEC

11. Sergey Vladimirovich Bolshakov,
CEC Commissioner

12. Sergey Danilenko,
CEC Commissioner

13. Evgeny Kolushin
CEC Commissioner

14. Anastasiya I. Tuhr
Head
Section for Interaction with Election Associations and Federal Bodies of State Power

15. V.E. Pomaskin,
Deputy Head of Auditing Dept.

16. V.L. Sheinis
Deputy
State Duma

17. Igor Sergeevich Gorshkov
Director
Federal Center for Informatization, CEC

18. Valentin Gorbunov
Chairman
Election Commission of the City of Moscow

19. Carol Peasley
Mission Director
USAID/Russia

20. Susan Reichle
Director of the Office of Democratic Initiatives and Human Resources
USAID

21. Bruce Etling
Political Process Specialist
USAID

S.-Petersburg

22. Vladimir Vasilyevich Pylin, Chairman
Election Commission of Leningrad Oblast

23. Vladimir Zhuravlev
Deputy Chairman
Election Commission of Leningrad Oblast

24. Olga Nikolaevna Volkova
CEC Commissioner

25. Alexei Sergeevich Kozyrev,
General Director, "Leningrad Oblast TeleCompany"
Candidate for the Governor of Leningrad Oblast

Yury Vasilyevich Sokolov,
First Vice-Governor
Candidate for the Governor of Leningrad Oblast

26. Anatoli Mikhailovich Binienko
Director
Nesky Research Fund, St.-Pete

27. Rita Malova, Secretary, Election Commission of S.-Pete

Attachment C

Harvard University Russian Election Watch



RUSSIAN ELECTION WATCH



No.1, July-August 1999

Graham T. Allison, Director
Strengthening Democratic Institutions Project
John F. Kennedy School of Government
Harvard University

Editor, Writer: Henry E. Hale
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Harvard's Strengthening Democratic Institutions (SDI) Project is pleased to present the first issue of Russian Election Watch, a monthly bulletin providing concise, informative, objective analysis of Russia during this critical "year of elections." Barring extra-constitutional disruptions, on December 19, 1999, Russians will elect a new Duma. In June or July, 2000, Russians will vote for a new President. On the current path, Russia will thus enter the next millennium with the first democratic, law-governed transition of power in its thousand-year history. This introductory issue provides basic background on key players in the upcoming elections and the rules of the game. Our second issue, which will appear on September 1, will continue tracking campaign developments, adding commentaries from a number of Russia's own top political analysts. We hope that you find Russian Election Watch useful and we welcome corrections, feedback, and especially suggestions about ways this report can be improved. —Graham T. Allison, Director, SDI Project

TRACKING THE POLLS

All-Russian Center for the Study of Public Opinion (VTsIOM), poll conducted with about 1600 citizens of Russia, reported June 25, 28, 1999, by BBC Worldwide Monitoring, Internet Securities International. Figures in parentheses are last month's ratings.

DUMA RACE			PRESIDENTIAL RACE		
	June	(May)			
Communists	30%	(37)	Zyuganov	24%	(26)
Fatherland	14	(14)	Luzhkov	15	(16)
Yabloko	14	(13)	Primakov	14	(18)
Lebed's Party	7	(4)	Yavlinsky	12	(10)
LDPR	6	(8)	Lebed	7	(5)
New Force	5	(4)	Zhirinovskiy	6	(6)
Our Home is Russia	4	(5)	Stepashin	5	(2)
Agrarian Party	3	(4)	Kirienko	4	(3)
Right Cause	2	(1)	Chernomyrdin	2	(2)

BASIC BACKGROUND: RUSSIAN POLITICS 101

Expected Dates

December 19, 1999

Parliamentary Elections (President formally sets date)

July 9, 2000

Presidential Elections (Upper House of Parliament formally sets date)

Rules of the Game

In American presidential elections, the candidate with the most votes wins, even if, as in 1992, he receives only 42% of the votes (since Perot and Bush split the rest). According to Russia's electoral rules, the winning candidate must receive more than 50% of all votes cast. Since multiple candidates run, selection of the Russian President will likely require a run-off between the top two first-round vote-getters. Elections

for Russia's lower chamber of parliament, the Duma, are held under "mixed" electoral rules. Half of the 450 seats are elected in single mandate districts analogous to American Congressional elections. The other half, however, are elected by proportional representation, where citizens vote for a political party (and its list of candidates). To qualify for seats in the proportional representation contest, a party must receive more than 5% of the total

votes cast. Russia's upper house, the Federation Council, is not elected separately, but is instead composed of governors and speakers of state legislatures who are elected in their local constituencies on dates set locally. Some of these regional elections will take place in 1999-2000.

Historical Context

On its current course, Russia will enter the next millenium with the first democratic and law-governed transition of power in its thousand-year history. Having been elected President of Russia when Russia was still just part of the USSR in June 1991, Yeltsin effectively seized supreme power from Gorbachev in the wake of the August 1991 coup attempt. He won reelection in July 1996 with media coverage biased in his favor, defeating Communist leader Gennady Zyuganov. The courts have ruled that Yeltsin

cannot seek a third term and he has repeatedly affirmed that he will not run.

Russia's first truly democratic multiparty parliamentary elections took place in December 1993, less than three months after Yeltsin shelled the old parliament (then called the Supreme Soviet) to resolve a power deadlock rooted in the old Soviet-era constitution. Yeltsin used this opportunity to write a new Constitution that created a strong presidential republic. He put this Constitution to a referendum, which he barely won. On the same day as the referendum, voters unexpectedly produced an anti-Yeltsin "Duma" at least as intransigent as the dissolved parliament, albeit with far fewer formal powers. Russia's second Duma, elected in December 1995 during the Chechen War, looked much the same.

ON THE CAMPAIGN TRAIL

Current Status of the Election Campaign

Russia's political party system is still very weak. There are currently 141 political associations, parties and movements eligible to compete in the parliamentary elections, most organized around a particular leader and many consisting of just a few individuals and a telephone. Russia's smoky political dens are abuzz with negotiations over all kinds of possible alliances, mergers and splits. September will be the critical month, during which parties must finally determine their partners and register their lists of candidates for the parliamentary elections. The presidential vote is still a year away, so most candidates have not yet formally declared. This process will begin after the December Duma elections, which many regard as a test of strength for the July 2000 presidential contest.

Who Are the Leading Players and What Are Their Key Issues?



Yuri Luzhkov, the Fatherland Movement. A leading contender for the presidency, Moscow Mayor Yuri Luzhkov has forged a reputation as a man who can "get things done." Reelected in 1996 with some 90% of the

vote, he convinced Muscovites that he knows how to manage a post-Soviet economy by working within the system and reforming it gradually rather than destroying it. He founded his Fatherland Movement in December 1998 to unite "center-left" forces in Russia for the Duma elections and, on the basis of trade unions and local power structures, has quickly created a strong organization in the provinces. Key goals include a strategic state role in reviving industry, gradual rather than revolutionary market reform, an assertive foreign policy (especially in the

"near abroad"), and individual freedom. His greatest weakness: many in the provinces don't think his economic model can work without the privileges enjoyed by the capital.



Yevgeny Primakov, unaligned. Prime Minister until May 1999, he remains many pundits' pick to win the presidency if he runs. When Yeltsin fired him, however, he sent two of his top aides abroad to serve as ambassadors, which fact suggests his heart was not set on a political future. Key policies have included a state role in reviving industry, a state-regulated market economy, and a somewhat nationalistic Eurasian (rather than pro-Western) foreign policy. Above all a pragmatist, he proved willing to push for IMF legislation when

necessary for the good of the country. The Communists strongly backed him while Prime Minister, but Luzhkov's Fatherland has also been recruiting him, perhaps to lead its party list in the December elections (since Luzhkov has bigger plans for himself). For now, he is playing his partisan cards close to his chest. His biggest weakness: does he have the fire in the belly to take on nationwide electoral politics at age 69?



Sergei Stepashin, Prime Minister. In May 1999, Yeltsin fired Primakov and chose Stepashin to replace him. Stepashin surprised analysts by winning easy confirmation in the Duma, promising to continue Primakov's economic policies. At the same time, Russia's most radical reformers, the team of Yegor Gaidar and Anatoly Chubais, think they may have found a presidential candidate they can live with. Having reached the top level of political life only after the Soviet collapse, this 50-year-old former FSB (KGB) and Interior Ministry chief with very little economic experience appears to be listening closely to free-marketters' advice. But besides his push for IMF economic legislation and law and order, his policy positions are not yet clear. While he is currently not on the presidential leader board, his stock is rising and his post as prime minister can be a bully pulpit for self-promotion and party-formation. He has some electoral experience, winning a seat in Russia's 1990 parliamentary elections from Leningrad when he was still a professor in a police academy. His biggest weakness: total dependence on Yeltsin, who has fired three prime ministers in the past 18 months.



Grigory Yavlinsky, the Yabloko Party. Yavlinsky is the leading free-market reformist candidate for the Russian presidency, having finished fourth in 1996 and currently still polling fourth in most reliable surveys. His Yabloko Party ("Yabloko" means "apple" and was originally an acronym for the leaders' names), founded in 1993, was one of just four parties to clear the 5% barrier into the Duma in 1995 and is one of the few to have established a substantial party network in the provinces. Key policy goals include clean government, a demonopolized free market, a Western oriented foreign policy, human rights and freedoms, and civil society. His greatest

weakness: he is widely seen as a soft intellectual and a constant critic who lacks the experience necessary to get things done in Russia.



Gennady Zyuganov, Communist Party. Zyuganov and his Party have a core following of roughly 20% of the voters, with support levels peaking around 40% in the 1996 presidential run-off when he was the only alternative to an unpopular Yeltsin. Unlikely to enjoy favorable coverage on any major television channel, Zyuganov is likely to make it to the second round of presidential voting again in 2000 but is highly likely to lose there. Key policy goals include reversing corrupt privatization, strong state regulation of the market economy, protection and nurturing for big Russian industry, resisting Western (particularly US) hegemony, and the revival of patriotism. His greatest weakness: widespread anticommunist sentiment making it hard to expand beyond his core 20% and to hold together a rickety alliance of "patriotic" and leftist forces, many of which now threaten to run for the Duma independently.



Governors' Blocs. Many of Russia's governors have developed formidable political machines and are positioning themselves to be power brokers in the upcoming elections. Most would like to support an incumbent federal leader who might indulge their appetites for autonomy and subsidies, such as Stepashin or Primakov before him, but since the former is not yet a leading candidate, some key governors have formed blocs held together by a mix of personal ties, ambitions, interests, and ideas. Samara Governor Konstantin Titov's "Voice of Russia" bloc is associated with pro-market reformism and has recently announced an alliance with Right Cause and New Force (see below). The "All Russia" movement of Tatarstan President Mintimer Shaymiev (pictured above) tends to include economic centrists and the most autonomy-minded regional leaders and has discussed allying with Fatherland and Primakov. Kemerovo Governor Aman Tuleev's "Revival and Unity" aims for the center-left. Many governors, however, are refraining from pledging loyalty to any single bloc. Since none of these blocs registered with the government in time, they will have to find partners among the 141 organizations that have the right to run for the Duma, making the summer very interesting.

Others Players to Watch

- *Vladimir Zhirinovskiy*. His famously misnamed "Liberal Democratic Party" (LDPR) always does better than polls predict and he looks poised to claim 5-10% in both the Duma and presidential races once again on his odd platform mixing law and order with personal freedoms and a dash of mad nationalism thrown in. By far Russia's most outrageous campaigner, he has a strong organizational network in the provinces that is devoted to him personally.
- *General Alexander Lebed*. The law-and-order Governor of Krasnoyarsk since Spring 1998, he dropped in the polls after taking on local oligarchs, although he now appears to be winning more of these battles. His tough statements on Kosovo gave him a ratings boost, and if tycoon Boris Berezovsky decides to bankroll a campaign, Lebed could become a contender. His party, the People's Republican Party, is disorganized but has a significant presence in key regions and might clear the 5% barrier into the Duma.
- *Our Home is Russia*. This former "party of power" has struggled now that its leader, Viktor Chernomyrdin, is no longer Prime Minister. The 33-year-old Vladimir Ryzhkov has taken over the party-building project, seeking to turn Our Home into a real party of free-market ideology and conservative cultural values. With the financial help of the giant natural gas monopoly Gazprom (where Chernomyrdin now holds a top post) and the continued backing of key governors, Our Home could still turn the corner.
- *Sergei Kirienko's New Force movement*. The radical reformist former Prime Minister has enjoyed a return to the spotlight after announcing a run for Moscow mayor (against popular incumbent Luzhkov), thanks especially to media outlets not happy with Luzhkov's presidential aspirations.
- *Right Cause*. Russia's "young reformers" patched up personal rivalries after popular liberal Duma member Galina Starovoitova's murder in late 1998, forming this coalition. Recognizing that names like Gaidar and Chubais lose more votes than they gain, these figures have retreated into the background in favor of Boris Nemtsov, Boris Fyodorov, and Irina Khakamada.
- *Nikolai Aksyonenko*. This First Deputy Prime Minister is widely rumored to be the

candidate that Yeltsin and his Kremlin "Family" (including tycoon Boris Berezovsky) will push for the presidency, especially if his nominal boss (Stepashin) makes a misstep.

- *Agrarian Party*. Currently on the brink of splitting over choosing alliance partners, the Agrarians have strong organization in many rural districts, great name recognition in the countryside, and cozy relations with some powerful governors.
- *Russian National Unity*. This blatantly neofascist party, complete with stylized swastikas, has popped up with over 5% in some polls. Leader: Alexander Barkashov.
- *Pensioners' Party*. Led by the 41-year-old Sergei Atroshenko, this party appears to be oozing with cash and has tapped into a restive electorate that turns out heavily on voting day. It calls for higher pensions but attacks the Communists. Not yet on the map in major Russian media, but worth watching.

Potential Threats to the Elections

Moscow would not be Moscow without rampant rumors of impending doom (which October 1993 demonstrated should never be completely ignored). The principal threat to Russian elections is now seen as possible extraconstitutional acts undertaken by the Kremlin. Some fear Yeltsin will trump up grounds to ban the Communist Party or otherwise subvert unfriendly movements like Luzhkov's Fatherland before the upcoming elections. Others worry that he will dissolve parliament and rule by decree during the election campaign, or perhaps forgo elections entirely. Still others borrow rumors from 1996, speculating that he might conclude a union agreement with neighboring Belarus so as to slide into the presidency of this new entity, ensuring his future political survival. The Kremlin "Family" (i.e. Yeltsin, his daughter-advisor Tatyana Dyachenko and their closest associates) is also reportedly consolidating control over all major financial assets (including pension funds, natural resource monopolies and the like) and media in Russia so as to use them for electoral engineering. Most politicians, however, are planning primarily for elections to go ahead as scheduled.

SPIN CONTROL: IN THE PARTIES' OWN WORDS

Here SDI poses a simple question about the campaign to top officials of a small set of leading Russian parties and publishes their parties' unedited replies: What event of the past month (June 1999), in your opinion, will have the greatest effect on the results of the Duma elections in December 1999 and why?

COMMUNIST PARTY:

Without question the events which took place in June in

Yugoslavia (Kosovo) will influence the results of the Duma elections. For candidates oriented towards Western (American) values, it will be extremely difficult to explain the armed intervention of the US and NATO in the problems of a sovereign state. In Russia all that has happened has served to strengthen patriotic feelings and will become one of the main themes in the elections. The majority of voters will support those candidates who are able to defend the national and state interests of Russia. Also influential will be the process of approving a number of laws on taxation and social issues, which took place in the Duma in the course of June. In the press and mass media these bills have been linked to the recommendations of the IMF. The Duma deputies have taken a rather correct position: they have rejected those laws that could have caused long term worsening in the lives of the people (price increases and other consequences). Therefore, the passage of these laws has not been reflected in people's attitudes to the deputies. In the long run, when the laws become active, the results may be both positive and negative.

FATHERLAND:

In June, the internal problems of leading political forces took precedence over all others, according to Fatherland analysts. Resource limitations and a final division of ideological niches before the elections changed the appearance of leading political parties and possible election unions. Fatherland actively continued the process of party-building. By the end of June, in the six months of its existence, local branches of the movement had formed in 88 of Russia's



89 regions. Membership in the movement reached 220,000 people. The alliance of Fatherland with the bloc "All Russia," formed at the initiative of Russian regional leaders, is acquiring ever clearer contours. This, of course, affected the movement's relationships with organizations whose platform is Russian nationalism, like the Congress of Russian Communities.

YABLOKO:

The dramatic conflict in Yugoslavia should be considered such an event. The nationalistic, anti-human, criminal policy of Milosevic was unconditionally condemned by Yabloko from the very beginning. Yabloko stated that Russia must be on the side of the victims. However, the present political shock in Russia was brought about by the actions of NATO: its willingness and desire to use force instead of the capability to prevent war; its willingness to accept "unavoidable costs," that is, to kill one group of innocent people in defending the rights of another; its violation of all norms of international law; the double standard according to which NATO indulges crimes against humanity committed by pro-Western regimes, and condemns ethnic cleansing only when it is conducted by states that do not show political loyalty to the Alliance. All of this, beginning in March, has led to the growth of anti-Western sentiments in all layers of society, and to the increase in electoral support for the Communist Party, the LDPR, and nationalistic groups. Among democratic movements only Yabloko, having sharply condemned both NATO's actions and Milosevic's policy, as well as communist-nationalistic solutions, has maintained the support of the voters.



OUR HOME IS RUSSIA:

The agreement on the regulation of the situation in Yugoslavia will have the most influence on the results of the 1999 elections for the State Duma. The achieved agreement to some degree strengthened the shaken respect for the current government of Russia on the part of both the population and regional leaders. The situation that evolved did not justify the radical positions of the parties of the left and of the Yabloko party. The Russian population's perception of its country as part of the global community was restored. All of this allows the strengthening of democratic parties' positions in the State Duma elections, positions which were significantly weakened after August 17, 1998.



RIGHT CAUSE:

The June event which will have maximum influence on the results of the parliamentary elections in Russia is the resolution of the Kosovo conflict, or, to be more exact, its transition into a new phase. Key for Russia is the fact that in June Russia moved from a confrontation with NATO to real cooperation with the West on the resolution of the Kosovo problem. For Russian liberals, and specifically for Right Cause, this is of principal importance because the previous phase of the Kosovo conflict caused a sharp rise in anti-NATO and anti-Western sentiments in Russia. We hope that with the move to constructive cooperation these sentiments will subside which will make it easier to appeal to Western values during the Election campaign.

HOW FREE AND HOW FAIR?

Material from monthly reports of the International Foundation for Election Systems (IFES)

<http://www.ifes.ru>

May 1999: Duma Proceeds With Parliamentary Election Legislation

The State Duma's impeachment proceedings against President Boris Yeltsin in May delayed consideration of new Duma elections legislation. Nevertheless, the draft legislation successfully passed the second hearing on May 21, 1999. IFES/Russia domestic legal expert, Dr. Alexander Postnikov, reports that the new draft law on elections to the State Duma is in compliance with the Voting



Rights Act of 1995 and its 1999 Amendments. The new draft more effectively addresses important issues pertaining to elections to the State Duma. Should the law be passed, it would promote a more refined and flexible legal base for free and fair elections to the State Duma.

The new draft addresses practically all electoral procedures paying much greater attention to detail. In the majority of cases such attention is justified given the more accurate and definitive approach to regulating various aspects of the electoral process, thereby reducing the possibility of liberal interpretations of certain provisions. However, in Dr. Postnikov's opinion, the authors of the new draft have overly indulged in details and crossed the line beyond which legal provisions assume the form of administrative instructions regulating particular steps and stages of the election process. Therefore, the draft law has significantly grown in volume and the language used in it makes it difficult to understand it even for specialists. Among other drawbacks identified by Dr. Postnikov, there are excessive complexity of provisions, some formal contradictions in the text, and a number of redundancies.

June 1999: New Legislation on Elections to the State Duma Signed into Law

A new State Duma Election Law that had been in negotiations for months and passed the State Duma and the Federation Council in June was signed by President Boris Yeltsin on June 20. The law improves Russia's electoral environment by reducing conflicts and redundancies between the Duma Law and the Law on Basic Guarantees, Russia's other main electoral code. The law also puts new limits on absentee voting, allowing only sailors at sea and polar station workers to vote early. It also bars elected officials from using public funds and property for campaigning and outlaws charity work that could be seen as campaigning.

Images used in this bulletin were obtained primarily from the Associated Press or unaccredited sources from the worldwide web.

The Strengthening Democratic Institutions Project works to catalyze support for three great transformations underway in Russia, Ukraine and the other republics of the former Soviet Union: to sustainable democracies, free market economies, and cooperative international relations. The Project seeks to understand Western stakes in these transformations, identify strategies for advancing Western interests, and encourage initiatives that increase the likelihood of success. It provides targeted intellectual and technical assistance to governments, international agencies, private institutions, and individuals seeking to facilitate these three great transformations.

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Attachment D

St. Petersburg Election Observation Report

REPORT
On Elections Observation Trip to S.-Petersburg
For Gubernatorial Election in Leningrad Oblast
17-19 September 1999

The following persons participated in the trip:

IFES/Moscow - Christian Nadeau, Project Director
George Russell, Senior Elections Advisor
Paul DeGregorio, Electoral Consultant
Natasha Borzova, Senior Program Officer

USAID - Carol Peasley, Director, USAID/Russia
Susan Reichle, Director DIHR, USAID/Russia

Lee Peterson of IRI was planning on observing the election, but he was unable to get accreditation from the CEC.

Originally IFES/Moscow developed an agenda for three teams of observers, but in reality we had two teams that went for the meetings scheduled specifically for each team. The teams worked independently on the day of election.

On September 18, Saturday, our team had meetings with Vladimir Pylin, Chairman, Election Commission of Leningrad Oblast, Olga Volkova, CEC Commissioner, who was delegated from the CEC to observe the election, two candidates for the Governor position, Rita Malova, Secretary of the Election Commission of S.-Pete, and Anatoly Binienko, Director of the Nevsky Research Fund.

Christian, after our meetings at the Election Commission of Leningrad Oblast, joined Carol and Susan who arrived in S.-Pete after 12:00 pm on Saturday. They were scheduled for meetings with the US Consulate in S.-Pete, Tatiana Dorutina, Director of the League of Women Voters, and Anna Sharogradskaya, Director of NPI Branch in S.-Pete.

Meeting with Vladimir Pylin, Chairman of the Election Commission of Leningrad Oblast

36 candidates were nominated for the election, 21 candidate was registered, 5 candidates withdrew their candidacies, 16 candidates were left in the ballot. Main competitors are Valery Serdyukov, Acting Governor of Leningrad Oblast, Vadim Gustov (in 1998 worked in the Government of RF, represented interests of the Leningrad Oblast in the Federal power bodies), and Valery Kovalev (from 1996 to 1999 was First Deputy Minister of the Ministry of Railways, now is Rector of the S.-Pete State University of Railways).

The main problem is too big choice of candidates. There are no strict criteria for the candidates who would have the right to run for the elections, that is why it's common practice that money decides all.

The level of preparation to the election is good, but there were violations during campaigning. 1/5 of the candidates used dirty campaigning, but the rest behaved well, since people in the region are polite and just by nature. Violations included

defamation about the candidates in newspapers, anonymous letters, overspending of election funds, bribing of voters, concerts of well known singers in support of candidates that were paid out of the candidates' budgets, etc. Mass media should not participate in the election campaigning, but still they supported the candidates. The Election Commission denied registration of 5 candidates, but the court decided in favor of these candidates saying that they did not violate campaigning regulations, since the candidates were just informing voters, not advertising themselves. The Supreme Court supported the decision made by the Oblast Court. Nevertheless, the CEC supported the Election commission of Leningrad Oblast. Examples of violations: 1) before he was registered, one of the candidates conducted a press conference, that was covered by mass media; 2) 10,000 leaflets with dummy information about a candidate were put on the walls of buildings and placed in voters' mail boxes, the same information was put on pocket calendars. There were cases of threats to the Chairman of the Election Commission. When the El. Commission rejected some of the candidacies, the candidates organized unauthorized meetings and demonstrations.

The voter turnout in the Gubernatorial elections of 1996 was 34%. This time the El. Commission expects the same turnout. The general tendency nowadays is apathy and disbelief in authorities. Some people think that one of the democratic principles is voluntary participation in the elections. The El. Commission should work with young people and make every effort to explain to them that it is their duty to vote.

The El. Commission did two videos telling voters about the election. The videos were distributed to the districts and were shown by the oblast TV companies. 1,600 voted early (less than 1%). The election day will be in compliance with the law, there will be enough observers, and no fake votes.

Meeting with Olga Volkova, CEC Commissioner

Voter registration is done with the State Automated System GAS "Vybory". GAS "Vybory" was demonstrated and explained as to how voter lists are maintained and how the system is used in providing election results. Passport services, Department for Civil Acts Registration and other agencies are involved in the process of voter list compilation and verification. Normally the voter lists quality is high, but additional lists are made, since people migrate, are born, die and serve in the army. 225 single mandate districts are based on the number of voters that was registered as of January 1, 1999. This number is 107 mln. Voters, and includes 88 subjects (without Chechnya). In 1995 the voter number was 104 mln. people. Since the State Duma did not adopt a new scheme for single mandate election districts, on September 9, 1999 the CEC adopted the old scheme of 1995 for the 1999 Duma elections according to the law. The voter lists are compiled on the basis of old and well developed methods. For each district data bases are used, but there is no common data base available. The CEC wants to carry out an experiment: to create a common data base for 10 subjects and to process it on the Federal level. The Subjects agree. A new system for the population accounting is needed, as military men, people that are kept in prison, and people living abroad are difficult to take account of, and their registration is problematic. Military men that are serving in the Caucasus can vote by absentee certificates, those who are in prisons can be registered in prisons. The CEC is developing procedures for their voting. Speaking about citizens living abroad, the

Consulates are responsible for voter registration. In 1995 400,00 voters were registered, today 800,000 eligible voters have been registered abroad.

The CEC is thinking about developing a register of the citizens of Russia with ID number for each citizen. The Government addressed the CEC, Ministry of Labor, Ministry of Justice, the Pension Fund, Fund of Medical Insurance, and other agencies with a request to pull their efforts together in order to come out with their vision of the common registration system for the whole of Russia. Here international experience will be needed, as the CEC will need ideas about the ID numbers.

Meeting with the Candidates

Alexei Kozyrev, General Director, "Leningrad Oblast TV" Company, and Yuri Sokolov (in 1996 was appointed First Vice Governor of the Leningrad Oblast).

They said:

New criteria for candidate nomination are needed, like for example, a candidate shall be

- Employed with a civil service
- Have managerial skills
- Possess knowledge of legislation
- Possess knowledge of legislation on the federal level

The criteria should be the same as for judges of the Supreme Court or Constitutional Court.

The candidates are too many, it's difficult for people to decide who is the best. The money decides a lot during campaigning. The candidate who has more money will have a better campaigning and better opportunities for advertising.

Meeting with Anatoly Biniemko, Nevsky Research Fund

The Fund is a leading organization in the city that is working with observers. It works with different political parties, and in close cooperation with the National Press Institute of Moscow. They conducted seminars on violations of mass media during election campaigns. Right now they are planning on conducting 40 seminars for observers that will discuss observers' rights and obligations in the elections, and the procedures for observers on the election day. Each seminar will cover 30 observers. 60-70% of polling sites will be covered for the Duma elections.

Normally the Fund would conduct 30-60 seminars before any election. The seminars are usually not big, but cover many participants.

Meeting with Rita Malova, Secretary of the Election Commission of S.-Pete

The meeting was very short and not informative, since the El. Commission of S.-Pete did not participate in the Gubernatorial elections. Right now they were getting ready for the Duma elections.

On September 19, Sunday, we visited 7 polling sites, observed the opening and closing of polling sites, and vote counting process. On the average, the polling site administration was scored 9 out of 10. No violations of voting procedures were noticed. Members of precinct election commissions appeared to know the procedures, and the polling places seemed orderly. All ballots have been pre-signed and stamped the day before the election in all polling sites visited. The polling site visited during

the counting of the ballots scored a 10 out of 10. The entire process was conducted in a transparent and professional manner. Observer forms were filled out by the observers on each polling site. In general, the observers got a good impression of the elections.

The results of the elections:

Valery Serdyukov got 30,3% of votes

Vadim Gustov – 22,6%

Valery Kovalev – 17,3%

The voter turnout was 41,73%.

Attachment E

Election Terms

Definitions of Terms

The Duma Election

Russian Parliamentary elections are conducted after the terms of the Russian Duma (parliament) expire. Terms are for four years but may be ended earlier under certain conditions. The last Duma election was held on 17 December 1995. On 19 December 1999, a total of 450 seats are to be elected with one half determined in a majoritarian system in single mandate districts (the one with the most votes wins) and the other half elected by proportional representation where citizens vote for a political party (and its list of candidates). A party must receive at least 5% of the total proportional vote in order to have its candidates elected to the Duma. Note: the single mandate districts are NOT equal in population. One must be a citizen and at least 18 years old to be elected to the Duma.

Organization of the elections

Duma elections in the Russian Federation are generally governed by the federal law "On Basic Guarantees of Electoral Rights of Citizens" and the law On the Election of Deputies of the Federal Assembly of the Russian Federation". The Constitution of the Russian Federation also governs basic voting rights.

For Duma elections there are four subordinate levels of election commissions under the Central Election Commission: Subject Election Commissions (SEC), District Election Commissions, Territorial Election Commissions (TEC) and Polling Site Election Commissions (PSEC).

Central Election Commission (CEC)

The CEC is a permanent body charged with the responsibility to organize the preparations for the conduct of the elections in the Russian Federation, and to guide the activities of lower level commissions, establish policy and oversee uniform application of election legislation. The CEC is authorized to adopt decisions which are binding on lower commissions, state bodies, body of local government, public associations, state enterprises, agencies and organizations throughout the Russian Federation. In coordination with the SECs, the CEC organizes the national system of registration of voters. The CEC is responsible for significant administrative and logistical management functions including the distribution and use of funds allocated for the election from the federal budget for the conduct of the election, and provision of lower level commissions with facilities, transport, communications and other material and technical support. The CEC also allocates funds to registered candidates for use in their campaigns, and formalizes instructions governing the granting of air time on the mass media to candidates on a free and paid basis. In addition to the 15 voting members (5 appointed by the President; 5 from the Duma; and 5 from the Federation Council), political associations (parties) are allowed to appoint a non-voting member to the CEC to represent their interests. Guarantee Law: Chapter IV; Duma law: Article 24.

Subject Election Commission (SEC)

In each of the 89 Subjects of the Federation, there is a permanent SEC established to oversee elections in the Subject. The 10 to 14 members of the SEC are appointed by the representative and executive bodies of the Subject. The SECs provide for the interaction of the CEC with bodies of state power within the Subjects, and coordinate the activities of subordinate election commissions within their jurisdiction. The SECs hear complaints and

ballots within its jurisdiction and are ultimately responsible for summarizing the voting results within the Subject as a whole.

District Election Commissions (DEC)

The DEC's are appointed in each of the 225 constituency districts of the Russian Federation. They are only formed for Duma elections. The DEC has eight to fourteen members, one half appointed by the legislative body and one half appointed by the executive body of the Subject, in part on the basis of recommendations by the electoral associations/blocs. DEC's are responsible for coordinating activities and supervision of TEC and PSEC's during elections to the state Duma. The DEC's are authorized to hear complaints about actions or decisions taken by TEC's and PSEC and may overturn their decisions, as warranted. The DEC's summarize election results for the reported from the TEC's and PSEC within their jurisdiction. The terms of the DEC expire after the official publication of results for the Duma.

Territorial Election Commissions (TEC)

The TEC's are appointed in each territorial subdivision within the subject (more may be appointed in areas with an exceptionally large number of voters). The TEC has five to nine members who are appointed by elected bodies of local governments within the city, raion, or other unit making up the territory, in part on the basis of recommendations by the electoral associations/blocs. The TEC's ensure that ballots and other materials are distributed to the polling sites, and generally oversee the work of the PSEC's within their jurisdiction. The TEC's are authorized to hear complaints about actions or decisions taken by PSEC's and may overturn their decisions, as warranted. The TEC's summarize election results reported from the PSEC's within their jurisdiction. The terms of the TEC expire after the official publication of results for the Duma.

Polling Site Election Commissions (PSEC)

PSEC have 3 to 15 members (depending on the number of voters) who are appointed by the elected bodies of local governments. Each PSEC can have serve up to 3000 voters in its jurisdiction. It is the PSEC that serve the voters directly by notifying them of the election and their polling site and hours of voting and its working hours. They compile the final list of voters assign to the polling site and make the list available for public scrutiny so that errors and omissions can be corrected. On election day, the PSEC is responsible for the organization of the polling site, the processing of voters, and the counting of votes at the end of polling day. The terms of the PSEC expire after the official publication of results for the Duma.

Electoral Associations

Associations are basically a national political association (political party or organization, political movement) formed and registered with the Ministry of Justice at least one year prior to the election. An Electoral Association may field candidates for the Duma election for proportional and single mandate seats.

Electoral Blocs

Electoral Blocs are groups of two or more electoral associations which voluntarily unite.

votes cast. Russia's upper house, the Federation Council, is not elected separately, but is instead composed of governors and speakers of state legislatures who are elected in their local constituencies on dates set locally. Some of these regional elections will take place in 1999-2000.

Historical Context

On its current course, Russia will enter the next millenium with the first democratic and law-governed transition of power in its thousand-year history. Having been elected President of Russia when Russia was still just part of the USSR in June 1991, Yeltsin effectively seized supreme power from Gorbachev in the wake of the August 1991 coup attempt. He won reelection in July 1996 with media coverage biased in his favor, defeating Communist leader Gennady Zyuganov. The courts have ruled that Yeltsin

cannot seek a third term and he has repeatedly affirmed that he will not run.

Russia's first truly democratic multiparty parliamentary elections took place in December 1993, less than three months after Yeltsin shelled the old parliament (then called the Supreme Soviet) to resolve a power deadlock rooted in the old Soviet-era constitution. Yeltsin used this opportunity to write a new Constitution that created a strong presidential republic. He put this Constitution to a referendum, which he barely won. On the same day as the referendum, voters unexpectedly produced an anti-Yeltsin "Duma" at least as intransigent as the dissolved parliament, albeit with far fewer formal powers. Russia's second Duma, elected in December 1995 during the Chechen War, looked much the same.

ON THE CAMPAIGN TRAIL

Current Status of the Election Campaign

Russia's political party system is still very weak. There are currently 141 political associations, parties and movements eligible to compete in the parliamentary elections, most organized around a particular leader and many consisting of just a few individuals and a telephone. Russia's smoky political dens are abuzz with negotiations over all kinds of possible alliances, mergers and splits. September will be the critical month, during which parties must finally determine their partners and register their lists of candidates for the parliamentary elections. The presidential vote is still a year away, so most candidates have not yet formally declared. This process will begin after the December Duma elections, which many regard as a test of strength for the July 2000 presidential contest.

Who Are the Leading Players and What Are Their Key Issues?



Yuri Luzhkov, the Fatherland Movement. A leading contender for the presidency, Moscow Mayor Yuri Luzhkov has forged a reputation as a man who can "get things done." Reelected in 1996 with some 90% of the

vote, he convinced Muscovites that he knows how to manage a post-Soviet economy by working within the system and reforming it gradually rather than destroying it. He founded his Fatherland Movement in December 1998 to unite "center-left" forces in Russia for the Duma elections and, on the basis of trade unions and local power structures, has quickly created a strong organization in the provinces. Key goals include a strategic state role in reviving industry, gradual rather than revolutionary market reform, an assertive foreign policy (especially in the

"near abroad"), and individual freedom. His greatest weakness: many in the provinces don't think his economic model can work without the privileges enjoyed by the capital.



Yevgeny Primakov, unaligned. Prime Minister until May 1999, he remains many pundits' pick to win the presidency if he runs. When Yeltsin fired him, however, he sent two of his top aides abroad to serve as

ambassadors, which fact suggests his heart was not set on a political future. Key policies have included a state role in reviving industry, a state-regulated market economy, and a somewhat nationalistic Eurasian (rather than pro-Western) foreign policy. Above all a pragmatist, he proved willing to push for IMF legislation when

necessary for the good of the country. The Communists strongly backed him while Prime Minister, but Luzhkov's Fatherland has also been recruiting him, perhaps to lead its party list in the December elections (since Luzhkov has bigger plans for himself). For now, he is playing his partisan cards close to his chest. His biggest weakness: does he have the fire in the belly to take on nationwide electoral politics at age 69?



Sergei Stepashin, Prime Minister. In May 1999, Yeltsin fired Primakov and chose Stepashin to replace him. Stepashin surprised analysts by winning easy confirmation in the Duma, promising to continue Primakov's economic policies. At the same time, Russia's most radical reformers, the team of Yegor Gaidar and Anatoly Chubais, think they may have found a presidential candidate they can live with. Having reached the top level of political life only after the Soviet collapse, this 50-year-old former FSB (KGB) and Interior Ministry chief with very little economic experience appears to be listening closely to free-marketeers' advice. But besides his push for IMF economic legislation and law and order, his policy positions are not yet clear. While he is currently not on the presidential leader board, his stock is rising and his post as prime minister can be a bully pulpit for self-promotion and party-formation. He has some electoral experience, winning a seat in Russia's 1990 parliamentary elections from Leningrad when he was still a professor in a police academy. His biggest weakness: total dependence on Yeltsin, who has fired three prime ministers in the past 18 months.



Grigory Yavlinsky, the Yabloko Party. Yavlinsky is the leading free-market reformist candidate for the Russian presidency, having finished fourth in 1996 and currently still polling fourth in most reliable surveys. His Yabloko Party ("Yabloko" means "apple" and was originally an acronym for the leaders' names), founded in 1993, was one of just four parties to clear the 5% barrier into the Duma in 1995 and is one of the few to have established a substantial party network in the provinces. Key policy goals include clean government, a demonopolized free market, a Western oriented foreign policy, human rights and freedoms, and civil society. His greatest

weakness: he is widely seen as a soft intellectual and a constant critic who lacks the experience necessary to get things done in Russia.



Gennady Zyuganov, Communist Party. Zyuganov and his Party have a core following of roughly 20% of the voters, with support levels peaking around 40% in the 1996 presidential run-off when he was the only alternative to an unpopular Yeltsin. Unlikely to enjoy favorable coverage on any major television channel, Zyuganov is likely to make it to the second round of presidential voting again in 2000 but is highly likely to lose there. Key policy goals include reversing corrupt privatization, strong state regulation of the market economy, protection and nurturing for big Russian industry, resisting Western (particularly US) hegemony, and the revival of patriotism. His greatest weakness: widespread anticommunist sentiment making it hard to expand beyond his core 20% and to hold together a rickety alliance of "patriotic" and leftist forces, many of which now threaten to run for the Duma independently.



Governors' Blocs. Many of Russia's governors have developed formidable political machines and are positioning themselves to be power brokers in the upcoming elections. Most would like to support an incumbent federal leader who might indulge their appetites for autonomy and subsidies, such as Stepashin or Primakov before him, but since the former is not yet a leading candidate, some key governors have formed blocs held together by a mix of personal ties, ambitions, interests, and ideas. Samara Governor Konstantin Titov's "Voice of Russia" bloc is associated with pro-market reformism and has recently announced an alliance with Right Cause and New Force (see below). The "All Russia" movement of Tatarstan President Mintimer Shaimiev (pictured above) tends to include economic centrists and the most autonomy-minded regional leaders and has discussed allying with Fatherland and Primakov. Kemerovo Governor Aman Tuleev's "Revival and Unity" aims for the center-left. Many governors, however, are refraining from pledging loyalty to any single bloc. Since none of these blocs registered with the government in time, they will have to find partners among the 141 organizations that have the right to run for the Duma, making the summer very interesting.

Others Players to Watch

- *Vladimir Zhirinovsky.* His famously misnamed "Liberal Democratic Party" (LDPR) always does better than polls predict and he looks poised to claim 5-10% in both the Duma and presidential races once again on his odd platform mixing law and order with personal freedoms and a dash of mad nationalism thrown in. By far Russia's most outrageous campaigner, he has a strong organizational network in the provinces that is devoted to him personally.
- *General Alexander Lebed.* The law-and-order Governor of Krasnoyarsk since Spring 1998, he dropped in the polls after taking on local oligarchs, although he now appears to be winning more of these battles. His tough statements on Kosovo gave him a ratings boost, and if tycoon Boris Berezovsky decides to bankroll a campaign, Lebed could become a contender. His party, the People's Republican Party, is disorganized but has a significant presence in key regions and might clear the 5% barrier into the Duma.
- *Our Home is Russia.* This former "party of power" has struggled now that its leader, Viktor Chernomyrdin, is no longer Prime Minister. The 33-year-old Vladimir Ryzhkov has taken over the party-building project, seeking to turn Our Home into a real party of free-market ideology and conservative cultural values. With the financial help of the giant natural gas monopoly Gazprom (where Chernomyrdin now holds a top post) and the continued backing of key governors, Our Home could still turn the corner.
- *Sergei Kirienko's New Force movement.* The radical reformist former Prime Minister has enjoyed a return to the spotlight after announcing a run for Moscow mayor (against popular incumbent Luzhkov), thanks especially to media outlets not happy with Luzhkov's presidential aspirations.
- *Right Cause.* Russia's "young reformers" patched up personal rivalries after popular liberal Duma member Galina Starovoitova's murder in late 1998, forming this coalition. Recognizing that names like Gaidar and Chubais lose more votes than they gain, these figures have retreated into the background in favor of Boris Nemtsov, Boris Fyodorov, and Irina Khakamada.
- *Nikolai Aksyonenko.* This First Deputy Prime Minister is widely rumored to be the candidate that Yeltsin and his Kremlin "Family" (including tycoon Boris Berezovsky) will push for the presidency, especially if his nominal boss (Stepashin) makes a misstep.
- *Agrarian Party.* Currently on the brink of splitting over choosing alliance partners, the Agrarians have strong organization in many rural districts, great name recognition in the countryside, and cozy relations with some powerful governors.
- *Russian National Unity.* This blatantly neofascist party, complete with stylized swastikas, has popped up with over 5% in some polls. Leader: Alexander Barkashov.
- *Pensioners' Party.* Led by the 41-year-old Sergei Atroshenko, this party appears to be oozing with cash and has tapped into a restive electorate that turns out heavily on voting day. It calls for higher pensions but attacks the Communists. Not yet on the map in major Russian media, but worth watching.

Potential Threats to the Elections

Moscow would not be Moscow without rampant rumors of impending doom (which October 1993 demonstrated should never be completely ignored). The principal threat to Russian elections is now seen as possible extraconstitutional acts undertaken by the Kremlin. Some fear Yeltsin will trump up grounds to ban the Communist Party or otherwise subvert unfriendly movements like Luzhkov's Fatherland before the upcoming elections. Others worry that he will dissolve parliament and rule by decree during the election campaign, or perhaps forgo elections entirely. Still others borrow rumors from 1996, speculating that he might conclude a union agreement with neighboring Belarus so as to slide into the presidency of this new entity, ensuring his future political survival. The Kremlin "Family" (i.e. Yeltsin, his daughter-advisor Tatyana Dyachenko and their closest associates) is also reportedly consolidating control over all major financial assets (including pension funds, natural resource monopolies and the like) and media in Russia so as to use them for electoral engineering. Most politicians, however, are planning primarily for elections to go ahead as scheduled.

SPIN CONTROL: IN THE PARTIES' OWN WORDS

Here SDI poses a simple question about the campaign to top officials of a small set of leading Russian parties and publishes their parties' unedited replies: What event of the past month (June 1999), in your opinion, will have the greatest effect on the results of the Duma elections in December 1999 and why?

COMMUNIST PARTY:

Without question the events which took place in June in

Yugoslavia (Kosovo) will influence the results of the Duma elections. For candidates oriented towards Western (American) values, it will be extremely difficult to explain the armed intervention of the US and NATO in the problems of a sovereign state. In Russia all that has happened has served to strengthen patriotic feelings and will become one of the main themes in the elections. The majority of voters will support those candidates who are able to defend the national and state interests of Russia. Also influential will be the process of approving a number of laws on taxation and social issues, which took place in the Duma in the course of June. In the press and mass media these bills have been linked to the recommendations of the IMF. The Duma deputies have taken a rather correct position: they have rejected those laws that could have caused long term worsening in the lives of the people (price increases and other consequences). Therefore, the passage of these laws has not been reflected in people's attitudes to the deputies. In the long run, when the laws become active, the results may be both positive and negative.

FATHERLAND:

In June, the internal problems of leading political forces took precedence over all others, according to Fatherland analysts. Resource limitations and a final division of ideological niches before the elections changed the appearance of leading political parties and possible election unions. Fatherland actively continued the process of party-building. By the end of June, in the six months of its existence, local branches of the movement had formed in 88 of Russia's



89 regions. Membership in the movement reached 220,000 people. The alliance of Fatherland with the bloc "All Russia," formed at the initiative of Russian regional leaders, is acquiring ever clearer contours. This, of course, affected the movement's relationships with organizations whose platform is Russian nationalism, like the Congress of Russian Communities.

YABLOKO:

The dramatic conflict in Yugoslavia should be considered such an event. The nationalistic, anti-human, criminal policy of Milosevic was unconditionally condemned by Yabloko from the very beginning. Yabloko stated that Russia must be on the side of the victims. However, the present political shock in Russia was brought about by the actions of NATO: its willingness and desire to use force instead of the capability to prevent war; its willingness to accept "unavoidable costs," that is, to kill one group of innocent people in defending the rights of another; its violation of all norms of international law; the double standard according to which NATO indulges crimes against humanity committed by pro-Western regimes, and condemns ethnic cleansing only when it is conducted by states that do not show political loyalty to the Alliance. All of this, beginning in March, has led to the growth of anti-Western sentiments in all layers of society, and to the increase in electoral support for the Communist Party, the LDPR, and nationalistic groups. Among democratic movements only Yabloko, having sharply condemned both NATO's actions and Milosevic's policy, as well as communist-nationalistic solutions, has maintained the support of the voters.



OUR HOME IS RUSSIA:

The agreement on the regulation of the situation in Yugoslavia will have the most influence on the results of the 1999 elections for the State Duma. The achieved agreement to some degree strengthened the shaken respect for the current government of Russia on the part of both the population and regional leaders. The situation that evolved did not justify the radical positions of the parties of the left and of the Yabloko party. The Russian population's perception of its country as part of the global community was restored. All of this allows the strengthening of democratic parties' positions in the State Duma elections, positions which were significantly weakened after August 17, 1998.



RIGHT CAUSE:

The June event which will have maximum influence on the results of the parliamentary elections in Russia is the resolution of the Kosovo conflict, or, to be more exact, its transition into a new phase. Key for Russia is the fact that in June Russia moved from a confrontation with NATO to real cooperation with the West on the resolution of the Kosovo problem. For Russian liberals, and specifically for Right Cause, this is of principal importance because the previous phase of the Kosovo conflict caused a sharp rise in anti-NATO and anti-Western sentiments in Russia. We hope that with the move to constructive cooperation these sentiments will subside which will make it easier to appeal to Western values during the Election campaign.

Attachment F

CEC Resolution on International Observers



International Foundation for Election Systems

Международный Фонд Избирательных Систем

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Appendix 1

APPROVED

By Resolution of the Central Election Commission of
the Russian Federation No. 13/89-3 of September 10,
1999

**Clarification
of the Rules for the Activity of Foreign (International) Observers During the Election of
Deputies to the State Duma of the Federal Assembly of the Russian Federation of Third
Convocation**

According to Article 2 of the Federal Law "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum" a foreign (international) observer is a person representing a foreign or an international organization, who acquire the right to monitor the preparation and administration of elections and referenda in the Russian Federation in a procedure established by law.

Foreign (international) observers receive a permission for the entry into the Russian Federation in a procedure established by the Federal Law "On the Procedure for the Entry Into and Exit From the Russian Federation" and, if they have an appropriate invitation, are granted accreditation by the Central Election Commission of the Russian Federation on the basis of documents presented by the Foreign Relations Department of the Apparatus of the Central Election Commission of the Russian Federation.

Invitations may be extended by the President of the Russian Federation; the Federation Council and the State Duma of the Federal Assembly of the Russian Federation; the Government of the Russian Federation; the Human Rights Commissioner of the Russian Federation; the Central Election Commission of the Russian Federation.

The Central Election Commission of the Russian Federation may extend invitations to electoral bodies of foreign countries and to foreign (international) organizations which specialize in electoral legislation and elections.

Requests for invitations may be submitted by international and national government and non-government organizations as well as private persons enjoying a high prestige in the field of the protection of human and civil rights and freedoms.

The Central Election Commission of the Russian Federation shall issue a certificate of an established form to foreign (international) observers on the basis of an application from the observer, a document certifying his/her identity and an invitation from any of the organizations or persons indicated above. This certificate shall allow foreign (international) observers to carry on their activity during the preparation and administration of elections.

The activity of foreign (international) observers is regulated by the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation" and other federal laws.

The term of powers of foreign (international) observers shall commence from the day of accreditation by the Central Election Commission of the Russian Federation and end on the day of official publication of the general election results.

Foreign (international) observers shall carry on their activity independently and at their own discretion. The material and financial support for the activity of foreign (international) observers shall be provided for the account of the country which sent them or for their own account.

During their stay in the territory of the Russian Federation foreign (international) observers shall be under protection of the Russian Federation. The election commissions, the federal bodies of

state power and the bodies of state power of the subjects of the Russian Federation shall render them the necessary assistance.

Persons infringing the rights of foreign (international) observers shall be brought to responsibility under federal laws.

Foreign (international) observers shall be entitled to:

be present at polling stations, including voting premises, from the time the precinct election commission starts its work on voting day, including early voting day, up to the time when the information is received that the higher election commission has adopted a protocol of voting returns, and at vote re-counting;

be present on the premises of territorial, district election commissions, the commissions of the subjects of the Russian Federation and the Central Election Commission of the Russian Federation when voting returns and election results are being established and protocols of voting returns and election results are being drawn up and also when votes are being re-counted;

watch issuance of ballots to voters;

watch counting of the number of voters entered on the voter lists, counting of ballots issued to voters and cancelled ballots;

before the precinct election commission directly starts counting of votes be present when the aggregate data are announced concerning the voter list for the federal district and the single-mandate electoral district and inspect the voter list after it has been certified by the signature of the chairperson, deputy chairperson or secretary of the precinct election commission and by the commission's seal;

be present when votes are being counted and watch the votes being counted from a distance and under conditions which allow them to see the contents of ballots and observe the actions of the members of the precinct election commission; inspect any marked or unmarked ballot when votes are being counted;

watch the election commission drawing up the protocols of voting returns and other documents from the time when the precinct election commission starts its work on voting day, including early voting day, up to the time when the information is received that the higher election commission has adopted the protocol of voting returns and also when votes are being re-counted at polling stations;

inspect the protocols of voting returns of the precinct election commission and the protocols of voting returns and election results of other election commissions where the observers are present; make copies or receive from the election commission copies of the said protocols and appended documents and of other documents received or drawn up by the election commission on voting day, including early voting day. The election commission shall certify the said copies or issue certified copies of the said documents to foreign (international) observers;

after the end of voting be present when unused ballots are being counted and cancelled and the number of unused and cancelled ballots is announced in accordance with Clause 6 Article 73 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation";

inspect cancelled ballots and absentee certificates under the supervision of voting members of the precinct election commission;

after voting day express their opinion about the electoral legislation, the preparation and administration of the elections, hold press conferences and apply to mass media;

meet with candidates, registered candidates, authorized representatives of electoral associations, electoral blocs, agents of registered candidates, electoral associations, electoral blocs.

Under the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation" foreign (international) observers shall not engage in any activities other than those set forth above.

Lists of foreign (international) observers monitoring the course of voting and vote counting in the election commissions shall be made up by the election commissions on the basis of the certificates of foreign (international) observers to be produced by the observers.

The list of foreign (international) observers who were present when the voting returns were being established and the corresponding protocols were being drawn up by precinct and territorial election commissions shall be kept by the secretary of the election commission until the commission completes its work.

The list of foreign (international) observers who were present when the voting returns and election results were being established and the corresponding protocols were being drawn up by the district election commission shall be kept by the secretary of the district election commission until official publication of the general election results. After that, the list shall be transferred to the election commission of the subject of the Russian Federation and the election commission of the subject of the Russian Federation shall pass it on to the Central Election Commission of the Russian Federation.

Foreign (international) observers shall not use their status for any activity other than monitoring the course of the election campaign, the preparation and administration of elections.

Based on the documents presented by the Foreign Relations Department of the Apparatus of the Central Election Commission of the Russian Federation the Central Election Commission of the Russian Federation may revoke accreditation of a foreign (international) observer if the observer violates federal laws or generally accepted principles and rules of international law.

Appendix 2

APPROVED

By Resolution of the Central Election Commission of
the Russian Federation No. 13/89-3 of September 10,
1999

Specimen and Description of the Certificate of a Foreign (International) Observer

CERTIFICATE No. _____	

last name	

first name	

country, organization	
has been accredited by the Central Election Commission of the Russian Federation as a foreign (international) observer	
Chairperson of the Central Election Commission of the Russian Federation	<u>Stamp</u> signature A. Veshnyakov
Valid till 9 January 2000 (upon production of identity-certifying document)	_____, 1999 (date of issue)

The certificate of a foreign (international) observer is a document certifying his/her status.

The certificate is printed on a standard three-color form measuring 135x90 mm with its contents as shown on the specimen above. The certificate shows its number; the first and the last name of the foreign (international) observer; the name of the represented country and/or organization; the validity term and conditions of the certificate; the date of issue. The certificate is signed by the Chairperson of the Central Election Commission of the Russian Federation and certified by the hologram of the round seal of the Central Election Commission of the Russian Federation.

The Central Election Commission of the Russian Federation shall issue the certificate to foreign (international) observers in accordance with a procedure established by the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation".

УТВЕРЖДЕНО

**Постановление Центральной избирательной
комиссии Российской Федерации**

от 10 сентября 1999 года №13/89-3

Разъяснения

**порядка деятельности иностранных (международных) наблюдателей при
проведении выборов депутатов Государственной Думы Федерального
Собрания Российской Федерации третьего созыва**

В соответствии со статьей 2 Федерального закона «Об основных гарантиях избирательных прав и права на участие в референдуме граждан Российской Федерации» иностранным (международным) наблюдателем является лицо, представляющее иностранную или международную организацию, приобретающее право на осуществление наблюдения за подготовкой и проведением выборов и референдумов в Российской Федерации в соответствии с установленным законом порядком.

Иностранные (международные) наблюдатели получают разрешение на въезд в Российскую Федерацию в порядке, установленном Федеральным законом «О порядке выезда из Российской Федерации и въезда в Российскую Федерацию», и при наличии соответствующего приглашения аккредитуются Центральной избирательной комиссией Российской Федерации на основании документов, представляемых Управлением международных связей Аппарата Центральной избирательной комиссии Российской Федерации.

Приглашения могут быть направлены Президентом Российской Федерации, Советом Федерации и Государственной Думой Федерального Собрания Российской Федерации, Правительством Российской Федерации,

Уполномоченным по правам человека в Российской Федерации, Центральной избирательной комиссией Российской Федерации.

Центральная избирательная комиссия Российской Федерации может направить приглашения избирательным органам зарубежных стран, а также иностранным (международным) организациям, специализирующимся в вопросах избирательного законодательства и выборов.

Предложения о направлении приглашений могут быть поданы международными и национальными правительственными и неправительственными организациями, а также частными лицами, имеющими признанный авторитет в области защиты прав и свобод человека и гражданина.

Центральная избирательная комиссия Российской Федерации выдает иностранному (международному) наблюдателю удостоверение установленного образца в соответствии с представленным им заявлением, документом, удостоверяющим его личность, и приглашением любого из указанных выше органов или лиц. Это удостоверение дает право иностранному (международному) наблюдателю осуществлять свою деятельность в период подготовки и проведения выборов:

Деятельность иностранных (международных) наблюдателей регулируется Федеральным законом «О выборах депутатов Государственной Думы Федерального Собрания Российской Федерации», иными федеральными законами.

Срок полномочий иностранного (международного) наблюдателя начинается со дня аккредитации в Центральной избирательной комиссии Российской Федерации и заканчивается в день официального опубликования общих результатов выборов.

Иностранный (международный) наблюдатель осуществляет свою деятельность самостоятельно и независимо. Материально-финансовое

обеспечение деятельности иностранного (международного) наблюдателя производится за счет средств стороны, направившей наблюдателя, или за счет его собственных средств.

Иностраный (международный) наблюдатель во время пребывания на территории Российской Федерации находится под покровительством Российской Федерации. Избирательные комиссии, федеральные органы государственной власти и органы государственной власти субъектов Российской Федерации обязаны оказывать ему необходимое содействие.

Лица, нарушающие права иностранных (международных) наблюдателей, несут ответственность в соответствии с федеральными законами.

Иностранцы (международные) наблюдатели вправе:

присутствовать на избирательных участках, включая помещения для голосования, с момента начала работы участковой избирательной комиссии в день голосования, в том числе в день досрочного голосования, и до получения сообщения о принятии вышестоящей избирательной комиссией протоколов об итогах голосования, а также при повторном подсчете голосов избирателей;

присутствовать в территориальных, окружных избирательных комиссиях, комиссиях субъектов Российской Федерации, а также в Центральной избирательной комиссии Российской Федерации при установлении итогов голосования, определении результатов выборов, составлении протоколов об итогах голосования, о результатах выборов, а также при повторном подсчете голосов избирателей;

наблюдать за выдачей избирательных бюллетеней избирателям;

наблюдать за подсчетом числа избирателей, внесенных в списки избирателей, избирательных бюллетеней, выданных избирателям, погашенных избирательных бюллетеней;

перед непосредственным подсчетом голосов избирателей участковой избирательной комиссией присутствовать при оглашении суммарных данных по списку избирателей по федеральному и одномандатному избирательным округам, а также знакомиться со списком избирателей после его заверения подписью председателя, заместителя председателя или секретаря участковой избирательной комиссии и печатью участковой избирательной комиссии;

присутствовать при непосредственном подсчете голосов избирателей и наблюдать за их подсчетом на расстоянии и в условиях, обеспечивающих обзорность содержания избирательных бюллетеней, а также наблюдать за действиями членов участковой избирательной комиссии; визуально знакомиться с любым заполненным или незаполненным избирательным бюллетенем при подсчете голосов избирателей;

наблюдать за составлением избирательной комиссией протоколов об итогах голосования и иных документов с момента начала работы участковой избирательной комиссии в день голосования, в том числе в день досрочного голосования, и до получения сообщения о принятии вышестоящей избирательной комиссией протоколов об итогах голосования, а также при повторном подсчете голосов избирателей на избирательных участках;

знакомиться с протоколами участковой избирательной комиссии об итогах голосования, а также с протоколами об итогах голосования и о результатах выборов иной избирательной комиссии, в которой он присутствует; изготавливать либо получать от соответствующей избирательной комиссии копии указанных протоколов и приложенных к ним документов, а также иных документов, поступивших в избирательную комиссию либо составленных этой комиссией в день голосования, в том числе в день досрочного голосования. Избирательная комиссия обязана заверить указанные копии либо выдать иностранному (международному) наблюдателю заверенные копии указанных документов;

после окончания голосования присутствовать при подсчете и погашении неиспользованных избирательных бюллетеней, оглашении числа погашенных избирательных бюллетеней, числа неиспользованных и погашенных в соответствии с пунктом 6 статьи 73 Федерального закона «О выборах депутатов Государственной Думы Федерального Собрания Российской Федерации» открепительных удостоверений;

визуально ознакомиться с погашенными избирательными бюллетенями и открепительными удостоверениями под контролем членов участковой избирательной комиссии с правом решающего голоса;

после дня голосования излагать свое мнение об избирательном законодательстве и о подготовке и проведении выборов, проводить пресс-конференции и обращаться в средства массовой информации;

встречаться с кандидатами, зарегистрированными кандидатами, уполномоченными представителями избирательных объединений, избирательных блоков, доверенными лицами зарегистрированных кандидатов, избирательных объединений, избирательных блоков.

В соответствии с Федеральным законом «О выборах депутатов Государственной Думы Федерального Собрания Российской Федерации» иностранные (международные) наблюдатели не вправе осуществлять иные действия, кроме вышеперечисленных.

Списки иностранных (международных) наблюдателей, осуществляющих наблюдение за ходом голосования и подсчетом голосов в избирательных комиссиях, составляются соответствующими избирательными комиссиями на основе представляемых иностранными (международными) наблюдателями удостоверений иностранных (международных) наблюдателей.

Список иностранных (международных) наблюдателей, присутствовавших при установлении итогов голосования и составлении протоколов в участковой и территориальной избирательных комиссиях,

хранится у секретаря соответствующей избирательной комиссии до окончания работы комиссии.

Список иностранных (международных) наблюдателей, присутствовавших при установлении итогов голосования и определении результатов выборов и составлении протоколов в окружной избирательной комиссии, хранится у секретаря окружной избирательной комиссии до официального опубликования общих результатов выборов, после чего передается в избирательную комиссию субъекта Российской Федерации. Комиссия субъекта Российской Федерации передает заверенную копию списка иностранных (международных) наблюдателей в Центральную избирательную комиссию Российской Федерации.

Иностранные (международные) наблюдатели не вправе использовать свой статус для осуществления деятельности, не связанной с наблюдением за ходом избирательной кампании, подготовкой и проведением выборов.

Центральная избирательная комиссия Российской Федерации вправе отозвать на основании документов, представляемых Управлением международных связей Аппарата Центральной избирательной комиссии Российской Федерации, аккредитацию иностранного (международного) наблюдателя в случае нарушения им федеральных законов или общепризнанных принципов и норм международного права.

УТВЕРЖДЕНО

Постановление Центральной избирательной
комиссии Российской Федерации
от 10 сентября 1999 года № 13/89-3

Образец и описание удостоверения иностранного
(международного) наблюдателя

УДОСТОВЕРЕНИЕ № _____	

фамилия	

имя	

страна, организация	
аккредитован	
Центральной избирательной комиссией	
Российской Федерации	
в качестве иностранного (международного)	
наблюдателя	
Председатель Центральной избирательной комиссии Российской Федерации	<u>МП</u> подпись А.Вешняков
Действительно до 9 января 2000 г. (при предъявлении документа, удостоверяющего личность)	«__» _____ 1999 г. (дата выдачи)

Удостоверение иностранного (международного) наблюдателя - документ, удостоверяющий его статус.

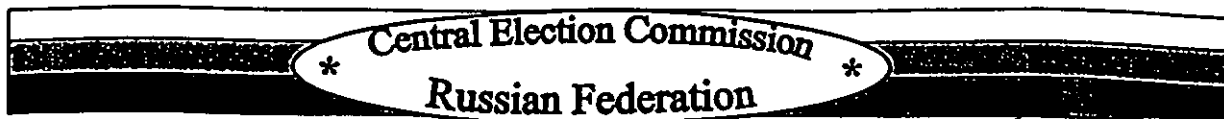
Удостоверение оформляется на типовом трехцветном бланке размером 135x90 мм, реквизиты которого приведены в образце. В удостоверении указываются его номер, фамилия, имя иностранного (международного)

наблюдателя, название представляемой страны и/или организации, срок и условия действия удостоверения, дата выдачи, а также ставится подпись Председателя Центральной избирательной комиссии Российской Федерации, скрепленная голограммой круглой гербовой печати Центральной избирательной комиссии Российской Федерации.

Центральная избирательная комиссия Российской Федерации выдает иностранному (международному) наблюдателю удостоверение в соответствии с порядком, установленным Федеральным законом «О выборах депутатов Государственной Думы Федерального Собрания Российской Федерации».

Attachment G

**CEC Directions on the Procedures for Forming and
Expending the Electoral Funds**



DIRECTIONS

**ON THE PROCEDURES FOR FORMING AND
EXPENDING THE ELECTORAL FUNDS**

**OF CANDIDATES, REGISTERED CANDIDATES,
ELECTORAL ASSOCIATIONS AND ELECTORAL BLOCS
IN THE ELECTION OF DEPUTIES OF THE STATE DUMA
OF THE FEDERAL ASSEMBLY OF THE RUSSIAN FEDERATION**

MOSCOW

1999

1. General Provisions

1.1. Pursuant to Federal Law No. 124 of September 19, 1997 "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum" with its changes and additions passed by Federal Law No. 55 of March 30, 1999 "On Introducing Changes and Additions to the Federal Law "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum" and Federal Law No. 121 of June 24, 1999 "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation", a candidate nominated to run in a single-mandate electoral district, electoral association, electoral bloc with their federal lists of candidates shall create their own electoral funds to finance the election campaign. The electoral fund resources shall be placed on a special electoral account opened with a branch of the Savings Bank of the Russian Federation.

1.2. An electoral fund shall be viewed as created beginning from the date of opening a special electoral account.

1.3. The right to use electoral fund resources shall be enjoyed by the candidates, registered candidates, electoral associations or electoral blocs that created those funds.

A candidate, registered candidate may authorize an individual person aged 18 and over, the appropriately notarized proxy being duly provided, to administer the monetary resources kept on a special electoral account, with the relevant election commission having to be advised of the move in writing and in advance.

1.4. Electoral fund resources shall be purpose-oriented. Those resources may only be expended to finance the election campaign engagements pursued by candidates, registered candidates, electoral associations or electoral blocs.

2. Creating Electoral Funds

2.1. A candidate nominated to run in a single-mandate electoral district, electoral association or electoral bloc with its federal list of candidates shall create their own electoral funds.

2.2. An electoral association or electoral bloc, that only nominated a candidate or candidates to run in a single mandate district, shall not create their own electoral funds.

2.3. A candidate running in the election only as part of a federal list of candidates shall not create his/her own electoral fund.

2.4. A candidate nominated by an electoral association or electoral bloc to run in a single mandate electoral district shall create his/her own electoral fund.

2.5. Registered candidates, registered lists of candidates, electoral associations or electoral blocs shall continue to maintain their special electoral accounts to finance their election campaign efforts, including campaign propaganda activities.

2.6. Electoral funds of candidates, registered candidates may only be formed with the use of:

a) resources allocated by a district election commission for registered candidates on an equitable basis. In the conduct of main, repeat or by-elections of deputies of the State Duma of the Federal Assembly of the Russian Federation, a citizen of the Russian Federation registered as a candidate and burdened with a debt on federal funds before the relevant election commission by the date of official publication of the decision to call the said elections shall be barred from receiving federal budget funds irrespective of the electoral district the given individual was nominated to run in;

b) the own monetary resources of a candidate, registered candidate that in total shall not exceed the minimum wage* by more than one thousand (1,000) times, and in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than two thousand (2,000) times or 166,980 rubles;

c) resources allocated for a candidate, registered candidate by his/her electoral association (not out of the resources held by the given electoral association's electoral fund), electoral associations making his/her electoral bloc (not out of the resources held by the given electoral bloc's electoral fund) that in total shall not exceed the existing minimum wage by more than five thousand (5,000) times, and in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than ten thousand (10,000) times or 834,900 rubles;

* Here and further on, the minimum wage shall be taken as the minimum wage effective on the date of the official publication of the decision to call the (main, repeat, by-election) election of deputies of the State Duma of the Federal Assembly of the Russian Federation.

d) voluntary donations by individual persons. Individual person donations in total shall not exceed the minimum monthly wage by more than one hundred (100) times, and in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than two hundred (200) times or 16,698 rubles;

e) voluntary donations by legal entities. Donations from a legal entity in total shall not exceed the minimum monthly wage by more than two thousand (2,000) times, and in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than four thousand (4,000) times or 333,960 rubles.

2.7. The ceiling for all expenditures from an electoral fund of a candidate (registered candidate) (electoral funds, if the given candidate has been nominated to run in more than one electoral districts) shall not exceed the minimum monthly wage by more than ten thousand (10,000) times, and in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than twenty thousand (20,000) times or 1,669,800 rubles.

2.8. Electoral funds of electoral associations or electoral blocs may only be built up from:

a) the resources allocated by the Central Election Commission of the Russian Federation for electoral associations or electoral blocs on an equitable basis following registration of their federal lists of candidates.

In the conduct of main, repeat or by-elections, the electoral associations or electoral blocs with unpaid federal money debts owed to the Central Election Commission of the Russian Federation or TV and/or radio broadcasting organizations (further on referred to as TV and radio broadcasters), or editorial offices of print mass media periodicals by the date of official publication of the decision to call the next election of deputies of the State Duma of the Federal Assembly of the Russian Federation shall be barred from receiving federal budget resources;

b) the own resources of an electoral association or electoral bloc (own resources of an electoral bloc being made up of the aggregate resources of the electoral associations that have joined forces to create the given bloc) that shall not be in excess of the minimum monthly wage by more than one hundred thousand (100,000) times, and in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than two hundred thousand (200,000) times or 16,698,000 rubles;

c) voluntary donations by individual persons. Individual person donations in total shall not exceed the minimum monthly wage by more than one hundred and fifty (150) times, and in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than three hundred (300) times or 25,047 rubles;

d) voluntary donations by legal entities. Donations from a legal entity in total shall not exceed the minimum monthly wage by more than twenty thousand (20,000) times, and in the election of deputies of the State Duma of the Russian Federation in 1999 – by more than forty thousand (40,000) times or 3,339,600 rubles.

2.9. The ceiling for all expenditures from an electoral fund of an electoral association or electoral bloc shall not exceed the minimum monthly wage by more than two hundred and fifty thousand (250,000) times, and in the elections of deputies of the State Duma of the Federal Assembly of the Russian Federation in 1999 – by more than five hundred thousand (500,000) times or 41,745,000 rubles.

2.10. Legal entities and individual persons shall have the right to provide in-kind backing of the campaign efforts pursued by a candidate, registered candidate, electoral association or electoral bloc through making available material assets for temporary use under the proviso of relevant contracts being concluded and expenses for the work done and services rendered being paid out of the appropriate electoral funds.

3. Bans on Donations to Electoral Funds

3.1. No donations to electoral funds of candidates, registered candidates, electoral associations or electoral blocs shall be allowed from:

- foreign states and foreign legal entities;
- stateless persons;
- citizens of the Russian Federation under 18 years of age;
- Russian legal entities with foreign participation if the share of foreign capital exceeds 30 percent of their charter (authorized) capital as of the date on which the decision to call (hold) the election for the State Duma was officially published;
- international organizations and international public movements;

- bodies of state authority and local government;
- state-owned and municipal enterprises, institutions and organizations;
- legal entities with a state or municipal share in their charter (authorized) capital exceeding 30 per cent as of the date on which the decision to call (hold) the election for officially published;
- military units, institutions and organizations or law enforcement bodies;
- charity organizations and religious associations as well as organizations established by them;
- anonymous donors (for an individual person – without indication of any of the following data: the first, middle or last name; the place of residence or date of birth; for a legal entity – without indication of any of the following data: the taxpayer's identification number; the name, date of registration, bank account requisites; the note concerning the absence of a state or municipal share in the charter (authorized) capital or the presence of such a share and its size; the note about the absence or presence of foreign investment in the charter (authorized) capital (indicating its share);
- legal entities registered less than a year before voting day.

3.2. The voluntary donations, that are indicated under Points 2.6 and 2.8 of these Directions or that have been paid into the electoral funds of candidates, registered candidates, electoral associations or electoral blocs by the citizens or legal entities barred from making such contributions or that exceed the ceilings established by these Directions, shall be returned by the relevant candidates, registered candidates, electoral associations or electoral blocs to the senders within ten days of the donations being put on the appropriate special electoral accounts, either in full or in the amount that has been found to be in excess of the established donation ceiling, minus the postage and with the payment orders carrying a notation as to the reasons for non-acceptance of the contributions.

3.3. Anonymous donations within ten days of their being placed on a special electoral account shall be remitted by a candidate, registered candidate, electoral association or electoral bloc to the assigned federal budget account with the use of the coded payment order established by the Ministry of Finance of the Russian Federation and made available for the Savings Bank of the Russian Federation.

4. Procedures for Opening Special Electoral Accounts

4.1. A candidate nominated in a single-mandate electoral district shall open a special electoral account of his/her electoral fund with a branch of the Savings Bank of the Russian Federation within the given electoral district on the basis of a bank account agreement* after the appropriate district election commission has been notified in writing about nomination of this candidate or after a copy of the list of candidates nominated to run in single-mandate electoral districts has been submitted to this district election commission upon certification by the Central Election Commission of the Russian Federation, but not later than five days prior to the day on which documents for the registration of the given candidate are due to be submitted to the district election commission.

A special electoral account shall be opened by a candidate (or his/her authorized person equipped with an appropriately notarized proxy) upon presentation at the relevant branch of the Savings Bank of the Russian Federation of a passport or acceptable identification document, written application in compliance with the form held by Attachment 1** and clearance from the appropriate district election commission enabling the given candidate to open a special electoral account, the latter document carrying the address of the assigned branch of the Savings Bank of the Russian Federation. The aforementioned clearance shall be issued to a candidate within three days of the relevant election commission receiving a written notification of the candidate's nomination or a copy of the list of candidates nominated to run in single-mandate electoral districts certified by the Central Election Commission of the Russian Federation, just like other documents that are due to be submitted in a procedure established by Articles 37 and 38 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation".

4.2. An electoral association or electoral bloc shall open a special electoral account with a branch of the Savings Bank of the Russian Federation within the given electoral district on the basis of a bank account agreement* after it receives a copy of the federal list of candidates certified by the Central Election Commission of the Russian Federation but not later than five days prior to the day on which docu-

* A bank account agreement shall be honored by the Savings Bank of the Russian Federation as agreed with the Central Election Commission of the Russian Federation.

** The exact particulars contained in Attachment 1 and all other Attachments to these Directions and characterizing candidates, registered candidates, electoral associations or electoral blocs (given in semi-bold-face) are merely examples and can not be regarded as prescriptive. All possible coincidences with real-life individual or organizations are wholly unintentional.

ments for registration of the federal list are due to be submitted by the Central Election Commission of the Russian Federation.

To obtain clearance from the Central Election Commission of the Russian Federation in order to open a special electoral account, an electoral association's or electoral bloc's authorized representatives on financial matters shall submit the following set of documents:

- a decision of the relevant conference (congress) or statement of the minutes kept by the meeting of an electoral association or electoral bloc on the questions of appointing the authorized representatives on financial matters with the right of first and second signature and on affixing the seal to financial documents;

- proxies of the authorized representatives on financial matters;

- cards bearing signatures of the authorized persons on financial matters for an electoral association or electoral bloc, and the seal impression;

- in addition to the aforementioned documents, an electoral bloc shall make available a certified copy of the excerpt from the decision on the procedure for reimbursing the federal money and the cost of the airtime and print space provided by the appropriate mass media organizations free of charge.

A special electoral account of an electoral association or electoral bloc shall be opened by a branch of the Savings Bank of the Russian Federation on the basis of a written application by the interested party (see Attachment 1) and the dedicated decision of the Central Election Commission of the Russian Federation issued after the Commission's certification of a copy of the federal list of candidates concurrently with registration of the relevant electoral association's or electoral bloc's authorized representatives on financial matters and confirmation of the appropriately completed and Central Election Commission-certified two cards bearing exemplary signatures of the authorized representatives on financial matters and acceptance of the seal impression. The seal shall be approved by the relevant electoral association or electoral bloc.

4.3. A candidate, electoral association or electoral bloc within three days of opening a special electoral account shall advise the relevant district election commission and the Central Election Commission of the Russian Federation of the opened special electoral account's requisites (bank data) in compliance with the form held by Attachment 2 to these Directions.

4.4. A candidate, electoral association or electoral bloc may each open just one special electoral account in the appropriate electoral district.

4.5. If, after opening a special electoral account, a candidate or registered candidate changes his/her electoral district by a decision of an electoral association or electoral bloc in a procedure established by the existing federal law, this candidate or registered candidate shall:

- prior to submitting the final financial report to the given electoral district's election commission, return the money remaining on this account to the legal entities and individual persons, that made contributions (transfers) to the electoral fund, in proportion to the amounts paid by them, minus the postage and the money paid as an electoral deposit (if the deposit was paid);

- submit the final financial report to the district election commission of the given electoral district and a copy of the financial report to the district election commission of the new electoral district;

- open a special electoral account in the new electoral district in a procedure established by these Directions.

If, the relevant district election commission is yet to be formed, the documents relating to the opening or closing of a candidate's special electoral account shall be submitted to the election commission of a Subject of the Russian Federation.

4.6. Branches of the Savings Bank of the Russian Federation shall not charge candidates, registered candidates, electoral associations or electoral blocs any fee for opening and servicing a special electoral account and shall not pay any interest on the funds kept thereon.

4.7. A special electoral account of an electoral fund shall, in keeping with the provisions of this Section, be opened for a candidate on balance account No. 40810 "Other Accounts. Natural persons – electoral fund resources" and for an electoral association or electoral bloc – on balance account No. 40704 "Election resources. Special electoral account".

5. Remittance of Monetary Resources to Electoral Funds

5.1. Voluntary contributions to the electoral fund of a candidate, registered candidate, electoral association or electoral bloc shall be accepted in person from citizens of the Russian Federation by either creditor organizations or post offices only upon presentation of a passport or valid identification docu-

ment. In his/her payment order the donor shall indicate his/her first, middle and last name; date of birth; full residence address (as registered) that are matched by the relevant creditor organization or post office against the data held by the passport or any other valid identification document.

5.2. Voluntary contributions by legal entities to the electoral fund of a candidate, registered candidate, electoral association or electoral bloc shall be completed in the form of non-cash remittances of money to the appropriate special electoral account. The payment order shall contain the following information: taxpayer's identification number; full name; date of registration; legal entity's bank data; the note concerning the presence and share (in terms of percentage) or the absence of foreign, state or municipal share in the charter (authorized) capital.

5.3. The relevant election commission shall rule to remit the released federal budget resources to the federal fund of a candidate, electoral association or electoral bloc through the use of the dedicated payment order issued only after registration of the candidate or federal list of candidates, but not later than 40 days prior to voting day.

5.4. All funds deposited in a special electoral account shall be in the currency of the Russian Federation. No funds in any foreign currency shall be accepted.

5.5. Voluntary donations from individual persons or legal entities shall be remitted (transferred) to special electoral accounts by creditor organizations or post offices not later than the business day immediately following the receipt of a money transfer or the appropriate payment order.

6. Expending Electoral Fund Resources

6.1. The resources of an electoral fund shall be purpose-oriented and may be expended in order to:

- finance the administrative and technical measures aimed to assure collection of voter signatures in support of nominating a candidate (list of candidates), including payments for services rendered to collect voter signatures;

- support the election campaigning effort run via the mass media vehicles (radio, television, print media periodicals), through public events (rallies, meetings with the voters, marches, etc.), by way of fabricating and distributing assorted print materials (leaflets, posters, other information and propaganda materials), as well as through producing and distributing audio-visual and other information materials;

- pay for information and consulting work (services) (conduct of sociological studies); pay for specialized skills relating to campaign technologies, image-making and other services;

- pay for other work and services performed (rendered) either by legal entities or citizens of the Russian Federation (contracted work and services) and cover other expenses directly related to election campaign activities (acquisition of office supplies, travel expenses, acquisition of stationery, communications expenses, telephone bills, etc.);

- pay an electoral deposit.

6.2. A candidate, registered candidate, electoral association or electoral bloc may use only those donations from individual persons or legal entities that were remitted by the donors before voting day in keeping with the established legal procedure.

6.3. Branches of the Savings Bank of the Russian Federation shall forward to the appropriate election commission the facsimile-signature-certified data on incomings and outgoings of resources held by the special electoral account of a candidate, registered candidate, electoral association or electoral bloc on a daily basis in a computer-readable form and simultaneously in compliance with the forms contained in Attachments 3 and 4 to these Directions. Should the "Klient-Sberbank" system be unavailable, the said data shall on a weekly basis (Thursday) be dispatched in the form of hard copies bearing the signature of manager of the relevant branch of the Savings Bank of the Russian Federation and the branch's seal on pursuant to the aforementioned forms, and every three business days within ten days before voting day. The provisions on reporting that information shall be made part of a bank account agreement. While responding to their formal requests, the appropriate election commission shall advise candidates, registered candidates, electoral associations or electoral blocs of the data released by the relevant branches of the Savings Bank of the Russian Federation on the status of incomings and outgoings of their electoral fund resources.

6.4. While making use of the links maintained by the State Automated System "Vybori", district election commissions shall on a weekly basis make available via election commissions of the Subject of the Russian Federation and Central Election Commission of the Russian Federation summarized real-time data on incomings and outgoings of the electoral fund resources held by candidates or registered candidates in keeping with the forms contained in Attachments 5 and 6 to these Directions.

6.5. A candidate, registered candidate, electoral association or electoral bloc shall account for incomings and outgoings of their electoral fund resources in conformity with the form contained in Attachment 7.

7. Electoral Deposit

7.1. Within ten days after official publication of a decision to call (hold) the election, the Central Election Commission of the Russian Federation, the election commission of a Subject of the Russian Federation shall request branches of the Savings Bank of the Russian Federation to open a special account to accept electoral deposits from candidates, electoral associations or electoral blocs. Within five days of the date of the request of the Central Election Commission of the Russian Federation, the election commission of a Subject of the Russian Federation, branches of the Savings Bank of the Russian Federation shall open a special account of the appropriate election commission to accept electoral deposits.

Special accounts to accept electoral deposits from candidates, electoral associations or electoral blocs shall be opened upon submission to the appropriate branches of the Savings Bank of the Russian Federation of an application filled out pursuant to the prescribed form, two cards bearing signatures of the authorized persons, impression of the seal, statements of job appointments for the persons indicated by the cards. In order to open a special account for the election commission of a Subject of the Russian Federation, the cards with exemplary signatures and seal impressions shall be certified in a procedure established for legal entities. The bank shall charge no fee for opening and servicing the account and shall pay no interest on the funds kept hereon.

Branches of the Savings Bank of the Russian Federation shall remit funds paid as electoral deposits not later than the next day after the deposit was paid.

7.2. The appropriate district election commission or, if it has not been formed, the election commission of a Subject of the Russian Federation shall in the written form advise the relevant candidate, electoral association or electoral bloc of the number of the special account of the election commission of the given Subject of the Russian Federation or Central Election Commission of the Russian Federation opened at a branch of the Savings Bank of the Russian Federation for payment of an electoral deposit.

7.3. Branches of the Savings Bank of the Russian Federation shall on a daily basis submit to the Central Election Commission of the Russian Federation, election commission of a Subject of the Russian Federation statements of the special account of the appropriate election commission opened to accept an electoral deposit by candidates, electoral associations, electoral blocs. The account statements shall be accompanied with copies of the payment orders underpinning the electoral deposit transfer.

7.4. Within three days upon formation of a district election commission, the election commission of a Subject of the Russian Federation shall advise the district election commission of the number of the special account for payment of an electoral deposit and shall keep it informed on a daily basis about the payment by candidates of electoral deposits into the special account of the election commission of the Subject of the Russian Federation in pursuance of the form prescribed by Attachment 8.

The election commission of a Subject of the Russian Federation, Central Election Commission of the Russian Federation shall make use of the said form to track the flows of electoral deposit resources through the election commission's special account (with totals provided on an accrual basis).

7.5. An electoral deposit for a candidate shall be equal to one thousand (1,000) the minimum wage established by the federal law (in the 1999 election of deputies of the State Duma of the Federal Assembly of the Russian Federation, the amount reaching 83,490 rubles), and an electoral deposit for an electoral association, electoral bloc shall be equal to twenty five thousand (25,000) times the minimum wage established by the federal law (in the 1999 election of deputies of the State Duma of the Federal Assembly of the Russian Federation, the amount standing at 2,087,250 rubles).

7.6. Individual persons and/or legal entities voluntarily contributing money to the electoral fund of a candidate, electoral association, electoral bloc as an electoral deposit shall make a notation in the relevant payment order as to the purpose of the given donation. If only part of the donation is intended as an electoral deposit, each segment of the donation shall be covered by the appropriate payment order. If this money or a part thereof has not been used for payment of an electoral deposit, the candidate, electoral association, electoral bloc shall return it (minus postage) to the individual persons or legal entities, that donated (remitted) this money, not later than ten days after expiration of the period for the registration of candidates, federal lists of candidates.

7.7. A candidate, electoral association, electoral bloc may pay as an electoral deposit any part of the money remitted to the electoral fund in the manner established by law.

7.8. A candidate, electoral association, electoral bloc shall pay the full amount of the electoral deposit in a lump sum out of their electoral funds into the special account of the appropriate election commission for the payment of electoral deposits not earlier than 85 and not later than 55 days before voting day. When paying an electoral deposit, a candidate, electoral association, electoral bloc shall indicate the purpose of the payment, with a candidate also indicating his/her first, middle and last name; number of the electoral district, and an electoral association, electoral bloc indicating their names. When remitting money out of the electoral fund to the special account of the appropriate election commission, a candidate, electoral association, electoral bloc shall make use of the form prescribed by Attachment 9 to inform the election commission that registers the candidates, federal lists of candidates about the source (sources) from which this money was contributed to the special electoral account of the candidate, electoral association, electoral bloc, with an individual donor indicating his/her first, middle and last name, place of residence and date of birth, and a corporate donor revealing its name and bank account data.

7.9. If a candidate, electoral association, electoral bloc has paid an electoral deposit into the special account of the appropriate election commission in a larger amount than established by Point 7.5 of these Directions, the excess amount shall be returned to his/her (its) electoral fund by the appropriate election commission within ten days after the day on which the electoral deposit was paid into the special account.

7.10. If a candidate, electoral association, electoral bloc has paid an electoral deposit into the special account of the appropriate election commission in a smaller amount than established by Point 7.5 of these Directions or if an electoral deposit has been paid into the appropriate election commission's special account later than fifty five days before voting day, the given election commission shall rule to return the remitted money to the appropriate electoral fund within twenty days after the day on which it was paid into the special account.

7.11. A candidate, registered candidate, electoral association, electoral bloc shall not use his/her (its) electoral fund resources intended for payment of an electoral deposit for any other purpose.

7.12. If a candidate withdraws his/her statement of consent to run, a registered candidate withdraws his/her candidacy, an electoral association, electoral bloc recalls its candidate, registered candidate, federal list of candidates (save the cases stipulated by Clause 15 Article 51 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"), the electoral district where a candidate has been nominated to run is changed in accordance with Clause 10 Article 38 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation", registration of a candidate or federal list of candidates is denied (provided the denial is not due to the reasons set forth in Clause 2 Article 91 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"), the paid electoral deposit shall be returned by the election commission to the appropriate electoral fund within ten days after the day on which the electoral association, electoral bloc, candidate, registered candidate submit an appropriate statement (notification) to the Central Election Commission of the Russian Federation, the election commission of a Subject of the Russian Federation, the district election commission, or after the day on which registration was denied.

7.13. If a candidate, federal list of candidates has been registered on the basis of submitted voter signatures, the electoral deposit paid into the special account of the election commission by the candidate, electoral association or electoral bloc shall be returned to the corresponding electoral fund within ten days after the date of registration of the candidate, federal list of candidates.

7.14. If, according to the voting returns, a registered candidate has received not less than five percent of the total number of votes cast by voters who took part in the voting in a single-mandate electoral district or has been elected and if, according to the voting returns, a federal list of candidates nominated by an electoral association or electoral bloc has received not less than three percent of the total number of votes cast by voters who took part in the voting in the federal electoral district or the federal list of candidates has gained the right to participate in the distribution of deputy mandates, the electoral deposit paid by the candidate, electoral association or electoral bloc shall be returned by the appropriate election commission to the electoral fund of the registered candidate, electoral association or electoral bloc within five days after the day of official publication of the election results.

7.15. If an electoral deposit is not supposed to be returned to the electoral fund of a candidate, registered candidate, electoral association or electoral bloc (save the cases stipulated by Points 7.9, 7.10, 7.12 and 7.13 of these Directions), it shall be remitted by the appropriate election commission to the federal budget within sixty days after voting day.

7.16. Within ten business days after the electoral deposits were returned to their special electoral accounts by the appropriate election commission, a candidate, registered candidate, electoral

association or electoral bloc shall return the money (minus postage) to the individual persons and legal entities that had paid the money into the relevant electoral funds, with a note being made to the effect that the money was intended for the payment of an electoral deposit. The remaining part of the electoral deposit, if any, returned by the election commission shall be included in the balance of the unspent money of the electoral fund of the relevant candidate, registered candidate, electoral association or electoral bloc.

7.17. An election commission shall not use the money paid as an electoral deposit in a manner other than the one established by these Directions.

7.18. A special account to accept electoral deposits from candidates, electoral associations or electoral blocs shall be closed upon receiving a written application made by the appropriate election commission following the return of electoral deposit resources to the relevant electoral funds or their remittance to the federal budget within sixty days after voting day.

7.19. The money paid as an electoral deposit shall be either remitted to the federal budget or returned to the relevant electoral funds by branches of the Savings Bank of the Russian Federation on the basis of decisions of the appropriate election commission.

7.20. To pay an electoral deposit stipulated by the provisions of this Section, an election commission shall open a separate personal account on balance account No. 40811 "Election resources. Electoral deposit".

8. Bans on Expenditures Over Electoral Fund

8.1. Candidates, registered candidates, electoral associations or electoral blocs shall not seek to bypass the electoral funds to expend money on the functions relating to their campaigning goals, including payment for voter signature collection services, election campaign efforts and other activities of that kind having to do with the uses of premises, transport means, communication facilities or office equipment.

8.2. Legal entities, their subsidiaries and units shall not sell goods, perform work or render services, relating to the election campaign efforts pursued by candidates, registered candidates, electoral associations or electoral blocs, either free of charge or at unreasonably low or high rates.

The "unreasonably low rates" notion implies sales of goods, performance of work or rendering of services at the rates two-plus times lower than the average rates used within the given region, while the unjustly "unreasonably high rates" notion stands for sales of goods, performance of work or rendering of services at the rates two-plus times higher than the average rates in the given region.

Preliminary assessments of the cases of unjustly reduced or blown rates, uncharged work (services) done or rendered for a candidate, registered candidate, electoral association or electoral bloc shall be made either by review-auditing services or experts contracted by the review-auditing services established with the appropriate election commissions. Should it be necessary to obtain any additional information on the matter, the appropriate election commissions may turn to the federal law enforcement, financial and other cognizant agencies.

8.3. Candidates, registered candidates, electoral associations or electoral blocs and their authorized representatives shall not hand out to voters any amounts of money or gifts, hold sales of goods as cut-rate prices, or distribute any products free of charge with the exception of printed matter (including graphic materials) and pins specially fabricated at the expense of the relevant electoral fund to support the election campaign.

9. Settlements by Candidates, Registered Candidates, Electoral Association or Electoral Blocs with Individual Persons and Legal Entities

9.1. Sales of goods, performance of paid work and provision of services by individual persons or legal entities for candidates, registered candidates, electoral associations or electoral blocs shall be documented in writing to indicate particulars of the parties, volume of the contracted work, value of the work, rates by category (calculations, estimates of costs), payment rules and deadlines. Candidates, registered candidates, electoral associations or electoral blocs may conclude contracts for the requisite work or services only with the citizens of the Russian Federation aged 18 and older.

Completed work or services shall be confirmed by the appropriate statements of acceptance, bills and invoices signed by the employer (a candidate, registered candidate, electoral association's or electoral bloc's authorized representative on financial matters) and contractor.

9.2. As they proceed to design orders relating to the production, placement and distribution of campaign propaganda materials in support of a registered candidate, electoral association or electoral bloc with their registered lists candidates, individual persons or legal entities shall submit to the relevant print media organization, TV and radio broadcaster or enterprise, engaged in the fabrication of campaign propaganda products, the appropriately documented consent (completed in conformity with the form contained in Attachment 10) of a registered candidate, his/her authorized person, electoral association's or electoral bloc's authorized representative on financial matters to have the said work or services performed and paid for out of their electoral funds.

9.3. Candidates, registered candidates, electoral associations or electoral blocs shall complete their settlements with legal entities for the work done or service provided in the non-cash form by way of writing down the resources held by special electoral accounts.

9.4. All print campaign propaganda materials shall bear the name and address of the manufacturer (the first, middle and last names of the persons and their residence addresses), the name of the organization (the first, middle and last name of the person) that placed an order for the said printed matter, as well as any particulars on their press runs and release dates. No print campaign propaganda materials lacking the aforementioned data shall be released. Before any print campaign propaganda materials are released, a registered candidate shall make a presentation of copies of his/her materials before the relevant district or territorial election commission, while an electoral association or electoral bloc shall do the same before the Central Election Commission of the Russian Federation. With the needed technical capabilities lacking, campaign propaganda materials may be presented in the form of photocopies.

9.5. Citizens of the Russian Federation that have reached majority may be attracted, without any involvement of third parties, on a voluntary basis to perform unpaid work or services relating to the election campaign drives pursued by a candidate, registered candidate, electoral association or electoral bloc.

10. Termination of Special Electoral Account Operations

10.1. All financial operations for the payment of expenses from special electoral accounts of electoral funds of registered candidates, electoral associations or electoral blocs with registered federal lists of candidates shall be discontinued on voting day, save the cases stipulated by Point 10.3 and Section 12 of these Directions.

The last day for financial operations for the payment of expenses from special electoral accounts shall be the business day preceding the voting day and lasting for a stretch of time established for a regular business day by the given branch of the Savings Bank of the Russian Federation. The money remitted through the payment orders filled before voting day but received by a branch of the Savings Bank of the Russian Federation at a later date shall be entered on a special electoral account.

10.2. Based on a written directive from the Central Election Commission of the Russian Federation or district election commission, branches of the Savings Bank of the Russian Federation shall discontinue all financial operations for the payment of expenses from special electoral accounts of electoral funds of the registered candidates, electoral associations or electoral blocs that have either failed to honor the relevant provisions of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation" and duly submit to the appropriate election commission a set of documents needed for registration or have been denied registration, or have withdrawn their statements of consent to run, or have withdrawn their candidacies, or have been recalled by an electoral association or electoral bloc, or have recalled the federal list of candidates, or if that list of candidates has been deregistered.

10.3. Proceeding from a motivated application of a candidate, registered candidate, electoral association or electoral bloc, the Central Election Commission of the Russian Federation or district election commission may grant extension for the relevant financial operations that shall be no longer than fifteen days and that shall be enjoyed by:

- a candidate, electoral association or electoral bloc with unregistered list of candidates – in order to complete payments for the work, services or goods done, provided or acquired before the date of their registration denial; before the date a candidate was recalled by an electoral association or electoral bloc; before a candidate withdrew his/her statement of consent to run; before a federal list of candidates was withdrawn by an electoral association or electoral bloc; before the deadline established by law for the presentation of voter support signatures and other documents needed to secure registration was reached;

- a registered candidate, candidate that has withdrawn his/her candidacy, candidate that has been recalled by an electoral association or electoral bloc, electoral association or electoral bloc that have

withdrawn their registered lists of candidates, registered candidate who has been deregistered, electoral association or electoral bloc whose federal lists of candidates have been deregistered – in order to complete payments for the work, services and goods done, provided or acquired before the dates of deregistration, candidacy withdrawal, recall of the registered candidate or registered federal list of candidates;

- other registered candidates, electoral associations or electoral blocs – in order to complete payments for the work, services or goods performed, provided or secured before voting day.

The appropriate election commission shall advise the relevant branch of the Savings Bank of the Russian Federation of any extension granted to carry on financial operations for the payment of expenses from special electoral accounts of electoral funds.

11. Information Released to Mass Media

11.1. The Central Election Commission of the Russian Federation or a district election commission shall hand over to the mass media copies of financial reports, filled by electoral associations or electoral blocs with registered federal lists of candidates, or registered candidates, within five days of those reports being received.

A district election commission, the Central Election Commission of the Russian Federation shall every two weeks before voting day forward to the editorial offices of print mass media periodicals the releasable information on incomings and outgoings of the electoral fund resources held by candidates, registered candidates, electoral associations or electoral blocs in pursuance of the form contained in Attachment 11.

11.2. The editorial offices of print media periodicals entered on the list published by the Central Election Commission of the Russian Federation and election commissions of the Subjects of the Russian Federation, while acting in accordance with Clauses 2 and 3 Article 55 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation", shall release the following information they receive at least once every two weeks from the Central Election Commission of the Russian Federation or district election commission pursuant to the forms contained in Attachments 12 and 13:

- on the legal entities contributing to an electoral fund a sum in excess of more than one thousand (1,000) times the minimum monthly wage – for an electoral association or electoral bloc, and in excess of two hundred and fifty (250) times the minimum monthly wage – for a candidate or registered candidate (in the 1999 election of deputies of the State Duma of the Federal Assembly of the Russian Federation, the ceilings reaching 83,490 and 20,873 rubles accordingly);

- on the number of individual persons contributing to an electoral fund of a candidate, registered candidate, electoral association or electoral bloc a sum totaling in excess of more than fifty (50) times the minimum monthly wage (in the 1999 election of deputies of the State Duma of the Federal Assembly of the Russian Federation, the ceiling standing at 4,175 rubles);

- on the financial operations for the payment of expenses from a special electoral account if the cost of such an operation exceeds the minimum wage by more than two thousand (2,000) times – for an electoral association or electoral bloc, and by more than five hundred (500) times – for a candidate or registered candidate (in the 1999 election of deputies of the State Duma of the Federal Assembly of the Russian Federation, the ceilings reaching 166,980 and 41,745 rubles accordingly);

- on the monetary resources refunded to the donors, with the indication of the reasons therefor;

- on the overall amounts of resources paid into and expended out of an electoral fund.

12. Return of Federal Budget Resources

12.1. The candidate failing to secure registration by the appropriate district election commission; the electoral association or electoral bloc failing to secure registration of their federal lists of candidates before submitting the final financial report, but not before the electoral deposit (if it has been paid) being returned by the relevant election commission, shall return the unspent electoral fund money to the individual persons or legal entities, that had made their donations to the electoral funds, in proportion to their contributions (minus the postage expenses).

12.2. The registered candidate that secured three or more percent of the votes cast by the voters participating in the voting in a single-mandate electoral district or that was passed as elected; the registered candidate that withdrew his/her candidacy before the polling day for compelling reasons; the electoral association or electoral bloc that secured two or more percent of the votes cast by the voters partici-

participating in the voting in the federal electoral district or that took part in the distribution of deputy mandates; as well as the electoral association or electoral bloc that withdrew their federal lists of candidates for compelling reasons shall within thirty (30) days of the balloting day remit to the appropriate election commission the unspent electoral fund resources in proportion to the amounts paid into their electoral funds by the given election commission. Upon the elapse of the said period, the unspent electoral fund money due to be repaid to the appropriate election commission shall be claimed in keeping with the established legal procedure. Other unspent resources remaining on the special electoral accounts of electoral funds shall, prior to submitting the final financial report and upon receiving a written clearance from the appropriate election commission, be returned (minus the postage expenses) by the relevant registered candidate, electoral association or electoral bloc to the individual persons or legal entities, that had made their donations to the given electoral funds, in proportion to the amounts contributed.

12.3. The registered candidate that secured under three percent of the votes cast by the voters participating in the voting in a single-mandate electoral district; the electoral association or electoral bloc that secured under two percent of the votes cast by the voters participating in the polling in the federal electoral district shall within thirty (30) days of the voting day fully return the resources received from the – appropriate election commission for the purposes of forming their electoral funds and covering the transportation expenses.

12.4. The registered candidate that withdrew his/her candidacy without any compelling reasons (save the cases stipulated by Point 12.8 of these Directions) shall within thirty (30) days of the voting day fully repay to the appropriate district election commission the resources received to form his/her electoral fund and cover the transportation expenses.

12.5. The electoral association or electoral bloc that recalled their registered candidate, nominated to run in a single-mandate electoral district, without any compelling reasons (save the cases stipulated by Point 12.8 of these Directions) shall within thirty (30) days of the voting day fully return (not out of the electoral fund of an electoral association or electoral bloc) to the appropriate district election commission the resources received by the given registered candidate to form his/her electoral fund and cover the transportation expenses.

12.6. The electoral association or electoral bloc that recalled their federal lists of candidates without compelling reasons therefor or whose federal lists of candidates were deregistered on account of more than 25 percent of the listed candidates being removed from the certified federal list of candidates or on account of one or more of the top three candidates in the all-federal segment of the certified federal list of candidates leaving the list without any compelling reasons therefor (save the cases stipulated by Point 12.8 of these Directions) shall within thirty (30) days of the voting day fully return to the Central Election Commission of the Russian Federation the monetary resources received in order to form its electoral fund and cover the transportation expenses.

12.7. The registered candidate that was deregistered pursuant to the provisions of Clauses 3 or 5 Article 91 of the Federal Law “On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation”, the electoral association or electoral bloc that do not come within the meaning of Point 12.8 of these Directions and whose federal lists of candidates were deregistered in conformity with Clauses 3 or 5 Article 91 of the Federal Law “On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation” shall within thirty (30) days of the voting day fully return to the relevant election commission the monetary resources received in order to form their electoral funds and cover the transportation expenses.

12.8. A registered candidate, electoral association or electoral bloc shall within thirty (30) days of the voting day refund all of the expenses incurred by the appropriate election commission in the conduct of elections provided: a registered candidate had withdrawn his/her candidacy without compelling reasons therefor; an electoral association or electoral bloc had recalled their registered candidate, nominated to run in a single-mandate electoral district, without any compelling reasons therefor; a candidate had been deregistered in accordance with Clauses 3 or 5 Article 91 of the Federal Law “On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation”; an electoral association or electoral bloc had recalled their registered federal lists of candidates without compelling reasons therefor; or a federal list of candidates had been deregistered pursuant to Clause 11 Article 51, Clauses 3 and 5 Article 91 of the Federal Law “On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation”, which circumstances resulted in: an electoral district having either no registered candidate or only one registered candidate, the federal electoral district having either no federal list of candidates or only one such list of candidates, with the relevant district election commission and the Central Election Commission of the Russian Federation subsequently ruling to postpone the elections in the given single-mandate electoral district by no more than two months and by a maximum of three months in

the federal electoral district in order to allow for nomination of new candidates or lists of candidates and conduct of relevant election campaign activities.

Whenever the obligation to refund the expenses is placed on an electoral bloc, the aforementioned debt money shall be equitably shared by the given bloc's electoral associations as of the date of the relevant decision made by the electoral bloc or of the date of the ruling passed by the Central Election Commission of the Russian Federation on deregistering the bloc's federal list of candidates unless provided otherwise by the bloc-founding decision that was duly reported to the Central Election Commission of the Russian Federation.

12.9. Upon the elapse of thirty (30) days after voting day, the money due to the election commission in pursuance of Points 12.3 – 12.8 of these Directions shall be indisputably claimed by the given election commission in accordance with the established legal procedure.

12.10. The appropriate election commission within three days of official publication of the general election results shall advise the registered candidates, electoral associations or electoral blocs, not coming within – Point 12.2 of these Directions, of their debts on the federal money remitted in accordance with the prescribed order to their electoral funds and received to cover the transportation expenses.

The appropriate election commission shall advise the registered candidates, electoral associations or electoral blocs, coming within Point 12.8 of these Directions, of the amounts of refundable expenses incurred by the given election commission within ten (10) days following the date of the relevant election commission's decision after which point there emerged the circumstances covered by Clause 14 Article 51 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation".

12.11. The registered candidate, electoral association or electoral bloc, not coming within Point 12.8 of these Directions, shall be barred from returning the unspent electoral fund resources to the donors from amongst organizations or individual persons prior to the return of money to the appropriate election commission and before the relevant electoral association or electoral bloc have refunded the cost of free airtime and print space made available by television and radio broadcasters and print media periodicals in keeping with the order prescribed by Section 13 of these Directions. Notably, the relevant electoral association or electoral bloc shall first return the federal budget money due to the appropriate election commission. Following the return of resources to the appropriate election commission and refunding the cost of free airtime and print space provided by television and radio broadcasters and print media periodicals, the unspent electoral fund resources shall be remitted to the accounts of the donating organizations or individual persons in proportion to their donations or contributions.

12.12. The money remaining on special electoral accounts of the electoral funds held by candidates, registered candidates, electoral associations or electoral blocs after the elapse of sixty (60) days from voting day shall in response to the dedicated written order from the appropriate election commission (with the relevant bank account data and ruble amounts being indicated) be remitted by branches of the Savings Bank of the Russian Federation to the federal budget accounts.

12.13. If the federal fund of a registered candidate, electoral association or electoral bloc holds no or insufficient resources, the relevant registered candidate, electoral association or electoral bloc shall use their own resources to remit the due federal money amounts to the appropriate election commission. Whenever the obligation to return the federal budget money allocated to form an electoral fund and cover the transportation expenses is placed on an electoral bloc, the resources due to be returned shall be equally split among the electoral associations making the given bloc as of the balloting day unless provided otherwise by the joint bloc-making decision submitted to the Central Election Commission of the Russian Federation prior to the date of registration of the given federal list of candidates.

12.14. Whenever the registered candidates, electoral associations or electoral blocs, that do not come within Point 12.2. of these Directions and that have not returned the federal budget money received to form electoral funds and cover the transportation expenses prior to submission of the final financial report to the appropriate election commission, concurrently with the timely submission of the final financial report submitted the statements (filled out in keeping with the forms prescribed by Attachments 14, 15 and 16) to the effect that they shall return the due monetary resources, they may keep returning the federal budget resources within twelve months of the balloting day in the following manner: a registered candidate – to the account of the appropriate electoral commission of the Subject of the Russian Federation where the electoral district in question was located; an electoral association or electoral bloc – to the prescribed account of the Central Election Commission of the Russian Federation. Notably, the due federal money may be remitted by installments, with each one at least making one third of the amount subject to be returned.

Should the assumed obligations fail to be honored, the due amounts shall be claimed in conformity with the established legal procedure after the elapse of the period indicated in the appropriate statement for the return of the federal money.

12.15. Whenever the registered candidates, electoral associations or electoral blocs, that do not come within Point 12.2 of these Directions and that have not returned to the appropriate election commission the monetary resources received to form electoral funds or cover the transportation expenses prior to submission of the final financial report, have failed to file in statements, concurrently with submission of the final financial report, to the effect that they shall return the due money within the prescribed timelines, the said amounts shall be claimed in keeping with the established legal procedure following the deadline for submission of the final financial report.

12.16. Whenever a candidate or registered candidate has lost his/her status, the relevant liabilities under this Section of the Directions shall be placed on the individual person posing as candidate or registered candidate. Following completion of the election campaign, the obligations placed under these Directions on electoral associations or electoral blocs shall be borne by the political public associations participating in the appropriate election campaign, including the ones campaigning as part of electoral blocs.

12.17. Election commissions of the Subject of the Russian Federation shall within thirteen (13) months of the balloting day (and in the event of by-elections being called before voting day – within ten days of the by-election day) shall report (in keeping with the form prescribed by Attachment 27) to the Central Election Commission of the Russian Federation the information on the Russian Federation citizens holding debts to the appropriate election commissions.

12.18. The Central Election Commission of the Russian Federation within ten days of official publication of the decision on calling the next main, repeat or by-elections of deputies of the State Duma of the Federal Assembly of the Russian Federation shall forward to the election commission of the Subjects of the Russian Federation the list of individual persons holding monetary debts to the election commissions. The election commission of a Subject of the Russian Federation shall forward the said list to district election commissions within five days of their formation or, in the event of by-elections, within five days of receiving the aforementioned list of individual debtors.

13. Compensation by Electoral Associations or Electoral Blocs for the Cost of Free Airtime and Print Space

13.1. The TV and radio broadcasters and print media organizations, that provided airtime and print space to registered candidates, electoral associations or electoral blocs shall within five days before and after voting day shall submit to the election commission of a Subject of the Russian Federation, to the Central Election Commission of the Russian Federation the information on the volumes and costs of the airtime and print space made available free of charge, in accordance with the forms prescribed by Attachments 19, 20, 21 and 22 to these Directions.

13.2. The electoral associations or electoral blocs that do not come within Point 12.2 of these Directions shall fully compensate the relevant TV and radio broadcasters and print media organizations for the costs of airtime and print space that they provided free of charge. The said costs shall be reimbursed by the appropriate electoral associations or electoral blocs out of their electoral funds before submission of the final financial report.

13.3. Within three days after official publication of the general election results, the Central Election Commission of the Russian Federation shall forward to the relevant TV and radio broadcasters and print media organizations, entered on the list stipulated by Point 11.2 of these Directions, a list of electoral associations or electoral blocs, as well as of the electoral associations making the blocs committed to fully reimburse the costs of airtime and print space provided free of charge, their legal addresses and certified copies of the excerpts from the joint decisions of the electoral blocs concerning the procedures for payment of compensation for the airtime and print space made available free of charge.

13.4. Within ten days after publication of the general election results, the relevant TV and radio broadcasters and print media organizations shall inform each electoral association or electoral bloc coming within Point 13.2 of these Directions and each electoral association making such a bloc about the volumes and costs of the free airtime and print space provided and about their own legal addresses and bank accounts.

13.5. The cost of free airtime and print space shall be determined through the volumes of airtime and print space provided to the relevant electoral associations or electoral blocs pursuant to the provisions of Clauses 5 and 6 Article 56 and Clauses 4 and 5 Article 57 of the Federal Law "On the Election

of Deputies of the State Duma of the Federal Assembly of the Russian Federation" multiplied by the rates established and made public by the appropriate TV and radio broadcasters and print media organizations in conformity with Clause 12 Article 56 and Clause 9 Article 57 of the said Federal Law. Whenever the electoral associations or electoral blocs with registered federal lists of candidates used free airtime for joint campaigning events, the amounts of monetary resources to be returned by each one of them shall be determined in equal shares by the given TV and radio broadcasting organizations depending on the total number of participants (electoral associations, electoral blocs) in each of the said joint campaigning events in which they took part. No monetary compensation shall be paid for free airtime or print space if an electoral association or electoral bloc officially refused to use free airtime two days before the scheduled appearance or declined to use free print space five days before the scheduled release of the relevant print media periodical.

13.6. The electoral associations or electoral blocs, that do not come within Point 13.2 of these Directions, prior to submission of the final financial report, return of the monetary resources to the appropriate election commission or prior to reimbursement of the costs of airtime and print space provided by TV and radio broadcasters and print media organizations free of charge, shall not return the unspent electoral fund resources to the individual persons or legal entities that had made their donations and contributions to the said electoral funds. After the due monetary resources have been remitted to compensate for the costs of free airtime and print space provided by the relevant TV and radio broadcasters and print media organizations, the electoral associations or electoral blocs, that do not come within Point 12.2 of these Directions, shall remit the unspent sums remaining in their electoral funds to the bank accounts of individual persons or legal entities, that had made their donations, in proportion to the amounts thereof.

13.8. The electoral associations or electoral blocs, that do not come within the meaning of Point 12.2 of these Directions and that have not returned to the Central Election Commission the money received to form electoral funds and cover the transportation expenses, and that have failed to observe the provisions of Point 13.2 of these Directions prior to submission of the final financial report, may keep repaying the costs of free airtime and print space provided by TV and radio broadcasters and print media organizations within twelve (12) months of the balloting day, provided concurrently with the timely submission of their final financial reports they also forwarded to the Central Election Commission of the Russian Federation, relevant TV and radio broadcasters and print media organizations accordingly their written statements (filled out pursuant to the forms contained in Attachments 17 and 18) to the effect that they shall repay the debt within the indicated timelines.

Should the statement-held obligations fail to be honored, the money shall be claimed in conformity with the established legal procedure following the elapse of deadlines indicated in the statements.

13.9. Should the electoral associations or electoral blocs indicated under Point 13.8 fail to send in their statements of obligation to return the money, concurrently with submission of their final financial reports, the said monetary resources shall be collected on the basis of a court order upon the elapse of the period for the return of the money indicated in the statements.

13.10. The obligations borne by electoral associations or electoral blocs pursuant to the provisions of this Section of the Directions shall, following the election campaign, be placed on the political public associations participating in the relevant election campaign as electoral association, including the ones that operated as part of electoral blocs.

13.11. Not later than thirteen (13) months after voting day, TV and radio broadcasters and print media organizations shall inform the Central Election Commission of the Russian Federation of the political public associations, coming within the meaning of Point 13.2 of these Directions, that have not paid full compensation for the costs of free airtime and print space.

14. Taxation

Pursuant to Federal Law No. 29 of October 27, 1994 "On Amendments and Additions to Separate Laws of the Russian Federation on Taxes and Particulars of Remittances to Separate State Non-Budgetary Funds":

- the income tax on the electoral fund resources held by candidates or registered candidates running for deputies of the State Duma of the Federal Assembly of the Russian Federation, received and expended to pay the election campaign costs and duly accounted for, shall be neither charged nor paid;
- the revenues received by individual persons out of the electoral funds held by candidates or registered candidates running for deputies of the State Duma of the Federal Assembly of the Russian Fed-

eration, electoral associations or electoral blocs as compensation for the work or services directly relating to the conduct of election campaign shall not be taxed;

- the insurance tax contributions to the Pension Fund of the Russian Federation, Social Insurance Fund of the Russian Federation, Public Employment Fund of the Russian Federation and mandatory healthcare insurance funds shall not be charged either on the electoral funds of candidates or registered candidates running for deputies of the State Duma of the Federal Assembly of the Russian Federation, electoral associations or electoral blocs, received and expended to pay the election campaign costs and duly accounted for, or on the revenues received by individual persons out of the electoral funds of candidates or registered candidates running for deputies of the State Duma of the Federal Assembly of the Russian Federation, electoral associations or electoral blocs as compensation for the work or services directly relating to the conduct of election campaign activities.

15. Reporting Procedures

15.1. Candidates, registered candidates, electoral associations or electoral blocs shall submit to the appropriate election commissions reports on the size and sources of their electoral funds as well as on all expenditures made from their electoral funds.

15.2. Candidates, registered candidates, electoral associations or electoral blocs shall file their financial reports with the appropriate election commission within the following timelines:

- the first financial report drawn up in keeping with the form contained in Attachment 23 and supplemented with the information filed pursuant to the form prescribed by Attachment 7 – concurrently with the submission to the appropriate election commission of voter signature sheets (or documents confirming placement of the requisite electoral deposit) and other documents needed for registration to be secured (the report data reflecting the status within five days of the reporting date);

- the second financial report drawn up in keeping with the form contained in Attachment 24 and supplemented with the information filed pursuant to the form prescribed by Attachment 7 – not earlier than twenty (20) days and not later than ten (10) days before voting day (the report data reflecting the status within seven days of the reporting date);

- the final financial report drawn up in keeping with the form contained in Attachment 25 – not later than thirty (30) days after official publication of the election results.

The final financial report shall be submitted together with the primary financial documents confirming contributions of money to and expenditures of resources from the given electoral fund, information filed pursuant to the form contained in Attachment 7 where the column “Line of code in the financial report” reads which financial report line item indicates that or other contribution, return or expenditure of the electoral fund money, as well as all print, audio, video and other campaign propaganda materials. With the technical capacities being insufficient, campaign propaganda materials may be submitted in the form of photocopies.

The final financial report’s primary financial documents shall be arranged chronologically to explicitly reflect financial transactions with the use of special electoral accounts. Notably, the source materials shall be the excerpts from the relevant special electoral accounts backed up by the requisite documents (orders) to confirm incomings (outgoings) of the electoral fund monetary resources.

Whenever the paid work (services) for a candidate, registered candidate, electoral association or electoral bloc has (have) been completed under contracts with third-party (broker) organizations, attached to the prime contract (accompanying the final financial report) concluded between a candidate, registered candidate, electoral association or electoral bloc, on the one hand, and a broker on the other, shall be certified copies of the contracts for the given work (services) concluded between the broker and the contractor that actually performed the work or rendered services.

The final financial report shall be submitted in the booklet form with all of the pages, including the Attachments, numbered throughout.

Whenever requested by the appropriate election commission, candidates, registered candidates, authorized representatives for financial matters from electoral associations or electoral blocs shall provide written comments to back up the submitted financial report.

The financial report (first, second, final) shall be personally signed by candidates, electoral candidates or authorized representatives for financial matters from electoral associations or electoral blocs.

Before the final financial report is submitted, all cash amounts held by candidates as well as those held by electoral associations or electoral blocs shall be returned to the relevant special electoral accounts.

The candidates, electoral associations or electoral blocs with unregistered lists of candidates as well as registered candidates and electoral associations or electoral blocs with registered lists of candidates, that come within the meaning of Point 12.2 of these Directions, shall file in their first financial reports and final financial reports.

15.2. Operating with the use of the "Vybori" State Automated System, district election commissions shall submit via the election commissions of Subject of the Russian Federation to the Central Election Commission of the Russian Federation copies of the (first, second and final) financial reports of the registered candidates within five days of their being received by the appropriate district election commissions.

15.4. District election commissions shall submit to the election commission of a Subject of the Russian Federation the information, filed in keeping with the form prescribed by Attachment 26, on incomings and outgoings of the electoral fund resources of candidates or registered candidates drawn up on the basis of final financial reports submitted by the given candidates or registered candidates as well as report the information on the return of federal budget resources, allocated for the election campaign purposes, by the registered candidates per each single-mandate electoral district (see Attachment 27) within forty five (45) days of official publication of the election results per relevant single-mandate electoral district.

The election commission of a Subject of the Russian Federation shall report to the Central Election Commission of the Russian Federation the information, filed in keeping with the form prescribed by Attachment 26, on incomings and outgoings of the electoral fund resources of candidates or registered candidates per each single-mandate electoral district and Subject as a whole drawn up on the basis of final financial reports submitted by the given candidates or registered candidates, as well as furnish the information on the return of federal budget resources, allocated for the election campaign purposes, by the registered candidates per each single-mandate electoral district (see Attachment 27) and each Subject as a whole within sixty (60) days of official publication of the general election results.

The Central Election Commission of the Russian Federation shall keep records of the return of federal budget money by electoral associations or electoral blocs in keeping with the form prescribed by Attachment 28.

15.5. Within three months of official publication of the general election results, the Central Election Commission of the Russian Federation shall report to the chambers of the Federal Assembly of the Russian Federation the information on incomings and outgoings of the electoral fund resources held by candidates or registered candidates, as well as on incomings and outgoings of the electoral fund resources held by electoral associations or electoral blocs.

16. Liability for Infractions of the Procedures for Formation and Expenditure of Electoral Fund Resources

16.1. Liability for infractions of the established rules for formation and expenditure of the electoral fund resources, delayed reporting of the forms prescribed by these Directions and doctored data carried by the reports shall be personally borne by the relevant candidates, registered candidates or authorized representatives for financial matters from electoral associations or electoral blocs.

16.2. In the cases stipulated by Clauses 2 and 3 Article 91 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation", any infraction of the established procedures for formation and expenditure of the electoral fund resources shall be punishable, with a candidate or federal list of candidates being denied registration by an election commission or with a registered candidate, federal list of candidates being deregistered either by an election commission or on the basis of a court order. The persons, that have breached the election campaign financing rules, shall bear criminal, administrative and other liability in keeping with the federal legislation (Clause 1 Article 64 of the Federal Law "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum"; Clause 1 Article 63 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation").

The share of 0.5 percent of the federal law-established ceiling on the electoral fund expenditures in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation, prescribed by Clauses 2 and 3 Article 91 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation", in 1999 shall be:

- for candidates or registered candidates – 8,349 thousand rubles; for electoral associations or electoral blocs – 208,725 thousand rubles.

16.3. Pursuant to the RSFSR Code on administrative infractions:

non-submission by a candidate, person elected deputy or other public official, or by an electoral association (electoral bloc) of the information on the totals of contributions (donations) to electoral funds or on the electoral fund raising sources, as well as of a report on total expenditures for the election campaigning purposes –

shall be punishable, with the guilty candidate, person elected deputy or other public official, or authorized representative of an electoral association being fined in the amount within ten through one hundred times the minimum monthly wage.

Non-release by the chairperson of an election commission (referendum commission) or his/her replacement within the law-prescribed timelines of a report on the expenditure of federal budget resources allocated to prepare for and conduct the relevant elections for federal or local government bodies (a referendum), as well as of the information and reports stipulated by Section 1 of this Article –

shall be punishable, with the guilty party being fined in the amount of up to fifteen times the minimum monthly wage.

Illegal acceptance by a candidate running for a deputy seat or other public office, or by an electoral association (electoral bloc) of any kind of contributions or donations from a foreign state, foreign national or foreign organization, or international public association, or from Russian legal entities with foreign participation –

shall be punishable, with the guilty candidate or authorized representative of a public association (electoral bloc) being fined in the amount of three times the given donation, the donated items being confiscated.

17. Concluding Provisions

17.1. These Directions shall enter into force on the date of their being approved.

17.2. These Directions shall replace the Directions on the procedures for forming and expending the electoral funds held by candidates, electoral associations, electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation passed by Ruling No. 8/51-II of July 1995 of the Central Election Commission of the Russian Federation.

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 1

Donskoy branch of the Savings Bank
(name of branch of the Savings Bank of the Russian Federation)
of the Russian Federation No. 7813
18 Ul. Bol. Yakimanka, Moscow, Russia

On opening a special electoral account

Pursuant to Article 63 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation", I am hereby requesting you to open a special bank account for Petrov Viktor Stepanovich
(full name of candidate and

Birsky single-mandate electoral district No. 13
number of single-mandate electoral district or name of electoral association, electoral bloc)

Authorized to administer the electoral fund resources of a candidate, registered candidate (authorized financial representatives of an electoral association, electoral bloc) _____

Ivanov Oleg Viktorovich (power of attorney attached)
(full name of person authorized)

The candidate's residence (legal address of electoral association, electoral bloc) 140193, 2-4-37, Ul. Vaneeva, Moscow, Russia

Clearance from the relevant election commission of October 7, 1999 to open a special electoral account to form an electoral fund of the candidate (electoral association, electoral bloc) _____

Petrov Viktor Stepanovich
(full name of candidate or name of electoral association, electoral bloc)

Original is attached.

Advised of the Federal Laws "On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum", "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation", the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation August "___", 1999; No. _____.

The candidate

V.S. Petrov
(initials, family name, signature, date)

(authorized representatives of electoral association, electoral bloc:

with the right of first signature

(initials, family name, signature, date)

with the right of second signature)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 2

To: the district election commission for Aginsk
(name of election commission)
single-mandate electoral district No. 4

On requisites of a special electoral account opened with a branch of the Savings Bank of the Russian Federation

The candidate (electoral association, electoral bloc) _____

Leonov Nikolai Petrovich
(full name of candidate)

Aginsk single-mandate electoral district No. 4
(name and number of single-mandate electoral district)

_____ or name of electoral association, electoral bloc)

is/are hereby reporting that on October 20, 1999 I/we opened special electoral account

No. 00000000000000000000 with the Donskoy Branch of the Savings Bank

of the Russian Federation No. 7813

(name and requisites of a branch of the Savings Bank of the Russian Federation)

The candidate

(authorized representatives of electoral association, electoral bloc:

with the right of first signature

with the right of second signature)

N.P. Leonov
(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 3

INFORMATION

on monetary resources placed on the special electoral account
of a candidate, registered candidate,
electoral association, electoral bloc

As of October 18, 1999

The candidate, registered candidate (electoral association, electoral bloc) Saakhov Ivan Petrovich
(full name of candidate,

Birsky single-mandate electoral district No. 201 No. 00000000000000000000

registered candidate, name and number of single-mandate electoral

district or name of electoral association, electoral bloc,

requisites of special electoral account)

Incomings balance: one hundred and fifty thousand rubles
(value spelled out)

Received from October 10, 1999 through October 17, 1999

to total: two hundred eighty two thousand five hundred and ten rubles, including:
(value spelled out)

Date of crediting the account	Credited by	Requisites to identify the donating organization or person	Amount in rubles	Forms of incomings	Document to confirm incomings
1	2	3	4	5	6
Specific example					
Oct. 15, 1999	Candidate Saakhov Ivan Petrovich, 8-130 Ul. Ilyinka	Passport particulars: XIX-MFO No. 165011, issued by 67 o/m** in Moscow Jan. 22, 1978	10	Candidate's own resources	Credit slip
Oct. 16, 1999	Candidate Saakhov Ivan Petrovich, 8-130 Ul. Ilyinka	Passport particulars: XIX-MFO No. 165011, issued by 67 o/m in Moscow Jan. 22, 1978	83,000	Candidate's own resources	Credit slip

* Information on the incoming and outgoing money is reported to cover one and the same period either on paper or in electronic format.
** o/m - militia precinct or militia branch office

1	2	3	4	5	6
Oct. 16, 1999	Silaev Vladimir Ivanovich, 5-7 Ul. Sovetov, Orel, born Dec. 1, 1970	Passport particulars: XXII-ИК No. 696000, issued by Egoryevsk OVD*, Moscow oblast February 5, 1982	8,000	Individual person's own resources	Payment order No. _____ of _____
Oct. 16, 1999	ZAO "Volna", registered December 1, 1996; s/a** : 4670818001888467898, Izmailovsky settlement and cashing center, Moscow administration of the Central Bank of the Russian Federation; state, municipal or foreign-owned asset unavailable	INN 7703960012	10,000	Legal entity's resources	Payment order No. _____ of _____
Oct. 16, 1999	Vasilyev Igor Petrovich, 5-5 Ul. Nedelina, Odintsovo, Moscow oblast, born October 25, 1946	Passport particulars: V-MIO No. 628911, issued by 142 o/m in Moscow August 21, 1980	1,000	Individual person's own resources (electoral deposit)	Mail transfer No. _____ of _____
Oct. 16, 1999	OAO "Luch", registered July 23, 1995; s/a: 30002985701111876567, the Murmansk fishing trawler company KB "Murman", Operations administration Moscow-based Mosbiznesbank; state or municipal assets unavailable; foreign participation in the charter capital is standing at 10 percent	INN 7700456709	150,000	Legal entity's resources (electoral deposit)	Payment order No. _____ of _____
Oct 16, 1999	Electoral association "Russia", AKB "AvtoBank", c/a*** : 39600010037655471102, BIK 100495687	INN 7701987300	30,000	Resources from the electoral association that nominated the candidate	Payment order No. _____ of _____
Oct. 17, 1999	District election commission for Birsky single-mandate electoral district No. 201; s/a: 19930873002987320000, Ekaterinburg-based Operations administration - 1, Central Bank of the Russian Federation	INN 6663019984	500	Budget resources	Payment order No. _____ of _____ pursuant to OIK order No. 201 of _____ No. _____

Facsimile signature of the head _____
of branch of the Savings Bank
of the Russian Federation No. _____

Head _____
of a branch of the Savings Bank
of the Russian Federation No. _____

SEAL

(initials, family name, signature, date)

* OVD - internal affairs precinct or militia branch office.
** s/a - settlement account
*** c/a - correspondent account

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 4

INFORMATION
on expending resources from the special electoral account
of a candidate, registered candidate,
electoral association, electoral bloc

As of November 25, 1999

The candidate, registered candidate (electoral association, electoral bloc) Sidorov Ivan Petrovich
(full name of candidate, registered candidate,

Podolsk single-mandate electoral district No. 112

number of electoral district, or name of electoral association or bloc,

No. 00000000000000000000

requisites of special electoral bank account)

Expended from September 1, 1999 through November 24, 1999

to total: six hundred twenty two thousand three hundred and ninety rubles, including:
(value spelled out)

Date of debiting the account	Funds received by	Amount in rubles	Type of expenses	Document to confirm expenses	Grounds to draw funds**
1	2	3	4	5	6
Specific example					
Sept. 1, 1999	Candidate Sidorov Ivan Petrovich	300	Acquisition of stationery to support voter signature collection	Debit slip	Check from _____
Sept. 1, 1999	INN 1980449981; Vendor "IDEAL", s/a 19998403985789957487 AB "TOKOBANK", Lipetsk	300	Acquisition of stationery to support voter signature collection	Payment order No. _____ of _____	Invoice No. _____ of _____
Sept. 1, 1999	Candidate Sidorov Ivan Petrovich	2,000	Leasing of premises to support voter signature collection and hold campaign functions	Debit slip	Contract No. _____ of _____ (with individual person)

* Information on the incoming and outgoing money is reported to cover one and the same period either on paper or in electronic format.
** This column is filled out on the basis of documents made available by the candidate, registered candidate, electoral association, electoral bloc or it shall just read "documents unavailable".

1	2	3	4	5	6
Sept 5, 1999	INN 1000029948 OAO "Saliut", c/a: 19300298011651190027, KIB "Alfa-Bank", Moscow	2,000	Leasing of premises to support voter signature collection and hold campaign functions	Payment order No. ____ of ____	Contract No. ____ of ____ (with legal entity)
Sept 5, 1999	Candidate Sidorov Ivan Petrovich	500	Covering communications expenses	Debit slip	Contract No. ____ of ____ (telephone exchange notification (with individual person))
Sept. 5, 1999	INN 10094030900 OAO "OFIS", s/a: 00049859604983098201, AB "BANKLIM"; GRKTs GU CB RF for Saratov	500	Covering communications expenses	Payment order No. ____ of ____	Contract No. ____ of ____ (with legal entity)
Sept 5, 1999	Candidate Sidorov Ivan Petrovich	300	Covering expenses for transportation services (or labor services)	Debit slip	Contract No. ____ of ____ with the owner of a transport vehicle (or driver)
Sept. 5, 1999	INN 1003876287, Trucking authority No. 1, s/a: 10009383763563535353 KB "Investbank", GRKTs GU CB RF for Kaliningrad	300	Covering expenses for transportation services	Payment order No. ____ of ____	Contract No. ____ of ____ (with legal entity)
Sept 5, 1999	Candidate Sidorov Ivan Petrovich	150	Covering transportation services (taxi)	Debit slip	
Sept 6, 1999	Candidate Sidorov Ivan Petrovich	80	Acquisition of petrol, oil and lubricant materials for the transport vehicle used in the course of campaigning	Debit slip	Number-plate of transport vehicle employed
Sept. 6, 1999	Candidate Sidorov Ivan Petrovich	480	Maintenance of the transport vehicle used in the course of campaigning	Debit slip	Number-plate of transport vehicle employed
Oct. 10, 1999	Candidate Sidorov Ivan Petrovich	10,000	Payment for the services rendered by voter signature collectors	Debit slip	Contracts Nos. ____ of ____ with individual persons
Oct. 10, 1999	Candidate Sidorov Ivan Petrovich	250	Leasing the office equipment (copier, PC, typewriter, etc.)	Debit slip	Contract No. ____ of ____ (with the owner of equipment, or brand and serial number of equipment used) Invoice No. ____ of ____

* GRKTs GU CB RF - city settlement and cashing center, Main Administration of the Central Bank of the Russian Federation.

1	2	3	4	5	6
Oct 13, 1999	INN 1679487600; ZAO "KWINT", s/a: 19050003876547893876, AB "MOST", RKTs-2 GU CB RF, Moscow	700	Leasing the office equipment (copier, PC, typewriter, etc.)	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Oct. 13, 1999	The Moscow oblast election commission	83,490	Transfer of the electoral deposit to the election commission's special account	Payment order No. _____ of _____	
Oct. 20, 1999	INN 1887346745; Tambov state television and radio company (GTRK); s/a: 10599827497938471001	100,000	Payment for TV airtime	Payment order No. _____ of _____	Contract No. _____ of _____
Oct. 20, 1999	Candidate Sidorov Ivan Petrovich	1,200	Payment for production of TV commercial	Debit slip	Contract No. _____ of _____ (with individual person)
Oct. 20, 1999	INN 1000948471; ZAO "Premier-SV"; s/a: 10059870984003987987; AKB "WEST", GRKTs GU CB RF, Tver	3,000	Payment for production of TV commercial	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Oct. 20, 1999	INN 10004989049; Television network "Podmoskovye", s/a: 1999840055520000293; KB "Elimbank", Moscow	1,000	Payment for airing the TV commercial	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Oct 20, 1999	INN 10004989049; Radio company "Podmoskovye", s/a: 1999840055520000293; KB "Elimbank", Moscow	5,000	Payment for airtime on the radio	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Oct 22, 1999	INN 2003879810; newspaper "Vestnik"; s/a: 10948574635263746578; AB "Evroinvest", RKTs-2 GU CB RF, Moscow	5,040	Payment for campaign materials carried by the print mass media	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Oct. 22, 1999	Candidate Sidorov Ivan Petrovich	2,000	Leasing of premises to hold meetings with the voters	Debit slip	Contract No. _____ of _____ Invoice No. _____ of _____
Oct 23, 1999	INN 1000009333; club "CHERRY"; s/a 19059830029876475899; KB "Guta-Bank", RKTs GU CB RF, Moscow	2,000	Leasing of premises to hold meetings with the voters	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Nov. 5, 1999	ZAO "Elektro volna", INN 1003960012, s/a: 4670818001888467898, Izmailovsky RKTs GU CB RF	5,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Nov. 6, 1999	INN 1118760020; ZAO "Producer company "Video International"; s/a: 19940398726536478392; KB "Alfa-Bank"	20,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____

1	2	3	4	5	6
Nov. 6, 1999	INN 1003768991; printing house "Raduga", s/a: 19587460119874653092; KB "Promstroy", RKTs-2 GU CB RF, Moscow	10,000	Payment for fabrication of campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Nov. 11, 1999	INN 1990405200; ZAO "Premier-SV"; s/a: 199487466384092827831; AKB "Pomorsky"; GRKTs GU CB RF, Moscow	15,000	Payment for fabrication of campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Nov. 11, 1999	Silaev Vladimir Ivanovich; residing at 5-7, Ul. Sovetov, Orel; born February 1, 1981; passport particulars: XXII-ИК No. 696000, issued by Egoryevsk OVD Moscow oblast February 5, 1996	1,800	Return of donation made by an individual person aged under 18	Mail transfer receipt No. _____ of _____	—
Nov. 12, 1999	INN 10497984771; ZAO "KOBRA"; s/a 10009287390198176546, KB "CB-AGRO", Ryazan	25,000	Return of donation made by a Russian legal entity whose foreign participation is in excess of 30 percent of the established charter capital	Payment order No. _____ of _____	—
Nov. 13, 1999	INN 1020047692; ZAO "GUM" s/a 11994039200019901112, RKTs-2 GU CB RF, Moscow	3,000	Return of donation made by a Russian legal entity whose foreign participation is in excess of 30 percent of the established charter capital	Payment order No. _____ of _____	—
Nov. 14, 1999	"GREEN PEACE"; s/a 19330020913039019019, KB "Alfa-Bank", RKTs GU CB RF, Moscow	35,000	Return of donation made by an international organization (international public movement)	Payment order No. _____ of _____	—
Nov. 16, 1999	INN 1109283001; City administration, Orel; s/a 1002992000227873888, KB "WEST", RKTs GU CB RF, Orel	180,000	Return of donation made by a body of state authority (a local government body)	Payment order No. _____ of _____	—
Nov. 17, 1999	INN 1000933802; "Uprkapstroy", s/a: 10092300245267776700, RKTs-2 GU CB RF, Moscow	20,000	Return of donation made by a state or municipal enterprise, establishment or organization	Payment order No. _____ of _____	—
Nov. 20, 1999	INN 1473927492; OOO "Optorg"; s/a: 12040301021101000011, KB "MOST-Bank", RKTs GU CB RF, Moscow	100,000	Return of donation made by a legal entity whose state (or municipal) participation is in excess of 30 percent of the established charter capital)	Payment order No. _____ of _____	—
Nov. 20, 1999	Military unit 31100	7,000	Return of donation made by a military unit (military institution, organization or law-enforcement body)	Payment order No. _____ of _____	—

1	2	3	4	5	6
Oct 13, 1999	INN 1679487600; ZAO "KWINT", s/a: 19050003876547893876, AB "MOST", RKTs-2 GU CB RF, Moscow	700	Leasing the office equipment (copier, PC, typewriter, etc.)	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____
Oct. 13, 1999	The Moscow oblast election commission	83,490	Transfer of the electoral deposit to the election commission's special account	Payment order No. ____ of ____	
Oct. 20, 1999	INN 1887346745; Tambov state television and radio company (GTRK); s/a: 10599827497938471001	100,000	Payment for TV airtime	Payment order No. ____ of ____	Contract No. ____ of ____
Oct. 20, 1999	Candidate Sidorov Ivan Petrovich	1,200	Payment for production of TV commercial	Debit slip	Contract No. ____ of ____ (with individual person)
Oct. 20, 1999	INN 1000948471; ZAO "Premier-SV"; s/a: 10059870984003987987; AKB "WEST", GRKTs GU CB RF, Tver	3,000	Payment for production of TV commercial	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____
Oct. 20, 1999	INN 10004989049; Television network "Podmoskovye", s/a: 1999840055520000293; KB "Elimbank", Moscow	1,000	Payment for airing the TV commercial	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____
Oct 20, 1999	INN 10004989049; Radio company "Podmoskovye", s/a: 1999840055520000293; KB "Elimbank", Moscow	5,000	Payment for airtime on the radio	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____
Oct 22, 1999	INN 2003879810; newspaper "Vestnik"; s/a: 10948574635263746578; AB "Evroinvest", RKTs-2 GU CB RF, Moscow	5,040	Payment for campaign materials carried by the print mass media	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____
Oct. 22, 1999	Candidate Sidorov Ivan Petrovich	2,000	Leasing of premises to hold meetings with the voters	Debit slip	Contract No. ____ of ____ Invoice No. ____ of ____
Oct 23, 1999	INN 1000009333; club "CHERRY"; s/a 19059830029876475899; KB "Guta-Bank", RKTs GU CB RF, Moscow	2,000	Leasing of premises to hold meetings with the voters	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____
Nov. 5, 1999	ZAO "Elektro volna", INN 1003960012, s/a: 4670818001888467898, Izmailovsky RKTs GU CB RF	5,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____
Nov. 6, 1999	INN 1118760020; ZAO "Producer company "Video International"; s/a: 19940398726536478392; KB "Alfa-Bank"	20,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____

1	2	3	4	5	6
Nov. 6, 1999	INN 1003768991; printing house "Raduga", s/a: 19587460119874653092; KB "Promstroy", RKTs-2 GU CB RF, Moscow	10,000	Payment for fabrication of campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Nov. 11, 1999	INN 1990405200; ZAO "Premier-SV"; s/a: 199487466384092827831; AKB "Pomorsky"; GRKTs GU CB RF, Moscow	15,000	Payment for fabrication of campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. _____ of _____ Invoice No. _____ of _____
Nov. 11, 1999	Silaev Vladimir Ivanovich; residing at 5-7, Ul. Sovetov, Orel; born February 1, 1981; passport particulars: XXII-ИК No. 696000, issued by Egoryevsk OVD Moscow oblast February 5, 1996	1,800	Return of donation made by an individual person aged under 18	Mail transfer receipt No. _____ of _____	—
Nov. 12, 1999	INN 10497984771; ZAO "KOBRA"; s/a 10009287390198176546, KB "CB-AGRO", Ryazan	25,000	Return of donation made by a Russian legal entity whose foreign participation is in excess of 30 percent of the established charter capital	Payment order No. _____ of _____	—
Nov. 13, 1999	INN 1020047692; ZAO "GUM" s/a 11994039200019901112, RKTs-2 GU CB RF, Moscow	3,000	Return of donation made by a Russian legal entity whose foreign participation is in excess of 30 percent of the established charter capital	Payment order No. _____ of _____	—
Nov. 14, 1999	"GREEN PEACE"; s/a 19330020913039019019, KB "Alfa-Bank", RKTs GU CB RF, Moscow	35,000	Return of donation made by an international organization (international public movement)	Payment order No. _____ of _____	—
Nov. 16, 1999	INN 1109283001; City administration, Orel; s/a 1002992000227873888, KB "WEST", RKTs GU CB RF, Orel	180,000	Return of donation made by a body of state authority (a local government body)	Payment order No. _____ of _____	—
Nov. 17, 1999	INN 1000933802; "Uprkapstroy", s/a: 10092300245267776700, RKTs-2 GU CB RF, Moscow	20,000	Return of donation made by a state or municipal enterprise, establishment or organization	Payment order No. _____ of _____	—
Nov. 20, 1999	INN 1473927492; OOO "Optorg"; s/a: 12040301021101000011, KB "MOST-Bank", RKTs GU CB RF, Moscow	100,000	Return of donation made by a legal entity whose state (or municipal) participation is in excess of 30 percent of the established charter capital)	Payment order No. _____ of _____	—
Nov. 20, 1999	Military unit 31100	7,000	Return of donation made by a military unit (military institution, organization or law-enforcement body)	Payment order No. _____ of _____	—

1	2	3	4	5	6
Nov. 22, 1999	INN 1000076543; OAO "BEK", s/a: 87368200290019001101, KB "VOSTOK", RKTs GU CB RF, Moscow	2,000	Return of donation made by a legal entity registered within less than one year of the balloting day	Payment order No. _____ of _____	—
Nov. 22, 1999	Petrov Vladimir Stepanovich, residing at 5-37, Ul. Nametkina, Ivanovo; passport particulars: XXII-ИК No. 612600, issued by Odintsovsky OVD Moscow oblast February 5, 1975	300	Return of part of donation coming in excess of the statutory ceiling on donations by individual persons	Mail transfer receipt No. _____ of _____	—
Nov. 24, 1999	Main directorate of the federal treasury, Section 12, Paragraph 40, bank number 20, account No. 40102810100000200020, OPERU-1, CB RF, Moscow, BIK 044501002	200	Return of donation made by <u>an unidentified individual person:</u> (with one of the following requisites lacking: family name, first name, patronymic, residence address, date of birth) <u>unidentified legal entity:</u> (with one of the following requisites lacking: identification number, name, date of registration, bank requisites, notation either on the absence of state or municipal participation in the given entity's charter capital or (in the event of such participation) on the size of share held by a state or municipal body, notation either on the absence of foreign participation in the relevant charter capital or (in the event of such participation) on the size of share held by a foreign co-owner)	Payment order No. _____ of _____	—

Outgoings balance: one hundred fifty two thousand and twenty rubles as of November 24, 1999
(value spelled out) (date)

Facsimile signature of the head _____
of branch of the Savings Bank _____
of the Russian Federation No. _____

Head _____
of a branch of the Savings Bank _____
of the Russian Federation No. _____

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Submitted per each electoral district by the election commission of a Subject of the Russian Federation on a weekly basis

Form 5

Integrated real-time data on receipts by the electoral funds of candidates, registered candidates (based on the knowledge held by the Savings Bank of the Russian Federation)

Name of Subject Ivanovo oblast

Name and number of electoral district
Ivanovo single-mandate electoral district No. 78

As of November 18, 1999

Nos.	Full name of candidate, registered candidate	Received by the electoral fund												total of refunds from the electoral fund (col. 15 = col. 16 + col. 17 + col. 18 + col. 19)	including:			electoral fund total (col. 20 = col. 3 - col. 15)	
		including:													electoral deposit resources	incomings in violation of the established rules			
		total (col. 3 = col. 4 + col. 5 + col. 6 + col. 7 + col. 8 + col. 9 + col. 14)	resources held by DEC (district election commission)	own resources	resources held by electoral association (bloc)	individual person donations	legal entity donations	electoral deposit resources total (col. 9 = col. 10 + col. 11 + col. 12 + col. 13)	including:				deposit resources returned to electoral fund						
									own resources	resources held by electoral association (bloc)	individual person donations	legal entity donations				from legal entities and individual persons barred from making donations	resources in excess of the ceilings on donations		anonymous donations
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Example																			
1	Vorobyev Olev Ivanovich (candidate)	167,360	0	10	0	350	1,000	83,000	80,000	0	0	3,000	83,000	200	0	0	200	0	167,160
2	Zhdanov Ivan Semenovich (registered candidate)	326,910	400	50,000	100,000	0	0	130,000	0	130,000	0	0	46,510	0	0	0	0	0	326,910
3	Ivanov Ivan Ivanovich (registered candidate)	187,450	400	50	0	5,000	150,000	32,000	0	0	30,000	2,000	0	17,450	0	17,450	0	0	170,000
Total per district		681,721	800	50,060	100,000	5,350	151,000	245,000	80,000	130,000	30,000	5,000	129,510	17,650	0	17,450	200	0	664,070

Chairperson of the district election commission,
Ivanovo single-mandate electoral district No. 78

(initials, family name, signature)

Date and time of dispatch: Nov. 17, 1999 12.00 hrs

Integrated real-time data on receipts by the electoral funds of candidates, registered candidates (based on the knowledge held by the Savings Bank of the Russian Federation)

Name of Subject Ivanovo oblast

Name and number of electoral district
Ivanovo single-mandate electoral district No. 78

As of November 18, 1999

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Submitted per each electoral district by the election commission of a Subject of the Russian Federation on a weekly basis

Form 6

Nos.	Full name of candidate, registered candidate	Total received by the electoral fund	Expended from the electoral fund													Account balance (col. 16 = col. 3 - col. 4)	Total of the unspent electoral fund resources returned (col. 17 = col. 18 + col. 19 + col. 20 + col. 21 + col. 22 + col. 23)	including:					Electoral fund balance (col. 23 + col. 16 - col. 17)	
			Total (col. 4 = col. 5 + col. 7 + col. 12 + col. 13 + col. 14 + col. 15)	financial support of voter signature collection	payment for services to collect voter signatures	including:								electoral deposit resources	returned to district election commission			returned to candidate, registered candidate	returned to electoral association (bloc)	returned to individual persons	returned to legal entities			
						total (col. 7 = col. 8 + col. 9 + col. 10 + col. 11)	via mass media		large-scale campaign functions	fabrication and release of print propaganda materials	payment for information support and consulting services rendered	payment for other work (services) rendered by legal entities and citizens of the Russian Federation	other expenses relating to running the election campaign									electoral deposit placed on the election commission's bank account		
							TV and radio networks	print media																
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
1	Vorobyev Olev Ivanovich	167,160	20,000	20,000	0	0	0	0	0	0	0	0	0	0	147,160	0	0	0	0	0	0	0	0	147,160
2	Zhdanov Ivan Semenovich	326,910	309,510	0	0	26,020	5,000	17,000	2,500	1,520	25,000	175,000	0	83,490	17,400	0	0	0	0	0	0	0	0	147,160
3	Ivanov Ivan Ivanovich	170,000	3,380	25,000	15,000	6,400	0	2,400	1,000	3,000	300	0	2,400	0	138,200	0	0	0	0	0	0	0	0	138,200
	Total per district	554,070	363,310	45,000	15,000	32,420	5,000	19,400	3,500	4,520	25,300	175,000	2,100	83,490	300,780	0	0	0	0	0	0	0	0	300,760

Chairperson of the district election commission,
Ivanovo single-mandate electoral district No. 78

(initials, family name, signature)

Date and time of dispatch: Nov. 17, 1999 12.00 hrs

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 7

RECORDS
of cash incomings and outgoings
relating to the electoral fund of a candidate,
registered candidate, electoral association, electoral bloc

The candidate, registered candidate (electoral association, electoral bloc) Sidorov Ivan Petrovich
(full name of candidate, registered candidate,

Birsky single-mandate electoral district No. 201,

number of electoral district, or name of electoral association,

No. 00000000000000000000

electoral bloc; requisites of special electoral account)

I. Received by the electoral fund

Date of crediting the account	Credited by	Requisites to identify the donating organization or person	Amount in rubles	Forms of incomings	Document to confirm incomings	Line of code in the financial report
1	2	3	4	5	6	7
Example						
Oct. 15, 1999	Candidate Sidorov Ivan Petrovich, residing at 8-130, Ul. Ilyinka, Moscow	Passport particulars: XIX-MIO No. 165011, issued by 67 o/m, Moscow, January 22, 1978	10	Candidate's own resources	Credit slip	03
Oct 16, 1999	Candidate Sidorov Ivan Petrovich, residing at 8-130, Ul. Ilyinka, Moscow	Passport particulars: XIX-MIO No. 165011, issued by 67 o/m, Moscow, January 22, 1978	83,000	Candidate's own resources	Credit slip	03
Oct 16, 1999	Silaev Vladimir Ivanovich, residing at 5-7, Ul. Sovetov, Orel, born December 1, 1970	Passport particulars: XXII-ИК No. 696000, issued by Egoryevsk OVD, Moscow oblast, February 5, 1982	8,000	Individual person's resources	Payment order No. _____ of _____	05
Oct 16, 1999	ZAO "Volna", registered December 1, 1996, s/a 4670818001888467898, Izmailovsky RKTs GU CB RF, Moscow; with no state, municipal or foreign capital participation	INN 7703960012	10,000	Legal entity's resources	Payment order No. _____ of _____	06

1	2	3	4	5	6	7
Oct. 16, 1999	Vasilyev Igor Petrovich, residing at 5-5 Ul. Nedelina, Odintsovo, Moscow oblast, born October 25, 1946	Passport particulars: V-MFO No. 628911, issued by 142 o/m, Moscow, August 21, 1980	1,000	Individual person's resources (electoral pledge)	Mail transfer No. _____ of _____	10
Oct. 16, 1999	ОАО "ЛУЧ", registered July 23, 1995; s/a: 30002985701111876567; Murmansk fishing trawler company KB "Murman"; OPERU, "Mosbiznesbank", Moscow; with no state or municipal capital participation; with foreign participation in the charter capital kept within 10 percentage points	INN 7700456709	150,000	Legal entity's resources (electoral deposit)	Payment order No. _____ of _____	11
Oct. 16, 1999	Electoral association "Russia"; AKB "AVTOBANK"; c/a: 39600010037655471102, BIK 100495687	INN 7701987300	30,000	Resources from the electoral association nominating the candidate	Payment order No. _____ of _____	04
Oct. 16, 1999	District election commission for the Birsky single-mandate electoral district No. 201; s/a: 19930873002987320000, OPERU-1 CB RF, Ekaterinburg	INN 6663019984	500	Budget resources	Payment order No. _____ of _____ per Directive No. _____ of district election commission	02

II. Resources returned out of the electoral fund

Date of crediting the account	Credited by	Amount in rubles	Resources returned	Cause of refund	Document to confirm refund	Line of code in the financial report
1	2	3	4	5	6	7
Example						
Oct. 20, 1998	Petrov Ivan Semenovich, residing at 14-35, Ul. Maroseyka, Moscow, born in 1939	25,000	1,000	Contribution exceeded the ceiling established for an individual person donation	Receipt No. _____ of _____	25
Oct. 22, 1998	Military unit 41143	100,000	100,000	Donations barred	Payment order No. _____ of _____	20

1	2	3	4	5	6	7
Oct. 22, 1998	INN 7701900001, OAO "Premier"; c/a: 19988900000190001999; KB "Menatep", Moscow	500,000	500,000	Foreign participation in the (composite) charter capital is in excess of 30 percentage points	Payment order No. _____ of _____	20
Oct. 25, 1998	INN 771000927, ZAO "Grand-Service", c/a: 9201000011888908080; KB "Metropol"; RKTs RU CB RF, Moscow	52,000	52,000	Legal entity registered less than a year ago	Payment order No. _____ of _____	20
Nov. 17, 1998	INN 7710029000, KB "Evromet", c/a: 10990901921029019201; KB "Onexim", GRKTs RU CB RF, Moscow	280,000	1,700	Contribution exceeded the ceiling established for a legal entity donation	Payment order No. _____ of _____	26
Nov 21, 1998	Lisitsyna Inna Petrovna, residing at 15-74, Ul. Tverskaya, Moscow	1,000	1,000	Donor's date of birth lacking	Receipt No. _____ of _____	27
Nov. 30, 1998	INN 4300918309, "Chuvashpotreboyz", c/a: 18928003929000900092; KB "Vostok", Rostov	300,000	300,000	No mention of foreign participation in the legal entity's charter capital	Payment order No. _____ of _____	27

III. Resources expended out of the electoral fund

Date of debiting the account	Resources received by	Amount in rubles	Purpose of expenditure	Document to confirm the expenditure	Grounds for debiting the account	Line of code in the financial report
1	2	3	4	5	6	7
Example						
Sept. 1, 1998	Candidate Sidorov Ivan Petrovich	300	Acquisition of stationery to support the voter signature collection drive	Debit slip	Check of _____	30
Sept. 1, 1998	INN 1980449981; vendor "IDEAL"; s/a: 19998403985789957487; AB "TOKOBANK", Lipetsk	300	Acquisition of stationery to support the voter signature collection drive	Payment order No. _____ of _____	Invoice No. _____ of _____	30
Sept. 1, 1998	Candidate Sidorov Ivan Petrovich	2,000	Leasing the premises to run voter support signature collection functions and election campaign activities	Debit slip	Contract No. _____ of _____ (with individual person)	30
Sept 5, 1998	INN 1000029948; OAO "Saliut", c/a: 19300298011651190027; KIB "Alfa-Bank", Moscow	2,000	Leasing the premises to run voter support signature collection functions and election campaign activities	Payment order No. _____ of _____	Contract No. _____ of _____ (with legal entity)	30

1	2	3	4	5	6	7
Sept. 5, 1998	Candidate Sidorov Ivan Petrovich	500	Payment for communication services	Debit slip	Contract No. ___ of _____ notification from the telephone company (with individual person)	30
Sept. 5, 1998	INN 10094030900; OAO "OFIS"; s/a: 00049859604983098201; AB "BANKLIM", GRKTs GU CB RF, Saratov	500	Payment for communication services	Payment order No. _____ of _____	Contract No. ___ of _____ (with legal entity)	30
Sept. 05, 1998	Candidate Sidorov Ivan Petrovich	300	Payment for transportation services (or labor costs)	Debit slip	Contract No. ___ of _____ (with the owner of transport vehicle or driver)	30
Sept 05, 1998	INN 1003876287; trucking enterprise No. 1; s/a: 100093837635635353; KB "Investbank", GRKTs GU CB RF, Kaliningrad	300	Payment for transportation services	Payment order No. _____ of _____	Contract No. ___ of _____ (with legal entity)	30
Sept 5, 1999	Candidate Sidorov Ivan Petrovich	150	Payment for transportation services (taxi rides)	Debit slip		30
Sept 6, 1999	Candidate Sidorov Ivan Petrovich	80	Acquisition of petrol, oil and lubricant materials for the transportation vehicle used in the course of campaigning	Debit slip	Number-plate of transport vehicle employed	30
Sept. 6, 1999	Candidate Sidorov Ivan Petrovich	480	Maintenance of the transportat vehicle used in the course of campaigning	Debit slip	Number-plate of transport vehicle employed	30
Oct. 10, 1999	Candidate Sidorov Ivan Petrovich	10,000	Payment for the services rendered by voter signature collectors	Debit slip	Contracts No. ___ of _____ (with individual persons)	31
Oct. 10, 1999	Candidate Sidorov Ivan Petrovich	250	Leasing office equipment (copier, PC, typewriter, etc.)	Debit slip	Contract No. ___ of _____ (with the owner of equipment, or brand and serial number of equipment used) Invoice No. ___ of _____	45
Oct 13, 1999	INN 1679487600; ZAO "KWINT"; s/a: 19050003876547893876, AB "MOST", RKTs-2 GU CB RF, Moscow	700	Leasing office equipment (copier, PC, typewriter, etc.)	Payment order No. _____ of _____	Contract No. ___ of _____ Invoice No. ___ of _____	45

1	2	3	4	5	6	7
Oct. 13, 1999	The Irkutsk oblast election commission	83,490	Remittance of electoral deposit to be placed on the election commission's special bank account	Payment order No. ____ of ____		32
Oct. 20, 1999	INN 1887346745; Tambov state television and radio company (GTRK); s/a: 10599827497938471001; AKB "Tambovmabnk", GRKTs GU CB RF, Tambov	100,000	Payment for TV airtime	Payment order No. ____ of ____	Contract No. ____ of ____	40
Oct. 20, 1999	Candidate Sidorov Ivan Petrovich	1,200	Payment for production of TV commercial	Debit slip	Contract No. ____ of ____ (with individual person)	45
Oct. 20, 1999	INN 1000948471; ZAO "Premier-SV"; s/a: 10059870984003987987; AKB "WEST", GRKTs GU CB RF, Tver	3,000	Payment for production of TV commercial	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____	45
Oct. 20, 1999	INN 10004989049; Television network "Podmoskovye", s/a: 1999840055520000293; KB "Elimbank", Moscow	1,000	Payment for airing the TV commercial	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____	40
Oct 20, 1999	INN 10004989049; Radio company "Podmoskovye", s/a: 1999840055520000293; KB "Elimbank", Moscow		Payment for airtime on the radio	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____	40
Oct 22, 1999	INN 2003879810; newspaper "Vestnik"; s/a: 10948574635263746578; AB "Evroinvest", RKTs-2 GU CB RF, Moscow	5,040	Payment for campaign materials carried by print mass media	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____	41
Oct. 22, 1999	Candidate Sidorov Ivan Petrovich	2,000	Leasing of premises to hold meetings with the voters	Debit slip	Contract No. ____ of ____ Invoice No. ____ of ____	42
Oct 23, 1999	INN 1000009333; club "CHERRY"; s/a 19059830029876475899; KB "Guta-Bank", RKTs GU CB RF, Moscow	2,000	Leasing of premises to hold meetings with the voters	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____	42
Nov. 5, 1999	ZAO "Elektro volna", INN 1003960012, s/a: 4670818001888467898, Izmailovsky RKTs GU CB RF	5,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____	43
Nov. 6, 1999	INN 1118760020; ZAO "Producer company "Video "; s/a: 19940398726536478392; KB "Alfa-Bank"	20,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. ____ of ____	Contract No. ____ of ____ Invoice No. ____ of ____	43

1	2	3	4	5	6	7
Nov. 6, 1999	INN 1003768991; printing house "Raduga", s/a: 19587460119874653092; KB "Promstroy", RKTs-2 GU CB RF, Moscow	10,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. ____ of _____ Invoice No. ____ of _____	43
Nov. 11, 1999	INN 1990405200; ZAO "Premier-SV"; s/a: 199487466384092827831; AKB "Pomorsky"; GRKTs GU CB RF, Moscow	15,000	Payment for fabrication of election campaign propaganda leaflets and posters	Payment order No. _____ of _____	Contract No. ____ of _____ Invoice No. ____ of _____	43
Nov. 11, 1999	Silaev Vladimir Ivanovich; residing at 5-7, Ul. Sovetov, Orel; born February 1, 1981; passport particulars: XXII-ИК No. 696000, issued by Egoryevsk OVD Moscow oblast February 5, 1996	1,800	Return of donation made by an individual person aged under 18	Receipt No. _____ of _____ for mail transfer	—	21
Nov. 12, 1999	INN 10497984771; ZAO "KOBRA"; s/a 10009287390198176546, KB "CB-AGRO", Ryazan	25,000	Return of donation made by a Russian legal entity whose foreign participation is in excess of 30 percent of the estab- lished charter capital	Payment order No. _____ of _____	—	26

The candidate

(authorized representatives
of electoral association,
electoral bloc:

with the right of first signature

with the right of second signature)

I.P. Sidorov

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 8

To: _____ the district election commission
 for Puskino single-mandate electoral district No. 113
 (name of election commission)

INFORMATION

on the flows of electoral deposit resources held by the special account of

the Moscow oblast election commission

(name of election commission of a Subject of the Russian Federation)

(based on the data released by the Savings Bank of the Russian Federation)

As of November 24, 1999

Nos.	Full name of a candidate	Electoral deposit resources received			Electoral deposit resources returned		
		date	amount in rubles	payment order No. of	date	amount in rubles	payment order No. of
1	2	3	4	5	6	7	8
Example							
1	Sorokin Viktor Stepanovich	Nov. 23, 1999	83,490	No. 67 of Nov. 22, 1999			
2	Marochkina Galina Vasilyevna	Nov. 23, 1999	83,490	No. 56 of Nov. 22, 1999			
3	Perov Arnold Kazimirovich				Nov. 23, 1999	80,000	No. 78 of Nov. 23 1999

Chairperson
 of the Moscow oblast
 election commission

 (initials, family name, signature)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 9

To: the district election commission
for Kanavinsky single-mandate electoral district No. 130
 (name of election commission)

INFORMATION

on the origins of electoral deposit resources contributed by a candidate,
 electoral association, electoral bloc

The candidate (electoral association, electoral bloc) _____

Saakhov Ivan Petrovich,

(full name of candidate,

Odintsovsky single-mandate electoral district No. 110, Moscow oblast

name and number of single-mandate electoral district, name of

subject or name of an electoral association, electoral bloc)

Nos.	Origins of electoral deposit resources (donors)	Statutory requisites to identify remittances	Amount in rubles
1	2	3	4
Example			
1	Petrov Ivan Stepanovich, born June 2, 1950	residing at 2-114, Ul. Ilyinka, Moscow	2,000
2	Candidate Saakhov Ivan Petrovich	Candidate's own resources	3,000
3	AB "Kvant"	INN 7710910900 s/a: 10000222099090928881 Izmailovsky RKTs, GU CB RF, Moscow	40,000
4	Candidate Saakhov Ivan Petrovich	Resources out of the electoral fund (with no mention of designation)	38,490
Total:			83,490

The candidate

(authorized representatives
of electoral association,
electoral bloc:

with the right of first signature

with the right of second signature)

I.P. Saakhov

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 10

CONFIRMATION

of consent by a candidate, registered candidate, electoral association, electoral bloc

The candidate (electoral association, electoral bloc) _____

Smirnov Igor Vasilyevich

(full name of candidate, registered candidate;

Aginsky single-mandate electoral district No. 13

number and name of a single-mandate electoral district, name of electoral association,

account No. 00000000000000000000

electoral bloc; requisites of special electoral bank account)

gives (give) consent for _____

(full name of citizen, name of organization)

to perform services (selling goods, providing other services) under Contract No. 4 of November 20, 1999 with the relevant compensation assured at the expense of the electoral fund, as well as distribute election campaign print propaganda materials.

The candidate

I.V. Smirnov

(initials, family name, signature, date)

(authorized representatives of electoral association, electoral bloc:

with the right of first signature

(initials, family name, signature, date)

with the right of second signature)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 11

INFORMATION

on aggregates of monetary resources received by the electoral funds of candidates, registered candidates, electoral association, electoral blocs and released as expenditures
(on the basis of data provided by the Savings Bank of the Russian Federation)

As of November 30, 1999

(number and name of single-mandate electoral district,

name of Subject of the Russian Federation)*

in rubles

Nos.	Full name of candidate, registered candidate (name of electoral association, electoral bloc)	Total of incomings	Total of ouotgoings	Balance
1	2	3	4	5
Example				
1	Electoral association "Sever"	20,000,000	15,000,000	5,000,000
2	Electoral association "Jug"	19,750,000	750,000	19,000,000
3	Electoral association "Vostok"	15,450,000	10,000,000	5,450,000
4	Electoral association "Voskhod"	10,000,000	9,500,000	500,000
	Overall:	65,200,000	35,250,000	29,950,000

Chairperson of the district election commission**

(initials, family name, signature)

Deputy Chair
of the Central Election Commission
of the Russian Federation

(initials, family name, signature)

* Number and name of electoral district, name of Subject of the Russian Federation are only indicated when the information is related to candidates, registered candidates.

** Whenever the information is only related to candidates or registered candidates, it shall be confirmed by the chairperson of the relevant district election commission; otherwise, the information shall be countersigned by Deputy Chair of the Central Election Commission of the Russian Federation.

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 12

INFORMATION

on incomings and outgoings of the electoral fund resources held by electoral associations, electoral blocs and subject to statutory disclosure (on the basis of data provided by the Savings Bank of the Russian Federation)

As of November 30, 1999

in rubles

Nos.	Name of electoral association, electoral bloc	Incomings					Outgoings				Resources returned			
		Total	including:			total	including:		Total	name of donor	amount	grounds for return of resources		
			from a legal entity whose contribution was in excess of one thousand times the minimum wage established by federal law	from individual persons whose individual contributions were in excess of fifty times the minimum wage established by federal law			per transaction valued in excess of two thousand times the minimum wage established by federal law							
		amount	name of legal entity	amount	number of individual persons	date of debiting the special account	amount							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	
Example														
1	Electoral association "Baikal"	780,000	100,000	OAO "Volna"	25,300	4	500,000	Oct. 15, 1999	170,000	-	-	-	-	

1	2	3	4	5	6	7	8	9	10	11	12	13	14
			120,000	OAO "Luch"				Oct. 20, 1999	300,000	-	-	-	-
			200,000	OAO "Vest"									
2	Electoral bloc "Put nadezhdy"	950,000	250,000	AKB "Prombank"			700,000	Oct 11, 1999	350,000	20,000	OOO "Kobra"	20,000	Illegal donation from military unit
			140,00	AKB "Stolichny"									
			400,000	OAO "Pilot"									
3	Electoral associa- tion "Put k vere"	910,000	120,000	OOO "KAMA"	40,000	4	650,000	Oct. 15, 1999	170,000	3,200	Saraev Viktor Stepanovich	3,200	Donation ceiling exceeded
			140,000	OAO "Volgostroy"				Oct. 20, 1999	210,000				

Deputy Chair
of the Central Election Commission
of the Russian Federation

(initials, family name, signature)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 13

INFORMATION

on incomings and outgoings of the electoral fund resources held by candidates, registered candidates and subject to statutory disclosure (on the basis of data provided by the Savings Bank of the Russian Federation)

Volzsky single-mandate electoral district No. 45

(name and number of single-mandate electoral district)

As of October 30, 1999Ivanovo oblast

(name of Subject of the Russian Federation)

in rubles

Nos.	Name of electoral association, electoral bloc	Total	Incomings				total	Outgoings		Total	Resources returned		
			including:					including:			name of donor	amount	grounds for return of resources
			from a legal entity whose contribution was in excess of 250 times the minimum wage established by federal law		from individual persons whose individual contributions were in excess of 50 times the minimum wage established by federal law			per transaction valued in excess of 500 times the minimum wage established by federal law					
amount	name of legal entity	amount	number of individual persons	date of debiting the special account	amount								
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Example													
1	Petrov Viktor Stepanovich	140,000	25,000	ОАО "Avangard"	25,000	5	100,000	Oct. 11, 1999	45,000	20,000	ООО "Kobra"	20,000	Registration less than a year old

1	2	3	4	5	6	7	8	9	10	11	12	13	14
			40,000	AKB "Most"									
			80,000	OOO "GRUPPA"									
2	Egorov Andrey Ivanovich	700,000	-	-	70,000	10	450,000	Oct. 1, 1999	100,000	-	-	-	-
								Oct. 12, 1999	60,000				
								Oct. 19, 1999	45,000				
3	Butova Irina Viktorovna	890,000	30,500	OOO "Financy"		-	490,000	Oct. 17, 1999	50,000	5,000	Ivanov Igor Stepanovich	5,000	Donation ceiling exceeded
								Oct. 21, 1999	43,000				

Chairperson
of the district election commission

(initials, family name, signature)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 14

To the district election commission

_____ (name and number of electoral district)

APPLICATION-COMMITMENT

I, _____ (full name)

passport No. _____ code _____ issued by _____ (which authority, when)

_____ (residence address)

have undertaken this commitment to:

1. Confirm that my federal money debt to the district election commission _____ (name and number of electoral district)

amounts to _____ rubles, including the resources, received to build up my electoral fund, _____ rubles, the resources needed to cover transportation expenses within _____ rubles.

2. I undertake to satisfy my debt on federal funds beginning from _____ «__», 200__ pursuant to the following timelines:

and secure full repayment of the federal funds by _____ «__», 200__.

The debt repayment date shall be the date the due money has been placed on the settlement account of the election commission _____ (name of the election commission of Subject of the Russian Federation)

Legal address and requisites of the settlement account of the election commission _____ (name of the election commission of Subject of the Russian Federation)

3. Should the amount of _____ rubles fail to be fully placed on the settlement account of the election commission _____

(name of the election commission

_____ of Subject of the Russian Federation)

by _____ «___», 200___, the election commission _____

(name of the election commission

_____ shall be entitled to proceed to recover

_____ of Subject of the Russian Federation)

the federal funds on the basis of a court order.

4. Should I choose to change my residence, first name or family name, I shall within ten days notify the election commission _____

(name of the election commission of Subject of the Russian Federation)

of my new place of residence, new first name or family name with the relevant documents made available.

(initials, family name,

signature of the citizen posing as

registered candidate, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 15

To the Central Election Commission of the Russian Federation

APPLICATION-COMMITMENT

(name of all-Russian political association involved in the election campaign as electoral association)

has issued this commitment in order to:

1. Confirm that the electoral association (name of electoral association)

owes federal funds to the Central Election Commission of the Russian Federation in the amount of rubles, including the resources received to build up its electoral fund, rubles, and the resources needed to cover transportation expenses within rubles.

2. We undertake to satisfy our debt on federal funds beginning from « », 200 pursuant to the following timelines:

and secure full repayment of the federal funds by « », 200 .

The debt repayment date shall be the date the money has been placed on the settlement account of the Central Election Commission of the Russian Federation (requisites of the settlement account of the Central Election Commission of the Russian Federation)

3. Should the amount of rubles fail to be fully placed on the settlement account of the Central Election Commission of the Russian Federation by « », 200 , the Central Election Commission of Russia shall be entitled to proceed to recover from (name of all-Russian political public association)

involved in the election campaign as electoral association)

the aforementioned funds on the basis of a court order.

4. Legal address and requisites of the settlement account of _____

(name of all-Russian public association,

involved in the election campaign as electoral association)

Leader of an all-Russian
political public association
(loans manager)

(initials, family name, signature, date)

Chief accountant (accountant)

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 16

To the Central Election Commission of the Russian Federation

APPLICATION-COMMITMENT

(names of all-Russian political public associations that in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation were part of an electoral bloc) (name of electoral bloc)

have undertaken this commitment in order to:

1. Confirm that the electoral bloc (name of electoral bloc)

owes federal funds to the Central Election Commission of the Russian Federation in the amount of rubles, including the resources received to build up its electoral fund, rubles, and the resources needed to cover transportation expenses within rubles.

2. We undertake to satisfy our debt on federal funds beginning from « », 200 pursuant to the following timelines:

(Empty lines for timeline details)

and secure full repayment of the federal funds by « », 200 .

The debt repayment date shall be the date the money has been placed on the settlement account of the Central Election Commission of the Russian Federation

(requisites of the settlement account of the Central Election Commission of the Russian Federation)

3. Should the amount of rubles fail to be fully placed on the settlement account of the Central Election Commission of the Russian Federation by « », 200 , the Central Election Commission of Russia shall be entitled to proceed to recover from (names of all-Russian

political public associations that in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation were part of an electoral bloc)

(name of electoral bloc)

the aforementioned funds on the basis of a court order.

4. Legal address and requisites of the settlement accounts of _____
(names of all-Russian political

public associations that in the election of deputies of the State Duma of the

Federal Assembly of the Russian Federation were part of an electoral bloc)

(name of electoral bloc)

Leaders of each all-Russian
political public association
making up the electoral bloc
(loans manager)

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

Chief accountant (accountant)

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 17

To: _____
(name of TV or radio broadcaster,
or print mass media organization)

APPLICATION-COMMITMENT

(name of all-Russian political association involved in the election
campaign as electoral association)

has undertaken to:

1. Confirm that the electoral association _____
(name of electoral association)

owes compensation for the use of free airtime and print space in the amount of _____ rubles.

2. We undertake to satisfy our debt beginning from _____ «___», 200__ pursuant to the following timelines:

and secure full satisfaction of the cost of the free airtime and print space by _____ «___», 200__.

The debt repayment date shall be the date the money has been placed on the settlement account of

(requisites of the settlement account and name of
TV or radio broadcaster, or print mass media organization)

3. Should the amount of _____ rubles fail to be fully placed on the said settlement account by _____ «___», 200__, _____
(name of TV or radio organization, or print mass media periodical)

shall be entitled to proceed to recover from _____
(name of all-Russian political association involved
in the election campaign as electoral association)

the aforementioned funds on the basis of a court order.

4. Legal address and requisites of the settlement account of _____
(name

_____ of all-Russian public association involved in the election campaign

_____ as electoral association)

Attached: the list of TV and radio transmissions (print media publications) left unreimbursed.

Leader of an all-Russian
political public association
(loans manager)

(initials, family name, signature, date)

Chief accountant (accountant)

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 18

To: _____
(name of TV or radio broadcaster, or
_____ print mass media organization)

APPLICATION-COMMITMENT

(names of all-Russian political associations that in the election
_____ of deputies of the State Duma of the Federal Assembly
_____ of the Russian Federation were part of an electoral bloc)
_____ (name of electoral bloc)

has undertaken to:

1. Confirm that the electoral bloc _____
(name of electoral bloc)

owes compensation for the use of free airtime and print space in the amount of _____ rubles.

2. We undertake to satisfy our debt beginning from _____ «____», 200__ pursuant to the following timelines:

and secure full repayment of the value of the free airtime and print space by _____ «____», 200__.

The debt repayment date shall be the date the money has been placed on the settlement account of

(requisites of the settlement account and name of
_____ TV or radio broadcaster, or print mass media organization)

3. Should the amount of _____ rubles fail to be fully placed on the said settlement account by _____ «____», 200__, _____
(name of TV or radio broadcaster, or print mass media organization)

shall be entitled to proceed to recover from _____
(names of all-Russian political associations
_____ that in the election of deputies of the State Duma of the Federal Assembly
_____ of the Russian Federation were part of an electoral bloc)

(name of electoral bloc)

the aforementioned funds on the basis of a court order.

4. Legal addresses and requisites of the settlement accounts of _____

(names

of all-Russian political public associations that in the election of deputies of the State Duma

of the Federal Assembly of the Russian Federation were part of an electoral bloc)

(name of electoral bloc)

Attached: the list of TV and radio transmissions (print media publications) left unreimbursed.

Leaders of each all-Russian
political public association
making up the electoral bloc
(loans manager)

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

Chief accountant (accountant)

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 19

SUMMARY INFORMATION

on the volume and cost of free airtime provided by the TV and radio company «Rodina»
(name of TV and radio network)

for registered candidates, electoral associations or electoral blocs in the days of campaigning in the election
of deputies of the State Duma of the Federal Assembly of the Russian Federation

As of _____ «___», 1999

Nos.	Full name of registered candidate, name of electoral association or electoral bloc	Form of participation in election campaign drive*	Date and time of airtime slots provided	Volumes of airtime secured by drawing lots; min, sec	Volume of airtime actually provided; min, sec	Cost of airtime actually provided, in rubles
1	2	3	4	5	6	7
Example						
1	Electoral association «Vera»	TV commercial	Nov. 26, 1999 8.50 – 9.00	10-00	10-00	3,000
2	Electoral bloc «Nadezhda»	Public appearance (live)	Nov. 27, 1999 20.35 – 20.45	10-00	8-50	2,700
	Total (per each registered candidate, electoral association or electoral bloc, with the amount recorded incrementally)	* * *	* * *			

* Forms of election campaigning: public appearances, interviews, press-conferences, debates, "round tables", political commercials, and other functions.

Head of the TV and radio broadcaster

(initials, family name, signature, date)

Chief accountant

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 20

SUMMARY INFORMATION

on the volume and cost of free airtime provided by the TV and radio company «Rodina»
(name of TV and radio broadcaster)

for registered candidates, electoral associations or electoral blocs in the days of campaigning in the election
of deputies of the State Duma of the Federal Assembly of the Russian Federation

As of _____ «___», 1999

Nos.	Full name of registered candidate, name of electoral association or electoral bloc	Form of participation in election campaign drive*	Date and time of airtime slots provided	Volumes of airtime secured by drawing lots; min, sec	Amount of payment (with mention of the airtime used), thou. rubles	Name of payer, his bank account requisites	Document to confirm payment (number and date of payment order)	Grounds for payment (contract, invoice)
1	2	3	4	5	6	7	8	
Example								
1	Electoral association «Lastochka»	political TV commercial	Nov. 28, 1999 9.55 – 10.00	05-00	1,500	Electoral association «Lastochka», SEA** No. 56432765487654398765, TsU MB, CB RF	Payment order No. 54 of Nov. 25, 1999	Contract No. 44/2 of Nov. 15, 1999
2	Electoral association «Vostok»	public appearance (live)	Nov. 28, 1999 12.34 – 12.36	02-00	700	Electoral bloc «Vostok», SEA No. 76549876500007654367, TsU MB, CB RF	Payment order No. 67 of Nov. 24, 1999	Contract No. 56 of Nov. 10, 1999

* Forms of election campaigning: public appearances, interviews, press-conferences, debates, "round tables", political commercials, and other functions.

** SEA – special electoral account

	Total (per each registered candidate, electoral association or electoral bloc, with the amount recorded incrementally)	•••	•••					
--	--	-----	-----	--	--	--	--	--

Head of the TV and radio broadcaster

(initials, family name, signature, date)

Chief accountant

SEAL

(initials, family name, signature, date)



to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 12

SUMMARY INFORMATION

on the volume and cost of free print space provided by the newspaper «Rossiiskie novosti»
(name of print mass media organization)

for registered candidates, electoral associations or electoral blocs in the days of campaigning in the election
of deputies of the State Duma of the Federal Assembly of the Russian Federation

As of _____ «__», 1999

Nos.	Full name of registered candidate, name of electoral association or electoral bloc	Date and issue number of periodical	Heading of publication, campaign propaganda material	Volumes of print space secured by drawing lots; min, sec	Volume of print space actually provided; min, sec	Cost of print space actually provided, in rubles
1	2	3	4	5	6	7
Example						
1	Electoral association «Vostok»	Nov. 29, 1999; No. 230	Article «December-99»	1/20	1/20	1,000
2	Electoral bloc «Sever»	Dec. 1, 1999; No. 100	Political ad «Vote!»	1/50	1/50	1,500
	Total (per each registered candidate, electoral association or electoral bloc, with the amount recorded incrementally)	* * *	* * *			

Head of the editorial office

(initials, family name, signature, date)

Chief accountant

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 22

SUMMARY INFORMATION

on the volume and cost of free print space provided by the newspaper «Rossiiskie novosti»
(name of print mass media organization)

for registered candidates, electoral associations or electoral blocs in the days of campaigning in the election
of deputies of the State Duma of the Federal Assembly of the Russian Federation

As of _____ «__», 1999

Nos.	Full name of registered candidate, name of electoral association or electoral bloc	Date and issue number of periodical	Heading of publication, campaign propaganda material	Size of publication, campaign ad material, print space	Amount of payment (with mention of the print space used), thou. rubles	Name of payer, his bank account requisites	Document to confirm payment (number and date of payment order)	Grounds for payment (contract, invoice)
1	2	3	4	5	6	7	8	
Example								
1	Electoral association «Sever»	Dec. 1, 1999; No. 228	Article «Team 31»	1/30	1,200	Electoral association «Sever», SEA No. 1700214000000000777, TsU MB, CB RF	Payment order No. 555 of Nov. 26, 1999	Contract No. 88 of Nov. 10, 1999
2	Electoral bloc «Yug»	Dec. 4, 1999; No. 300	Article «First question from Yu. Semenov»	1/30	1,300	Electoral bloc «Yug», SEA No. 1700215000000000088, TsU MB, CB RF	Payment order No. 405 of Nov. 28, 1999	Contract No. 495 of Nov. 12, 1999

Total (per each registered candidate, electoral association or electoral bloc, with the amount recorded incrementally)	***	***					
--	-----	-----	--	--	--	--	--

Head of the editorial office

(initials, family name, signature, date)

Chief accountant

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 23

FIRST FINANCIAL REPORT

on incomings and outgoings of the electoral fund resources
held by a candidate (electoral association, electoral bloc)
in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation

The candidate (electoral association, electoral bloc) _____

Vasilyeva Tatiana Ivanovna, No. 00000000000000000000,

(full name of candidate, requisites of special electoral account,

Kurgansky single-mandate electoral district No. 95, Kurgan oblast

name and number of single-mandate electoral district, name of Subject of the Russian Federation or name of electoral

association, electoral bloc, requisites of special electoral bank account)

Nos.	Source of incoming	Line of code	Amount in rubles	Remarks
1	2	3	4	5
Example				
1	Total of electoral fund incomings	01	337,010	
	including			
1.1	own resources held by the candidate, electoral association, electoral bloc	02	10	
1.2	resources held by the electoral association, electoral bloc that nominated the candidate	03	50,000	
1.3	resources held by individual persons	04	32,000	
1.4	resources held by legal entities	05	155,000	
1.5	electoral deposit resources, total	06	100,000	
	including			
1.5.1	own resources held by the candidate, electoral association, electoral bloc	07	15,000	
1.5.2	resources held by the election association, electoral bloc that nominated the candidate	08	20,000	
1.5.3	resources held by individual persons	09	10,000	
1.5.4	resources held by legal entities	10	55,000	
1.6	electoral deposit resources returned by the election commission	11	-	

1	2	3	4	5
2	electoral deposit resources returned, total	12	88,241	
	including			
2.1	electoral deposit resources, total	13	16,510	
	including			
2.1.1	own resources held by the candidate, electoral association, electoral bloc	14*	-	
2.1.2	resources held by the electoral association, electoral bloc that nominated the candidate	15*	-	
2.1.3	resources held by individual persons	16*	1,510	
2.1.4	resources held by legal entities	17*	15,000	
2.2	resources received in violation of the established rules, total	18	71,731	
	including			
2.2.1	legal entities barred from making donations	19*	55,000	
2.2.2	individual persons barred from making donations	20*	8,000	
2.2.3	resources exceeding the ceiling for voluntary donations, total	21	8,731	
	including			
2.2.3.1	own resources held by the candidate, electoral association, electoral bloc	22*	1,510	
2.2.3.2	resources held by the electoral association, electoral bloc that nominated the candidate	23*	2,550	
2.2.3.3	resources held by individual persons	24*	1,651	
2.2.3.4	resources held by legal entities	25*	3,020	
2.2.4	resources from anonymous donations passed as federal budget receipts	26	-	
3	Total of electoral fund resources subject to expenditure (lines 01 through 12)	27	248,769	
4	Electoral fund resources expended, total	28	213,490	
	including			
4.1	financial support of administrative and technical measures aimed to assure collection of voter signatures to back up the candidate or list of candidates, total	29	130,000	
	including			
4.1.1	payments for services rendered by collectors of voter support signatures	30	70,000	
4.2	payments to raise the electoral deposit, total	31	83,490	
	including			
4.2.1	own resources held by the candidate, electoral association,	32	15,000	

* Subject to be returned within ten days of being placed on the special electoral bank account.

electoral bloc			
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1	2	3	4	5
4.2.2	resources held by the electoral association, electoral bloc that nominated the candidate	33	20,000	
4.2.3	resources held by individual persons	34	8,490	
4.2.4	resources held by legal entities	35	40,000	
4.2.5	other electoral fund resources	36	-	
5	Balance of the electoral fund bank account (certified by the relevant bank statement of account) (lines 27-28)	37	35,279	

No other resources have been used by me, Vasilyeva Tatiana Ivanovna, over the electoral fund
(full name of candidate,

name of electoral association, electoral bloc)

to prepare for and run the election campaign effort.

The candidate

(authorized representatives
of electoral association,
electoral bloc:

with the right of first signature

with the right of second signature)

T.I. Vasilyeva

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 24

SECOND FINANCIAL REPORT

on incomings and outgoings of the electoral fund resources
held by a registered candidate, electoral association or electoral bloc
in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation

The registered candidate (electoral association, electoral bloc) _____

Vasilyeva Tatiana Ivanovna, No. 00000000000000000000,

(full name of registered candidate, requisites of special electoral account,

Kurgansky single-mandate electoral district No. 95, Kurgan oblast

name and number of single-mandate electoral district, name of Subject of the Russian Federation

or name of electoral association, electoral bloc, requisites of special electoral bank account)

Nos.	Source of incoming	Line of code	Amount in rubles	Remarks
1	2	3	4	5
Example				
1	Total of electoral fund incomings	01	423,510	
	including			
1.1	resources held by the election commission	02	500	
1.2	own resources held by the registered candidate, electoral association, electoral bloc	03	10,010	
1.3	resources held by the electoral association, electoral bloc that nominated the candidate	04	50,000	
1.4	resources held by individual persons	05	63,000	
1.5	resources held by legal entities	06	200,000	
1.6	electoral deposit resources, total	07	100,000	
	including			
1.6.1	own resources held by the candidate, electoral association, electoral bloc	08	15,000	
1.6.2	resources held by the election association, electoral bloc that nominated the candidate	09	20,000	
1.6.3	resources held by individual persons	10	10,000	
1.6.4	resources held by legal entities	11	55,000	
1.7	electoral deposit resources returned by the election commission	12	-	

1	2	3	4	5
2	electoral deposit resources returned, total	13	100,241	
	including			
2.1	electoral deposit resources, total	14	16,510	
	including			
2.1.1	own resources held by the candidate, electoral association, electoral bloc	15*	-	
2.1.2	resources held by the electoral association, electoral bloc that nominated the candidate	16*	-	
2.1.3	resources held by individual persons	17*	1,510	
2.1.4	resources held by legal entities	18*	15,000	
2.2	resources received in violation of the established rules, total	19	83,731	
	including			
2.2.1	legal entities barred from making donations	20*	65,000	
2.2.2	individual persons barred from making donations	21*	10,000	
2.2.3	resources exceeding the ceiling for voluntary donations, total	22	8,731	
	including			
2.2.3.1	own resources held by the candidate, electoral association, electoral bloc	23*	1,510	
2.2.3.2	resources held by the electoral association, electoral bloc that nominated the candidate	24*	2,550	
2.2.3.3	resources held by individual persons	25*	1,651	
2.2.3.4	resources held by legal entities	26*	3,020	
2.2.4	resources from anonymous donations passed as federal budget receipts	27	-	
3	Total of electoral fund resources subject to expenditure (lines 01 through 13)	28	323,269	
4	Electoral fund resources expended, total	29	223,490	
	including			
4.1	financial support of administrative and technical measures aimed to assure collection of voter signatures to back up the candidate or list of candidates, total	30	130,000	
	including			
4.1.1	payments for services rendered by collectors of voter support signatures	35	70,000	
4.2	payments to raise the electoral deposit, total	36	83,490	
	including			
4.2.1	own resources held by the candidate, electoral association,	37	15,000	

* Subject to be returned within ten days of being placed on the special electoral bank account.

	electoral bloc				
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1	2	3	4	5
4.2.2	resources held by the electoral association, electoral bloc that nominated the candidate	38	20,000	
4.2.3	resources held by individual persons	39	8,490	
4.2.4	resources held by legal entities	40	40,000	
4.2.5	other electoral fund resources	41	-	
4.2.5	other electoral fund resources	41	-	
4.3	resources expended to support election campaigning, total	42	5,000	
	including			
4.3.1	use of mass media vehicles	43	-	
4.3.1.1	use of TV and radio broadcasters	44	-	
4.3.1.2	use of print mass media periodical	45	-	
4.3.2	public campaign functions (rallies, meetings with the voters, marches, other public gatherings)	46	-	
4.3.3	fabrication and distribution of print campaign propaganda materials (leaflets, posters, outdoor advertising boards, etc.)	47	5,000	
4.4	information and consulting services	48	5,000	
4.5	other functions and services carried out and rendered by legal entities or individual persons of the Russian federation	49	-	
4.6	other expenditures directly relating to the election campaigning effort	50	-	
5	Balance of the electoral fund bank account (certified by the relevant bank statement of account) (lines 28-29)	51	99,779	

No other resources have been used by me, Vasilyeva Tatiana Ivanovna, over the electoral fund
(full name of registered candidate,

name of electoral association, electoral bloc)

to prepare for and run the election campaign effort.

The registered candidate

(authorized representatives
of electoral association,
electoral bloc:

with the right of first signature

with the right of second signature)

T.I. Vasilyeva

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 25

FINAL FINANCIAL REPORT

on incomings and outgoings of the electoral fund resources
held by a candidate, registered candidate, electoral association or electoral bloc
in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation

The candidate, registered candidate (electoral association, electoral bloc) _____

Vasilyeva Tatiana Ivanovna, No. 00000000000000000000,

(full name of candidate, registered candidate, requisites of special electoral account,

Kurgansky single-mandate electoral district No. 95, Kurgan oblast

name and number of single-mandate electoral district, name of Subject of the Russian Federation

or name of electoral association, electoral bloc, requisites of special electoral bank account)

Nos.	Source of incoming	Line of code	Amount in rubles	Remarks
1	2	3	4	5
Example				
1	Total of electoral fund incomings	01	423,510	
	including			
1.1	resources held by the election commission	02	500	
1.2	own resources held by the candidate, registered candidate, electoral association, electoral bloc	03	10,010	
1.3	resources held by the electoral association, electoral bloc that nominated the candidate	04	50,000	
1.4	resources held by individual persons	05	63,000	
1.5	resources held by legal entities	06	200,000	
1.6	electoral deposit resources, total	07	100,000	
	including			
1.6.1	own resources held by the candidate, electoral association, electoral bloc	08	15,000	
1.6.2	resources held by the election association, electoral bloc that nominated the candidate	09	20,000	
1.6.3	resources held by individual persons	10	10,000	
1.6.4	resources held by legal entities	11	55,000	
1.7	electoral deposit resources returned by the election commission	12		

1	2	3	4	5
2	electoral deposit resources returned, total	13	100,241	
	including			
2.1	electoral deposit resources, total	14	16,510	
	including			
2.1.1	own resources held by the candidate, registered candidate, electoral association, electoral bloc	15*	-	
2.1.2	resources held by the electoral association, electoral bloc that nominated the candidate	16*	-	
2.1.3	resources held by individual persons	17*	1,510	
2.1.4	resources held by legal entities	18*	15,000	
2.2	resources received in violation of the established rules, total	19	83,731	
	including			
2.2.1	legal entities barred from making donations	20*	65,000	
2.2.2	individual persons barred from making donations	21*	10,000	
2.2.3	resources exceeding the ceiling for voluntary donations, total	22	8,731	
	including			
2.2.3.1	resources held by the electoral association, electoral bloc that nominated the candidate	23*	1,510	
2.2.3.2	resources held by the candidate, registered candidate, electoral association, electoral bloc	24*	2,550	
2.2.3.3	resources held by individual persons	25*	1,651	
2.2.3.4	resources held by legal entities	26*	3,020	
2.2.4	resources from anonymous donations passed as federal budget receipts	27	-	
3	Total of electoral fund resources subject to expenditure (lines 01 through 13)	28	323,269	
4	Electoral fund resources expended, total	29	223,490	
	including			
4.1	financial support of administrative and technical measures aimed to assure collection of voter signatures to back up the candidate or list of candidates, total	30	130,000	
	including			
4.1.1	payments for services rendered by collectors of voter support signatures	31	70,000	
4.2	payments to raise the electoral deposit, total	32	83,490	
	including			
4.2.1	own resources held by the candidate, electoral association,	33	15,000	

* Subject to be returned within ten days of being placed on the special electoral bank account.

	electoral bloc			
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1	2	3	4	5
4.2.2	resources held by the electoral association, electoral bloc that nominated the candidate	34	20,000	
4.2.3	resources held by individual persons	35	8,490	
4.2.4	resources held by legal entities	36	40,000	
4.2.5	other electoral fund resources	37	-	
4.3	resources expended to support election campaigning, total	38	5,000	
	including			
4.3.1	use of mass media vehicles	39	-	
4.3.1.1	use of TV and radio broadcasters	40	-	
4.3.1.2	use of print mass media periodical	41	-	
4.3.2	public campaign functions (rallies, meetings with the voters, marches, other public gatherings)	42	-	
4.3.3	fabrication and distribution of print campaign propaganda materials (leaflets, posters, outdoor advertising boards, etc.)	43	5,000	
4.4	information and consulting services	44	-	
4.5	other functions and services carried out and rendered by legal entities or individual persons of the Russian federation	45	5,000	
4.6	other expenditures directly relating to the election campaigning effort	46	-	
5	Balance of the electoral fund bank account (certified by the relevant bank statement of account) (lines 28-29)	47	99,779	
6	Unexpended electoral fund resources returned	48	99,779	
	including			
6.1	electoral deposit resources, total	49	-	
	including			
6.1.1	to the candidate, electoral association, electoral bloc	50	-	
6.1.2	to the electoral association or electoral bloc that nominated the candidate	51	-	
6.1.3	to individual persons	52	-	
6.1.4	to legal entities	53	-	
6.2	to the election commission	54	23,279	
	including the registered candidates, electoral associations or electoral blocs left uncovered by Clause 2 Article 63 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"			
6.2.1	to the registered candidate that has secured under 3 % of the vote, the electoral association or electoral bloc that has secured under 2 % of the vote	55	23,279	
6.2.1.1	resources transferred to build up the electoral fund	56	200	
6.2.1.2	resources received to cover transportation expenditures	57	23,079	

1	2	3	4	5
6.2.2	to the registered candidate that withdrew his/her candidacy without any compelling circumstances	58	-	
6.2.2.1	resources transferred to build up the electoral fund	59	-	
6.2.2.2	resources received to cover transportation expenses	60	-	
6.2.3	to the electoral association, electoral bloc that withdrew its federal list of candidates without any compelling circumstances	61	-	
6.2.3.1	resources transferred to build up the electoral fund	62	-	
6.2.3.2	resources received to cover transportation expenses	63	-	
6.2.4	with the candidate's or federal list of candidates' registration being cancelled	64	-	
6.2.4.1	resources transferred to build up the electoral fund	65	-	
6.2.4.2	resources received to cover transportation expenses	66	-	
6.2.5	in the cases covered by Clause 15 Article 51 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"	67	-	
6.2.5.1	resources transferred to build up the electoral fund	68	-	
6.2.5.2	resources received to cover transportation expenses	69	-	
6.3	to TV and radio broadcasters	70	-	
6.4	to print mass media organizations	71	-	
6.5	to the candidate	72	1,500	
6.6	to the electoral association, electoral bloc	73	20,000	
6.7	to individual persons	74	25,000	
6.8	to legal entities	75	30,000	
7	Balance of the electoral fund bank account on the reporting date (certified by the relevant bank statement of account) (lines 47-48)	76	-	

No other resources have been used by me, Vasilyeva Tatiana Ivanovna, over the electoral fund
(full name of candidate, registered

candidate, name of electoral association, electoral bloc)

to prepare for and run the election campaign effort.

The candidate, registered candidate

(authorized representatives
of electoral association,
electoral bloc:

with the right of first signature

with the right of second signature)

T.I. Vasilyeva

(initials, family name, signature, date)

(initials, family name, signature, date)

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 26

INFORMATION

on incomings and outgoings of the electoral fund resources held by candidates, registered candidates in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation

Kurgansky single-mandate electoral district No. 95

(name and number of single-mandate electoral district)

Kurgan oblast

(name of Subject of the Russian Federation)

The number of candidates that gave their consent to run and that have been entered on the federal list of candidates appropriately certified by the Central Election Commission of the Russian Federation _____ persons.

The number of candidates that have withdrawn their candidacies _____ persons.

The number of candidates that have been registered _____ persons.

The number of registered candidates that have withdrawn their candidacies _____ persons.

Nos.	Source of incoming	Line of code	Amount in rubles	Remarks
1	2	3	4	5
Example				
1	Total of electoral fund incomings	01	423,510	
	including			
1.1	resources held by the election commission	02	500	
1.2	own resources held by the candidate, registered candidate	03	10,010	
1.3	resources held by the electoral association, electoral bloc that nominated the candidate	04	50,000	
1.4	resources held by individual persons	05	63,000	
1.5	resources held by legal entities	06	200,000	
1.6	electoral deposit resources, total	07	100,000	
	including			
1.6.1	own resources held by the candidate	08	15,000	
1.6.2	resources held by the election association, electoral bloc that nominated the candidate	09	20,000	
1.6.3	resources held by individual persons	10	10,000	
1.6.4	resources held by legal entities	11	55,000	
1.7	electoral deposit resources returned by the election commission	12	-	

1	2	3	4	5
2	electoral fund resources returned, total	13	100,241	
	including			
2.1	electoral deposit resources, total	14	16,510	
	including			
2.1.1	own resources held by the candidate, registered candidate	15*	-	
2.1.2	resources held by the electoral association, electoral bloc that nominated the candidate	16*	-	
2.1.3	resources held by individual persons	17*	1,510	
2.1.4	resources held by legal entities	18*	15,000	
2.2	resources received in violation of the established rules, total	19	83,731	
	including			
2.2.1	to legal entities barred from making donations	20*	65,000	
2.2.2	to individual persons barred from making donations	21*	10,000	
2.2.3	resources exceeding the ceiling for voluntary donations, total	22	8,731	
	including			
2.2.3.1	resources held by the electoral association, electoral bloc that nominated the candidate	23*	1,510	
2.2.3.2	resources held by the candidate, registered candidate	24*	2,550	
2.2.3.3	resources held by individual persons	25*	1,651	
2.2.3.4	resources held by legal entities	26*	3,020	
2.2.4	resources from anonymous donations passed as federal budget receipts	27	-	
3	Total of electoral fund resources subject to expenditure (lines 01 through 13)	28	323,269	
4	Electoral fund resources expended, total	29	223,490	
	including			
4.1	financial support of administrative and technical measures aimed to assure collection of voter signatures to back up the candidate or list of candidates, total	30	130,000	
	including			
4.1.1	payments for services rendered by collectors of voter support signatures	31	70,000	
4.2	payments to raise the electoral deposit, total	32	83,490	
	including			
4.2.1	own resources held by the candidate	33	15,000	
4.2.2	resources held by the electoral association, electoral bloc that nominated the candidate	34	20,000	
4.2.3	resources held by individual persons	35	8,490	
4.2.4	resources held by legal entities	36	40,000	
4.2.5	other electoral fund resources	37	-	

* Subject to be returned within ten days of being placed on the special electoral bank account.

1	2	3	4	5
4.3	resources expended to support election campaigning, total	38	5,000	
	including			
4.3.1	use of mass media vehicles	39	-	
4.3.1.1	use of TV and radio broadcasters	40	-	
4.3.1.2	use of print mass media periodical	41	-	
4.3.2	public campaign functions (rallies, meetings with the voters, marches, other public gatherings)	42	-	
4.3.3	fabrication and distribution of print campaign propaganda materials (leaflets, posters, outdoor advertising boards, etc.)	43	5,000	
4.4	information and consulting services	44	-	
4.5	other functions and services carried out and rendered by legal entities or individual persons of the Russian federation	45	5,000	
4.6	other expenditures directly relating to the election campaigning effort	46	-	
5	Balance of the electoral fund bank account (certified by the relevant bank statement of account) (lines 28-29)	47	99,779	
6	Unexpended electoral fund resources returned	48	99,779	
	including			
6.1	electoral deposit resources, total	49	-	
	including			
6.1.1	to the candidate	50	-	
6.1.2	to the electoral association or electoral bloc that nominated the candidate	51	-	
6.1.3	to individual persons	52	-	
6.1.4	to legal entities	53	-	
6.2	to the election commission	54	23,279	
	including the registered candidates, electoral associations or electoral blocs left uncovered by Clause 2 Article 63 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"			
6.2.1	to the registered candidate that has secured under 3 % of the vote	55	23,279	
6.2.1.1	resources transferred to build up the electoral fund	56	200	
6.2.1.2	resources received to cover transportation expenditures	57	23,079	
6.2.2	to the registered candidate that withdrew his/her candidacy without any compelling circumstances	58	-	
6.2.2.1	resources transferred to build up the electoral fund	59	-	
6.2.2.2	resources received to cover transportation expenses	60	-	
6.2.3	with the registered candidate's registration being cancelled	61	-	

1	2	3	4	5
6.2.3.1	resources transferred to build up the electoral fund	62	-	
6.2.3.2	resources received to cover transportation expenses	63	-	
6.2.4	in the cases covered by Clause 15 Article 51 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"	64	-	
6.2.4.1	resources transferred to build up the electoral fund	65	-	
6.2.4.2	resources received to cover transportation expenses	66	-	
6.3	to the candidate	67	1,500	
6.4	to individual persons	68	35,000	
6.5	to legal entities	69	40,000	
7	Balance of the electoral fund bank account on the reporting date (certified by the relevant bank statement of account) (lines 47-48)	70	-	

Chairperson of the district
election commission

(initials, family name, signature, date)

Chief accountant

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 27

INFORMATION
on federal budget funds returned by

registered candidates running in _____ single-mandate electoral district
(name of electoral district)

(name of Subject of the Russian Federation)

in rubles

Nos.	Full name of registered candidate	Returned overall, total (col. 4 + col. 5 + col. 6)	including		
			remitted by DEC to the registered candidate's electoral fund	reimbursed by DEC to cover transportation expenses	expenses incurred by DEC to support the elections (except for expenses recorded in col. 4 and col. 5)
1	2	3	4	5	6
<p>I. Pro-rata return of the unexpended electoral fund resources:</p> <p>a) by the candidates that secured over 3 % of the vote and were passed as elected;</p> <p>b) by the candidate passed as elected;</p> <p>c) by the candidates that withdrew their candidacies for compelling reasons</p>					
1	Dolotov A.S.				
	liability				
2	Kolosov S.V.				
	liability				
3	Poluyanov G.E.				
	liability				

1	2	3	4	5	6
<p>II. Return of the resources remitted by the district election commission to build up the electoral fund and cover transportation expenses:</p> <p>a) by the candidates that secured under 3 % of the vote;</p> <p>b) by the candidates that withdrew their candidacies without compelling reasons;</p> <p>c) by the candidates recalled by an electoral association or electoral bloc without compelling reasons</p> <p>d) by the candidates that were deregistered by an election commission or court order</p>					
1	Zotov V.P.				
	liability				
2	Nezhdanov V.A.				
	liability				
3	Golubeva G.V.				
	liability				
4	Perevedentsev A.R.				
	liability				
<p>III. Reimbursement of all expenses incurred by the district election commission (DEC) in the cases covered by Clause 15 Article 51 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"</p>					
1	Kozyrev K.N.				
	liability				
2	Petrov L.D.				
	liability				
	Total per election district				

Chairperson of the district election commission

(initials, family name, signature, date)

Accountant of the district election commission

SEAL

(initials, family name, signature, date)

to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by the Central Election Commission of the Russian Federation

August 18, 1999; No. 9/53-3

Form 28

INFORMATION
on federal budget funds returned by
an electoral association or electoral bloc with a registered federal list of candidates

in rubles

Nos.	Name of electoral association or electoral bloc with a registered federal list of candidates	Returned overall, total (col. 4 + col. 5 + col. 6)	including		
			remitted by CEC of Russia to an electoral association's or electoral bloc's electoral fund	reimbursed by CEC of Russia to cover transportation expenses	expenses incurred by CEC of Russia to support the elections (except for expenses recorded in col. 4 and col. 5)
1	2	3	4	5	6
<p>I. Pro-rata return of the unexpended electoral fund resources:</p> <p>a) by the electoral associations, electoral blocs that secured over 2 % of the vote in the federal district;</p> <p>b) by the electoral associations, electoral blocs that participated in the distribution of deputy mandates;</p> <p>c) by the electoral associations, electoral blocs that withdrew their federal lists of candidates for compelling reasons</p>					
1	«Association»				
	liability				
2	«Association»				
	liability				

1	2	3	4	5	6
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II. Return of the resources remitted by CEC of Russia to build up the electoral fund of an electoral association, electoral bloc and cover transportation expenses:

- a) by the electoral association, electoral bloc that secured under 2 % of the vote in the federal electoral district;
- b) by the electoral associations, electoral blocs that withdrew their federal lists of candidates without compelling reasons;
- c) by the electoral associations, electoral blocs whose registrations of federal lists of candidates have been cancelled either by the election commission or court of law

1	«Association»				
	liability				
2	«Association»				
	liability				

III. Reimbursement of all expenses incurred by the CEC of Russia in the cases covered by Clause 15 Article 51 of the Federal Law "On the Election of Deputies of the State Duma of the Federal Assembly of the Russian Federation"

1	«Association»				
	liability				
2	«Association»				
	liability				

Total:



COMMENTARY

on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation

Electoral funds of candidates, registered candidates running for deputies of the State Duma of the Federal Assembly of the Russian Federation (in single-mandate electoral districts)

1. A candidate shall open a special electoral account of his/her electoral fund after the appropriate district election commission has been notified about nomination of this candidate or after a copy of the list of candidates nominated in a single-mandate electoral district has been submitted to this district election commission upon certification by the Central Election Commission of the Russian Federation, but not later than five days prior to the day on which documents for the registration of the given candidate are submitted to the district election commission.

A special electoral account for formation of an electoral fund shall be opened with a branch of the Savings Bank of the Russian Federation on the basis of the dedicated decision passed by the appropriate district election commission. The election commission's document to this effect shall be issued to the candidate within three days of the commission's receiving a written notice of the candidate's nomination.

A special electoral account may be opened either by the candidate himself/herself or by another person on the basis of a notarized proxy issued by the candidate.

To open a special electoral account with a branch of the Savings Bank of the Russian Federation, the following documents shall be submitted:

a) an application of the candidate to the appropriate branch of the Savings Bank of the Russian Federation filled out in compliance with Form 1 held by the relevant attachment to the Directions on the procedures for forming and expending the electoral funds of candidates, registered candidates, electoral associations and electoral blocs in the election of deputies of the State Duma of the Federal Assembly of the Russian Federation approved by Ruling of the Central Election Commission of the Russian Federation No. 9/53-3 of August 18, 1999 (further on – the Directions);

b) a copy of the aforementioned decision of the district election commission;

c) the candidate's passport or other identification document.

Should a special electoral account be opened by the person other than the candidate, submitted shall be the appropriately notarized proxy, passport or the acceptable identification document of the authorized person – citizen of the Russian Federation.

Branches of the Savings Bank of the Russian Federation shall not charge any fee for opening or servicing a special electoral account and shall not pay any interest on the funds kept thereon.

A candidate shall within three days after opening a special electoral account advise the district election commission of the account's requisites (bank data).

A registered candidate shall continue to maintain his/her ongoing special electoral account.

2. Ceilings for electoral fund contributions:

a) candidate's own monetary resources – two thousand times the minimum wage established by the appropriate federal law, the limit currently reaching 166,980 rubles;

b) the monetary resources made available by the electoral association (electoral bloc) that nominated the candidate – ten thousand times the minimum wage, the limit now making 834,900 rubles. No money shall be released for the purpose from the electoral association's (electoral bloc's) electoral fund;

c) voluntary donation by an individual citizen – two hundred times the minimum wage established by the existing federal legislation, which makes 16,698 rubles;

d) voluntary donation by a legal entity – four thousand times the minimum wage in Russia, the resulting amount standing at 333,960 rubles.

A small amount (apparently within one thousand rubles) shall be allocated by the appropriate district election commission following the candidate's registration. In any future set of elections (following the December 1999 elections) of deputies of the State Duma, the candidate with arrears on federal funds owed to the relevant election commission (the circumstance primarily relating to the previous campaign's candidates that secured under 3 % of the votes cast by the voters in a single-mandate electoral district) shall be denied the right to have access to federal budget funds.

3. No contributions or donations shall be accepted from:
- a) foreign citizens, stateless persons;
 - b) foreign countries, legal entities 100 % owned by foreign capital;
 - c) Russian legal entities with foreign participation (foreign share exceeding 30 % of the charter capital), state or municipal participation (state or municipal stakes exceeding 30 % of the charter capital);
 - d) citizens of the Russian Federation under 18 years of age;
 - e) international organizations and international public movements;
 - f) bodies of state authority and local government;
 - g) state and municipal establishments and organizations;
 - h) military units, military establishments and organizations, law-enforcement bodies;
 - i) charity organizations, religious associations, as well as any organizations created by the former;
 - j) anonymous donors;
 - k) legal entities registered after December 19, 1998.

Passed as anonymous shall be any and all donations made by the donors failing to indicate any of the following data:

- a) for an individual person – the first, middle and last name; the place of residence and date of birth;
- b) for a legal entity – the tax payer's identification number; the name, date of registration, bank account requisites (bank data); the notation concerning the absence of a state or municipal share in the charter (authorized) capital or the presence of such a share and its size in percentage.

In-kind contributions are not stipulated. However, tangible support of the campaigning effort may be exercised through provision of material assets for temporary use under the proviso of the relevant expenses being covered by the electoral fund resources.

All monetary resources placed on the special electoral account shall only be in rubles – the currency of the Russian Federation.

Citizens are free to make voluntary donations through post offices or creditor organizations either by means of cash or non-cash transfers. Legal entities shall only make their donations in the form of non-cash transfers.

4. Though an electoral fund of a candidate has no ceiling, it has a constraint on the maximum amount of all expenditures – twenty thousand times the minimum wage, the total currently reaching 1,669,800 rubles.

The electoral fund is purpose-oriented and its resources shall only be committed in accordance with Point 6.1 of the Directions to support the election campaign pursued by a concrete candidate, registered candidate.

Sales of goods, performance of paid work and delivery of paid services by individual persons or legal entities in support of candidates or registered candidates shall be appropriately documented to reflect the requisite particulars of the parties involved, amount of the work or services contracted, relevant values, costs by category (estimates, budgets), payment and remuneration procedures, deadlines.

Work and service delivery contracts may only be concluded with the Russian Federation citizens that have come of age.

Completed work and service delivery contracts shall be confirmed by relevant acceptance reports or consignment notes for shipments, with the documents bearing the signatures of the employers (candidate, registered candidate) and contractor.

As they proceed to document orders for production, placement and distribution of election campaign materials in support of a registered candidate, individual persons and legal entities shall forward to the relevant print mass media organization, TV and radio broadcaster, or manufacturer involved in the fabrication of campaign propaganda materials, written confirmations – filled in compliance with Form 10 established by the Central Election Commission of the Russian Federation – of the consent of a registered candidate (person authorized) to have the contracted work performed and paid for out of his/her electoral fund resources.

A candidate, registered candidate shall complete his/her settlements with legal entities for the work done or services delivered only through the use of non-cash payments. Cash payments are allowed to complete settlements with individual persons.

Individual persons aged 18 and older, while being barred from using the services of third parties, are free to perform unpaid work or services to back up the election campaigning effort pursued by a candidate, registered candidate.

The electoral fund resources are administered by a candidate or person authorized on the basis of a notarized proxy duly submitted to the relevant branch of the Savings Bank of the Russian Federation.

A candidate, registered candidate shall account for incomings and outgoings of his/her electoral fund resources in keeping with Form 7 established by the Directions.

5. To assure application of the existing legal provisions relating to incomings and outgoings of the electoral fund resources, the Central Election Commission of the Russian Federation and the Central Bank of the Russian Federation have reached a dedicated agreement.

While making use of the "Klient-Sberbank" system, the Savings Bank of the Russian Federation shall advise the district election commissions of incomings and outgoings of the electoral fund resources.

This information shall be released to the mass media and overseen by the appropriate election commissions.

6. A candidate is free to be registered either on the basis of duly submitted voter signatures or on the basis of an electoral deposit of 83,490 rubles. The electoral deposit shall be put on the relevant election commission's special account to be opened by the election commission of a Subject of the Russian Federation with the appropriate branch of the Savings Bank of the Russian Federation within 15 days of the date of official publication of the decision to call the elections. The special electoral account's particulars shall be forwarded to a candidate by the appropriate district election commission or, if such a commission is yet to be formed, by the election commission of a Subject of the Russian Federation.

An electoral deposit may be paid in a lump sum only out of the relevant electoral fund. The deposit is fully returned to the electoral fund in the event of the candidate either winning a deputy seat or securing over five percent of the vote, or withdrawing his/her candidacy before voting day (unless the move has produced a shift of the elections). Otherwise, the electoral deposit shall be wholly remitted to the federal budget.

7. In the course of election campaigning, a candidate shall fill three financial reports: the first financial report – concurrently with the submission of documents required for registration; the second financial report – not earlier than 20 days and not later than 10 days before voting day; the final financial report – not later than 30 days after the official publication of election results. The first and second reports shall be completed to reflect the status as of the dates preceding the statutory submission dates by five-seven days. Both reports shall carry the data compiled in pursuance of the Forms established by the Directions. Attached to the final financial report shall be source financial and other documents, campaign propaganda materials confirming the receipt and expenditure of monetary resources.

Financial reports shall only be signed by a candidate, registered candidate.

8. The responsibility for the violation of election campaign funding rules shall be borne personally by the candidate, registered candidate, the penalties, in particular, including denial of registration, or de-registration for the use of money over the electoral fund or in excess of the established ceiling (by over 0.5 %, which is over 8,347 rubles).

Particulars of electoral funds held by electoral associations, electoral blocs

1. A special electoral account opened by an electoral association (electoral bloc):

1.1. All electoral associations and electoral blocs shall only open their special electoral accounts with one and the same Moscow-based branch of the Savings Bank of the Russian Federation.

1.2. A special electoral account shall be opened by an electoral association's (bloc's) authorized representative on financial matters upon the clearance received from the Central Election Commission of the Russian Federation. To obtain that clearance, the following documents shall be submitted to the Central Election Commission of the Russian Federation:

a) a decision by the relevant conference (congress) or statement of the minutes kept by the meeting of an electoral association or electoral bloc on the questions of appointing the authorized representatives on financial matters with the right of first and second signature and on affixing the seal to financial documents;

b) seal impression;

c) proxies of the authorized representatives on financial matters;

d) two bank debit cards bearing signatures of the authorized persons with the right of first and second signature;

e) in addition to the aforementioned documents, an electoral bloc shall make available a certified copy of the statement of the joint decision on the procedure for reimbursing the cost of the airtime and print space provided by the appropriate mass media organizations free of charge.

1.3. Candidates running in the election only as part of the federal list of candidates shall not open their individual special electoral accounts or form electoral funds. They shall have no rights or obligations

in regard of administering the given electoral association's fund resources. Their financial engagements with the relevant electoral association shall be internally managed by that electoral association.

Also, to replicate the case of a candidate opening his/her special electoral account, a branch of the Savings Bank of the Russian Federation shall charge the given electoral association (bloc) no fee for opening and servicing a special electoral account and shall not pay any interest on the funds kept thereon.

2. The following ceilings on electoral fund contributions and donations have been established:

2.1. A candidate entered on the federal list of candidates may contribute own resources only as a regular individual person. As compared against a donation remitted to the electoral fund of a candidate, the maximum size of contribution has been increased by 1.5 times to reach 300 times the minimum wage in Russia or 25,047 rubles.

2.2. The own monetary resources of an electoral association (bloc) – 200 thousand times the minimum wage or 16,6981,000 rubles.

2.3. A voluntary donation by a legal entity – 40 thousand times the minimum wage or 1,639,600 rubles.

2.4. A contribution by the Central Election Commission of the Russian Federation is most likely to be in the area of 200-300 thousand rubles. The federal law, following the 1999 general elections, places a ban on the allocation of federal monetary resources for the electoral associations (blocs) that by the date of official publication of the decision to call the next election of deputies of the State Duma are still in arrears before the Central Election Commission of the Russian Federation as well as before TV and radio broadcasters and print mass media organizations. This provision is primarily applicable to the electoral associations (blocs) that in the previous elections secured under two percent of the vote in the federal electoral district.

3. The ceiling for an electoral deposit stands at 25 thousand times the minimum wage or 2,087,250 rubles. The deposit shall be placed on a special electoral account opened by the Central Election Commission of the Russian Federation with a branch of the Savings Bank of the Russian Federation.

As directed by the Central Election Commission of the Russian Federation, the deposit shall be returned to the electoral fund not later than 55 days following the date of official publication of the general election results provided the given electoral association (bloc) has participated in the distribution of deputy mandates or secured three percent or a larger segment of the vote.

4. The ceiling for expenditures out of an electoral fund – 500 thousand times the minimum wage or 41,475,000 rubles.

Information released to the mass media

1. The Central Election Commission of the Russian Federation, district election commission shall release copies of financial reports to the mass media within five days of those documents being received.

2. The Central Election Commission of the Russian Federation, district election commission shall every two weeks release to the mass media the information on incomings and outgoings of the candidate electoral fund resources recorded in compliance with the special Form established by the Directions.

3. The print periodicals featured on the list published by the Central Election Commission of the Russian Federation, election commission of Subject of the Russian Federation shall at least once every two weeks carry the information on:

- the legal entities that contributed to the electoral fund of an electoral association, electoral bloc a sum in excess of 83,490 rubles, and to the electoral fund of a candidate, registered candidate a sum in excess of 20,873 rubles;

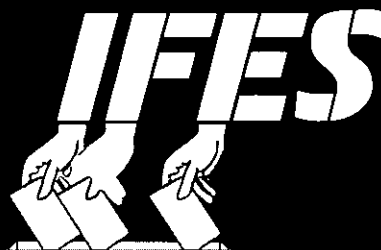
- the number of individual persons that have contributed to the electoral fund of a candidate, registered candidate, electoral association, electoral bloc a sum in excess of 4,175 rubles;

- the financial transactions relating to the expenditure of electoral fund resources whenever the amount in question exceeds 166,980 rubles – for an electoral association, electoral bloc, and 41,750 rubles – for a candidate, registered candidate;

- the monetary resources returned to the donors and reasons therefor;

- the total of electoral fund incomings and outgoings.

4. Information on incomings and outgoings of the resources paid into and out of the electoral funds held by candidates, registered candidates, electoral associations or electoral blocs shall be carried by print periodicals at the expense of current financing.



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