

European Foundation
for the Improvement of Living and
Working Conditions

INDUSTRIAL RELATIONS AND THE ENVIRONMENT

Greece

Working Paper No.: WP/93/05/EN

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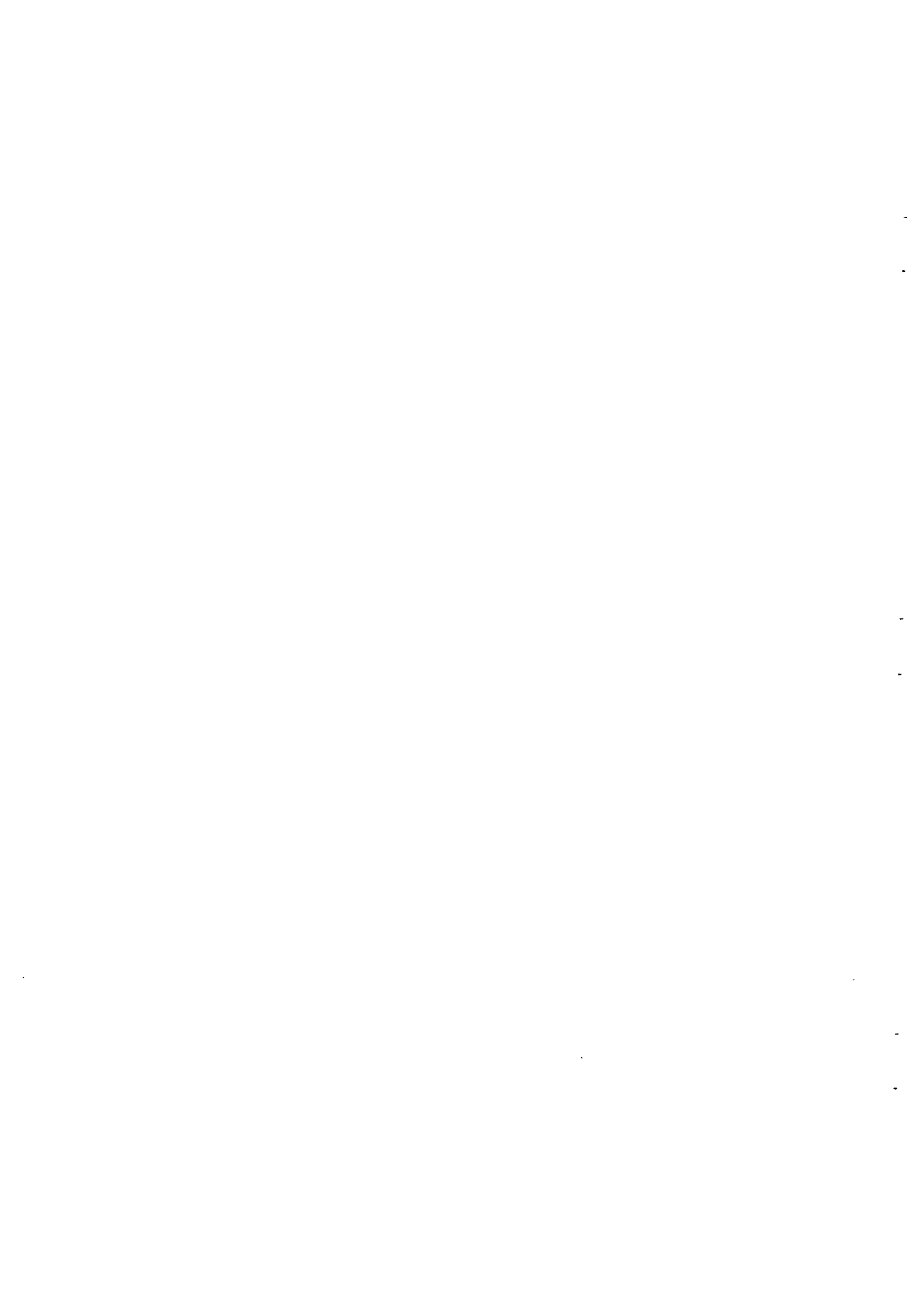
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ABBREVIATIONS

L.	Law
M.D.	Ministerial Decision
L.A.	Legislative Act
A.C.	Act of the Cabinet
S.O.	Sanitary Order
O.J.G.	Official Journal of the Government
I.C.	International Convention
L.D.	Legislative Decree
S.C.C.	Supreme Chemical Council
G.S.C.L.	General State Chemical Laboratory
P.D.	Presidential Decree
M.D.	Ministerial Decree
R.D.	Royal Decree
M.O.	Ministerial Order
Circ.	Circular
METPPW	Ministry for the Environment Town Planning & Public Works
MSA	Ministry for Social Affairs
MPPHE	Ministry for Physical Planning, Housing and Environment
Decr.	Decree
Res.	Resolution
M.C.O.	Market Control Order
I.L.C.	International Labour Convention

1 Authorities for the protection of the environment

After the passing of the Law on Town Planning and the Environment (L. 360/1976), many services for environmental issues were formed in Ministries and other Public Organizations. Many public/semi-public and private agencies are currently directly or indirectly dealing with the environment. Specifically, there are nine Ministries, two Legal entities (Regulating Plans Councils for the Environmental Protection of Athens and Thessaloniki) and other public agencies, such as the Greek Tourism Organization, the National Weather Forecast Service, the Greek Marine Research Centre (former IOKAE), the Greek Nuclear Energy Company, the Benaki Phytopathologic Institute, the National Observatory of Athens, Thessaloniki and several other cities.

The current responsibilities of the agencies dealing with the environment, will be mentioned briefly.

Ministry for the environment, Town Planning & Public Works

Its responsibilities, in brief, are the following:

- urban planning, housing and town planning policy making.
- the formation and application of mapping and ownership programs
- the expression of direction and the implementation of governmental policy in environment related issues
- the formation of Plans and Programs for the application of control and coordination of Special Programs for environmental protection
- the observation of natural human environmental quality and industrial activity pollution control
- covering of issues not included in the responsibilities of any other agency
- the proposal of legislative measures appropriate to its responsibilities.

After the merger of the former Ministry for Public Works with the former Ministry for Physical Planning, Housing and Environment, the surveillance, supervision, control of studies for land reclamation, water supply and sewage works were included in the responsibilities of the General Secretariat for Public Works.

Ministry for the industry, Energy and Technology (YBET)

This Ministry has the responsibility for the National Council for Energy and Management of the water and natural resources and "the determination of Industrial policy".

Ministry for Agriculture

Environmental responsibilities include the protection of plants, the legislation and study of issues related to agricultural and non-agricultural activities, the development and protection of water and ground agricultural resources, the management and protection of forests and forest areas, capital hunting, the development of fishing (estuary, water- cultivation, internal waters) and its protection from pollution and the laboratory testing of waters and soil and legislation on all the above issues.

Ministry for Internal Affairs

Responsibilities are the watering, protection and control of environmental pollution during the collection, removal and disposal of solid and liquid wastes, in the Local Authorities (L.A.) level.

Ministry for Merchant Navy

Responsibilities comprise the proposal of legislative and administrative measures and the ensuring of the necessary technical background for dealing with marine pollution.

Ministry of Transportation

Responsibilities comprise the proposal, promotion and control of legislative and administrative measures for the environment's protection from exhaust gases, noises and other disturbances from motor vehicles traffic.

Ministry for Public Order

Responsibility is to enforce the application of provisions for environmental protection.

Ministry for Health & Welfare

Environmental responsibility includes the study and monitoring of sanitary provisions and programs for the sanitary protection and cleansing of waters (surface water, underground water, sea water, drinking water) the protection of soil from pollution, the cleansing and promotion of water supply and sewerage systems, the exercise of precautionary and suppressive sanitary control.

Ministry for Labour

Main environmental responsibility is the study, legislation and application control of sanitary systems at the work place and workers safety.

Ministry for The National Economy (YPETHO)

This Ministry holds the responsibilities of planning incentives for district and industrial development and controls the financing for development projects and the 5-year Economic Development Plan.

Councils for City Planning and The Environmental Protection of the Cities of Athens and Thessaloniki

The responsibilities of these councils include the observance of application of regulating plans of the major areas of Athens and central city plans and harmonizing with those of the environmental protection programs and other agencies. The application of protection measures and control of works and activities affecting the environment. In fact, environmental policy is determined mainly by the Ministry for the National Economy and the Ministry for Agriculture. The role of the Ministry for the Environment, Town Planning and Public Works is to make proposals for environmental issues. Essentially it has no power to exercise precautionary or suppressive control to activities or acts affecting the environment. The main characteristics of the administrative mechanism or legislative framework for the environment is the sub division of the responsibilities among the related Ministries, which it is said leads to a lack of collaboration and coordination among the respective authorities, an absence of specialized executive staff and an inadequate exercise of inspection and surveillance by the public services. In consequence, it has been argued that the environmental dimension does not have a high profile or sufficient influence on public policy.

THE Technical Chamber of Greece

The Technical Chamber of Greece (TEE) is by Law the state's official consultant. It is thus directly involved in development issues of all kinds, such as industrial development, technical infrastructure development, environmental planning and protection, etc.

1.1 Authorities and Institutions for Occupational Health and Safety (OH&S)

The main authorities for Occupational Health and Safety (OH&S) in Greece are:

1. The Ministry of Labour
2. The Ministry for Industry Research and Technology (YBET)
3. The Foundation for Social Insurance (IKA)

The Ministry of Labour is the authority for inspecting the working environment in all sectors of economic activity, except for mines and quarries. It comprises the Directorate for Working Conditions, responsible for policy making and coordination of the Labour Inspectorates on prefectural level and the Centre for Health and Safety at Work (KYAE) which provides the scientific and technical support to the inspectorates.

The Ministry for Industry (YET) is responsible for the inspection of mines and quarries.

The Centre for Occupational Medicine and Work Physiology which belongs to IKA is responsible for the investigation of occupational diseases. Apart from the state authorities which play a regulatory role, there are other organizations which have a strong influence on OH&S issues. These are the Technical Chamber of Greece (TEE) with an advisory role as mentioned earlier, professional organizations (occupational physicians, ergonomists, etc.) and trade union organizations mainly the Greek General Confederation of Labour (GSEE) and the Athens Labour Centre (EKA), the last being the only non-public organization with a bureau on OH&S employing a full time professional ergonomist and a part time occupational physician. The framework Law 1568/85 for the health and safety of workers has introduced three important institutions at enterprise level for the promotion of the improvement of working conditions. They are exclusively advisory and are:

1. The Health and Safety Committee, which is described in more detail in section 2.2.
2. The safety engineer, and
3. The occupational physician.

According to a transitional provision included in L.1568/85 these three institutions apply only to enterprises employing over 150 persons. Other institutions introduced by the L.1568/85 are the Council for Health and Safety at Work (SYAE) at a national level and the Prefectural Councils for Health and Safety at Work on a regional level, again both are advisory.

2. THE ENVIRONMENTAL AND OH&S LEGISLATION

2.1 Industrial Relations aspects in the existing legislation for the environment

Central Work Councils (KES) operate within Public Enterprises, namely the Public Power Corporation (DEH), the Hellenic Railway Corporation (OSE) and the Hellenic Telecommunications Corporation (OTE). These Councils were formed at the enterprise headquarters and established after a decision of the Minister for Energy and Natural Resources. A Central Works Council has the following responsibilities:

- a) to introduce issues regarding the organization, operation, planning and control of the enterprise,
- b) to propose methods that increase the productivity and improve the enterprise services,
- c) to give opinions to the Supreme Council for Social Control (S.C.S.C.) on regulatory issues and to the Board of Directors about the application of regulations,
- d) to give opinions on matters concerning working conditions health and environment,
- e) to decide about the formation of Local Work Councils whose composition and responsibilities are similar to those of KES.
- f) to decide its own operating plan and methods.
- g) to decide about cultural, athletic, personnel clubs and restaurant issues, financed by the enterprise budget.

KES has nine (9) members and is constituted of employees' representatives directly elected following a general directly proportional voting system. The members tenure of office is three years.

These Central Work Councils can contribute to the active intervention of employees on environmental issues resulting from the operation of these three public enterprises.

Note: Before the constitution of KES experimental work councils were formed in Public Power Corporation (DEH) according to a collective agreement in 1983.

A Presidential Decree of April 6th 1988 - (O.J.G. 63), implemented the 135th International Labour Convention referring to the formation of employees councils of enterprises is approved.

This Agreement determines those responsibilities of the employees council that do not refer to issues related to the external environment. These responsibilities are limited to the health and safety regulation of the enterprise, i.e. they focus on the working environment.

2.2 Industrial Relations aspects of the existing legislation on OH&S

There are two basic Laws in Greece having a direct impact on industrial relations with respect to OH&S. Firstly, the Law 1568/86 "Health and Safety of the Workers" and secondly the Law 1767/88 "Work Councils and other Labour Regulations - Ratification of the 135th International Labour Convention".

The two main participatory bodies for OH&S on enterprise level are the Health and Safety Committees and Workers Councils provided by the Laws 1568/85 and 1767/88 respectively. According to the Law 1568/85 (article 2a, paragraph 1) "The workers employed in enterprises with more than 50 employees have the right to set up Health and Safety at Work Committees, consisting of their elected representatives in the enterprise. In enterprises employing from 20 to 50 persons, a Representative for health and safety at work is elected". However, according to the transitional period defined by the same law (article 14, paragraph 1), a health and safety Committee may be elected in enterprises which employ over 150 persons.

Law 1767/88 gives the right for workers to elect Work Councils in undertakings with more than 50 employees. This right extends to undertakings with more than 20 employees if there is no other kind of trade union in the enterprise. The Workers Councils have broader responsibilities than the Health and Safety Committees and enjoy the right of common decisions with the employer on certain issues. They also appoint the members of the Health and Safety Committee.

The Health and Safety Committee, either elected directly or defined by the Workers Council, has the right to be informed about:

1. Industrial accidents and occupational diseases occurring in the undertaking.
2. The introduction of new technologies in the enterprise, new production processes and substances, insofar as these measures affect health and safety conditions.
3. Any harmful agents the workers are exposed to.

The Workers Council has the right to be informed, before any final decisions are taken, on the following matters:

1. Yearly expenditure plans on measures for health and safety at work.
2. The undertaking's policy for health and safety.
3. Any change of the plant's installations, like relocation, expansion or shrinkage.

The Health and Safety Committee's advisory rights are:

1. To propose measures for the improvement of working conditions.
2. To propose measures to prevent occupational accidents and other work related hazards.
3. To call upon the employer to take all appropriate measures in the event of imminent or serious hazard, without excluding the stoppage of machinery, installation or production process.

The Committee or its representative may call upon an expert for health and safety at work, with the consent of the employer.

The workers' Council also has the right to propose measures for the improvement of working conditions.

Health and Safety Committees hold meetings with the employer within the first ten days of each three month period in order to resolve issues which have arisen in the enterprise related to health and safety at work. Minutes of meetings are written in duplicate and one copy is given to the Committee. The Workers' Council may meet with the employer more frequently, once every two months. These joint meetings of both the Health and Safety Committees and the Workers Councils with the employer are considered as being an important form of negotiation.

The Workers' Council also has the right to common decisions with the employer on the undertaking's policy of health and safety at work.

In building sites and in ship-building and ship-repairing activities where, due to the small number of employees neither Committees nor Councils may be elected and also because of their inherent high occupational risk, joint inspection committees for health and safety have been instituted by Ministerial decision. These joint committees consist of two union representatives, the labour inspector and a representative of the Technical Chamber of Greece. In the joint inspection committees for ship-repairing and building activities there is an additional member representing the port police authorities.

On a national level, Law 1568/85 institutes the council for health and safety at work (SYAE). This is an exclusively advisory body consisting of representatives of the employers, employees, professional organizations and experts. On a regional level similar advisory bodies are established (NEYAE), to coordinate the relative activities and to initiate others.

Members of the Workers' Councils have the right to twelve days paid time off for training which may include topics on health and safety as well as environmental issues.

**3. PROSPECTS FOR ENVIRONMENTAL AND OH&S POLICY
FORMULATED BY AGREEMENTS BETWEEN THE INDUSTRIAL
ACTORS**

To date, there have been no agreements between the industrial actors concerning the environment. The only reference made is on OH&S issues.

On January 1990 an agreement was reached between the Greek General Confederation of Labour (GSEE) and the Federation of Greek Industries (SEV). This agreement covered topics like rights of health and safety committees, duties of the enterprises with regard to the appropriate health and safety resources, common health and safety at work demands (GSEE - SEV) to be fulfilled by the State, and finally a basic outline of the National Institute for Health and Safety whose establishment was considered to be a high priority. It must be noted that one of the main objectives of this future Institute would be the investigation of the inter-relationship between the inner and outer environment. This agreement, although it had been signed by both the groups of experts nominated by GSEE and those nominated by SEV, has never been ratified by the two sides nor has any attempt been made to promote it in practice.

The General Collective Labour Agreement 1991-1992, which was signed on March 1991, mentioned in article 6 that the GSEE on one side and the three employers' organizations on the other side (SEV: Federation of Greek Industries, GSEBE: General Confederation of Self-Employed and SME's owners, EESE: Federation of Unions in Commerce) would establish a bipartite Institute for Health and Safety at Work. Again, one of the main activities would be to explore the working environment matters inter-related with the external environment.

A decision whether this Institute would go ahead or not, was due by the end of 1991 the main responsibility lying with the Minister of Labour who by Law ratifies this Collective Agreement.

The premium which the employers organizations have agreed to pay yearly per employee is considered to be more than adequate to finance the Health and Safety Institute. Its activities, apart from research will include training of employers and employees as well as information and publications on OH&S and environmental issues filling a real and crucial gap and creating the conditions to improve the dialogue between the social actors on these issues.

**4. STATEMENTS, DEMANDS, PROJECTS AND PUBLIC CAMPAIGNS
FROM THE INDUSTRIAL ACTORS ON ENVIRONMENTAL ISSUES**

4.1 Employers Organisations and Management views

In the absence of any policy statements and demands by the employers side on environmental issues, the only way to present their views was to interview representatives of employers organizations and to hold discussions with the management of certain enterprises.

4.1.1 EMPLOYERS ORGANIZATIONS VIEWS

The president of the Association of Industries of Attiki, Mr. Christos Fyrogenis, was interviewed using a structured schedule of questions which covered the following:

1. What actions have been made in order to inform the employees or workers representatives on issues regarding environmental protection from the production processes?
2. Have the employers' organizations ever expressed in public the management's views on environmental protection by means of declarations or expressing their opinion on serious legislation matters or by any other means?
3. Do the enterprises employ environmental specialists? Do the enterprises have a policy of developing close relationships with consumers organizations or residents complaining about pollution issues?
4. Have the employers' organizations carried out studies or opinion polls to investigate the awareness of the management with regard to environmental protection.

Mr Fyrogenis agreed that the environment and the problems caused to it by human activity, have become part of everyone's vocabulary in the recent years. For industry the problem has always been there, although today it appears more intensively, because industrial activity has to face the environment as it really is, i.e. a precious, essential and scarce resource.

Drawing on the experience of Attiki and its industries, Mr Fyrogenis pointed out that the above mentioned position had been adopted many years ago and had been declared officially so by the Association of Attiki Industries, earlier than any other district based industrial association. Moving from the stage of denying the existence of the problem to the point where it was accepted and ways to smooth the adverse consequences industrial activity inevitably causes on the environment, were being explored was a position not easily reached and not without any reactions. It was nonetheless essential for the more modern and advanced industries to give a good example, to emphasize related issues and to call for a steady and continuous intervention by the Association of Industries of Attiki in order to make it clear that environmental protection cannot be achieved only in theory. The Association's efforts were needed to convince its members that environmental protection carries an infinitely smaller cost than environmental devastation, and that it is an essential parameter of economic development and cannot be ignored.

To emphasise these facts, the Association of Attiki Industries, has intervened and still does, trying to persuade industries that they can and should go beyond adopting minimum environmental protection measures within this framework and to indicate clearly their position the Association of Industries of Attiki has :

- a) Denied support to members of the Association that were reluctant to apply measures imposed by the state.
- b) Promoted the reinstallation of sections of industrial activity, when this was essential for environmental protection reasons.
- c) Adopted the use of mild forms of energy whilst continuously pressing the state towards the direction of accelerating the rate of use of natural gas.

d) Presented strongly the view that industrial modernization, is closely related with the investments necessary for the protection and upgrading of the Attiki basin environment.

e) Convinced the industries of Attiki, by means of circulars, leaflets and interventions, that environmental protection is not just an obligation, but also the strongest arguments against those who believe that industrial development is by nature contradictory to environmental protection. This resulted in industries continuously lowering their participation in the environmental degradation of the Basin, in contrast with other activities in the area (automobiles, central heating, public activities, etc.) who continuously increase their degradation effect.

According to Mr Fyrogenis, the following facts were characteristic and proof not only of the intervention of the Association of the industries of Attiki, but were of interest in their own right insofar as environmental protection was concerned.

a) There are industries which, although not obliged, recycled their liquid wastes and used them to water gardens and alleys they had developed in their surrounding area.

b) Similarly there were industries which every summer, although again not obliged to, who nonetheless decreased their activity or prolonged voluntarily, periods of low activity, when the conditions demanded it.

Mr Fyrogenis agreed that environmental problems caused and still cause reactions, positive or negative, which vary according to the degree of their objectivity, and their realistic or non realistic attitude towards the problem. He pointed in particular to:

a) The press and the fact that it had become more impartial in dealing with various polluting sources, and in the presentation of the positions, opinions and commitments of industries in this regard.

b) The extent to which public opinion was misinformed and totally negative to industry until a few years ago, but had finally begun to face the truth and understand that environmental protection demands strong and modernized industry.

c) By contrast Local Authorities (although luckily not all of them), appeared to be the main opponents to the existence of industry and to its modernization and environmental protection efforts. Although the local authorities should have adopted a policy of attracting industries instead of opposing them, many evidently did not accept that industry and residents can co-exist. The

fact that the existence of viable industrial units, meant a growth in income and a lowering of unemployment rates for the municipalities did not seem to matter. In order to reverse this negative attitude, the Association of Industries of Attiki tried to inform Municipalities about the measures it adopts and its commitment to environment protection. The formation of common-trust committees for the inspection of the application of environmental measures was accepted, and the Association participated in the committee of the Municipality of Athens formed to dealing with air pollution.

In contrast mention should be made of the relative reluctance the state had shown (until recently) in adopting the proposals for the modernization of the industries of Attiki. The Association intervened With studies, data and memoranda, to prove that the environment of Attiki could only be protected with modern industry, and that industrial investments exclusively made for environmental protection, would total many billions of drachmas.

Recently, and Mr Fyrogenis felt this to be clearly positive, the opinion of the people working in industry, had begun to be heard. He felt that people working in industry today realized that the economic development of the country and their employment depended on industries still remaining in the Attiki basin which in turn deepened on the adoption of measures for environmental protection as proposed by the Association.

Finally, Mr Fyrogenis said that today more than ever before, the conditions for the modernization of the industries of Attiki, in parallel with the adoption of environmental protection measures, were optimistic. This was not only because of the EEC and its legislation but rather that industries knew they could not operate without environmental protection and were therefore determined to undertake the investment to achieve this purpose.

4.1.2 MANAGEMENT VIEWS

With regard to a typical management view of environmental protection issues, the Aspropyrgos Refineries (ELDA) were asked to give an extended and detailed briefing on the way the environmental dimension is treated in its policy.

This enterprise had made significant efforts in the direction of reducing the environmental effects of its operation. During recent years significant modernization investment had been made, a large percentage of which referred to the adoption of anti-pollution technology. It should be noted that 25% of the total investment for new installations was spent on environmental protection measures.

A special research and development department operated within the enterprise, dealing mainly with environmental quality control and energy conservation. The monitoring of environmental quality, was achieved by means of an air pollution measurement station, a waste water treatment plant and proper toxic waste disposal.

Energy conservation concerned techno-economic issues regarding the optimization of the operation of the plant so that energy losses were minimized. The appropriate operational research was carried out in this direction.

The Environmental Department of the enterprise in cooperation with the Public Relations Department took care of information bulletins which mentioned the actions of the enterprise for environmental protection.

Apart from ELDA other enterprises exhibited environmental sensitivity expressed in various ways. These ranged from "ecologic" advertisements, products advertisements made through or in parallel with environmental issues, to the publishing of bulletins or even books about environmental enterprise activities.

These examples apart, there was still a long way for enterprises to go in order to realize and contribute to environmental protection more effectively.

The initiatives of some Greek enterprises whilst encouraging could not be considered adequate.

4.2. TRADE UNION VIEWS

In order to obtain a clear view on the issue, the president of the Greek General Confederation of Labour (GSEE) and the president of the Athens Labour Centre (EKA) were interviewed (using a structured question schedule) since they represent the workers, the first in a Panhellenic level and the second for the Athens major area.

Mr Lamros Kanellopoulos the President of the General Confederation of Greek Labour said that, "The environmental problems in Greece were very serious and had continuously worsened."

The General Confederation of Greek Labour (GSEE) believed that this deterioration was very important both from the point of view of the workers' quality of life as well as for the preservation of the environment itself.

He stressed that both large industries as well as small and medium size enterprises appeared unwilling to invest in the technological modernisation which was related to a large extent to antipollution measures.

In Mr Kanellopoulos's view Governments in Greece were considered responsible to a large degree for failing to pursue the appropriate measures for the necessary modernisation of the country's production infrastructure in accordance with environmental protection principles.

Even the legislative framework for the establishment, extension and operation of industrial activities (cost-benefit studies, studies on environmental impact assessment, etc.) has been neglected for fear of inhibiting industrial investment.

The tendency to look for easy and immediate profits had been accepted for too long at the expense not only of the environment but also of the future of the industrial infrastructure of the country.

Mr Pan Ploumis the President of the Athens Labour Centre pointed out that the Athens Labour Centre made efforts to deal with environmental issues on a permanent basis. For this reason, a special department had been formed, staffed with an environmental engineer. A member of the Executive Committee was also assigned to observe these efforts.

Mr Ploumis felt that a lot of effort still had to be made to convince trade unions that environmental issues were a section of work that directly concerned them and that they should actively intervene.

He agreed that this would not change trade union characteristics, or divert them from the purpose they had been established to achieve. On the contrary, their targets would widen and develop, as would their contact with parts of society sensitive to these problems. In so doing unions would be seen as organizations capable of facing modern problems, dealing with them and protecting workers from the consequences of environmental crises. The Athens Labour Centre focused its attention and developed activities in the following areas:

1. The study and application of positions and proposals made on different issues such as: industry and its

contribution to environmental pollution, car usage and air pollution in Athens. These studies were made with the support of specialized scientists, other agencies (mainly scientific), and presented and discussed in meetings, seminars, conferences, etc.

2. Organising meetings and submitting our proposals to the Ministers responsible for environmental protection.

Such meetings were used to pressure for certain environment upgrading measures to be taken and applied.

The Centre often issued reports to newspapers, TV and radio on specific problems caused in the Athens area.

The Athens Labour Centre also made great efforts to advance knowledge and sensitivity on environmental issues. Many seminars had been organized and more than one hundred trade union members had participated.

The Centre at the same time had developed relationships with individuals and social groups that act in this field. Close co-operation with the Technical Chamber of Greece (TEE) Scientific Associations, such as the Panhellenic Association of Chemical Engineers, Mechanical-Electrical Engineers, the Local Authorities and peripheral municipalities, had been established and links formed with ecologic teams interested in the protection and development of grassland and, the upgrading of urban spaces and country areas.

Mr Ploumis held it to be a fact that contradictions, in fighting air pollution and protecting the environment on one side and maintaining a factory so that workers maintain their jobs on the other, had only been evident on a few occasions. The Athens Labour Centre aimed to solve these problems on the basis of the disposition of the necessary resources for the modernization and improvement of machinery of enterprises, at the same time taking certain measures for the protection of the environment (use of filters etc.) The Centre agreed that the necessary finances should be given to employers so that they could transfer their enterprises to specially developed areas away from residential ones, as in the case of tanneries and other major polluting industries.

5. **CURRENT ENVIRONMENTAL CONFLICTS AND THE
ATTITUDE OF THE INDUSTRIAL ACTORS TOWARDS THEM**

Quite often, the sharpening of environmental problems has lead to strong protests and disputes between small and medium enterprises (SME's) and residents of nearby areas. This happened when:

a) The SME's operated under conditions that did not comply with the regulations for environmental protection. These conditions lead to degradation, pollution and even destruction of the environment with direct impact on the residents' health and life. As a large proportion of production activities coexist with residential areas, (resulting from the lack of proper planning in the past), friction was frequently caused. An important contributing factor was the lack of trust towards state control and efficient enforcement of the laws in combination with the almost nonexistent role of Local Authorities in inspection procedures.

These facts limit alternative solutions for some industrial units to be modernized in situ especially because this in most cases means extensions, although for some units it may mean a relocation to an other area.

Whereas economic crises tend to put residents of industrial regions in a dilemma: the fear of possible job loss conflicts with the process of enforcement of environmental protection rules. The worsening of environmental conditions, in combination with inadequate social infrastructure, has, from time to time, finally lead them to overcoming the above mentioned fears and to fight for their right to live in a clean environment.

There are areas in Attiki, that have literally been suffocating due to the concentration of industries in a limited space and to the absence of infrastructure necessary for environmental protection.

Reference in this respect is made to Drapetsona, Keratsini, Aspropyrgos, Elefsina. In these areas residents were particularly sensitive and active for the enforcement of the laws inspection,

These reactions of the residents have been expressed in a more organized way with the help from the Local Authorities. A recent example of this was the opposition of the residents of Elefsina to the extension of the existing refinery plant. When the "Panelefsinian Front" (municipalities and agencies of the town) conducted a ballot, the extension was condemned.

Such campaigns have taken place in other areas too, in Attiki and throughout the country campaigns have been

organised to prevent actions that are considered harmful for the environment.

It must be noted though, that there have been cases when exaggeration, suspicion and prejudice to any investment occurred. This situation can be avoided through the active participation of the enterprises' management, informing people of the measures they take for environmental protection.

6. SUMMARY AND RECOMMENDATIONS

Industrial development and the environment

The answer to the question, whether environmental issues have been introduced into the system of industrial relations in Greece, are negative.

A number of causal factors have contributed to the non existence of such issues within the present industrial relations system. These causes are of decisive importance and are related to the political, economic and developmental choices adopted in Greece during the last decade. These choices have not contributed at all to the introduction of demands for the protection of the environment within the bargaining framework of the workers.

The lack of policy for industrial development in accordance with the objectives of protection, has a negative effect on the attitude of employers and workers towards the introduction of environmental issues in industrial relations.

In general, it can be said that the relationship between industrial development and environmental protection in the country, is directly related to:

- a) technology level
- b) the spatial distribution of industrial activities
- c) the environment protection attitude of the production partners.

a) Technology level

It is obvious that technological progress can greatly contribute to a drastic decrease of pollution caused by production processes. The adoption of "clean" production processes during which the products are made at the lowest possible environmental cost is one pathway to the lowest possible pollution. Energy and material saving, will also contribute to the reduction of negative effects and the elimination of prejudice as well.

It should be noted that in "modern" technologically advanced factories pollution protection devices are incorporated in the initial design of the production process.

Taking this as given, industrial modernization, which is a kind of industrial development in developing countries, can co-exist with environmental protection. Greece is in that development stage during which the modernization of

production processes is of utmost importance. If this is accomplished in line with environmental protection principles, then the question about the compatibility of industrial development and environmental protection will be answered positively both in theory and in practice.

b) The spatial distribution of production activities

The spatial distribution of production activities throughout the country involving the location of residential areas on one side and the appropriate infrastructure facilities for their operation (roads, port, transportation nodes, etc.) on the other, plus the observance of environmental rules during the choice of location of industrial units as well as their effective inspection (which is the state's obligation), are basic factors for proper industrial development. Such a balance would also lead to the minimisation of prejudice which has, reasonably in many cases, characterised the general public's attitude.

Peculiarities have led (and still lead) to environmentally degraded conditions that encourage an a-priori negative attitude to any investment initiative that may appear in Greece. This attitude may be attributed to the state's incapacity or unwillingness to control effectively production activities for fear of it constraining the arrival of new investments. This tactic, though, has led to a delay in the modernization of production means with consequences on industry, small and medium sized enterprises, production in general and to uncontrollable environmental degradation, especially in areas with high densities of production activities. Such a case is that of the Attiki basin where 47% of the country's industry has been concentrated without the observance of town planning and environmental criteria. In many cases, the in situ modernization of many of the industrial units that are spread throughout the residential area is impossible. The fact that production activities are dispersed throughout the residential web by itself creates pollution. Even those units that do not pollute, they cause serious disturbances such as traffic burdens. The development of Industrial Areas and Industrial Parks has been realized partly as a policy of decongestion leading to the creation of conditions for the proper functioning of industrial activities and environmental protection. Industrial Areas today exist in 19 prefectures while another 10 have been planned. The possibility of Industrial Areas being established in all the country's prefectures has been raised. The basic concept of Industrial Areas, whose implementation has been undertaken by the Greek Bank for Industrial Development (ETVA), is that they constitute the National Framework of Industrial Development Centres, a network developing near urban centres of the country.

c) Environmental culture

The development of an environmental conscience in all production actors is an essential factor towards the enhancement of environmental protection conditions.

This conscience is acquired through education at school, mass media, scientific agencies, syndicates and political centres of the country.

ANNEX

THE LEGISLATIVE FRAMEWORK CONCERNING THE ENVIRONMENT IN GREECE

With reference to Greek legislation on the environment the following paragraphs, are crucial in providing an integrated picture of the institutional framework.

Greek legislation for the environment began in 1912 currently it includes more than 800 Legislative Acts, i.e. Laws, Presidential Decrees, Royal Decrees, Sanitary Orders, Ministerial Orders, Acts of the Cabinet, etc., related, directly or indirectly, to the protection and management of sectors of the environment and to activities, or policies that affect it.

The legislative and administrative framework for the environment is made up of laws that are divided in the following groups :

- a) Constitutional Orders
- b) General Institutional Laws for the environment
- c) Agencies' Responsibilities
- d) Physical Environment - Nature protection
- e) Town Planning
- f) Pollution
- g) Energy
- h) Chemical substances
- i) Industry
- j) Associative procedures - Local authorities
- k) International Conventions
- l) EEC Legislation
- m) Approved 5 year Program for the Economic Development

A. CONSTITUTIONAL PROVISIONS

Article 24 of the Greek Constitution of 1975 provides that the state is obliged to protect the physical and political environment and must impose special preventive and repressive measures in order to fulfill these obligations.

Town planning and protection of traditional regions and elements fall within the meaning of the term physical environment whereas, the political environment includes all human creations, i.e. monuments, pieces of art, traditional regions and ancient ruins.

All necessary measures taken in order to prevent the disturbance of the environment and protect it from any hazards are included in the term protection of the environment. As a result, all human actions that could make changes to nature thereby jeopardizing the survival of human kind are also included in the protection of the environment.

GENERAL INSTITUTIONAL LAWS FOR THE ENVIRONMENT

There are three important laws which create the Institutional framework for the protection of the environment. The "Town Planning and Environment" law passed in 1976.

This set up the National Council for Town Planning and Environment (NCTPE), which comprises the Prime Minister and ten Ministers (Coordination, Economics, Agriculture, Civilization and Sciences, Town Planning - Habitation and Environment, Industry and Energy, Internal Affairs, Social Services, and Commercial Marines). Other Ministers and Deputy Ministers in charge may be called to participate in the NCTPE as well as representatives of local authorities, public organizations and enterprises.

The NCTPE's responsibility is to make decisions about Town Planning topics, supervise the application of appropriate programs and coordinate the work of the implementing agencies.

In 1980 an important law was passed establishing a Ministry for Physical Planning, Housing and environment with the authority to make special Town Planning Studies and Programs (except for National Town Planning), control the application by supplemental agencies of special programme for environmental protection, determine habitation policy and prepare and apply programme and land registration.

Additional responsibilities were given in 1982 to the Ministry concerning the co-ordination of the Environment directorate from the Ministry of Coordination, and increasing its role in town planning and environmental protection.

More recently, in 1986, a law for environmental protection was passed.

The scope of this law is to establish fundamental rules, criteria and mechanisms for environmental protection, so that man, as an individual and as a member of the society, lives in a high quality environment, in which health is protected and the development of personality is favoured.

LEGISLATION FOR THE ENVIRONMENT

Specific legislation exists to provide control in the following areas:

AIR POLLUTION

DRINKING WATER

MARINE POLLUTION

SOIL POLLUTION

FUELS

CHEMICAL SUBSTANCES - PREPARATIONS

Since 1912, more than 140 peices of legislation including laws, Presidential Decrees, Ministerial Decrees and Acts of the cabinet have been passed aimed at controlling air pollution in Greece. Whilst many of these legal instruments have concerned themselves with the mounting problem of pollution associated with car usage, a number have plainly been enacted to comply with European Community Directives.

LEGISLATION FOR DRINKING WATER

Since 1943, at least 12 individual legislative instruments have been passed aimed at controlling the quality of drinking water and protecting it from pollution. Recently, attention has focussed on the protection of water resources from contamination by toxic substances and liquid waste. Again, the need to harmonise with EC directives and guidelines in this respect has driven recent changes in Greek legislation.

MARINE POLLUTION

As may be expected in a country with such an investment in Merchant shipping and tourism, the need to control and reduce marine pollution has been a subject for legislative action since 1991. Some 27 separate actions can be identified aimed at fulfilling these objectives.

SOIL POLLUTION

This appears to have received relatively little attention save for a ministerial decree of 1986 on Solid Waste which provided for harmonisation with an EEC directive.

FUELS.

Legislation here, mostly by Ministerial Decree has attempted to control Petro chemical and gas installations whilst also promoting the use of lead free petrol by motorists.

CHEMICAL SUBSTANCES - PREPARATIONS

Some 15 Ministerial or Presidential Decrees have been adopted mainly in the 1980's aimed at restricting the use of certain dangerous substances e.g. pesticides. Again EEC directives have proved to be important in driving change in these areas.

NOISE

Since 1950 Greek law has recognised the need for citizens to be protected from excessive noise levels. Recent Ministerial and Presidential Decrees have been focussed on noise generated by aircraft and motor cycles.

LEGISLATION CONCERNING INDUSTRIAL ACTIVITY

The basic legislation which provides for the granting of permission to establish industries that were dangerous, obtrusive or unhealthy was passed in 1992. The system of penalties for those companies who broke the law was considered adequate at the time. A departmental Advisory Council was set up in 1962 to advise on the application of this original legislation. Subsequent legislation in the 1960's further widened the scope for technical control over potentially hazardous installations and processes. Towards the end of the 1960's, in an effort to speed up the planning processes attention was placed on faster systems for granting permission.

By the 1980's the first attempts at including assessments of environmental impacts within the planning framework began to appear. A presidential decree of 1981 scratched the surface of the need environmental protection by requiring environmental impact studies to be submitted as part of any plans for new investment or extension of existing capacity. The inadequacies of this particular decree have been identified as follows:

- the study for the disposal of liquid wastes approved by the prefectural sanitary authorities which are generally considered to be totally insufficient, is incorporated in the Environmental Impact Study.
- the specifications for the S.E.I. cover the stages of approval and establishment only and not those of construction and operation

- no reference is made to environmental quality criteria
- no provision is made for the decentralization of responsibilities and the Local Authorities and other relevant agencies participation in the S.E.I. and pollution control approval procedures
- it provided for opinion taking from the Ministry for Industry but did not determine the responsibility of other agencies that, according to the legislation in power, give their opinion on for the impact of such activities on natural resources, water and the cultural and historical environment.

More recently, in 1986 legislation "For the environmental protection" it includes provisions for the categorization, approval, observance and control of of the relevant terms of Environmental Impact Assessment projects, and the establishment of environmental quality and emission standards, together with the operation and maintenance of waste treatment plants.

It must be pointed out though that, for the realization of these provisions, the issue of a number of Ministerial Decisions or Presidential Orders is necessary. To date there has been no evidence of such action.

ECONOMIC INCENTIVES

As can be seen from the relevant legislative provisions, in the interests of incentives, the procedures that could have helped protect the environment from the effects of industrial activity, have been simplified or abolished. This abolition has been accompanied by the financing of private initiative from the state budget and the inability to exercise essential regulatory policies.

For example, a law passed in 1981 "for the offering of incentives for the district and economic development of the country and the settlement of relevant matters", provides the ability to simplify the processes for the issue of installation and operation permission for the establishment, extension, rearrangement of industries, handicrafts and any kind of mechanical installations and storehouses.

Similarly, a law passed in 1983 "For the improvement of investments, organization of State Procurements Services and other provisions" in effect accelerates the procedures for issuing permissions for installation or extension or modernization of industries and gives the Minister for National Economy the right to issue permission, after the taking opinion from the responsible Ministry within 40 days.

PARTICIPATORY PROVISIONS

Legislative provisions, provide an involvement of Local Authorities (L.A.) and employees' representatives, in environmental issues, regarding decision making and control exercising.

- A Presidential Decree 1982 determines, among others, the responsibilities and obligations of Municipal and Communal Special Service personnel regarding the following
- cleanliness, traffic and parking of vehicles, building, environmental pollution, protection of ground-water potential.

Given the Local Authorities' (L.A.) harsh financial conditions, it has proved impossible to meet the above provisions and Local Authorities are just limited to cleanliness work.

Advisory responsibilities of Municipal Department Councils, are set out in legislation passed in 1982 in the following areas:

- water supply and sewage in all common use networks
- protection of the natural, built and cultural environment
- traffic and transportation of the district region
- urban planning development and recreation of the region
- construction of new works and maintenance of existing works

Prefectural Council

With regard to Environmental Impact Assessment projects the Council must inform the citizens and their representative agents before approval is given. The way of briefing is to be determined with a Ministerial Decision, which has not been done yet.

The Council gives its opinion about Government Plans regarding the categorization of regions, elements or entities of the natural environment and landscape and the determination of borders and possibly protection zones.

It participates, with five (5) members, for each case, in the Regulating Plans Councils for the Environmental Protection of Athens and Thessaloniki.

Local Authorities (L.A.)

Among the environmental control responsibilities which LA's possess are the following:

- a) They check the documentation and approve the environmental terms, after the decision of the Mayor or Officer in charge, for works or activities having particularly obtrusive or dangerous consequences for the environment.
- b) They undertake the execution of works, that are in accordance with the approved environmental terms for the execution of works and activities that.
- c) Give their opinion to the Prefecture in charge for the determination of areas, where the final disposal of domestic wastes is allowed.
- d) They participate in Regulating Plans Councils for the Environment of Athens and Thessaloniki with representatives of the relative Municipal Council and Municipalities and Communities Union.

Other Agencies

The participation of one representative of agencies to the Regulating Plans Councils for the Environmental Protection of Athens and Thessaloniki, is provided for. These agencies are the following:

The Geotechnical Chamber of Greece, the Commercial and Industrial Chamber of Athens and Thessaloniki (the city interested is participating each time), the Economic Chamber, the Art Chamber, the Higher Civil Servants Directorate Committee, the Greek General Confederation of Arts and Crafts, the employees of Social agencies organizations and syndicates.

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