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FOURTH EVALUATION ROUND

Corruption prevention in respect of members of
parliament, judges and prosecutors

SECOND COMPLIANCE REPORT

ESTONIA

Adopted by GRECO at its 76th Plenary Meeting
(Strasbourg, 19-23 June 2017)

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I. INTRODUCTION

1. The Second Compliance Report assesses the measures taken by the authorities of Estonia to implement the recommendations issued in the Fourth Round Evaluation Report on Estonia (see paragraph 2) covering “Corruption prevention in respect of members of parliament, judges and prosecutors”.
2. The Fourth Round Evaluation report on Estonia was adopted at GRECO’s 58th Plenary Meeting (7 December 2012) and made public on 8 January 2013, following authorisation by Estonia ([Greco Eval IV Rep \(2012\) 5E](#)). The Fourth Round Compliance Report was adopted by GRECO at its 67th Plenary Meeting (27 March 2015) and made public on 17 April 2015, following authorisation by Estonia ([Greco RC-IV \(2015\) 1E](#)).
3. As required by GRECO's Rules of Procedure, the authorities of Estonia submitted a Situation Report with additional information regarding actions taken to implement the nine pending recommendations that, according to the Compliance Report, had been partly implemented. This report was received on 29 September 2016 and served, together with the information submitted subsequently, as a basis for the Compliance Report.
4. GRECO selected Finland and Hungary to appoint Rapporteurs for the compliance procedure. The Rapporteurs appointed were Ms Catharina GROOP on behalf of Finland and Ms Nóra BAUS on behalf of Hungary. They were assisted by GRECO’s Secretariat in drawing up the Compliance Report.

II. ANALYSIS

5. It is recalled that GRECO, in its Evaluation Report, had addressed 19 recommendations to Estonia. In the subsequent Compliance Report, GRECO concluded that recommendations v, ix, x, xii to xvi had been implemented satisfactorily, recommendations xvii and xviii had been dealt with in a satisfactory manner and recommendations i, ii, iii, iv, vi, vii, viii, xi and xix had been partly implemented. Compliance with the nine pending recommendations is dealt with below.

Corruption prevention in respect of members of parliament

Recommendation i.

6. *GRECO recommended the introduction of rules on how members of Parliament engage with lobbyists and other third parties who seek to influence the legislative process.*
7. GRECO recalls that at the stage of the Compliance Report, the recommendation had been partly implemented. The Anti-Corruption Select Committee (hereafter the Select Committee) had drawn up a draft document on how MPs may engage with lobbyists. The authorities explained that the future guidelines would be a non-binding document setting rules both for third parties and for MPs, and that as far as the latter are concerned, these rules would be similar to those contained in the Code of conduct adopted in December 2014. The process was still on-going in Parliament and it was expected that work would resume under the forthcoming legislature with a new composition of Parliament in 2015. GRECO encouraged Parliament to finalise the work undertaken and to develop more specific provisions than those contained in the Code of conduct for MPs.

8. The authorities now indicate that on 8 June 2016, at an Elders Council meeting, the Board of Parliament discussed with faction leaders the draft "Good Practices for Lobbying in the *Riigikogu*" (the national Parliament) prepared by the Select Committee. The factions did not find a consensus to approve the regulation presented in the draft. The Elders Council found that when it came to introducing lobbying rules for MPs, it would first be necessary to define the term and principles of lobbying at the legislative level. Moreover, lobbying rules should be developed for both government agencies and Parliament. The Select Committee would continue to address the topic in the 2016 autumn session of Parliament. Shortly before the adoption of this report, the authorities presented specific recommendations on MPs' contacts with lobbyists/representatives of interest groups which had been approved by the Select Committee on 29 May 2017 and published on its website. They added that the Select Committee would also continue its work directed at introducing legal regulations on this matter.
9. The authorities furthermore refer to examples of increased transparency in law-making and representation of interests. Namely, according to provisions introduced to the *Riigikogu* Rules of Procedure and Internal Rules Act, effective from 13 May 2016, committee minutes must be prepared in much greater detail. In addition, committees are to involve, in the discussion of a bill, the relevant interest groups who were involved in the preparation of the bill and who wish to participate in the discussion.¹ The authorities stress that by highlighting the individuals who are engaged in lobbying in committee sessions, the concerns of all the interest groups present will be revealed in greater detail in the minutes. Moreover, references by MPs in committee sessions to proposals received from interest groups will also be recorded in the minutes along with the names.
10. GRECO notes that transparency of the representation of interests in the law-making process has been increased, that legal regulations on lobbying are under preparation and that the Select Committee has developed and published specific recommendations on MPs' contacts with lobbyists/representatives of interest groups. It acknowledges that those recommendations are far more detailed than those contained in the Code of conduct for MPs and thus represent an important step in the right direction. However, given that they have not been formally endorsed by Parliament as a whole, GRECO cannot conclude that recommendation i has been fully implemented.
11. GRECO concludes that recommendation i remains partly implemented.

Recommendation ii.
12. *GRECO recommended that (i) a Code of Conduct for members of Parliament be elaborated; and (ii) in order for the provisions of the Code to be effectively applied in practice, an efficient mechanism of supervision and sanction, which takes into account the specific nature of the parliamentary mandate, be established.*
13. GRECO recalls that in the Compliance Report, it had acknowledged the elaboration and adoption of a code of conduct for MPs entitled "Good Practices of the *Riigikogu* Members" which satisfied the requirements of the first part of the recommendation. As for the second part of the recommendation, the code provides for a mechanism to deal with cases of non-compliance, which are examined by the Select Committee (the role of which is also increased in respect of confidential counselling). However, given that no veritable mechanism of supervision and sanction had been established, GRECO concluded that the recommendation had only been partly implemented.

¹ New section 36(2.1) of the *Riigikogu* Rules of Procedure and Internal Rules Act

14. The authorities now state that on 8 June 2016, the Elders Council of Parliament decided that the use of sanctions for breach of the “Good Practices of the *Riigikogu* Members” is not practically feasible. It considered that the Board of Parliament and faction representatives do not have the right to impose enforcement mechanisms if the agreed Good Practice rules are ignored. It stressed that MPs have been elected by the people, they have obtained a mandate to represent the people, and this imposes greater requirements for each individual, obligating them to engage in ethical conduct.
15. GRECO takes note of the above. It still cannot see why violations of the code of conduct by MPs could not be subject to certain types of sanctions which do not put at risk the MPs’ mandate received from the electorate – e.g. publication of such violations, fines, etc. In the absence of any further progress, GRECO concludes that the recommendation remains partly implemented.

Recommendation iii.

16. *GRECO recommended that (i) the existing conflicts of interest regulations be made applicable to members of Parliament and subject to effective supervision; and (ii) detailed guidelines be developed within Parliament containing practical examples of conflicts of interest which are or may be encountered by members of Parliament, including those arising specifically from pecuniary interests.*
17. GRECO recalls that the recommendation had been considered partly implemented in the Compliance Report. With respect to the first part of the recommendation, the authorities had indicated that the new Anti-Corruption Act (ACA), in force since April 2013, would be amended in 2015 to address the concerns underlying the recommendation. However, for the time being no tangible measures had been taken. In contrast, GRECO was satisfied with the information provided on the second part of the recommendation. Namely, a document providing guidance to MPs had been published on the parliamentary website on 13 March 2015, which contains a series of examples of conflicts of interest and the conduct expected from MPs in each case. GRECO concluded that the recommendation had been partly implemented.
18. The authorities now report, with respect to the first part of the recommendation, on the adoption of an amendment to the ACA which entered into force on 1 May 2016. The new section 11(2.1) ACA complements the procedural restrictions on officials including MPs due to conflicts of interest. Namely, if an act or decision cannot be made by the immediate superior of the official or a person or body who has the right to appoint the official or the replacement of the official is impossible, “the official shall immediately inform other persons with the duty to make joint acts or decisions of the circumstances” of the case. This is aimed at facilitating joint acts or decisions in situations involving a conflict of interest. The authorities add that the amendment only applies to parliamentary committees, as MPs are not replaceable in the plenary and as their right to vote in Parliament is protected by article 62 of the Constitution. Finally, the authorities clarify one of the questions regarding the ACA provisions which had been raised in the Evaluation Report: according to the ACA the persons or legal entities with whom an official has a private business relationship are regarded as “connected persons” for the purposes of the ACA when they have economic dependency on each other.²
19. The authorities also complement the information already provided in the Compliance Report with regard to the second part of the recommendation. They

² Cf. section 7(1) item 4 ACA

indicate that the Select Committee has recently requested all the parliamentary factions and committees and the Board of the Chancellery to map further cases – involving potential or actual conflicts of interest – that have occurred in practice, with a view to complementing the recommendations contained in the above-mentioned guiding document.

20. GRECO takes note of the above. On the first part of the recommendation, it notes that the ACA has been amended to regulate more closely procedural restrictions in situations involving a conflict of interest and to facilitate joint acts or decisions in such situations. That said, while it understands that in the given constitutional framework the new rule can only be applied to parliamentary committee members, GRECO nevertheless regrets that no measures have been taken with respect to MPs in general. Moreover, GRECO recalls its various concerns expressed in the Evaluation Report, relating in particular to the limited application of the relevant ACA provisions in respect of MPs and the very broad definition of a procedural restriction. GRECO cannot see that those concerns have been comprehensively addressed. The same applies to the need for introducing effective supervision, as recommended. On the other hand, in relation to the second part of the recommendation, GRECO acknowledges that the authorities continue their works on the guiding document on conflicts of interest; it encourages them to pursue their efforts and to update the model cases of situations involving a conflict of interests and recommendations for conduct in such situations on a regular basis.
21. GRECO concludes that recommendation iii remains partly implemented.
Recommendation iv.
22. *GRECO recommended in order to clarify and facilitate the implementation of relevant provisions of the Anti-Corruption Act, that internal rules and guidance be provided within Parliament on the acceptance of gifts, hospitality and other advantages and compliance by parliamentarians with the aforementioned rules be properly monitored.*
23. GRECO recalls that the authorities had referred to the guidance document published on 13 March (see above under recommendation iii, second part) which contains practical examples of situations involving the acceptance of gifts and conflicts of interest. Moreover, the Select Committee had drafted basic rules for receiving gifts/hospitality or other benefits which still needed to be approved by the Board of Parliament. Pending finalisation and adoption of that draft guidance document and given that no measures had been taken to ensure proper monitoring of the rules, GRECO concluded that the recommendation had been partly implemented.
24. The authorities now state that there has been no further progress since the Elders Council of Parliament, which convened on 8 June 2016, decided not to open up the “Good Practices of the *Riigikogu* Members” for amendment.
25. GRECO very much regrets the absence of any progress on the important matter of the acceptance of gifts and other advantages and monitoring of the rules. It invites the authorities to resume their works on the draft guidance document referred to in the Compliance Report and to complement the relevant rules by proper monitoring arrangements.
26. GRECO concludes that recommendation iv remains partly implemented.

Recommendation vi.

27. *GRECO recommended that the authorities of Estonia take determined measures to ensure a more in-depth examination of economic interests' declarations submitted by members of Parliament pursuant to the Anti-Corruption Act, amongst others by strengthening operational and administrative capacities of the Parliament's Select Committee on the Implementation of the Anti-Corruption Act.*
28. GRECO recalls that the recommendation had been considered partly implemented in the Compliance Report. The new ACA, in force since April 2013, was aimed at making the work of the Select Committee more effective. Improvements included an extension of the amount of data to be declared and of the competence and the rights of the Select Committee. Furthermore, an electronic register of declarations of interests was established in 2014, which is publicly available and therefore also subject to public scrutiny including by the media. The register is interconnected with other data collection systems, and supervising officials are entitled to obtain information on the declaring official and his/her assets and interest from other public databases, and to make queries to all persons and entities, including banks, for control purposes. Finally, the administrative capacity of the Select Committee was strengthened by the support of other structural units of the Chancellery of Parliament, by rearranging the division of tasks among the employees serving the Committee, etc. While acknowledging the progress achieved, GRECO took the view that no convincing information had been provided which would demonstrate that the Committee is taking a more determined approach in its supervision.
29. The authorities now indicate that the Select Committee has introduced principles for verifying the declarations of interests. The purpose of verification and the general verification criteria are determined by a separate decision of the Committee, including whose declarations and to what extent are verified. The Committee officials are to prepare a summary of the verification results, and the Committee examines its content in its session and makes a relevant decision which is entered in the register of declarations of interests. A summary of the verifications of declarations is published in the Operational Overview of the Select Committee.
30. The Operational Overview covering the period May 2015 to June 2016 shows that altogether 196 declarations of interests were verified for 123 declarers. This included declarations of a number of MPs (49 MPs, in a first wave, and further MPs elected to Parliament for the first time, in a second wave). During the verification process, the information submitted by MPs was compared with other available data, e.g. data contained in previous declarations and in the commercial register as well as data in use at the Financial Department of the Chancellery of Parliament. The Select Committee identified several deficiencies in the declarations (e.g. failure to indicate or improper indication of ancillary activities, failure to record real estate or financial liabilities to third parties). Those were categorised as human errors or mere oversight and were corrected through new declarations. The authorities add that it was planned to devote special attention, in the following verifications of declarations, to the declaration of financial liabilities and ancillary activities. The summary of the recording of loans in the 2014, 2015 and 2016 declarations would be analysed separately.
31. GRECO takes note of the above information, according to which the amended verification arrangements and new tools presented in the Compliance Report – such as the e-declaration system and access to public databases – have been put into practice by the Select Committee. The results presented so far, which include the identification of a number of irregularities in the declarations submitted, appear to testify to a more pro-active approach and more in-depth examination of declarations of interest by the Select Committee. The authorities are to be

commended for the strengthening of the control mechanism, which certainly also generates preventive effects; at the same time, they are invited to keep the application of the new tools under review and make every effort to ensure credible monitoring in the long run.

32. GRECO concludes that recommendation vi has been implemented satisfactorily.

Recommendation vii.

33. *GRECO recommended (i) the establishment of a specific source of confidential counselling to provide parliamentarians with advice on ethical questions and possible conflicts of interest in relation to their legal duties; and (ii) the provision of regular awareness raising activities for members of Parliament (all deputies but especially the new ones) covering issues, such as conflicts of interest, acceptance of gifts, hospitality and other advantages, outside employment, disclosure of interests and other obligations related to corruption prevention.*
34. GRECO recalls that it was satisfied with the information provided in the Compliance Report with respect to the first part of the recommendation. It appeared that a multiplicity of sources of advice, information and counselling were in place and that confidential counselling could also be given to individual MPs confronted with concrete situations which could potentially be problematic. On the second part of the recommendation, GRECO welcomed the first initiatives implemented to raise awareness among MPs about some of the rules on integrity. Further plans had been announced to raise awareness on a broader range of issues and to possibly establish a self-training tool on integrity issues. GRECO concluded that the recommendation had been partly implemented.
35. As a complement to the information already provided in the Compliance Report with regard to the first part of the recommendation, the authorities indicate that the different sub-units of the Chancellery of Parliament are aimed to serve the MPs, including by giving them legal advice and assisting them in solving various issues that arise in the work of an MP. The MPs continue to obtain confidential advice from the Select Committee as well as from the other sub-units of the Chancellery of the *Riigikogu* in ethical as well as other issues, including those involving potential conflicts in the performance of official duties.
36. On the pending second part of the recommendation, the authorities report on further awareness raising activities, in addition to those already mentioned in the Compliance Report. In particular, introductory training courses were organised for MPs in the 2015 spring session, in relation to the start of work of the new XIII composition of Parliament. The courses covered various topics related to the status of an MP, work in parliamentary committees, occupations that are incompatible with the position of an MP, etc. In addition, an anti-corruption training course was held separately. It included an introduction to the amended ACA provisions (including the topics of conflict of interests and acceptance of gifts and benefits), as well as a presentation of the "Good Practices of the *Riigikogu* Members" and of the model cases of conflicts of interests: 40 MPs participated in that training course.
37. GRECO notes that further awareness raising activities have been reported, with a particular emphasis on conflicts of interest and related matters such as the acceptance of gifts and benefits, incompatibilities, etc. Even if not all the MPs have recently participated in such activities, GRECO concludes that the second part of the recommendation has now been implemented satisfactorily – on the understanding that such training and awareness raising activities will be continued in the future, with the aim of reaching all MPs. GRECO also encourages the authorities to

continue or resume their work on a self-training tool on integrity issues which had been referred to in the Compliance Report.

38. GRECO concludes that recommendation vii has been implemented satisfactorily.

Corruption prevention in respect of judges

Recommendation viii.

39. *GRECO recommended that (i) decisions on appointment to the post of first and second instance court judge be subject to independent appeal procedure; and (ii) objective criteria for the professional advancement of judges be introduced with the aim of enhancing its uniformity, predictability and transparency.*
40. GRECO recalls that the recommendation had been considered partly implemented in the Compliance Report. No concrete measure had been taken to address the first part of the recommendation. The Ministry of Justice and the Supreme Court had reached the conclusion that the appeal procedure regarding decisions on appointment to the post of first and second instance court judge is independent. As for the second part of the recommendation, GRECO was pleased to see that some criteria had been introduced for the position of second instance court judge. GRECO hoped that similar criteria would be developed for other judges who have particular responsibilities in the judiciary, for instance chairpersons including in first instance courts, as they also carry out managerial functions.
41. The authorities now state, in respect of the first part of the recommendation, that due to the constitutional circumstances it is not possible to amend the appeal procedure for appointment of the first and second instance judges. Since there is not a Constitutional Court in Estonia, the Supreme Court *en Banc* adjudicates the appeal against the presidential decision (which is based on the proposal by the Supreme Court *en Banc*). The authorities stress that the Supreme Court as well as its chambers are independent and serving as the highest instances of court.
42. As regards the second part of the recommendation, the situation has not changed since the adoption of the Compliance Report. The authorities recall the procedures in place for the appointment of first instance judges and Supreme Court Justices; as candidates for the latter need not have experience as a judge, the appointment to the Supreme Court cannot be regarded as a promotion.
43. GRECO notes the absence of any new developments. As regards the first part of the recommendation, GRECO understands that there is no higher instance in the Estonian court system than the Supreme Court to which decisions on the appointment of judges could be appealed. That said, it is convinced that adequate solutions could be found to avoid the “structural impartiality” referred to in the Evaluation Report – e.g. by assigning the tasks of proposing judicial candidates and considering appeals against appointment decisions to completely distinct chambers of the Supreme Court. As far as the second part of the recommendation is concerned, GRECO regrets that no objective criteria have been introduced for judges’ promotion apart from those established for the appointment of second instance court judges. GRECO urges the authorities to step up their efforts to regulate those outstanding matters.
44. GRECO concludes that recommendation viii remains partly implemented.

Recommendation xi.

45. *GRECO recommended that additional measures be put in place to ensure an effective supervision of economic interests' declarations filed by judges pursuant to the Anti-Corruption Act.*
46. GRECO recalls that in the Compliance Report, the authorities had referred to the information provided with respect to MPs (see above under recommendation vi), in particular to the new ACA which entered into force in April 2013 and its mechanism for the declaration of assets and interests, the introduction of an e-declaration system and access to public databases, etc. The authorities had also explained that the supervision of declarations filed by all categories of judges was transferred to the Select Committee and that court chairpersons were encouraged to inspect declarations of judges under their responsibility as far as information already public is concerned. While acknowledging this progress, GRECO stressed that supervisory responsibilities of the Select Committee and court chairpersons needed to be clear and effectively used; it expected more tangible progress in the supervision of declarations of interests filed by judges and, therefore, concluded that the recommendation had been only partly implemented.
47. The authorities now refer to the information submitted with respect to MPs (see above under recommendation vi), namely, to the introduction by the Select Committee of principles for verifying the declarations of interests. As stated above, the Committee officials are to prepare a summary of the verification results, and the Committee examines its content in its session and makes a relevant decision which is entered in the register of declarations of interests. A summary of the verifications of declarations is published in the Operational Overview of the Select Committee.
48. In April 2016, the Select Committee decided to verify the 2015 declarations of Supreme Court Justices (20 declarations), and when verifying financial liabilities, it was decided to compare the data with the declarations submitted previously and with the data in the commercial register for ancillary activities, where necessary. The results of verification of the declarations were examined by the Committee in its sessions of 18 April and 2 May 2016. The Committee identified that in three cases, data about a leased car that had been possessed for at least two months during the past calendar year had not been recorded, in one case about real estate that had been possessed, and in four cases about membership in the management of a non-profit association during the past calendar year. In one case, a financial liability to a credit institution was not recorded.
49. Furthermore, in May 2016, the Committee decided to verify the 2016 declarations of Supreme Court Justices (22 declarations). The results of the verification were examined by the Committee in its sessions of 30 May and 6 June 2016. The Committee identified that one Justice had submitted the 2016 declaration with a two-day delay, and in two cases, data about a leased car that had been in the possession of the declarer for at least two months during the past calendar year had not been recorded. The verification revealed that these irregularities were unintentional. The Committee informed the judges concerned about the irregularities detected.
50. Finally, it was planned to examine the verification results of the 2015 and 2016 declarations of the chairs of first and second instance courts. Special attention would be devoted to the declaration of financial liabilities and ancillary activities. The authorities add that in the meantime, the Select Committee has continued verifying declarations. They examined 329 declarations including those of first and second instance judges (as well as members of the government, Secretary

Generals of the ministries, the Chancellor of Justice, the Prosecutor General, and MPs). As in the previous year, it is planned to publish in 2017 a detailed summary of the verifications in the Operational Overview of the Select Committee.

51. GRECO takes note of the above information, according to which the amended verification arrangements and new tools presented in the Compliance Report – such as the e-declaration system and access to public databases – have been put into practice by the Select Committee. As for MPs (see above under recommendation vi), the results presented so far, which include the identification of a number of irregularities in the declarations submitted, appear to testify to a more pro-active approach and more in-depth examination of declarations of interest by the Select Committee. The authorities are invited to keep the application of the new tools under review and make every effort to ensure credible monitoring in the long run. This should include verification of declarations submitted by all categories of judges (e.g. by random selection).
52. GRECO concludes that recommendation xi has been implemented satisfactorily.

Corruption prevention in respect of prosecutors

Recommendation xix.

53. *GRECO recommended that dedicated and on-going training programmes, supported by relevant materials, for prosecutors be developed focusing on professional ethics, conflicts of interest (including recusal and withdrawal), rules concerning gifts, hospitality and other advantages, declarations of interests and other corruption awareness and prevention measures.*
54. GRECO recalls that the recommendation had been considered partly implemented in the Compliance Report. It was pleased to see that a series of concrete measures were planned to address this recommendation and it encouraged the authorities to pursue their efforts. GRECO would need to reassess the situation when the process of implementation is more advanced and concrete information becomes available.
55. The authorities now indicate that the Prosecutor's Office has continued with annual ethic related training. In spring 2016, the head of the Prosecutor's Ethic Council carried out five sessions of two-hour ethics training for all prosecutors.³ The training consisted of the discussion of practical everyday ethical dilemmas (e.g. conflicts of interest, receiving gifts, etc.), issues related to the rules of professional ethics and the rules of the Code of Ethics. Similar training had also taken place in 2015.
56. In addition, the authorities report that, in summer 2015, the Prosecutor's Office with participation of District Prosecutor's Offices produced five short films on professional ethics, which were integrated into the prosecutors' self-training programme. For example, the Western District Prosecutor's Office produced the film "Take it easy" on the dignity of the prosecutor, based on relevant provisions of the Code of Ethics. Finally, the authorities state that the Ministry of Finance is creating a public sector online training tool; the prosecutor's ethics training tool will be designed, in cooperation with the Prosecutor's Office, especially for their needs.
57. GRECO is satisfied with the information provided, according to which a series of concrete measures to address this recommendation have now been implemented. Ethics training has been provided, based on the existing relevant standards and instruments, and complemented by further tools such as films on professional

³ There are about 199 prosecutors.

ethics as part of the prosecutors' self-training programme. GRECO encourages the authorities to pursue their efforts, to ensure that ethics training for prosecutors is continued on an on-going basis and that additional tools – such as the prosecutor's ethics online training tool which is under preparation – are developed and implemented in practice.

58. GRECO concludes that recommendation xix has been implemented satisfactorily.

III. CONCLUSIONS

59. In view of the conclusions contained in the Fourth Round Compliance Report on Estonia and in view of the above, GRECO concludes that Estonia has implemented satisfactorily or dealt with in a satisfactory manner in total fourteen of the nineteen recommendations contained in the Fourth Round Evaluation Report. The five remaining recommendations have been partly implemented.

60. More specifically, it is recalled that recommendations v, ix, x and xii to xviii had been considered as implemented satisfactorily or dealt with in a satisfactory manner in the (first) Fourth Round Compliance Report on Estonia ([Greco RC-IV \(2015\) 1E](#)). In addition, recommendations vi, vii, xi and xix have now been implemented satisfactorily. Recommendations i, ii, iii, iv and viii remain partly implemented.

61. With respect to members of parliament, some important developments had already been noted in the first Compliance Report, such as the adoption of a Code of conduct for MPs and the publication of a guidance document containing practical examples of potentially problematic situations involving conflicts of interest and benefits offered to parliamentarians. Estonia has now achieved some further progress, for example, by strengthening the supervision of declarations of assets and interests by the Anti-Corruption Select Committee of the Parliament and by putting in place adequate awareness-raising measures for members of Parliament. That said, other measures announced in the Compliance Report have still not been implemented, such as clarifying the rules on gifts and other benefits and providing for guidance in this area. More determined action is also needed to improve the supervision of the Code of conduct for MPs. Finally, the development by the Select Committee of recommendations on MPs' contacts with lobbyists is a welcome development, but those recommendations have not yet been endorsed by Parliament as a whole.

62. As far as judges and prosecutors are concerned, GRECO had acknowledged in the Compliance Report a series of measures, for example, to make judges and prosecutors more familiar with integrity standards; to introduce a new Code of ethics and an Ethics Council for prosecutors; to increase the objectivity of decisions on the promotion of prosecutors; to introduce appraisal systems for judges and prosecutors; and to amend the supervisory arrangements applicable to prosecutors. In addition, further steps have now been taken to foster the supervision of the judges' declarations of assets and interests and to provide prosecutors with training on professional ethics. On the other hand, as regards the adoption of objective criteria for the advancement of judges, those reported in the Compliance Report are still limited to the appointments to appellate courts; Estonia is invited to continue the reform also with respect to other promotions within the judiciary.

63. The adoption of this Second Compliance Report terminates the Fourth Round compliance procedure in respect of Estonia. The authorities of Estonia may, however, wish to inform GRECO of further developments with regard to the implementation of the recommendations i, ii, iii, iv and viii.

64. Finally, GRECO invites the authorities of Estonia to authorise, as soon as possible, the publication of the report, to translate the report into the national language and to make this translation public.